

<b>REPORT TO</b> Cabinet	<b>DATE OF MEETING</b> 13 <sup>th</sup> June 2012
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<b>SUBJECT</b>	<b>PORTFOLIO</b>	<b>AUTHOR</b>	<b>ITEM</b>
<b>Site Allocations Development Plan Document – The Preferred Options consultation outcomes and the Publication version</b>	<b>Planning and Housing</b>	<b>Debra Holroyd</b>	<b>4</b>

## **SUMMARY AND LINK TO CORPORATE PRIORITIES**

As Members are aware the Local Development Framework is made up of two key documents – The Core Strategy and Site Allocations Document. The purpose of the Site Allocations Development Plan Document (DPD) is to set out the allocations for land including the development management policies for South Ribble, ensuring these are line with the general principles and policies that are set out in the Central Lancashire Core Strategy. This is directly linked to the Councils corporate priorities of delivering a strong South Ribble in the heart of a prosperous Central Lancashire; creating strong and healthy communities; together with a clean, green and safe environment.

The Preferred Options Site Allocations Development Plan Document was the subject of consultation in November – December 2011. The purpose of this report is to set out the summary of responses received to the consultation, detail the proposed way forward including some minor changes and amendments and seek endorsement of the publication version of the document for consultation, commencing in July 2012.

## **RECOMMENDATIONS**

That the Cabinet -

1. Note the responses received to the preferred options consultation as summarised in this report,
2. Give approval to the proposed amendments to the Site Allocations Development Plan Document, as set out within this report,
3. Endorse the publication version of the Site Allocations Development Plan Document for further consultation, Appendix 1
4. Delegate authority to the Director of Planning and Housing in consultation with the Cabinet Member for Strategic Planning and Housing to make minor text, layout and formatting amendments to the draft Publication Site Allocations Development Plan Document.

## **DETAILS AND REASONING**

### **Background**

As Members are aware the Site Allocations DPD has been through both the issues and options and preferred option consultation stages. We are now at a critical stage; the publication version of this document. One of the key tasks in helping to prepare for the publication stage has been to analyse each of the responses that the Council received in relation to the preferred options consultation, taking on board comments where appropriate and proposing a way forward which includes some amendments to policies and sites within the document.

In terms of the Central Lancashire Core Strategy, which is another key document within the Local Development Framework, officers are awaiting the Inspectors report which is due imminently, with the proposal to take the Core Strategy to the Council meeting in July for adoption.

## PREFERRED OPTIONS CONSULTATION OUTCOMES

In response to the preferred options consultation, the Council received 227 individual responses which were made up of numerous comments, in support together with some objections in relation to sites, policies and chapters within the preferred options document. This figure is quite comforting having regard to the fact that the Council were consulting on future development sites, which may have generated significant local concern.

The table below shows the breakdown of the 227 respondents, with the majority of comments being received from individuals.

Category	Count
Individuals	150
Housebuilders, landowners and agents	30
Commercial developers, owners and agents	12
Other Interest Groups/Organisations	7
Community Organisations	6
Government Departments, Agencies, Quangos	4
Private Utility Companies	4
Local Authorities and Parish Councils	14

There were various comments made in the consultation with regard to sites, phasing, infrastructure, flooding, traffic congestion etc. Overall there were no significant issues that emerged from the consultation process and a general summary is set out below. The full consultation responses report is available in the Member's rooms.

A general summary of the main comments received are set out below -

### Housing Policies and Allocations

Summary of comments in support -

- Support was received for the allocation of the Pickering's Farm site (Site EE) from developers and land owners. However issues were raised in terms of viability, questioning whether the allocation of 1200 dwellings could successfully deliver the associated infrastructure needs such as highway works, affordable housing, medical centre etc within the appropriate density levels.
- The Council received mainly support from landowners and developers with objections from a number of residents to the housing site – Part of Land north of Bannister Lane and north of Heatherleigh (Site W). Some respondents were enquiring about what is being proposed rather than making an objection.
- Internal consultation with Environmental Health Officers was carried out regarding the Barn Flatt Close and Brindle Road allocations, raised noise issues as a result of the sites proximities to the motorway, resulting in advice that the Barn Flatt Close allocation (Site BB) would be unsuitable for a residential allocation and the Brindle Road site (Site S) should be reduced in terms of its density and the area of allocation to allow for provision of mitigation measure such as acoustic fencing etc.

#### Summary of objections -

- Local residents who responded to the consultation objected to the proposed housing sites in Longton, due to traffic congestion, utilities infrastructure, flooding and the current openness of the village; they did not wish to see more development.
- Hutton Parish Council and local residents objected to the proposed housing land (Site N) opposite the Grammar School due to existing traffic congestion in relation to the school.
- Some residents were concerned about the proposed housing development off Brindle Road in Bamber Bridge (Site S). Local residents living within the area objected mainly due to traffic congestion.
- The Homes and Community Agency (HCA) have suggested that the land at Lilm Kiln Farm should be allocated for housing, which would help deliver and support the Central Park aspiration within the Preferred Options Site Allocations DPD.
- Bovis Homes objected to suggested phasing for housing at Vernon Carus and Land, Factory Lane, Penwortham (Site H) as they consider that housing could be delivered sooner here.
- There were various comments from developers and landowners relating to the phasing of the proposed allocations stating that sites could be delivered sooner and that some sites were undeliverable.

### **Employment Policies and Allocations**

#### Summary of comments in support -

- The Allocation of Employment Land Policy (Policy E1) and the Protection of Employment Areas and Sites Policy (Policy E2) were generally supported however comments were made about the policy requesting it be more flexible in terms of their uses to ensure that the policies are in line with the existing planning permission for e.g South Rings Business Park (Site a)

#### Summary of objections -

- The South Leyland Residents Action Group object to the proposed employment land allocated off Emnie Lane / Leyland Lane (Site b). The group submitted a petition with the objection. Concerns included noise pollution, safety issues, congestion and loss of the openness of the area.
- Local residents in Bamber Bridge object to the proposed employment allocation at Kellet Lane (Site c), due to the open space that is currently there and the houses that look on to this area, they also stated that there was sufficient employment land nearby.

### **Retail**

#### Summary of comments in support -

- Support for Leyland Town Centre policy. However comments received stated there should be more flexibility and a wider definition of potentially suitable uses within the secondary shopping frontage area
- The same principle applies at other sites too including retail sites such as the Capitol centre where respondents requested a specific policy and allocation in the interest of clarity.

#### Summary of objections -

- No objections received on the retail policies.

### **Transport**

#### Summary of comments in support –

- There was support for the Cross Borough Link Road and the Penwortham Bypass.
- There was support for road and public transport infrastructure that will support new and existing development, this is essential.

Summary of objections -

- A mix of responses in support and also objecting to the locations of the Park and Ride sites, especially those in Penwortham.
- The majority of comments relating to transport were in relation to congestion on the existing roads and that more development will worsen the situation.

### **Strategic and Major Development Sites**

Summary of comments in support –

- There was general support for the inclusion of Pickering's Farm, Moss Side Test Track, Cuerden Strategic Site and BAE Systems Samlesbury by landowners and developers including some residents.
- Developers request that the whole of the Strategic Location south of Penwortham and north of Farington be allocated for housing to ensure deliverability of the site.

Summary of objections –

- We received no significant objections to the Strategic and Major Development Sites.

### **General Comments**

- Support for the various Protected Open Land allocations.
- Support for the various Green Infrastructure policies, as these will protect the Boroughs green assets and open spaces.
- Support for the policy on the Protection of Health, Education & Other Community Services & Facilities.

## **MOVING FORWARD – THE PUBLICATION VERSION**

Considering the comments received at the preferred options stage consultation, recent discussions on the deliverability of sites and a review of the Councils position and Boroughs infrastructure needs, the following section of the report sets out the proposed amendments to the Site Allocations document to be incorporated in the publication version document. The draft publication version of the Site Allocations Development Plan Document is attached to this report, in Appendix 1. The draft publication proposal map is also available to view in the Members rooms.

The paragraphs below us include a list of more general amendments that have also been incorporated in to the document.

### **The Proposed Amendments to Housing Allocations and Policies –**

- It is proposed that the Brindle Road site (Site S) be decreased from 375 dwellings, as in the preferred options document, to 250 dwellings. This is based on responses regarding high levels of noise from the motorway, which would significantly affect the site. Noise due to the elevated sections of the motorway (that are adjacent to both sides of this site) would reduce the amount of housing to be delivered on this site and will require large buffer areas.
- The Barn Flatt site (Site BB) to be deleted from a residential allocation (30 dwellings) as this site lays adjacent to the Motorway and a recent noise assessment carried out shows that noise levels would be too high for dwellings in this location. This site is proposed to be unallocated within the existing built up area, allowing development to come forward if necessary on the basis that there may be possible technical solutions to help mitigate the noise levels from the motorway.

Due to the reduction in the housing numbers proposed on the sites listed above, amendments to the following two sites are proposed -

- Heatherleigh and North of Bannister lane allocation, (site W) – This site is proposed to be extended and to be allocated for the provision of 600 dwellings. The appropriate policy within the document will allocate this site as a major site for residential development with the potential of other community uses if the Council required this to be delivered through out the plan period. The proposed allocation would extend from Heatherleigh up to Moss Lane. Consultation responses in relation to this site highlighted that the densities on this site should be lower within this wider allocation to reflect the surrounding area and ensure the site is comprehensively developed including the relevant infrastructure for the local area.
- The Pickering’s Farm site (Site EE) is proposed to continue as an allocation but to be extended on land either side of Flag Lane, increasing from 1200 dwellings to 1350 dwellings. This amendment would ensure appropriate densities on the site to deliver a high quality comprehensive development, the relevant and necessary infrastructure to be delivered including the Cross Borough Link road and many other community benefits where appropriate.

### **Proposed Amendments to the Employment Allocations and Policies -**

Due to the responses received at the preferred options stage consultation and the Enterprise Zone status achieved at BAE Samlesbury, it was felt appropriate to revisit the employment element of the document including policy and employment allocations as proposed in the preferred options document.

The Core Strategy sets out a requirement of 62 hectares of employment land for South Ribble over the plan period. It is proposed that this figure (62 hectares) is to be made up of 35.4 hectares of land (as set out in the table below) to provide for local employment needs. An element/portion of the 2 strategic sites (Cuerden and BAE) would make up the additional 26.6 hectares.

There would then be a remaining strategic site allocation of 91.4 hectares which would contribute towards the employment land supply for Central Lancashire as a whole and the North West Region. The Enterprise Zone will also contribute nationally to employment demands.

The changes are set out in the table below. They include the removal of South Rings, Kellet Lane and Emnie Lane from the employment site allocations. There would be a significant over supply of employment land if these sites were to remain. Their removal also addresses the objections and concerns raised about these sites.

### **Amendments to Table 5 in Policy E1 of the Preferred Options Site Allocations DPD.**

As stated above 3 sites have been removed from Table 5 as presented in the preferred options stage document, including

1. Emnie Lane (Site b and h), which is to be safeguarded for future development, at a time when it could be developed for employment, residential or both if appropriate,
2. Kellet Lane (Site c) which is to be unallocated within the existing built up area. It could come forward for development if required in the plan period and
3. South Rings (Site a) is proposed to be the subject of a mixed use policy, in line with the existing development on this site.

<b>Employment sites</b>	<b>Size hectares</b>
North of Lancashire Business Park	9.2
West Paddock	1.9
Land Adjacent to Leyland Business Park	2.1

Farington Hall Estate	22.2
<b>Total</b>	<b>35.4</b>

Strategic Employment Site land supply

<b>Strategic Site</b>	<b>Size hectares</b>
Cuerden	65
Samlesbury - EZ	53
<b>Total</b>	<b>118</b>

### **Proposed other minor amendments -**

A number of other minor amendments are proposed to the document as follows –

As a result of the findings from the recent Open Space study, which is due to be finalised shortly, it has been necessary to amend a small number of the open space allocations as plotted on the site allocations proposals map. The Open Space study and playing pitch study has also proposed revised open space and playing pitch standards for new developments, which are added to the publication document.

In relation to Central Park, the document has been amended to strengthen the description of the parks boundary within policy and on the proposals map to help aid the delivery of the park.

The Housing Phasing table (Table 2 - Preferred Options) is proposed to be amended, to reflect the housing options chosen and the changes due to Strategic Housing Land Availability Assessment and deliverability assessment review that has taken place.

The housing and employment site descriptions within the document are proposed to be revised to ensure that the descriptions include all key information and characteristics about a site and the sites infrastructure needs.

A specific policy has been drafted for the Capitol Centre to protect its retail and leisure offer and in addition policies focusing on South Rings and Cuerden Way, have been prepared to ensure the appropriate mix of development is achieved in the area in line with existing development and uses in the area. This will address responses received.

Officers consider it is appropriate to add a specific infrastructure policy within the document, to secure the delivery of the necessary infrastructure; which will be cross referenced to the Community Infrastructure Levy.

Officers propose to remove the park and rides sites and bus transit routes off the proposal map, as Lancashire County Council are carrying out work on a Central Lancashire Transport Masterplan which will set out the transport needs for the area in line with the development being proposed.

### **TIMESCALES AND NEXT STEPS**

It is essential that the Council move forward quickly with the final preparations of the Site Allocations document to ensure we have an up to date Local Plan, especially in light of the publication of the National Planning Policy Framework (NPPF) which has now replaced the Planning Policy Statements (PPS). Subject to cabinet approval, it is proposed to consult on the publication version of the site allocations document in July – August 2012 for 6 weeks. It is the intention to submit the document to Government in October 2012, with a view to hold the examination in January 2013 and then adoption in April 2013.

## WIDER IMPLICATIONS

In the preparation of this report, consideration has been given to the impact of its proposals in all the areas shown below. A risk assessment has also been carried out. The table shows the implications in respect of each of these.

<b>FINANCIAL</b>	Document preparation costs allowed for in estimates.
<b>LEGAL</b>	The preparation of the document has complied with the relevant legislation.
<b>RISK</b>	<p>The preparation of the LDF has been risk assessed as part of the Local Development Scheme and is subject to annual review.</p> <p>Recent appeal decisions demonstrate that the Government's agenda to significantly increase the delivery of new housing can outweigh a proven five year supply and an out of date local plan. Without an up-to-date development plan all applications will be decided in the light of the NPPF, with its presumption in favour of sustainable development. On this basis, the Council could expect to receive planning applications on safeguarded land and other un-allocated open land sites. Should applications be refused, the impact would be an increase in appeals, together with their associated costs.</p>
<b>OTHER (see below)</b>	

Asset Management	Corporate Plans and Policies	Crime and Disorder Act 1998 – Section 17	Data Protection
Fair Access	Freedom of Information Act 2000	Health and Safety	Human Rights Act 1998
Implementing Electronic Government	Staffing	Sustainability	Training and Development

## BACKGROUND DOCUMENTS

1. The Submission Version Central Lancashire Core Strategy, July 2011
2. The Issues and Options Site Allocations Development Plan Document, December 2010/January 2011
3. The Preferred Options Site Allocations Development Plan Document – November/December 2011
4. The draft Publication Version Site Allocations Development Plan Document - Appendix 1
5. The draft Publication Version Proposals Map
6. The draft Preferred Options Consultation Responses Report