

24 September 2008

Dear Councillor

EXECUTIVE CABINET - THURSDAY, 26TH JUNE 2008

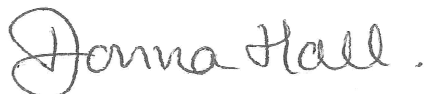
The following reports were tabled the above meeting of the Executive Cabinet.

Agenda No Item

10. **Any other item(s) that the Chair decides is/are urgent (Pages 1 - 8)**

The Corporate Director (Business) circulated the attached report at the meeting seeking the Executive Cabinet's response to the draft options of the Regional Spatial Strategy Partial Review.

Yours sincerely



Donna Hall
Chief Executive

A Uren
Democratic Services Officer
E-mail: @chorley.gov.uk
Tel: (01257) 515122
Fax: (01257) 515150

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આ માહિતીનો અનુવાદ આપની પોતાની ભાષામાં કરી શકાય છે. આ સેવા સરળતાથી મેળવવા માટે કૃપા કરી, આ નંબર પર ફોન કરો: 01257 515822

ان معلومات کا ترجمہ آپکی اپنی زبان میں بھی کیا جاسکتا ہے۔ یہ خدمت استعمال کرنے کیلئے براہ مہربانی اس نمبر پر ٹیلیفون
کیجئے: 01257 515823

Report of	Meeting	Date
Corporate Director (Business)	Executive Member Decision Meeting	25 June 2008

RESPONSE TO DRAFT OPTIONS OF THE REGIONAL SPATIAL STRATEGY PARTIAL REVIEW

PURPOSE OF REPORT

1. To approve a response on the draft options of the Regional Spatial Strategy (RSS) Partial Review

RECOMMENDATION(S)

2. To approve support for the following draft options of the Regional Spatial Strategy (RSS) Partial Review:
 - Overall Housing Provision and Spatial Distribution: Option A2.1 – Use NHPAU lower end figures and current RSS spatial distribution.
 - Rural Housing Provision: Option C1- Give no indication of the level of housing provision in rural areas
 - Affordable Housing Provision: Option D2 - A proportional target (percentage of the overall housing provision for the region and each Housing Market Area).
 - Broad Locations for Growth Points and Eco-towns: Criteria listed in Option E
 - Gypsies and Travellers: Option 3-Working with sub-regional partnerships and the Gypsy & Traveller Community agree a more balanced share of meeting need across districts, reflecting a wider range of factors other than solely the 'need where it arises' basis.
 - Travelling Showpeople: Option 3 Working with sub-regional partnerships and the Gypsy & Traveller Community agree a more balanced share of meeting need across districts, reflecting a wider range of factors other than solely the 'need where it arises' basis.
 - Waste Broad Locations-Comment that the RSS review should take into account the Lancashire Minerals and Waste Development Framework.
 - Renewable Energy- Broad Locations: Option 2 Development of an approach that follows the 'pragmatic' assessment set out in the accompanying evidence base.
 - Car Parking Standards:- Option 2 Adopt the revised standards set out in the consultants report.

EXECUTIVE SUMMARY OF REPORT

- 3 The report considers the different draft options identified in the RSS Partial Review and recommends support for specific options on overall housing provision; rural housing provision; affordable housing provision; broad locations for growth points and eco-towns; gypsies and travellers; travelling showpeople; broad locations for waste, and renewable energy and car parking standards.

REASONS FOR RECOMMENDATION(S)

(If the recommendations are accepted)

- 4 To provide a consultation response supporting specific draft options of the RSS Partial Review.



ALTERNATIVE OPTIONS CONSIDERED AND REJECTED

5 Consideration has been given to all the draft options identified in the RSS Partial Review and rejected as identified in the main report

CORPORATE PRIORITIES

6 This report relates to the following Strategic Objectives:

Put Chorley at the heart of regional economic development in the Central Lancashire sub-region	√	Develop local solutions to climate change.	√
Improving equality of opportunity and life chances	√	Develop the Character and feel of Chorley as a good place to live	√
Involving people in their communities	√	Ensure Chorley Borough Council is a performing organisation	√

BACKGROUND

7 The North West Regional Assembly commenced a partial review of the RSS in February 2008. Consultation on the Draft Project Plan and Statement of Public Participation took place in February 2008. Consultation on Draft Options lasts for 4 weeks ending on 30th June 2008. Consultation on the draft policies will take place in November 2008.

8 The partial review matters are:

Housing	Travelling Showpeople	Renewable Energy – Broad Locations
Gypsies and Travellers	Waste – Broad Locations	Carparking

RESPONSE ON DRAFT OPTIONS

9 It is proposed to make a coordinated response with Preston City Council and South Ribble Borough Council to the North West Regional Assembly. The RSS partial review sets out a number of options with regard to the partial review matters

10 **Option A: Overall housing provision and spatial distribution.** Those issues being put forward for consultation are: overall housing distribution and provision; provision in rural areas, affordable housing provision and the broad locations for growth points and eco-towns.

11 Three options are put forward for overall housing provision and for each option two spatial distribution alternatives. (Appendix 1 shows the overall housing provision for each option for Chorley per annum and as a total for the period 2007 –2032):

1. Continuation of the existing levels set out in the Secretary of State’s Regional Spatial Strategy proposed changes.
2. The lower end of the range to be proposed by the National Housing and Planning Advice Unit (NHPAU)
3. The higher end of the range to be proposed by NHPAU

12 For each of these options, two spatial distribution alternatives are presented:

- The spatial distribution as set out in the proposed changes to the RSS. This gives a distribution of 16% of new housing in the region within the Central Lancashire City Region (Northern Way definition).
- A spatial distribution taking into account the recommendations of the Affordable Rural Housing Commission and the Commission for Rural Communities. This is calculated on the basis of the proposed changes figure amended to take into account rural middle super output areas. For the Central Lancashire City Region this gives a spatial distribution of 21%.

13 The basis for the options put forward is as follows

- The Housing Green Paper sets out explicit targets for a significant increase in housebuilding across the Country – delivering 240,000 new houses per annum by 2016, and a total of 3 million new homes to be delivered by 2020. The overall level of housing provision set out in the RSS needs to be re-examined in light of this agenda.
- The Government has also made clear that figures presented in RSS documents should no longer be seen as maximum targets or ceilings.
- In line with the Housing Green Paper the overall level of housing provision will need to be made within the context set by the advice to be provided to central Government by the National Housing and Planning Advice Unit (expected May 2008). This advice will focus on the level of housebuilding required to stabilise market affordability.
- Existing RSS and draft RSS have previously established a criteria-based policy approach to the provision of affordable housing. This now needs to be expanded to include a target for affordable housing in line with the requirements of PPS3.
- In May 2006 the Affordable Rural Housing Commission recommended that 11,000 units of affordable housing should be delivered per annum in rural settlements with populations under 10,000.
- Regional Strategic Housing Market Assessment work commissioned by the North West Regional Assembly has taken a regionally consistent approach to looking at the need for affordable housing provision across the North West. This will need to be complemented by local studies but as a headline identifies that around 35 – 40% of all new housing provision required in the region should be affordable provision.
- This alternative spatial distribution could begin to address the recommendations made by the Affordable Rural Housing Commission and the Commission for Rural Communities. It should be noted that at this stage, pending the completion of work to inform the evidence base, including Strategic Housing Land Availability Assessments, the proportions in this distribution are indicative and could be subject to change. The appropriateness and achievability of the revised distribution will also need to be tested through the appraisal of these options.

14 For the purposes of the impact on the three Central Lancashire authorities, it is assumed that the proportion of the distribution in each local authority area will remain as set out in the proposed changes to the RSS.

15 The assumptions regarding the need for affordable housing in rural areas appear to be made on the basis that there is a direct correlation between the proportion of rural land in each sub-region and affordability issues so that areas with a high proportion of rural area are assumed to have a significant rural affordable housing need and vice versa. This is not necessarily the case as the need for affordable housing either urban or rural is a function of market forces. It may be the case, for example, in somewhere like Cumbria and North Lancashire, which sees an increase in spatial distribution from the RSS figure of 9.5% of the North West's housing to 15%, that there should be more affordable rural housing because local residents are priced out of the market. However, that is not necessarily the

case in Central Lancashire, or at least to the extent that would justify an increase in spatial distribution of housing from 16% to 21%.

- 16 Option A2.1 should be supported as it best allows for growth to meet any requirements from a successful growth bid but safeguards rural areas from considerable development pressure. For Chorley this would amount to a 508 annual housing provision and a total provision of 12,698 for the period 2007-2032.
- 17 **Proposed Response:** Support Option A2.1-Use NHPAU lower end figures and current RSS spatial distribution.
- 18 **Option C: Rural Housing Provision (including affordable).** Three options are presented for the provision of housing (market and affordable) in rural areas:
- C1: Give no indication of the level of housing provision in rural areas
 - C2: Give a figure for the level of provision to be made in settlements of less than 10,000 population as part of the overall housing provision figure.
 - C3: give a figure for the level of provision to be made in settlements of less than 3,000 population and between 3,000 – 10,000 population as part of the overall housing provision figure.
- 19 Options C2 and C3 are based on recommendations of the Affordable Rural Housing Commission and the Commission for Rural Communities respectively. The former recommends that 11,000 units of affordable housing should be delivered per annum nationally in settlements with populations under 10,000. The latter recommends that spatial strategies should set out clear guidance on the proposed levels and types of development including market and affordable housing.
- 20 Both of these impinge on the ability of a local planning authority to determine the spatial vision for their area and therefore on their ability to produce a Core Strategy where this level of detail is more appropriate. Therefore the only option that can realistically be supported is Option C1.
- 21 **Proposed Response: Support Option C1-** Give no indication of the level of housing provision in rural areas
- 22 **Option D: Affordable Housing Provision.** The partial review will provide an overall affordable housing target for the region and each Housing Market Area as required by Planning Policy Statement 3: Housing. This will be an indicative target expressed as a minimum alongside the overall housing figure including market housing.
- 23 The two options are:
- Option D1: Presenting an absolute target
 - Option D2: A proportional target (percentage of the overall housing provision for the region and each Housing Market Area).
- 24 Option D2 should be supported as it would allow for sub-regional differences in need and more closely reflect specific requirements.
- 25 **Proposed Response: Support Option D2 -:** A proportional target (percentage of the overall housing provision for the region and each Housing Market Area).
- 26 **Option E: Broad Locations for Growth Points and Eco-towns.** This sets out criteria for setting out broad locations for growth points and eco-towns. These are:
- The priorities in the Spatial Development Framework

- The spatial development principles
- Sub-regional policies
- Critical infrastructure and environmental implications.

27 Broad Locations are:

- Broad locations for any shortlisted growth points (which may include Central Lancashire and Blackpool) or future growth point or eco-town proposals
- Housing Market Renewal Initiative Pathfinder Areas
- West Cumbria and Furness
- Lancashire Coastal towns (Blackpool/Fleetwood/Morecambe)
- Other urban areas in the Manchester and Liverpool City Regions in need of housing renewal/market restructuring.

28 The criteria listed in Option E should be supported, as this would include the Central Lancs/Blackpool growth point as a broad location for housing development.

29 **Proposed Response: Support criteria listed in Option E.**

30 **Gypsies and Travellers.** Circular 01/2006 requires Regional Planning Bodies to make broad provision i.e. identify total space requirements for sites and pitches in the RSS based on regional and sub-regional Gypsy and Traveller Accommodation Assessments. The draft RSS as presented to the EiP did not include this and, therefore, the Panel recommended this should be included in an early review, which has been accepted by the Secretary of State.

31 RSS does not make allocations. These are left to a local planning authority in the preparation of its Local Development Framework. The Gypsy and Traveller Accommodation Assessments produced in 2007, however, does indicate the number of pitches to be provided in each local authority area, although this only extends to 2016.

32 The three options are:

Option 1: Use the results from the studies (GTAA) to distribute new provision based on the existing identified '*need where it arises*' basis.

Option 2: Use the results from the studies to distribute new provision based on the existing identified '*need where it arises*' basis and then modify the figures (upwards or downwards as appropriate) to ensure a minimum level of pitch provision in every district.

Option 3: Working with sub-regional partnerships and the Gypsy & Traveller Community agree a more balanced share of meeting need across districts, reflecting a wider range of factors other than solely the '*need where it arises*' basis. This would see pitch provision distributed to meet the requirements for Gypsies & Travellers, so that they had the same chance to enjoy equal (or comparable) access to services and facilities, social and economic opportunities, as the settled community, and thus contribute towards community cohesion and sustainable communities.

33 Option 1 maintains the status quo in terms of the spatial distribution of pitches but may result in increases i.e. those areas that already have substantial provision get more and those areas that have no provision don't receive any. This doesn't take into account any latent demand that is unmet because there is no supply. Option 2 distributes pitch allocation spread more evenly but might need more evidence to justify allocations in locations where there is currently no provision.

34 Option 3 is the most supportable as it takes a balanced approach taking into account wider issues. Overall, and bearing in mind that the GTAA might need to be revised to take into

account the time period over which the RSS review extends, this option appears to provide a more robust basis in the long term.

35 **Proposed Response: Support Option 3.**

36 **Travelling Showpeople.** The issues are broadly similar to those affecting Gypsies and Travellers, although Travelling showpeople are probably not as much an issue in Central Lancashire as in other parts of the North West.

37 The same three options as those for Gypsies and travellers are presented (see paragraph 30 above)

38 **Proposed Response: Support Option 3.**

39 **Waste – Broad Locations.** In terms of current RSS policy (as amended by proposed changes), it is anticipated that the following changes are likely:

- EM10: A Regional Approach to Waste Management will need to be updated to reflect the new time scales and associated targets.
- EM11: Waste Management Principle will remain unchanged.
- EM12: Locational Principles will remain unchanged.
- EM13: Provision of Nationally, Regionally and Sub-Regionally Significant Waste Management Facilities will need significant amendment.

40 Three options are presented:

- A regional approach over a 15 year period;
- a sub-regional approach over a 15 year period;
- a varied timescale approach, which could be either regional or sub-regional and could be over either 20 years or 15 years.

41 Which of these is most appropriate is probably a matter for the Waste Planning Authority

42 **Proposed Response: Comment that the RSS review should take into account the Lancashire Minerals and Waste Development Framework.**

43 **Renewable Energy - Broad Locations.** Planning Policy Statement 22 sets out the need for Regional Spatial Strategies to contain three elements in their policy framework concerning renewable energy:

- Targets (regional which may be disaggregated to sub-regional levels) based on a region's assessment of its renewable energy resource;
- Criteria based policies relating to the identification of types of location or technologies and the scale of development;
- Locational considerations including the use of criteria to identify broad areas at the regional/sub-regional level where development of particular types of renewable energy may be appropriate.

44 Draft RSS policy EM17 sets out a criteria-based approach and targets for the region for renewable energy development. However, the RSS may need to include a diagrammatical representation of broad areas where the development of particular types of renewable energy may be appropriate, in line with the EiP Panel recommendations

45 Research currently being conducted for the NWRA is the development of an assessment of the 'theoretical maximum' potential for renewable energy and heat generation by 2020. An alternative 'pragmatic' potential level of renewable energy generation has also been developed, reflecting an assessment of the actual likelihood of various renewable energy technologies coming forward by 2020.

46 The options presented are

Option 1: Development of an approach that follows the 'theoretical maximum' assessment set out in the accompanying evidence base.

Option 2: Development of an approach that follows the 'pragmatic' assessment set out in the accompanying evidence base.

47 Without seeing the outcome of the research it is difficult to choose between these options, although the pragmatic approach appears to be the more realistic taking into account the state of development of various technologies and should therefore be supported.

48 **Proposed Response: Support Option 2**

49 **Car Parking Standards.** The current parking standards have remained unchanged since the publication of Regional Planning Guidance 13 in 2003 and an undertaking was given to review them within 5 years. The Regional Assembly has commissioned consultants, Mouchel, to undertake a review. The consultants report provides recommendations for the maximum parking standards in addition to developing an accessibility based tool through which parking requirements for individual sites will be assessed. The study also includes standards or guidance for all vehicles including cycle, motorcycle, coach, HGV and disabled parking requirements in addition to provision for cars.

50 Two options are presented;

Option 1: Keep existing parking standards as detailed in RPG13 and Draft RSS

Option 2: Adopt the revised standards set out in the consultants report

51 Option 1 would fail to meet the commitment outlined in RPG13 to review parking standards every five years. Option 2 appears to be the more supportable of the two taking into account the undertaking in RPG13 to carry out a review and the wider provision in the consultants report across a range of vehicles and accessibility criteria.

52 **Proposed Response: Support Option 2**

IMPLICATIONS OF REPORT

53 This report has no implications.

Finance		Customer Services	
Human Resources		Equality and Diversity	
Legal		No significant implications in this area	√

JANE E MEEK
CORPORATE DIRECTOR (BUSINESS)

Background Papers			
Document	Date	File	Place of Inspection
Draft Options Regional Spatial Strategy Partial Review	June 2008		Union Street, Chorley

Option	Chorley	Preston	Total 2007 - 2032	South Ribble	Total 2007 - 2032	Comments
A1.1 RSS figures and spatial distribution 16%	Annual Housing Provision 417	Annual Housing Provision 507	12675	Annual Housing Provision 417	10425	Continues RSS figures to 2032. This is unlikely to contribute to the Government's increased expectations for housing development.
A1.2 RSS figures, spatial distribution 21%	550	669	16724	550	13755	Comments on RSS figures as above. There is no justification put forward for a 31% increase in the spatial allocation based on rural need and such a spatial distribution would increase pressure for housing development in unsustainable locations.
A2.1 NHPAU lower end, spatial distribution 16%	508	618	15439	508	12698	This would accommodate growth point requirements while not implying that there would be increased development in rural areas.
A2.2 NHPAU lower end, spatial distribution 21%	667	811	20263	667	16666	This would accommodate growth point requirements but would also lead to pressure to identify rural locations.
A3.1 NHPAU higher end, spatial distribution 16%	580	706	17644	580	14512	This would accommodate growth point needs but would require housebuilding levels significantly above those achieved in the past during a short term (at least) decline in housebuilding. Implications in terms of the infrastructure needs of such levels of development but no implications for larger scale rural housing development.
A3.2 NHPAU higher end, spatial distribution 21%	762	926	23158	762	19047	Would accommodate growth point needs but in addition to comments as above would put additional pressure on rural areas.

