

**Planning Case
&
Housing Assessment**

Waddow View
Land off Milton Avenue
Clitheroe
Lancs.

On behalf of
The Huntroyde Estate

Dickman Associates Ltd

**P O Box 97
Bolton
Lancs.
BL1 9PT**

September 2012

CHARTERED TOWN PLANNER

Director: J Dickman BSc (Hons) DipTP MRTPI FRGS FRICS

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Registered office: 11 Riverside, The Embankment Business Park, Vale Road, Heaton Mersey, Stockport, SK4 3GN

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1.0 INTRODUCTION

- 1.1 This statement supports the resubmission of a residential outline application on the Huntroyde Estate land located off Milton Avenue, Clitheroe which lies within the existing urban boundary.
- 1.2 This statement therefore provides the planning and housing case for the proposed residential use on the site and provides a detailed review of the site, a review of relevant national, regional and local planning policy guidance and an assessment of the proposal against the relevant housing policy related issues.
- 1.3 Market evidence and analysis has been provided by Trevor Dawson & Co, Chartered Surveyors with offices in Blackburn, Bolton and Burnley.
- 1.4 This statement is set out as follows:
 - Section 2: Site Description
 - Section 3: Planning History
 - Section 4: Planning Policy
 - Section 5: Housing Assessment
 - Section 6: Conclusions

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2.0 SITE DESCRIPTION

- 2.1 The site extends to 1.23ha or thereabouts of open land, shown edged red on the location plan included in this application and lies on the western side of Clitheroe town centre. It is a relatively flat site surrounded by hedges and with some trees parallel with its eastern boundary on the adjacent land. (See attached Tree Survey by Bowland Tree Services).
- 2.2 There are existing residential developments both north and south of the site. To the west are open fields and views across to Waddow Hall. The eastern boundary is with a car park and playground, beyond which is the rail/bus interchange and Clitheroe town centre.
- 2.3 The site is in a highly sustainable location adjacent to all the facilities of Ribble Valley BC's major settlement and exceptionally well located for multi modal transport options as detailed in the TA, prepared by dctp, accompanying this application.

3.0 PLANNING HISTORY

- 3.1 In 1999 this site was discussed with RVBC as a possible residential redevelopment scheme by Bellway Homes. Whilst representations to the development plan were made we have found no information indicating that an application was ever made by Bellway on this site.
- 3.2 In October 2011 an application for new residential development of 50 dwellings was lodged with RVBC. (LPAno.3/2011/0892/P). This was recommended for approval in the officer's report to committee and after going to 3 committees May, June, July 2012 it was refused on highway safety grounds.
- 3.3 That application is currently the subject of an appeal (PINS No. APP/T2350/A/12/2181354), which has yet to be determined.

4.0 PLANNING POLICY

Government to Triple the Supply of New Housing

- 4.1 In early April 2011 Government advisors told a group of small developers that they want to increase the supply of new homes to 450,000 a year and that this would be published in the government's housing strategy, which is due out in summer 2011.
- 4.2 The 450,000 homes figure is tens of thousands above the highest number of homes delivered on record – 426,000 in 1968. Last year, only 146,730 new homes were completed in the UK.

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- 4.3 It would also be significantly more than the 250,000 new homes that planners estimate are needed each year to keep in step with population growth.

National Planning Policy Framework (NPPF)

- 4.4 The NPPF was adopted on 27.3.12 and came into immediate effect. It cancelled the previous PPGs/PPSs including 1,2,3,7,13 and 25 and Circular 05/2005 on Planning Obligations. Its underling premise is a presumption in favour of sustainable development.
- 4.5 The underlining premise is planning for growth to provide sustainable homes, economic growth and jobs. LPAs should plan positively for new development and make every effort to meet housing, business and other development needs and wider opportunities for growth. They should be flexible and responsive regarding the supply of land for key sectors, including housing; foster economic growth; recognise the likely range of benefits; and not impose unnecessary burdens on development.
- 4.6 Paragraph 7 of NPPF defines 'sustainable development' as having 3 elements – economic, social and environmental.
- 4.7 Paragraph 14 of NPPF states that development proposals which accord with the development plan should be approved without delay and where the development plan is silent, absent or relevant policies are out of date permission should be granted unless any adverse impact of so doing would significantly or demonstrably outweigh the benefits when assessed against policies in NPPF as a whole or if NPPF indicates development should be restricted.
- 4.8 In addition LPAs are encouraged to address barriers to investment and understand business needs in their and adjacent areas.
- 4.9 The NPPF requires LPAs to:
- Allocate an additional 20% of sites for housing in the initial 5 year housing requirement to give choice and competition, if have had consistent undersupply of housing.
 - Housing sites still need to be available, developable, deliverable, sustainable, accessible and viable
 - To bring empty dwellings back into use.
 - Provide a wide choice of homes.
 - Consider use of large extensions to existing settlements or new settlements and whether these would need new Green Belts round them.
 - reappraise previously allocated land and produce the SHLAA and Economic assessments together
 - ensure viability and deliverability of sites
 - they should not seek such a scale of obligations and policy burdens as to threaten the viability of a development

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- schemes should be providing acceptable returns to willing landowners and developers to enable delivery of schemes
- Promote sustainable transport
- LPAs should give positive weight to schemes for economic and housing development.
- The presumption on planning applications should be in favour of sustainable development and finding ways of overcoming substantial planning objections where practical and consistent with the Framework.
- Planning conditions should only be attached when they can be shown to be necessary, relevant, enforceable, precise and reasonable
- Planning obligations should only be sought if the following tests are met: necessary to make development acceptable in planning terms; directly relate to the scheme; and fair and reasonably relate in scale to the kind of development

The Development Plan

- 4.10 The statutory development currently comprises the RSS for NW (Sept 2008) and the saved policies of the RVBC Districtwide Local Plan (June 1998).

North West Regional Spatial Strategy

- 4.11 RSS is due to be abolished by the Localism Act which came into force on 15.11.11. To date this has not been enacted. In the absence of any other 'start point' for housing numbers and needs the RSS does provide some justified evidence to take forward a sound case for additional homes in the Borough.
- 4.12 The RSS required that RVBC should provide 2900 homes (net of clearance replacement) from 2003 to 2021, with an annual average of 161 homes and 65% being on brownfield sites and therefore 35% being on greenfield sites.
- 4.13 The NLP report prepared summer 2011 for RVBC suggested the annual average needed to be nearer 4000 homes or approx 200dpa (2008-28).
- 4.14 RVBC have produced an update report to planning committee on 16.8.12 in regard to housing land availability. This claims that RVBC have a 6 year supply of housing land based on RSS figures of 161dpa or a 5 year supply based on the NLP report figure of 200dpa though these are subject to deliverability of these sites being checked. A more recent update (13.9.12) attached as the appendix to the LPA statement on Barrow Brook appeal shows based on RSS there is now a 5.82 year supply and based on NLP is figure is below 5 years at 4.97 year supply.

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Ribble Valley Districtwide Local Plan

- 4.15 This document (RVDLP) was adopted in June 1998 and the housing policies therein refer to being in accordance with the Lancashire Structure Plan 1991-2006. Given the age of this document and the fact the Structure Plan end date was almost 6 years ago limited reliance should be given to it. The RVDLP is the adopted plan and the application site is shown as an unallocated site within the urban boundary of Clitheroe.
- 4.16 Policy G2 of the RVDLP applies:

Within the plan area developments will be mainly directed towards land within the main settlement boundaries. These are defined on the proposals map. The following **scale of development will be approved:**

ii) Clitheroe - consolidation and expansion of development and rounding off development. In all cases this must be on sites wholly within the settlement boundary and must be appropriate to the town's size and form;

- 4.17 RVDLP planning policies relating to affordable housing contributions are H19 and H21. Both were saved policies carried forward to the LDF process. Policy H19 relates to affordable housing on large sites within the main settlements and refers to negotiating for the inclusion a proportion of affordable housing on such sites, subject to the policy H21 criteria which required details of the tenure arrangements and who might occupy in terms of target group for local need and a justification that the proposed properties were suitably match to the local need group.

Affordable Housing Memorandum of Understanding

- 4.17 The RVDLP policies have now been superseded by the Affordable Housing Memorandum of Understanding which is the policy currently adopted by the council and treated as a material consideration in planning applications. It provides a definition of affordable housing:

'In Ribble Valley the following formal definition of affordable housing has been agreed as the basis of housing policy:

"housing, irrespective of tenure, ownership or financial arrangements, available to people who cannot afford to occupy homes generally available on the open market".'

- 4.18 It also details how affordable homes for sale should be treated:

'To ensure that homes are affordable to the majority of people living in Ribble Valley

These should be sold at a price that does not exceed;

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**_ three times the mean of an individual's gross annual earnings
_ or two and a half times the gross median household earnings of those households identified as being in housing need in the parish.**
This is based on the calculation commonly used by mortgage lenders when assessing the household's suitability for a mortgage.'

4.19 It also discusses how affordable for rent or for shared ownership should be treated. Before setting out the affordable housing thresholds:

'The Council will negotiate the provision of affordable housing on all qualifying housing developments as follows:

_ In Longridge and Clitheroe on housing developments of 10 or more dwellings (or sites of 0.5 hectares or more, irrespective of the number of dwellings) the Council will seek affordable housing provision at 30 % of units on the site.

_ In all other locations in the borough on developments of 3 or more dwellings (or sites of 0.1 hectares or more irrespective of the number of dwellings) the council will seek 30% affordable units on the site.

_ The Council will only consider a reduction in this level of provision to a minimum of 20% only where supporting evidence, including a viability appraisal fully justifies a lower level of provision.'

Addressing Housing Need

4.20 RVBC has held recent public consultations in August and September 2011. One of the documents out to consultation is the June 2011 document on Addressing Housing Need. This emerging document includes reference to bungalows for the elderly and half of such dwellings being affordable.

4.21 This new section states:

'Providing housing for the elderly has been a priority within the Housing Strategy for many years. However the market has developed little bungalow accommodation.

The requirement for 15% of the units to be bungalows for the elderly would be achieved by;

- on sites of 30 units or more a requirement for 15% to be for the elderly,
- of the 15% elderly accommodation a minimum of 50% would be affordable and included within the affordable offer of 30%.
- The remaining 50% of the elderly accommodation could be market housing be sold at market value or rent.'

4.22 This is not adopted policy.

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- 4.23 The proposal accords with policy ENV6 which refers to the LPA safeguarding the best and most versatile agricultural land unless the need for development overrides the agricultural issues.
- 4.24 Policies ENV7 and ENV13 relate to protection of wildlife and landscape features respectively and prohibit development that would have an adverse effect on either unless mitigation measures are proposed. An Ecology Report and Tree Report accompany this proposal.
- 4.25 Policy T1 refers to transport implications of development and consideration of multi modal accessibility. A Transport Statement accompanies this application explaining its sustainability criteria give its location adjacent to the main rail/bus interchange and to Clitheroe town centre.
- 4.26 Policy T7 refers to provision of adequate parking and servicing and again this is covered in the TA.

RVBC Core Strategy

- 4.27 The Core Strategy (CS) has been out for public consultation but is not as yet an adopted document. It does not deal with individual residential sites apart from a proposed strategic site for housing at Standen.
- 4.28 One of the background documents to the emerging CS is the SHLAA and the subject site was judged by your officers to have a sustainability score of 88 one of the highest in the borough. It is considered to be a 'localised extension to infill between housing'. It is available in the 0-5 year time period from the 2008 SHLAA and is achievable and deliverable and thus is 'included in the 5 year supply'.

5.0 HOUSING ASSESSMENT

- 5.1 The most recent calculations of housing supply calculated by RVBC in the appendix to their appeal statement on Barrow Brook advises that they have a 5.82 year supply based on RSS figures but only have a 4.97 year supply based on the NLP figure of summer 2011. Neither figure has been justified compared to actual deliverability. Given the NLP figure is the most recent at 200dpa then more weight should be attached to that and thus the LPA do not have a 5 year supply as required by NPPF. Furthermore NPPF does not set an upper limit on housing.

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- 5.2 The application site is included in RVBCs 5 year supply as clearly stated in the SHLAA summary sheet for the site.
- 5.3 We are providing 30% affordable housing as part of the scheme in line with current Affordable Housing Memorandum of Understanding which is the policy adopted by the council and treated as a material consideration in planning applications.
- 5.4 Since Addressing Housing Need is not an adopted policy it should be given little weight and the additional requirements specifically dwellings for the elderly including those within the affordable provision is counter to NPPF in that the provision of affordable housing cannot and should not fundamentally undermine the viability of a site. Such an onerous level of requirement on sites will have a significant impact on viability.
- 5.5 In regard to the education contribution the LEA start point this seems to be based on just the number of houses irrespective of tenure or age of occupants. The proposed untested emerging policy on affordable housing which has an elderly specific element does not seem to have been taken into account in the LEA quoted figures for the education contributions. In any event the need for the secondary contribution is questioned on the basis that LCC are not the LEA controlling senior schools in Clitheroe and the primary case is questioned as the LEA have admitted recently in Hyndburn that they had not readjusted their figures to reflect actual and consented sites for new housing. Following the appeal at Henthorn Road being allowed further discussions with the LEA confirmed by email of 18.4.12 that only primary school contributions were required in the sum of £209,484. This was agreed with the LEA and is assumed to be the maximum contribution that could apply to this site.
- 5.6 The LPA have advised us that they have 4 main items on their S106 'wish list' (affordable housing, highways, education, POS) and have these prioritised with affordable housing top of the list. This scheme includes the 30% affordable provision based on adopted policy, so complies with this in including the Council's first priority.
- 5.7 In addition the New Homes Bonus (NHB) payment for this scheme of 50 dwellings including 30% affordable would accrue to £469,000 over 6 years to RVBC.
- 5.8 Market information has been provided by Trevor Dawson and Company (TDC), Chartered Surveyors. They advise that the development will attract predominantly family purchasers and first time buyers in the immediate area, but with scope to bring people into the area due to the proximity of the rail link. Market research suggests a range of properties, mainly semi and

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detached, three and four bedroom family homes with gardens, and off road parking. There are a number of terraced properties in the Town Centre where owners would be looking to go up the ladder and yet stay within the Town Centre and all its attractions and amenities.

5.9 Ribble Valley Borough has a resident population of 57,700 (2010) and is the largest district in the county, but with the smallest population. Over 10% of the borough is in the Forest of Bowland Area of Outstanding Natural Beauty. It is estimated that between 2010 and 2035 the population of the Ribble Valley will increase by 11%. The number of households is projected to grow by 25% by 2033, one of the highest rates in the country and on a par with the national rate for England.

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5.10 The Place Survey Results for 2008/2009 in the Ribble Valley reveal 94% of residents are satisfied with their local area as a place to live. This was the highest score of any Local Authority in England for this measure. A mosaic profile of local households finds Group D (Successful professionals living in suburban or semi rural homes) and Group B (Residents of small and mid sized towns with strong local roots) each count for almost a fifth, which is generally more than twice the Lancashire and UK averages.

5.11 Clitheroe is the main economic centre with 15,038 inhabitants (2009). The balance of the population of the Borough is in Longridge with a population of 8,253 (2010) and a range of large and small villages and hamlets such as Whalley and Sabden. The Local Competitiveness index (2010) shows that many localities have experienced the greatest decline in competitiveness are more rural in nature. Ribble Valley has recorded the greatest fall in rankings, 62 places since 2009 and 46 places since 2008. The report states that whilst many of the cities have benefitted from urban renewal programmes, there have been fewer resources allocated to maintaining the competitiveness of more rural areas. The Ribble Valley is just one of two districts with above the national average proportions of people travelling more than 5 km to work.

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5.12 Overall, the jobs available in the Ribble Valley do not seem to match the skills of the local labour supply. This suggests that the in and out commuting flows between Ribble Valley and the surrounding districts have different characteristics. The Ribble Valley exports its managerial and professional residents, and imports skilled trades to work in its industrial sector. It is acknowledged that as the key service centre, Clitheroe can accommodate the largest and growing population and therefore requires more family housing of a modern nature to sustain its retail economy.

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5.13 There are a number of recent (September 2012) market comparables. These range from three and four bed semi and detached homes.

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<u>Four bed detached</u>	Holme Hill, Clitheroe £349,950 Denbigh Drive, Clitheroe £312,500 Copperfield Close, Clitheroe £299,950 Spar Garth, Clitheroe £279,950 Mearley Syke, Clitheroe £249,950
<u>Three bed detached</u>	Moorland Crescent, Clitheroe £285,000 Bracken Hey, Clitheroe £237,500
<u>Three bed semi detached</u>	Warwick Drive, Clitheroe £199,950 Mearley Syke, Clitheroe £176,950 Brownlow Street, Clitheroe £175,000

5.14 TDC recommend the following mix:

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3 bed detached	900 sq. ft.	£225,000	Formatted: Right
3 bed semi detached	800 sq. ft.	£175,000	Formatted: Right
4 bed detached	1,200 sq. ft.	£275,000	Formatted: Right

6.0 CONCLUSIONS

6.1 The proposal complies with the relevant national and local policies.

6.2 From a planning perspective this is a highly sustainable site within the urban boundary. As the TA demonstrates it is highly accessible by a variety of transport modes being adjacent to the rail/bus interchange.

6.3 The site complies with NPPF being a sustainable development. It accords with the RVBC DLP and there are no material considerations which outweigh the presumption in favour of sustainable development. Therefore in regard to NPPF it should be approved without delay.

6.4 The site complies with adopted local plan policy G2, being rounding off of land and wholly within the settlement boundary of Clitheroe. It is of an appropriate size and scale of development.

6.5 The site was identified in the SHLAA as a site suitable for housing in the 0-5 year time period of delivery and one of the highest scoring sites for sustainability in the RVBC area.

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- 6.6 The scheme includes 30% affordable in line with your current adopted policies (H19 and H21) and we have explained why the additional emerging untested policy requirements for affordable should not apply to this site.
- 6.7 The scheme will through NHB contribute £469,000 to RVBC over the next 6 years
- 6.8 For these reasons this application for residential development should be approved without delay.

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