

# RIBBLE VALLEY BOROUGH COUNCIL REPORT TO PLANNING AND DEVELOPMENT COMMITTEE

Agenda Item No.

meeting date: 17 JULY 2018  
title: PROPOSED ADDITIONAL HOUSING LAND ALLOCATIONS TO BE INCLUDED  
WITHIN HOUSING AND EMPLOYMENT LAND DEVELOPMENT PLAN  
DOCUMENT  
submitted by: CHIEF EXECUTIVE  
principal author: PHILIP DAGNALL, ASSISTANT PLANNING OFFICER

## 1 PURPOSE

- 1.1 To outline the background to the selection of a series of proposed additional housing allocations to the Submitted Housing and Economic Development DPD (HED DPD) and set out maps of those sites proposed for selection.
- 1.2 Relevance to the Council's ambitions and priorities:
  - Community Objectives – The matters covered in this report will contribute to sustainable development in the area.
  - Corporate Priorities – The document that is the subject of this report relates to Council ambitions of making people's lives safer and healthier and also helping to protect the environment by directing future development into appropriate and sustainable locations.

## 2. BACKGROUND

- 2.1 The HED DPD was submitted for Examination in Public (EIP) by the Planning Inspectorate in August 2017. Within it were housing land allocations in Wilpshire and Mellor, the only settlements at that time requiring allocations, given that the Core Strategy's housing overall Borough-wide requirement and its specific distribution to individual settlements as set out in Core Strategy Key Statement DS1 had already been met by the Standen Strategic Site and a variety of granted planning permissions, and at the time of the submission of the HED DPD the Council had demonstrated that it had a five year supply.
- 2.2 Unforeseen and lengthy delays caused by the illness of the Inspector led to the postponement of the document's formal Examination in Public (EIP). During this time the overall Council's housing requirement position has changed as sites have not completed as expected, fewer new permissions have come forward and the recent appeal decision at Higher Road, Longridge has raised the issue of the applicable NPPF buffer to apply for the purposes of calculating a five year housing land position. All this is also against the background of emerging new NPPF provision and potential changes in underlying housing requirements that will alter the basis of land assessment, which the Council will have to consider in due course.

- 2.3 Whilst the Council can demonstrate a five year supply with a 5% buffer, it cannot do so when a 20% buffer is applied. Therefore to address this urgent issue further housing land allocations will need to be considered. To allow the time necessary to select and consult on these additional site allocations as set out below the Examination has been postponed to November 2018. The sites and selection criteria outlined in this report have also been recently discussed in detail by members at the Development Plan Working Group meeting of 27 June.
- 2.4 Updated boroughwide housing figures, taking into account matters discussed in recent appeals and set out in the Housing Land Availability report (see Para 6.6) that is also being taken to this Committee meeting indicate that additional allocations totalling at least 165 units are needed. Should sites be selected they will be need to be publicly consulted on as proposed Main Modifications to the Submitted HED DPD of 2017 through a six week consultation and also be screened through a Sustainability Appraisal process before being brought to the EIP.

### 3 SITE SELECTION

- 3.1 The detailed criteria used to select the attached sites are set out in Appendix 1. Briefly a series of tests are applied to an initial of sites that were put to the Council in the Regulation 18 and 19 consultations on the HED DPD but were at the time considered inappropriate as they did not relate to the then specific requirements for sites only in Mellor and Wilpshire. The tests include the application of adopted Core Strategy strategic policies such as those relating to Principal and Tier 1 settlements; pragmatic assessments of the likely yield of dwellings and the particular sizes of individual sites given the need to allocate sites that would be built out in five years; specific issues regarding sites that the Council were already aware of from discussions relating to previous planning applications; Sustainability Appraisal feedback; updated indications from the individual site proposers given that the sites were put to the Council nearly a year ago and the potential of sites already allocated in the Submitted version of 2017 to accept additional units.

### 4 PROPOSED SITES FOR ALLOCATION SELECTION

- 4.1 The above process has led to the selection of the sites mapped in Appendix 2. Briefly they and their initial approximate yield of dwellings are set out below. Where approximations of dwellings are quoted they relate to an average theoretical yield of 30 dwellings per hectare.

#### 4.2 **Principal Settlement Sites.**

Site 11	Site of Pendleton Brook Day Centre, Clitheroe	(11)
Site 14	Site of Clitheroe Joint Divisional Office, Clitheroe	(11)
Site 15	Chatburn Road, Clitheroe (NE portion only)	(c. 40)
Site Devpr3	Land off Hawthorne Place, Clitheroe	(c. 40)
<b>Sub Total</b>		<b>c. 102 units</b>

There were no suitable sites that fulfilled the selection criteria put forward in the other Principal Settlements of Whalley and Longridge.

### **Tier 1 Sites**

Langho Site 1 South of Laycocks Farm, Langho	(c. 10)
Site 18 North of Ribblesdale View, Chatburn	(18)
Site 24 Haugh Head, Whins Lane, Read and Simonstone	(c. 20)
Site HAL2 Wilpshire (additional allocation to that already proposed)	(c.30)
<b>Sub Total</b>	<b>c. 78 units</b>
<b><u>Total</u></b>	<b><u>180 units</u></b>

#### 4.3 **Tranche 2 Sites**

Members may wish to consider whether it would also be prudent to guard against unanticipated circumstances resulting in an under delivery on the above sites. To allow for this possibility it is suggested that a secondary tranche of three sites be selected from which any shortfall can be covered. It is emphasised that these sites are only to be considered in the eventuality of those in the Principal and Tier 1 settlements above failing to deliver to the anticipated scale in the anticipated time and may need to be revisited in the light of consultation. The three sites are:

Site 6 Mellor Lane, Mellor	(c. 50 units)
Site 13 Highmoor Farm, Clitheroe	(c. 100 units)
Site 25 South east of Main Road ,Gisburn	(c. 50 units)

4.4 At this stage to ensure an adequate buffer of identified land there is considered to be a need to identify additional land to deliver approximately 165 dwellings. It is recommended that this be achieved by way of additional allocation of the sites listed above.

## 5 RISK ASSESSMENT

5.1 The approval of this report may have the following implications:

- Resources – No direct in house staff and other in house resources will be required at this stage.
- Technical, Environmental and Legal – None
- Political – No direct political implications

- Reputation – That development plan documents be completed and adopted in a timely and efficient manner.
- Equality & Diversity – No implications identified

## 6 **RECOMMENDED THAT COMMITTEE**

- 6.1 Approve the need for further housing allocations to be made on the basis outlined in paragraph 4.2 of this report and that they be consulted on and submitted to the Examination as proposed Main Modifications to the submitted HED DPD,

PHILIP DAGNALL  
ASSISTANT PLANNING OFFICER

MARSHAL SCOTT  
CHIEF EXECUTIVE

### BACKGROUND PAPERS

None

For further information please ask for Philip Dagnall, extension 4570

## Proposed Additional HED DPD Allocation Site Selection Criteria

### 1. Borough Wide Need.

The initial Submitted HED DPD allocations in 2017 were directed solely towards Mellor and Wilpshire to address specific Core Strategy residual housing requirements in those two settlements. However the additional requirements that have now emerged and are referred to in the accompanying report are a Borough- wide matter and therefore a wider variety of sites in other settlements can in principle also now be considered.

### 2. Regulation 18 and 19 Sites as Starting Point

To address the above need all sites that were put to the Council during the Regulation 18 and 19 consultations that led to the Submission of the HED DPD in August 2017 were re-considered. These sites were originally discounted as they did not relate to Mellor or Wilpshire but they can now be considered in relation to the newly emerged additional Borough-wide need. While the Council does also have a series of sites within its 2013 SHLAA document that could be considered in the absence of other sites, the fact that the Regulation 18 and 19 sites were positively put forward by promoters significantly more recently is taken as more concrete evidence that they could be delivered within the required HED DPD timescales. In addition the promoters of the selected sites below have been contacted within the last month to ascertain whether the sites were still positively available and they have informed us that they all remain so. The SHLAA sites remain as a fall back option to be considered should no suitable sites emerge from this particular selection process.

### 3. Adopted Core Strategy Strategic Locational Policies

The next step was to consider the above sites in the light of the Council's adopted Core Strategy policies in considering particular locations for the additional allocations. Following the Development Strategy set out in the Core Strategy (Key Statement DS1) development is guided towards the Borough's most sustainable settlements ie the Principal Settlements of Clitheroe, Longridge and Whalley. In addition sites could be considered in the Tier 1 settlements, the more sustainable of the Borough's smaller settlements. This the logical approach as it rests on adopted policy. This also means discounting sites that are in the Tier 2 settlements or in the Open Countryside not adjacent to a settlement boundary (see below).

Applying policy further, sites, ideally brownfield sites, that are located within the current settlement boundaries were preferred as they should be considered in principle as more sustainable, followed by those that are immediately adjacent to the settlement boundaries.

### 4. Scale of Site and Likely Deliverability

Sites that were too large to deliver within five years were discounted (based on a calculation of approx. 30 dwellings per hectare) as the need for additional allocations follows directly from an current inability to satisfy the five year requirement. This pragmatically selects sites that could reasonably be considered to deliver units within five years of planning permission/allocation and also aligns with recent proposed draft government national planning policy changes to deliberately favour smaller development sites. Pragmatically it is considered that the maximum

site size that would pass the above test is one that would deliver 100 units. Therefore sites that were above this level were also discounted.

Taking the matter of site size further, whilst sites of a maximum of 100 units could be considered theoretically appropriate in relation to the larger Principal Settlements of Clitheroe, Longridge and Whalley they were considered too large for the smaller Tier 1 settlements. In terms of their populations and built scale a maximum of 30 units was considered to be more appropriate here. Therefore sites above 30 units in Tier 1 settlements were discounted. This process also involved the re-consideration of the two sites that were already allocated in the Submitted HED DPD and it was considered that the Wilpshire site (HAL2) could accommodate additional units above its original allocation (which itself related to the specific Core Strategy residual requirement there). The Mellor site (HAL1) was considered to be unable to host additional units.

## **5. Individual Site Specific Matters.**

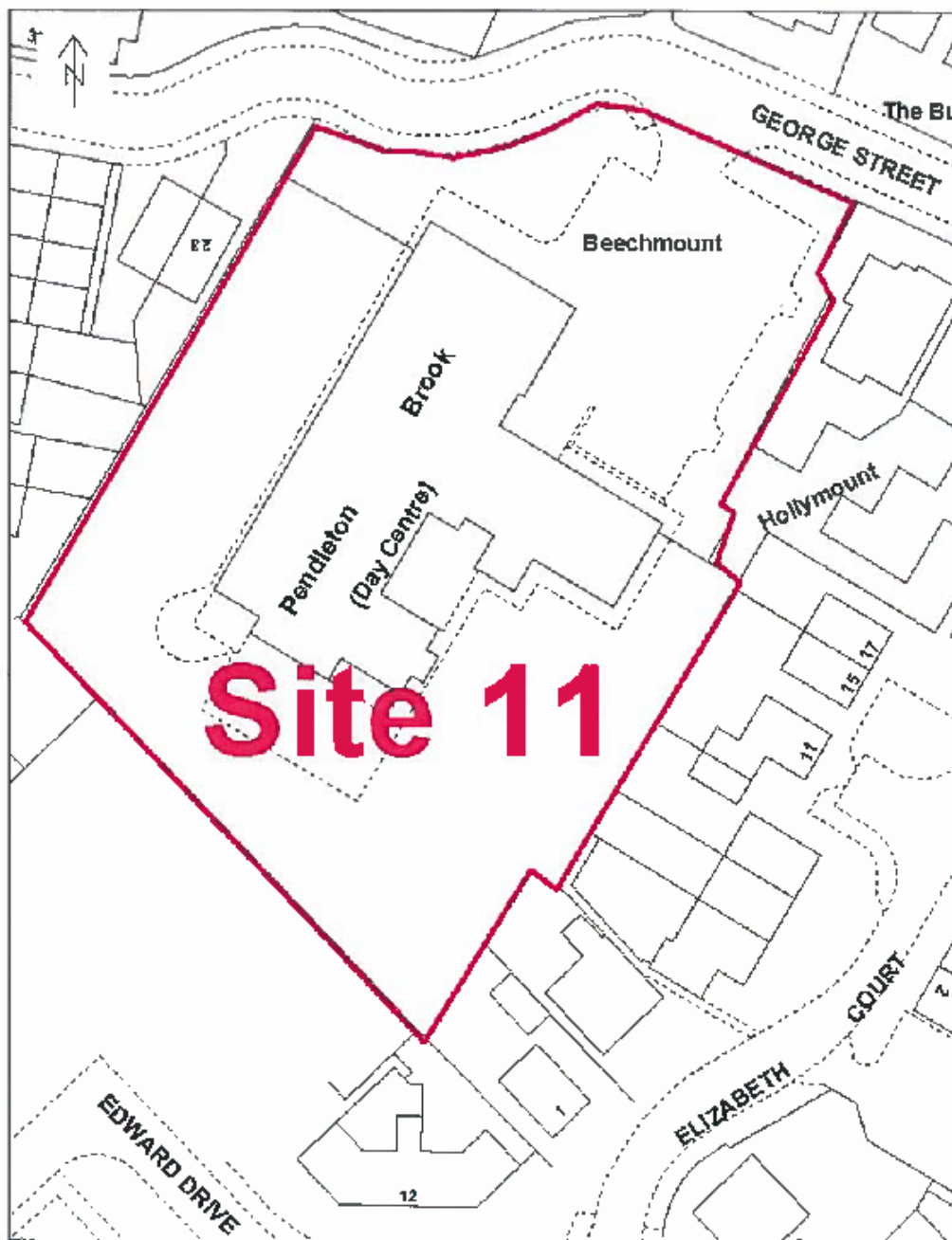
In addition to the above general tests the Council are aware, through a variety of routes including recent applications and on-going appeals, and the general application of professional judgement, of some site specific matters that affected individual sites. These have also collectively fed into the selection process.

An example of the application of this knowledge and experience is the restriction of likely development of Site 15 in Clitheroe to exclude the “tail” of land extending south west adjacent to the railway line as being practically too difficult to develop and therefore only that portion of the site to the north east adjacent to Chatburn Road being considered as allocatable.

Also the Hammond Ground, Read site was discounted as the Council's position at the forthcoming appeal relating to this site is that, due to its scale and location, it would be injurious to the setting of the AONB and would cause harm to the visual amenity of the parkland landscape that contributes significantly to the character of the village of Read.

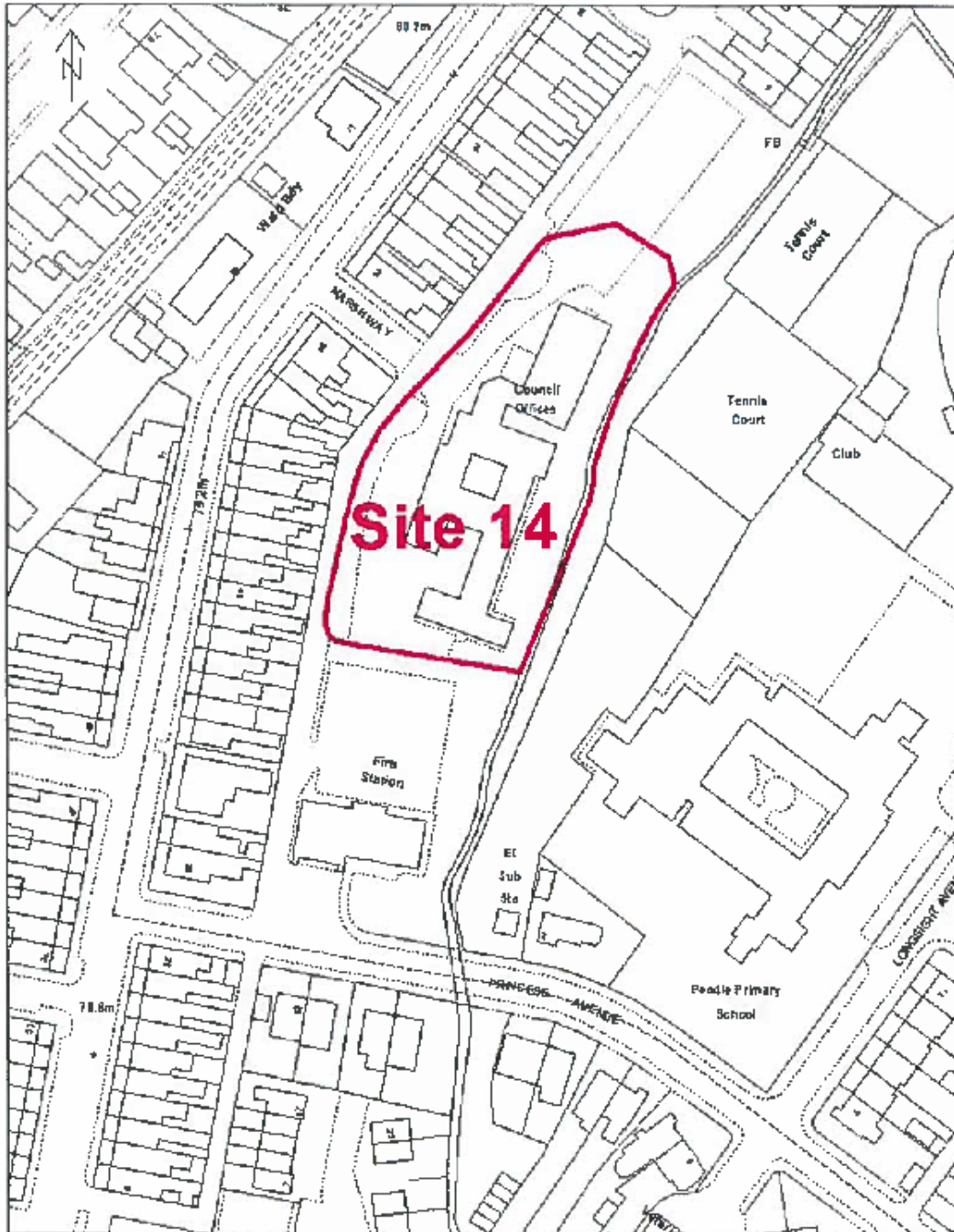
Selected Proposed Allocation Site Maps

Principal Settlements



**Site 11: Pendleton Brook D Cntr**

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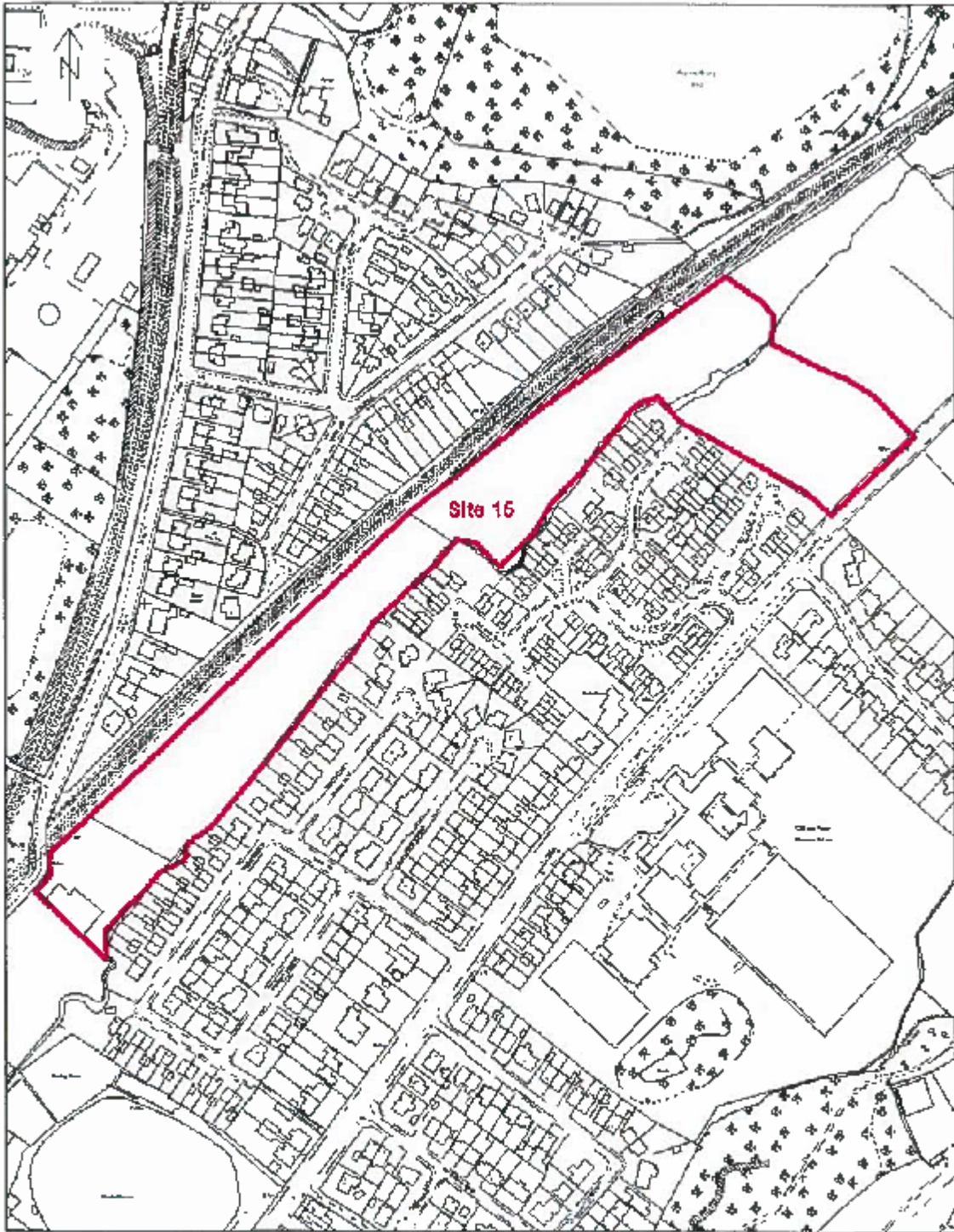


**Site 14: C Joint Divisonal Off**

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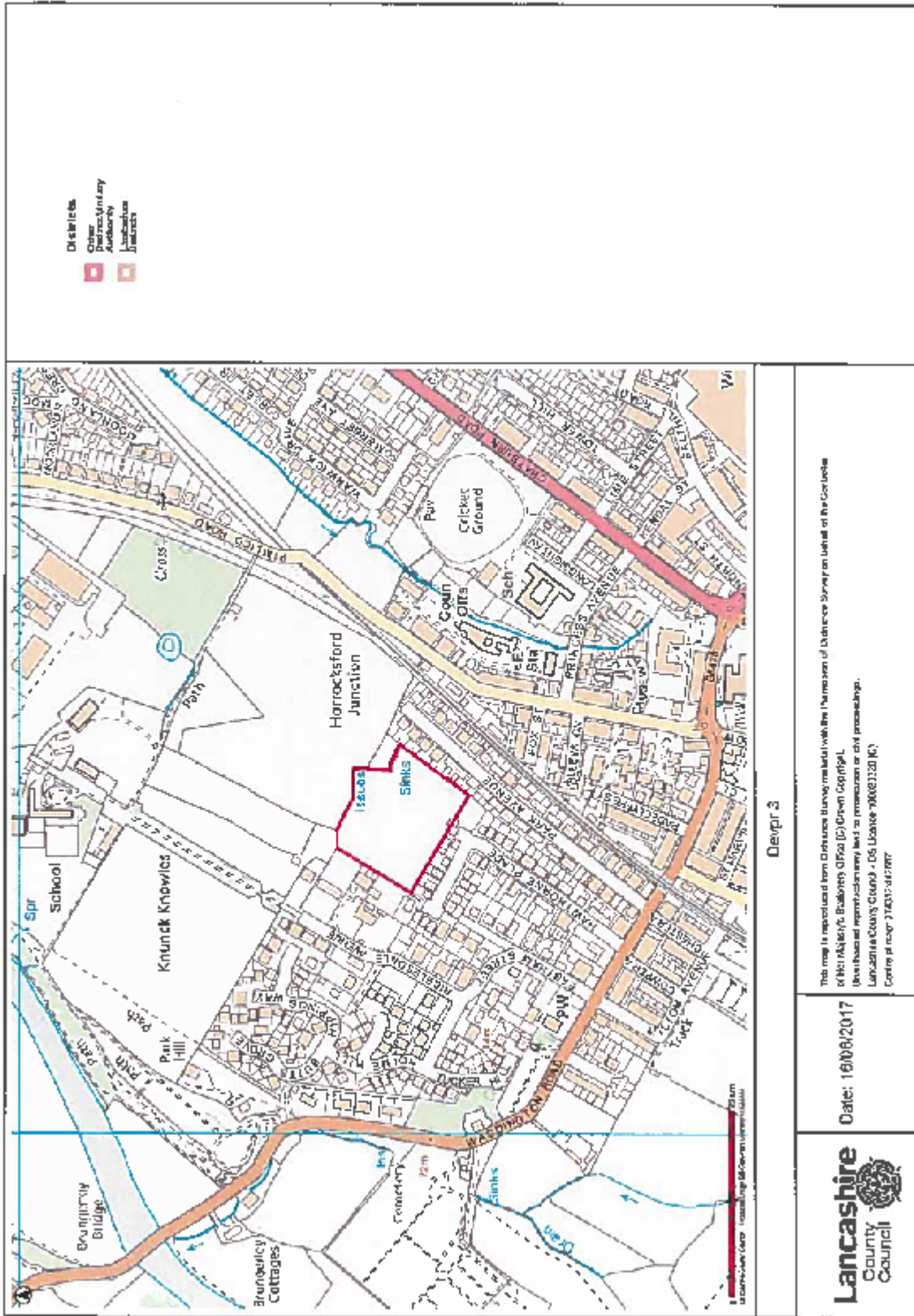




### **Site 15: Chatburn Rd**

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# Tier 1 Sites

## Development Department

Council Offices, Church Walk, Clitheroe, Lancs., BB7 2RA

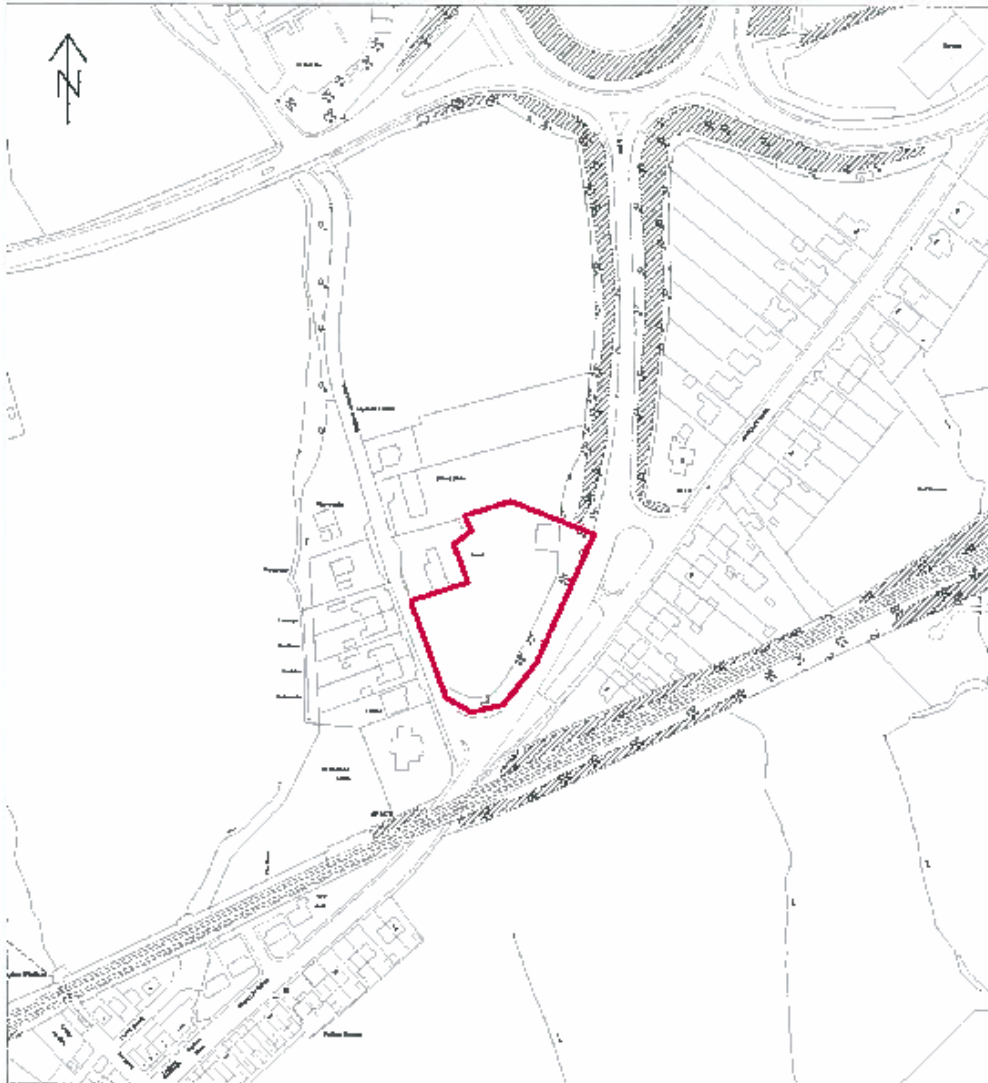
Tel: (01200) 425111 Fax: (01200) 414487

## Location Plan

Map Ref:  
SD7034NE

Scale:  
1:2500

LANGHO SITE 1

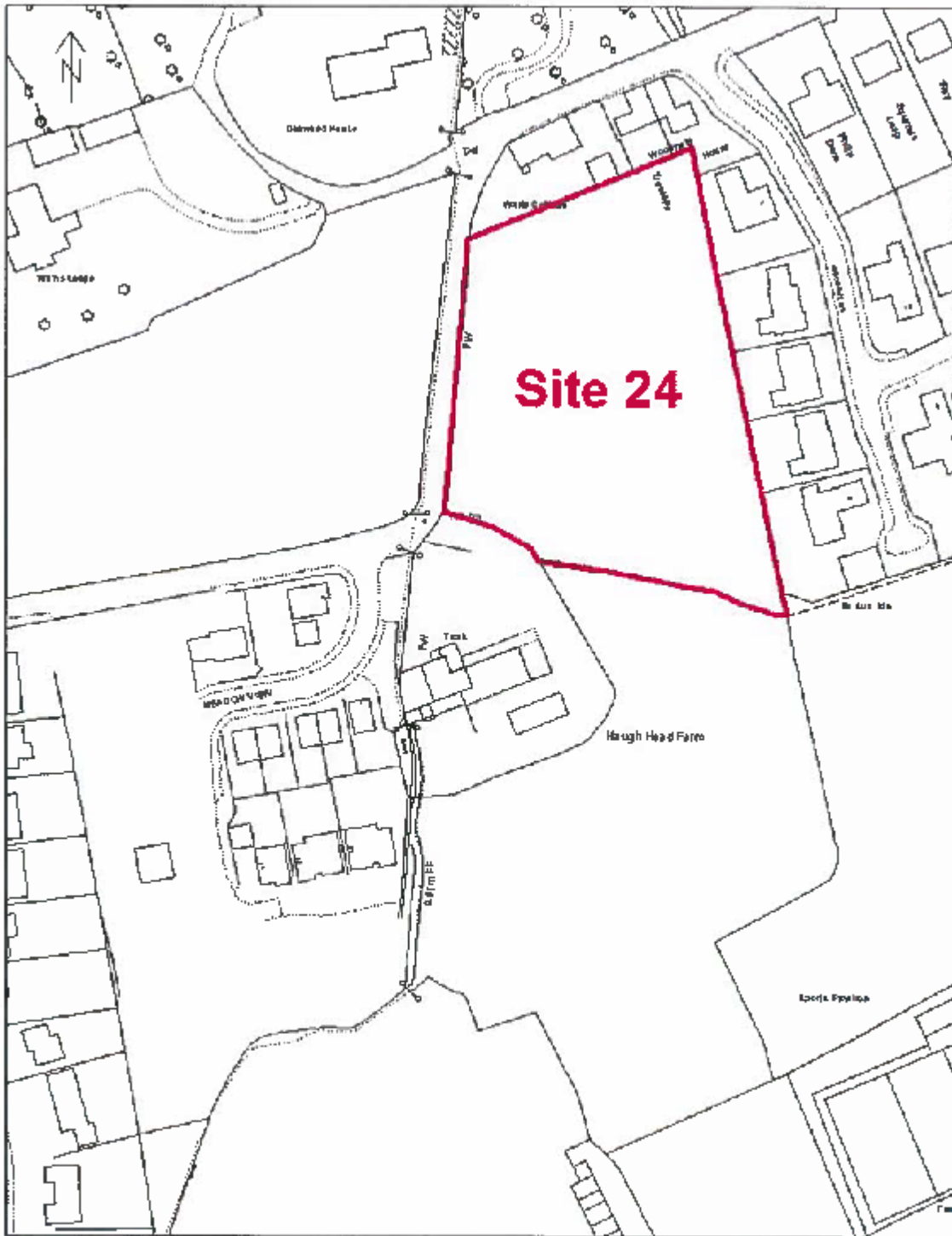


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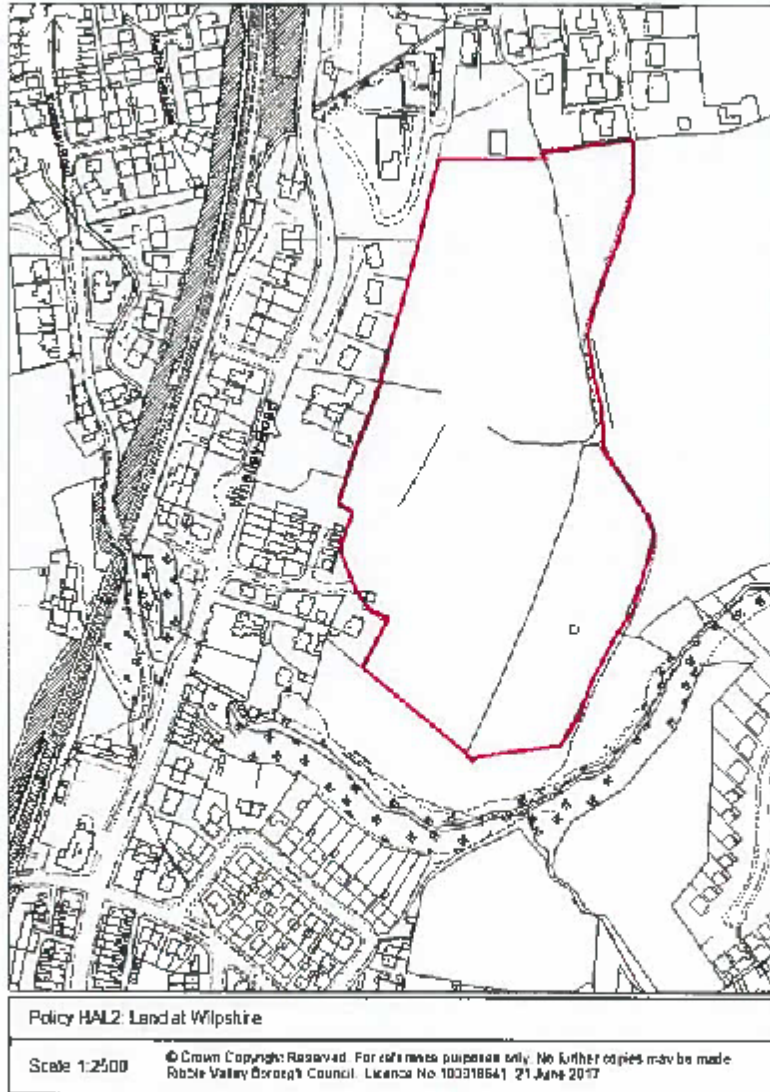
**Site 24: Adj Hough Head Whinsl**

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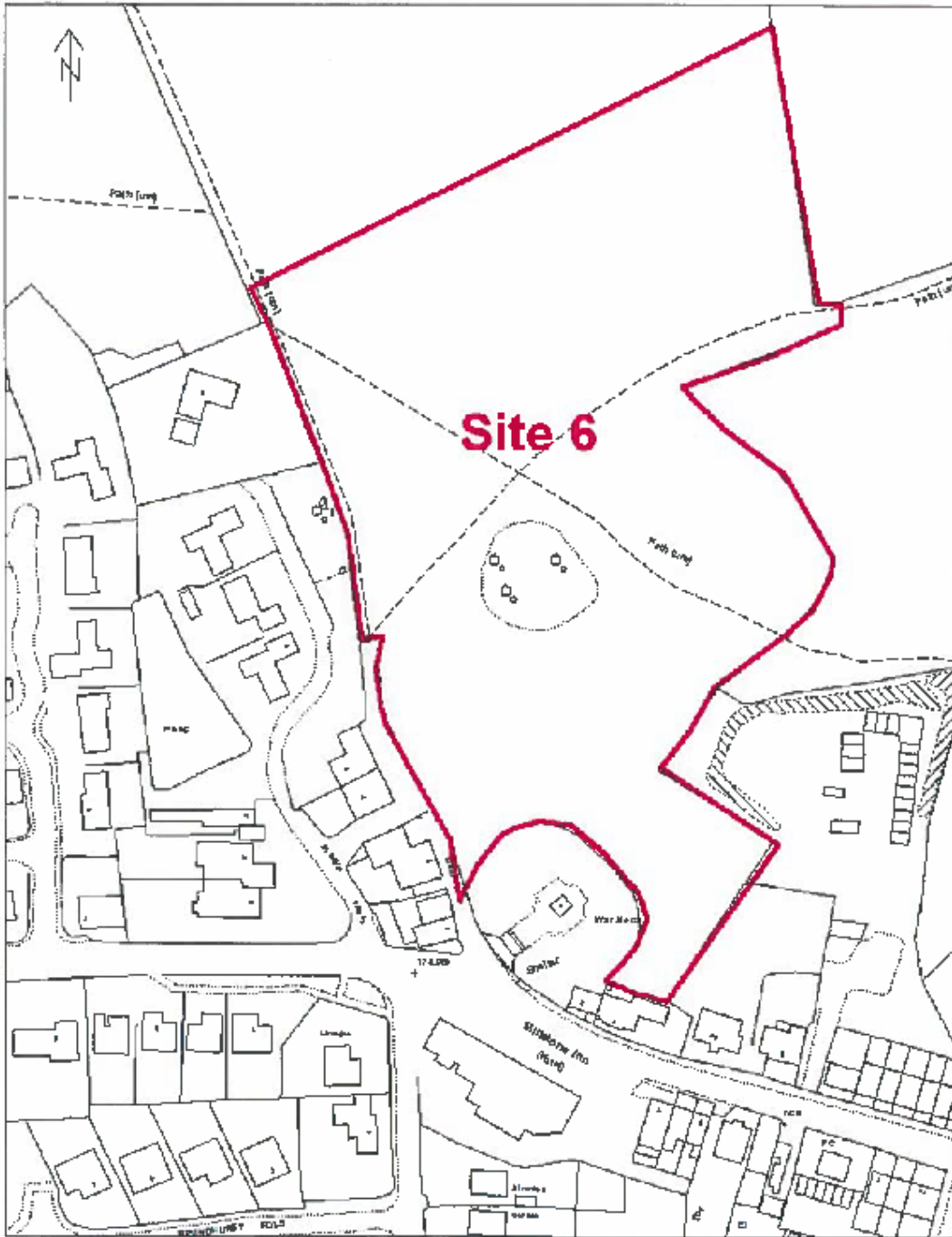
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Appendix 1

Map 1: revised allocation boundary of Policy HAL2



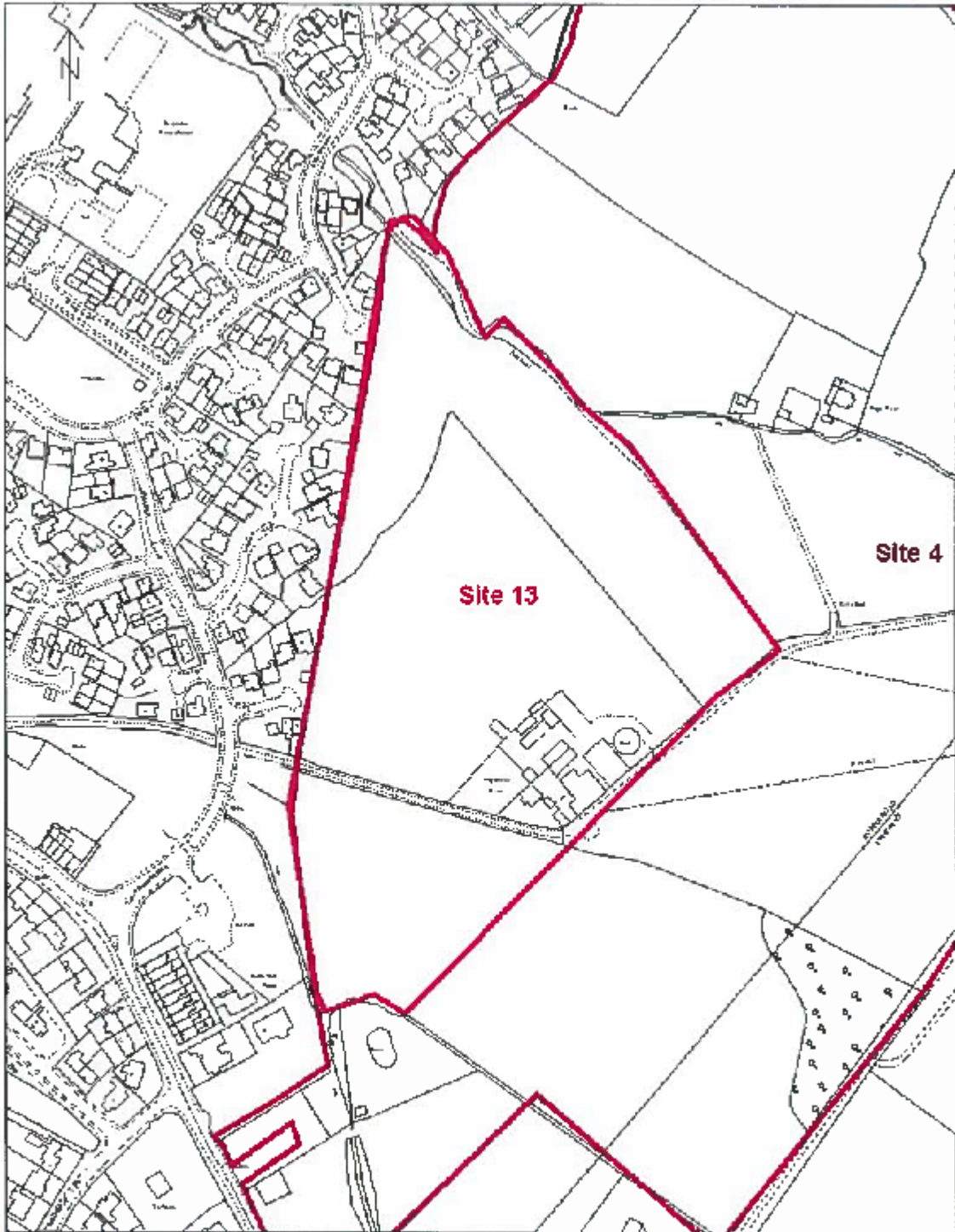
## Tranche 2 Sites



### **Site 6: Mellor Lane, Mellor**

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**Site 13: Highmoor Farm**

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