



A Local Plan for Ribble Valley 2008-2028

Regulation 19 Publication version of the Housing and Economic Development – Development Plan Document

APRIL 2017



Welcome to the Ribble Valley Issues and Options consultation, the first part of the Council's Local Development Plan consultations.

This plan builds on the foundations of the Core Strategy which was formally adopted in December 2014. The Housing and Economic DPD sits in tandem with the Core Strategy and completes the Local Development Framework for the borough as required by Government.

It is this "DPD" alone on which the Council now seeks your views, which are important to us in ensuring that key stakeholders, partners and the local community have a say in delivering our vision for the future.

This publication version sets out the key housing and economic issues including housing and employment land allocations, town centre policies and draft settlement boundaries. We look forward to hearing your views and ideas.



Councillor Susan Bibby

Chair of Planning and
Development Committee

April 2017

INVITATION TO COMMENT

This document represents the second public consultation stage in preparing the Housing and Economic Development DPD. It provides the opportunity for public and stakeholder involvement in the statutory plan making process. The Council is inviting views and feedback on the preferred option Housing, Employment Land and Retail Allocations which are set out in the relevant sections of this report.

For the avoidance of doubt, **this consultation does not seek views on matters which are already agreed in the adopted Core Strategy** such as the spatial development strategy, the overall amount and distribution of new development and the designation of the strategic site at Standen.

IMPORTANT INFORMATION

This consultation period runs from **Friday 28th April until 5pm on Friday 9th June 2017.**

Responses received will be considered and used to inform the Submission version of the document (Regulation 22) which will be submitted to the Secretary of State for Independent Examination.

Representations can be submitted to the Council at the addresses below:

Email responses to: publicationreg19@ribblevalley.gov.uk

Post responses to: HED DPD Publication Consultation, Forward Planning, Regeneration and Housing, Council Offices, Church Walk, Clitheroe, Lancashire, BB7 2RA.

Please note that we will not formally acknowledge responses and will only contact you if we need further clarification. Your details will be held on our database in accord with the provisions of the Data Protection Act 1998 and you will be contacted again at further stages unless you expressly tell us that you do not wish to be involved in further stages. We will not publish your personal details but comments will be available to others to read. We may share responses including your personal details with the Planning Inspectorate as part of the statutory process. You can also ask to be notified specifically about the adoption of the Local Plan.

All representations received will be provided to the appointed Planning Inspector.

Further information on the statutory process that must be followed can be obtained by contacting the Forward Planning team on 01200 425111.

This document is available in large print and other formats on request.

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SECTION ONE: INTRODUCTION, BACKGROUND AND CONTEXT

The statutory plan making process places a duty on all Local Planning Authorities (LPAs), including Ribble Valley Borough Council, to prepare and put in place a Local Development Framework (LDF). This will provide the basis for guiding investment decisions, determining planning applications and managing how the local area will change over future years. The content and timing of the production of the various elements of the LDF is mapped out in the Council's Local Development Scheme (LDS¹).

The Core Strategy², which was adopted in December 2014, is the central document of the LDF and establishes the vision, underlying objectives and key principles that will guide the development of the area over the period 2008 to 2028. It sets the strategic level of planning policy for Ribble Valley by identifying:

- an overall spatial development strategy;
- broad locations for development;
- a strategic development site (at Standen, Clitheroe);
- the amounts of housing and employment land to be provided for in the plan period; and
- key policies for environmental, housing, and economic matters.

Very importantly, the Core Strategy includes a suite of Development Management policies which are used to guide decisions on individual planning applications.

The LDS includes the production of a Housing and Economic Development Plan Document (HED DPD), the role and purpose of which is to provide more detailed policy coverage on key issues related to the economy and housing where necessary. It will include relevant allocations, including housing and employment land and policies for the town centres of Clitheroe, Longridge and Whalley, as well as existing open spaces and draft settlement boundaries, which are necessary for the implementation of the Core Strategy.

This document represents the Publication Version, or 'preferred option' for allocations and is the second stage of consultation in preparing the HED DPD. This follows on from the regulation 18 stage document that underwent public consultation for six-weeks between August and October 2016.

The overall strategic context for the borough has been previously set out Key Statement DS1 of the adopted Core Strategy. To put this DPD into the overall strategic context, the Development Strategy (as contained in the Core Strategy) is as follows:

¹ Available on the RVBC website

https://www.ribblevalley.gov.uk/info/200400/local_development_framework/1460/local_development_scheme_lds).

² Available on the RVBC website

https://www.ribblevalley.gov.uk/downloads/file/10010/adopted_core_strategy

KEY STATEMENT DS1: DEVELOPMENT STRATEGY

The majority of new housing development will be:

- concentrated within an identified strategic site located to the south of Clitheroe towards the A59; and
- the principal settlements of:
 - Clitheroe;
 - Longridge; and
 - Whalley.

Strategic employment opportunities will be promoted through the development of:

- the Barrow Enterprise Site as a main location for employment; and
- the Samesbury Enterprise Zone.

New retail and leisure development will be directed toward the centres of:

- Clitheroe;
- Longridge; and
- Whalley.

In addition to the strategic site at Standen and the borough's principal settlements, development will be focused towards the Tier 1 Villages, which are the more sustainable of the 32 defined settlements:

- Barrow;
- Billington;
- Chatburn;
- Gisburn;
- Langho;
- Mellor;
- Mellor Brook;
- Read & Simonstone;
- Wilpshire

In the 23 remaining Tier 2 Village settlements, which are the less sustainable of the 32 defined settlements, development will need to meet proven local needs or deliver regeneration benefits. The Tier 2 Village settlements are:

- Bolton by Bowland;
- Bockhall;
- Calderstones;
- Chipping;
- Copster Green;
- Downham;
- Dunsop Bridge;
- Grindleton;
- Holden;
- Hurst Green;
- Newton;
- Osbaldeston;
- Pendleton;
- Ribchester;
- Rimington;
- Sabden;
- Sawley;
- Slaidburn;
- Tosside;
- Waddington;
- West Bradford;
- Wiswell;
- Worston;

In general the scale of planned housing growth will be managed to reflect existing population size, the availability of, or the opportunity to provide facilities to serve the development and the extent to which development can be accommodated within the local area. Specific allocations will be made through the preparation of a separate allocations DPD.

In allocating development, the Council will have regard to the AONB, Green Belt and similar designations when establishing the scale, extent and form of development to be allocated under this strategy. The relevant constraints are set out as part of the strategic framework included in this plan.

Development that has recognised regeneration benefits, is for identified local needs or satisfies neighbourhood planning legislation, will be considered in all the borough's settlements, including small-scale development in the smaller settlements that are appropriate for consolidation and expansion or rounding-off of the built up area.

Through this strategy, development opportunities will be created for economic, social and environmental well-being and development for future generations.

SECTION TWO: HOUSING ALLOCATIONS

Housing Allocations

Through this plan, the Council is allocating land to meet residual housing requirements in the settlements of Mellor and Wilpshire as measured against the overall requirement and spatial distribution of the Core Strategy and in which both are identified as Tier 1 settlements. The allocations set out in this document have been selected based upon the outcomes of the consultation undertaken at Issues and Options stage (Regulation 18) between August and October 2016, and the testing work undertaken as part of the Sustainability Appraisal (SA).

Housing Allocation Policy (Policy HAL)

This policy provides further detail relating to Key Statement H1 of the adopted Core Strategy

Land will be allocated for residential development to meet housing requirements in the plan period (2008-2028) as follows and as shown on the Proposals Map:

HAL1 Land off Mellor Lane (adjacent to Weavers Fold), Mellor (0.29ha)

HAL2 Land at Wilpshire (5.67ha)

Justification

Key Statement H1 of the Core Strategy sets out a requirement for 5600 dwellings in the plan period 2008 to 2028 which equates to an annual target of 280. The Development Strategy set out at Key Statement DS1 of the Core Strategy directs the majority of the new housing development to the strategic site south of Clitheroe (known as Standen) and the principal settlement so Clitheroe, Longridge and Whalley. In addition it directs a limited amount of new housing to the Tier 1 villages which are considered to be the more sustainable of the 32 defined settlements outside the principal settlements. In addition to DS1, Table 4.12 of the Core Strategy sets out clearly the spatial direction of new housing and the general quantum of growth in the principal and Tier 1 settlements.

This DPD does not seek to reconsider the housing requirement or its spatial distribution but rather to make allocations to meet any outstanding requirements based on the provisions of the Core Strategy.

The Council undertakes regular monitoring of housing land provision in terms of overall provision and its spatial distribution. Taking account of completions in the plan period to date, extant permissions (started and not started) the evidence base³ showed that there were only small residual requirements in the principal settlement of Longridge and the Tier One settlements of Mellor and Wilpshire. Up to date housing monitoring at 30th September

³ A Local Plan for Ribble Valley: regulation 18 Issues and Options Consultation Housing and Economic Development DPD August 2016.

2016⁴ shows that the residual requirement in Longridge was 25 dwellings, Mellor 17 dwellings and in Wilpshire 34 dwellings.

In the case of Longridge, since the evidence base was compiled, the Council has resolved to grant permission for further dwellings in Longridge which would address any outstanding residual requirement in the plan period. In addition, monitoring information shows that windfall developments, redevelopment sites within this principal settlement and conversions continue to come forward and are likely to meet outstanding needs in the plan period.

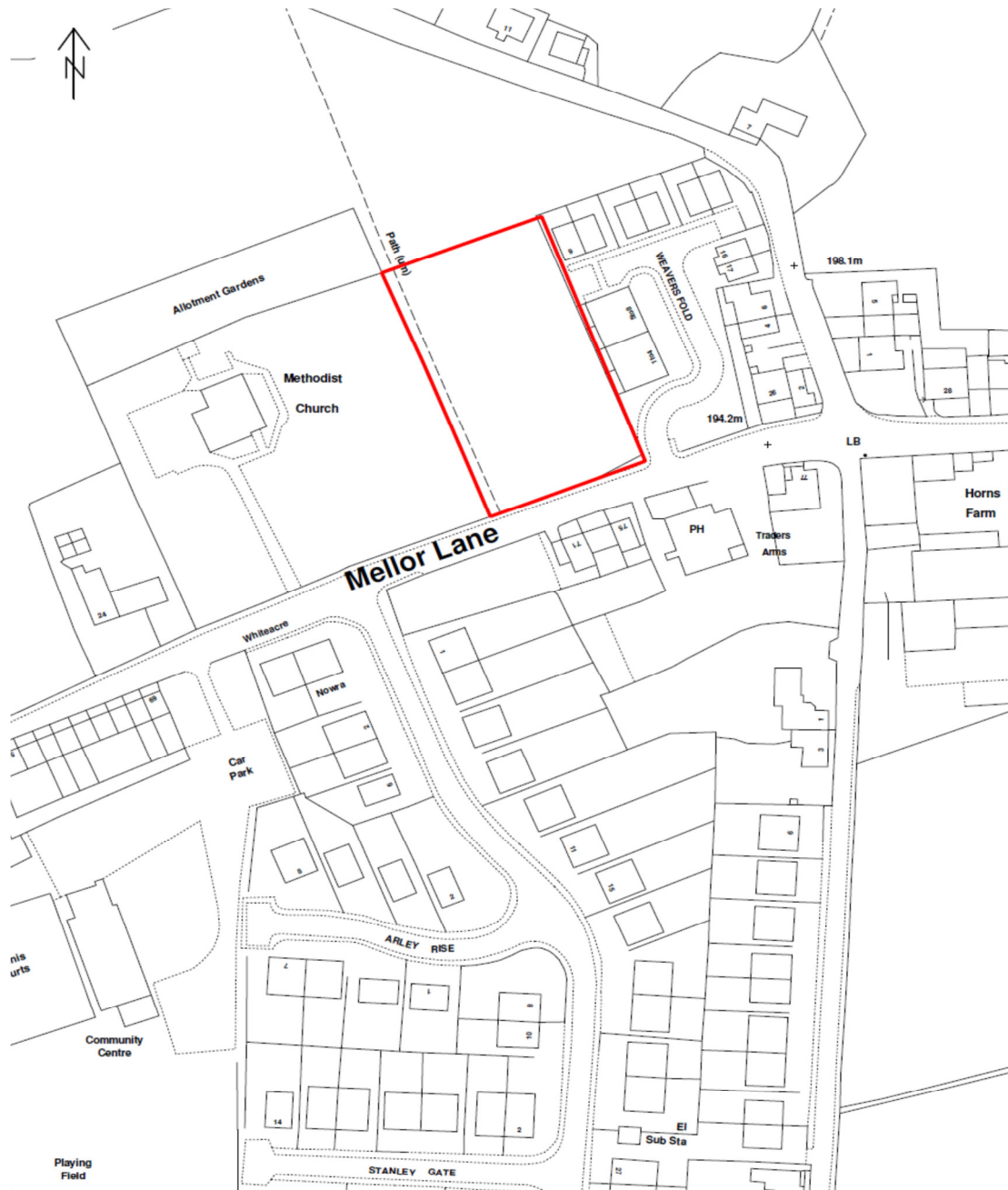
In the case of Mellor and Wilpshire, which are much smaller settlements, constrained at least in part by Green Belt, there are fewer opportunities for windfall development and specific sites which have been selected through the previous stages of plan making, are allocated specifically to meet the housing requirements in these settlements in the plan period.

The following two sites are allocated to address housing requirements in Mellor and Wilpshire:

⁴ Housing Land Availability Survey October 2016 available at:
https://www.ribblevalley.gov.uk/downloads/download/7171/housing_land_availability_surveys_and_reports

Policy HAL1: Land at Mellor Lane

The following site is proposed for residential allocation within the settlement of Mellor.



MELLOR 1

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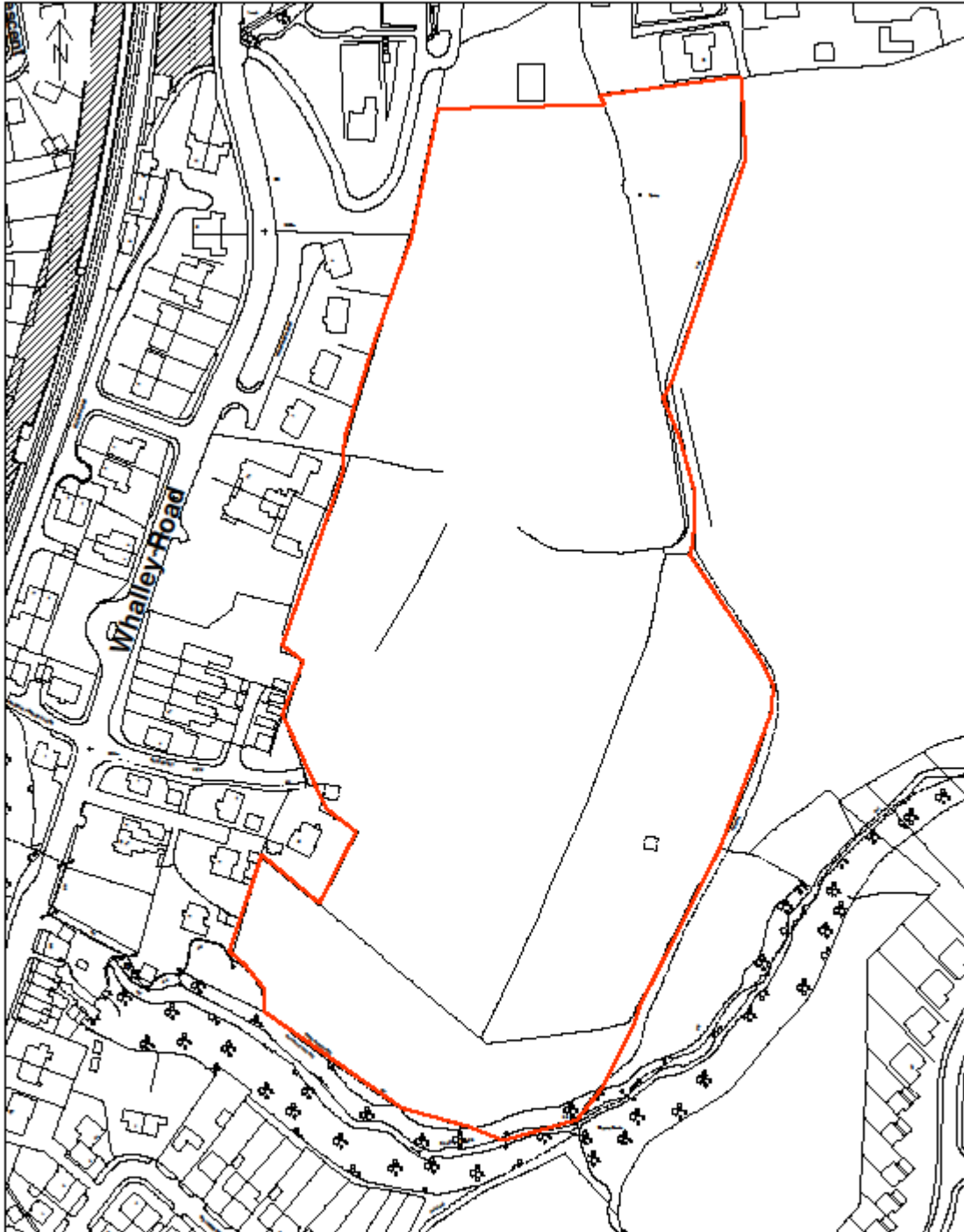
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Land at Mellor Lane, Mellor

This is a greenfield site fronting onto Mellor Lane comprising an open field and is located adjacent to a housing scheme at Weavers Fold, the Methodist chapel and open fields. A public footpath runs along the western boundary of the site, adjacent to the boundary wall with the Methodist Chapel, which will need to be incorporated into the development. The site area is approximately 0.29ha. It is recognised that the requirement of 18 dwellings could result in a high density scheme on the site. The density and dwelling type will be determined to best meet needs identified in accordance with H2 of the Core Strategy and in accordance with Development Management criteria. If the density is considered too intensive, then the remaining requirement for the settlement will need to be met through windfall development during the plan period. Development of the site will be expected to make provision for local (including affordable) housing needs in accordance with the requirements of H3 and DMH1 and of the Core Strategy.

Policy HAL2: Land at Wilpshire

The following site is proposed as the housing allocation for the settlement of Wilpshire.



Land at Wilpshire

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This site was presented as potential allocation option 'WILPSHIRE3' in the regulation 18 consultation document. Site specific work showed the following in terms of site attributes:

Land at Wilpshire

This is a greenfield site which slopes upwards in a north easterly direction and comprises open field/grazing land. Electricity pylons and overhead lines cross the lower part of the site which may preclude construction on this part of the site but offer the opportunity for open space network. In this respect, the southern boundary borders onto the steeply wooded clough of Knotts Brook and the southern part of the site may offer the opportunity to increase the tree cover in the vicinity. In addition a high pressure pipeline runs in the vicinity of the southern boundary with an easement that will impact on development. A public footpath runs adjacent to the eastern boundary and the development of the site will provide the opportunity to enhance pedestrian links with the public footpath network. The southern boundary also forms part of the Ribble Valley Borough boundary with Blackburn with Darwen Council. It is envisaged that the site is accessed from Whalley Road via Salesbury View, not from Hollowhead Lane.

In addition to the electricity line, the topography of the site presents issues in terms of visual impact and restrictions on capacity of the site. However, with careful consideration to design and scale the site is capable of meeting outstanding requirements for the settlement of Wilpshire. Careful regard will be given to any proposals on the site that seek to bring forward more than the planned requirement having regard to the overall development strategy of the Core Strategy and the relevant Development Management considerations.

Meeting the overall plan requirement

The Council is committed to meeting the full overall housing requirement for the Borough in the plan period. Key Statement H1 of the Core Strategy sets out that a the Plan – Monitor - Manage approach will be adopted and a monitoring report will be the key tool in tracking the five-year rolling land supply. Where such a shortfall of deliverable housing land is identified the Council considers that there is sufficient provision within the existing policy framework of the Core Strategy to bring forward additional suitable sites. This provision includes the following matters against which any applications would be assessed:

- The Development Strategy (DS1), which effectively seeks to direct to the principal settlements and determine the appropriate scale of development;
- Strategic Considerations (DMG2)
- The presumption in favour of sustainable development (DS2);
- The need to achieve efficient use of land and the priority given to previously developed sites (DMG1);

Other provisions of the plan would determine against general housing development in Green Belt, the AONB and open countryside. The provisions of the whole plan, Development Management criteria and the provisions of National Policy will also be taken into account in taking individual decisions on applications.

In addition Key Statement H1 also commits the Council to undertaking a formal review of the overall requirement within five years from the adoption of the plan (i.e. from December 2014). The outcome of any review cannot be pre-empted at this stage but it is considered that the adopted Core Strategy contains flexibility and scope if requirements should change.

Monitoring of policy HAL1 and HAL2

The Council will continue to monitor housing provision through the plan period to ensure delivery is in line with Core Strategy requirements. This will include monitoring of progress on allocated sites to ensure the spatial distribution of the Core Strategy housing requirements is met.

Sustainability Appraisal (SA) and Habitats Regulation Assessment (HRA)

The Council must undertake a Sustainability Appraisal (SA) of the HED DPD. This is a process which runs in parallel with the plan making process, and involves assessing the scope of the work, highlighting any significant environmental effects and assessing the potential options and any reasonable alternatives.

The SA work will be undertaken by the same Consultants (Arcadis Consulting UK (Ltd), formally Hyder Consulting Ltd) who undertook the Core Strategy SA/SEA⁵. The SA Scoping report⁶ was available for consultation for a six week period in parallel with this Issues and Options document. The full SA report is now available for consultation alongside this Regulation Publication document.

⁵ Available on the RVBC website at https://www.ribblevalley.gov.uk/info/200364/planning_policies/1428/adopted_core_strategy/3 and https://www.ribblevalley.gov.uk/info/200364/planning_policies/1428/adopted_core_strategy/5

⁶ Available on the RVBC website at https://www.ribblevalley.gov.uk/downloads/file/10726/sustainability_appraisal_sa_scoping_report

SECTION THREE: EMPLOYMENT LAND ALLOCATIONS

Through this plan, the Council is allocating land to meet residual employment land requirements as measured against the overall requirement and spatial distribution of employment provision set out in the Core Strategy. The allocations set out in this document have been selected based upon the outcomes of the consultation undertaken at Issues and Options stage (Regulation 18) between August and October 2016, and the testing work undertaken as part of the Sustainability Appraisal (SA). In terms of the objectively assessed need, there remains a residual requirement for employment land across the borough of 2.41ha.

Employment Allocation Policy (Policy EAL)

This policy provides further detail relating to Key Statement EC1 of the adopted Core Strategy

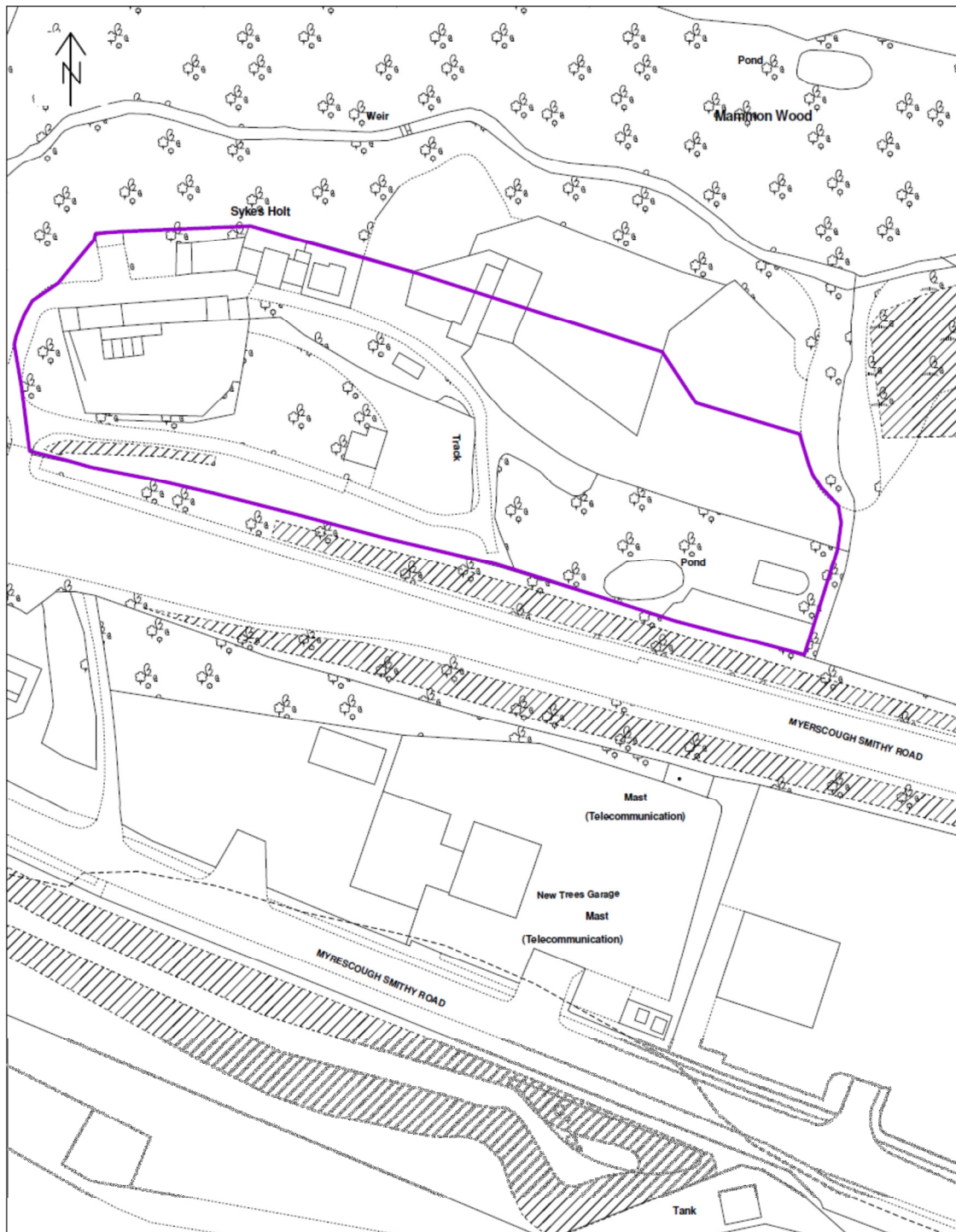
Land will be allocated for employment uses (defined as uses falling within classes B1 to B8) to meet employment land requirements in the plan period (2008-2028) as follows and as shown on the Proposals Map:

- Policy EAL1 Land at Sykes Holt, Mellor (1.7ha);
- Policy EAL2 Land at Time Technology Park, Simonstone (0.8ha); and
- Policy EAL3 Land at Higher College Farm, Longridge (1.5ha).

Justification

The Council proposes to allocate 4ha of employment land. This results in an overprovision against the identified requirement in the Core Strategy of 1.6ha. In making these allocations the plan addresses the identified requirements of the Core Strategy whilst also ensuring the delivery of necessary employment land to meet requirements for Longridge. Overall, the Council when taking these allocations and existing commitments into account provides through this plan for a choice of sites and locations to accommodate economic growth.

Policy EAL1 : Land at Sykes Holt, Mellor



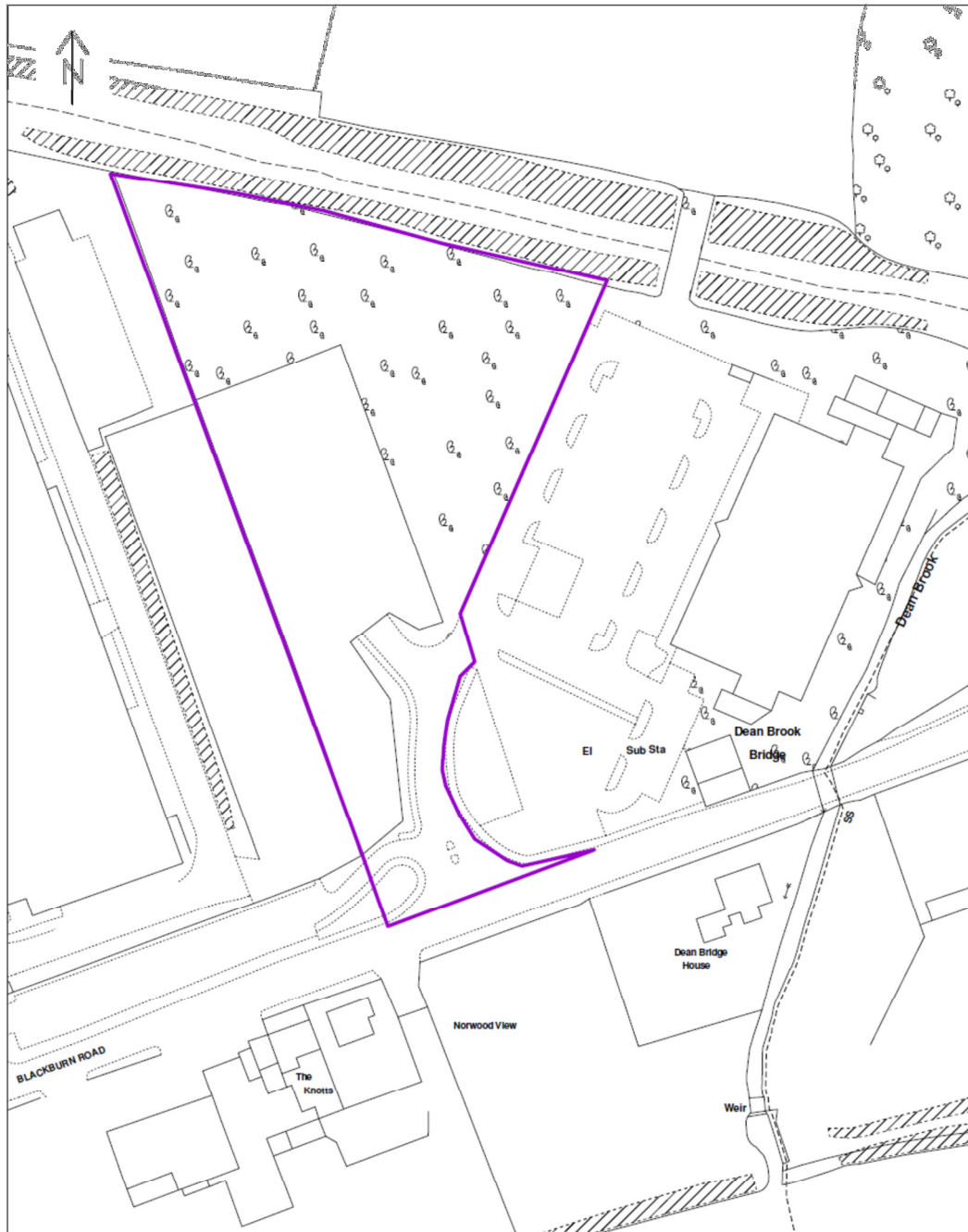
Land at Sykes Holt, Mellor

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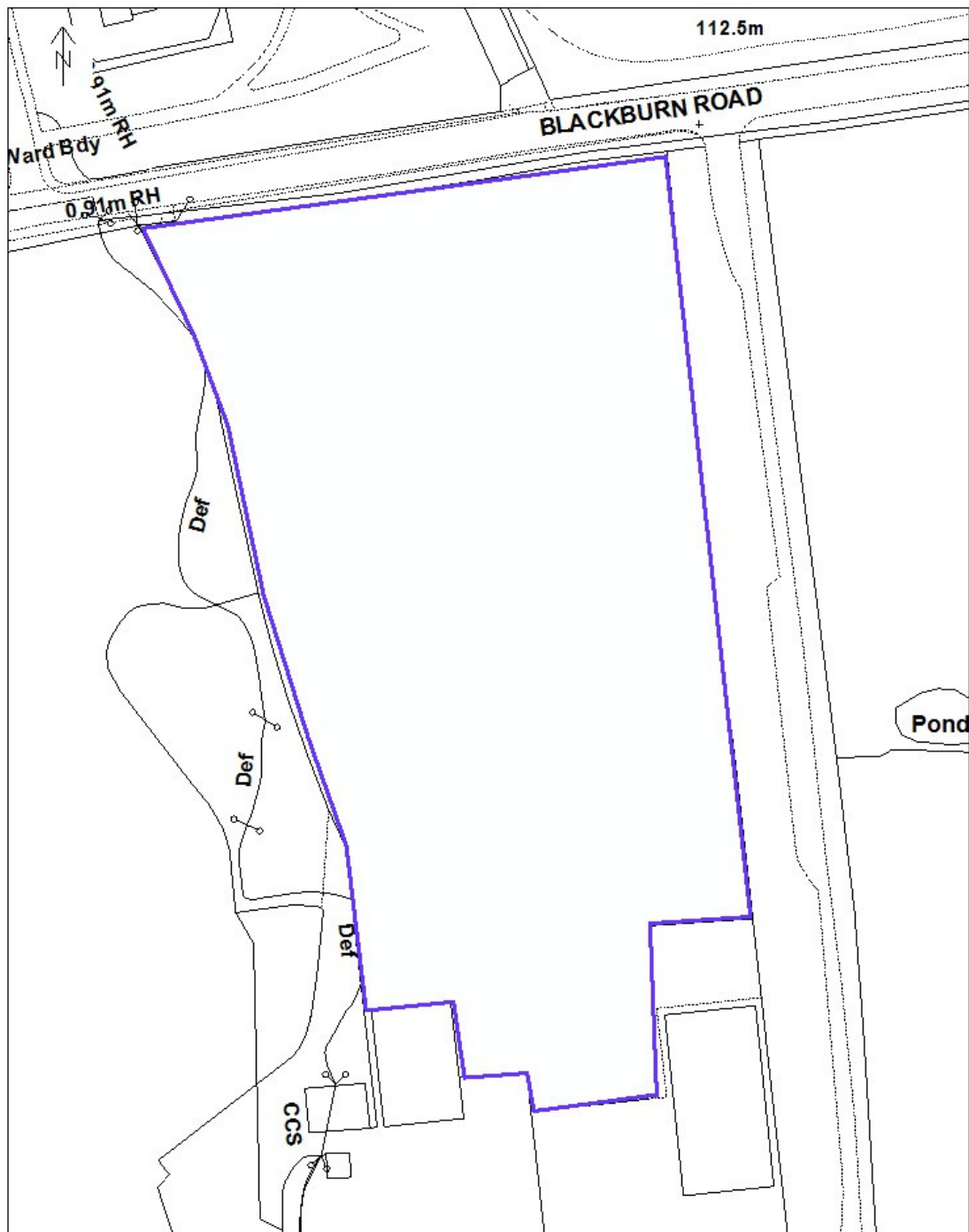
Policy EAL2: Land at TIME Technology Park, Simonstone



Land at Time Technology Park

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Policy EAL3: Land at Higher College Farm, Longridge



Land at Higher College Farm

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SECTION FOUR: RETAIL ALLOCATIONS

Clitheroe Market Redevelopment (Policy CMR1)

This policy provides further detail relating to Key Statement EC2 and policy DMR1 of the adopted Core Strategy

The boundary of the proposed Clitheroe Market Redevelopment Area is shown on the Proposals Map.

Justification

The Clitheroe Market Redevelopment Area is identified in the Core Strategy and the Clitheroe Town Centre Masterplan as an opportunity to introduce new retail, leisure and open space to the town centre to support and enhance the long term vitality and viability of the town centre, increasing footfall to the town centre and providing the opportunity for tourism and visitor growth. The area identified on the proposals map reflects the extent of the Council's ownership and the area for which development proposals will be considered.

Main Centre boundaries (Policy MCB)

This policy provides further detail relating to Key Statement EC2 and policies DMR1 and DMR2 of the adopted Core Strategy

The main centres of Clitheroe, Longridge and Whalley are identified on the Proposals Map

Policy MCB1: Main Centre of Clitheroe:

Policy MCB2: Main Centres of Longridge and Whalley

Justification

The Core Strategy establishes Development Management policies for the main centres of Clitheroe, Longridge and Whalley. The proposals map identifies the applicable boundaries within which the policies will be implemented. Boundaries have been established to reflect the existing retail centres on the basis of the extent of retail and commercial town centre uses.

SECTION FIVE: OPEN SPACE

Open Space (Policy OS1)

This policy provides further detail relating to Policy DMB4 of the adopted Core Strategy

Open Space Sites Outside Defined Settlements

In conjunction with Policy DMB4: (Open Space Provision) the Borough Council will refuse development proposals which involve the loss of existing open space, as defined on the Proposals Map, throughout the Borough. This will include private playing fields which are in recreational use.

As set out within DMB4, in exceptional circumstances and following a robust assessment, where the loss of a site is justifiable because of the social and economic benefits a proposed development would bring to the community, consent may be granted where suitable replacement facilities are provided, or where existing facilities elsewhere in the vicinity are substantially upgraded to the satisfaction of the Local Planning Authority. These must be readily accessible and convenient to users of the former open space areas.

Justification

The Council recognises the importance that open space and green infrastructure makes to the quality and attractiveness of the area and the pressures that exist to redevelop facilities. Consequently the Council has sought to protect recognised areas of open space and put in place a mechanism to strengthen their protection by more detailed policy specification.

SECTION SIX: TRAVELLER SITES

Traveller Sites (Policy TV1)

This policy provides further detail relating to Key Statement H1 and policy DMH2 of the adopted Core Strategy.

Applications for any proposals for Traveller sites will be considered in relation to the following criteria:

- Sites should be in conformity with national planning guidance and other policies laid out in the Adopted Core Strategy, including those relating to local housing need; and
- Sites should be located within a reasonable distance to services including GP and health, education facilities, shops and public transport to reduce the need for long distance travel; and
- Sites should be well located in relation to road access and within the site there should be sufficient space for vehicles to park and turn, for the storage of necessary equipment and for emergency vehicle access; and
- Sites should be provided with adequate sanitation and sewerage facilities; and
- Residential sites should not be located on contaminated or flood prone land or land otherwise unsuitable for residential occupation but such sites may be acceptable for business uses.
- Sites should also not have unacceptable impacts on the immediate surroundings, the amenity of neighbouring properties or the wider environment.

Justification

The HED DPD Reg. 18 Issues and Options Consultation 2016 produced a response from the National Federation of Gypsy Liaison Groups. This indicated that the Council needed to include within the DPD a set of criteria to guide decisions on any applications that may arise in relation to such sites in the absence of an identified need that would otherwise be addressed through a formal allocation, as is the case in relation to the current RVBC GTAA (Gypsy and Traveller Accommodation Assessment) of 2013 which indicated little need during that plan period. This is needed to fully comply with national Planning Policy for Traveller Sites (para 11). These criteria would be used in conjunction with Core Strategy DM policy DMH2.

For the purposes of this policy the term “Traveller” is as defined in “Planning policy for traveller sites” (CLG August 2015) or as in any subsequently amended guidance.

APPENDIX

Draft Proposals Map

In December 2016, Members of the Planning and Development Committee resolved to adopt the draft Proposal Map for Development Management purposes. A small number of minor amendments to the draft map have been made following the regulation 18 consultation. These are set out in a separate document titled 'Resultant changes to the Proposals Map'.

The Draft Proposals Map takes account of the updates and shows:

- Draft Town Centre boundaries for Clitheroe, Longridge and Whalley;
- Draft Principal Shopping Frontages in Clitheroe
- The proposed Clitheroe Market Redevelopment Area;
- Existing Open Spaces;
- Draft Settlement Boundaries;
- Housing sites with Planning Permission;
- Existing employment commitments and existing employment areas;

It also shows the updated policy background established within the adopted Core Strategy, including the designation of the strategic site at Standen.

The draft Proposals Map also shows the following designations and constraints:

- Flood risk areas
- Sites of Special Scientific Interest (SSSI's)
- Local Nature Reserves
- Ancient Woodland
- Special Areas of Conservation
- Special Protection Areas
- Biological Heritage Sites
- Local Geodiversity Sites
- Scheduled Ancient Monuments
- Conservation Areas
- Historic Parks and Gardens
- Protected Railway Station Sites
- Mineral Safeguarding Areas
- Area of Outstanding Natural Beauty (AONB)
- Green Belt

For clarification, at this stage, **the housing and employment allocations are not shown on the draft Proposals Map**. Instead, such sites are shown separately in a document titled 'Resultant changes to the draft Proposals Map'. This is due to cost and resource implications but it is the Council's intention to produce a final Proposals Map once the DPD is adopted.

Delivery mechanisms and infrastructure

The Core Strategy is the central document of the LDF and was the first Development Plan Document (DPD) to be produced by Ribble Valley Borough Council. In producing this HED DPD and in revising the Core Strategy to keep it up to date, RVBC will monitor the Central and Local Government approaches to spatial planning and ensure that the most up to date guidance and best practice is fed back into future updates.

In terms of delivery, The Council will lead the implementation of the HED DPD, however this cannot be done in isolation from other services and service providers. Others that may be involved in the implementation include:

- Local Partnerships;
- Individuals, land-owners and private developers;
- Parish Councils;
- Community Groups;
- Lancashire County Council;
- Relevant government departments and agencies such as, the Environment Agency, the Highways Agency, Natural England and English Heritage;
- Statutory Undertakers (gas, water, sewerage, electricity, telecommunications etc.);
- Public Transport Operators; and
- Health Providers.

Each have had the opportunity to contribute to the development of the evidence base for the LDF and in drawing up the options presented at this Publication stage through the regulation 18 stage consultation.

The need for infrastructure improvements has been identified through the Core Strategy process. The production of the HED DPD will provide the opportunity to update the Council's infrastructure plan reflecting development and commitments as well as specific requirements in relation to the allocations proposed in this plan. Given the development that is already approved or implemented, the extent of wholly new infrastructure required to support the development in this plan is limited.

Monitoring framework

Monitoring of the HED DPD is the key to ensuring that the document remains up to date and can take account of any sub-regional, regional or even national changes in policy which may impact on the content of the document. Due to these anticipated changes. It is anticipated that a review of both the Core Strategy and the HED DPD will take place within 5 years of the adoption of the Core Strategy (by 2019).

The main mechanisms for monitoring housing land requirements is the bi-annual housing monitoring after which the Council publishes and makes available on its website the Housing Land Availability Schedules. Housing delivery matters are also reported through the Authority's Monitoring Report (AMR). Employment Land Monitoring is done on an annual basis and is also reported in the AMR. The AMR is the vehicle through which progress and delivery of the sites allocated under the housing and employment land policies will be reported.

The intention is that the monitoring framework of the Core Strategy will be used to undertake policy monitoring. This allows for a comprehensive monitoring overview to be implemented through the AMR process.



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This document is available in large print and other formats on request. Please contact the Regeneration and Housing service on the above number if this is required.

PUBLISHED BY RIBBLE VALLEY BOROUGH COUNCIL APRIL 2017