

Broughton in Amounderness Neighbourhood Development Plan 2016-2026



Basic Conditions Statement Submission of Neighbourhood Plan to Preston City Council February 2018

Contents

1. Introduction
2. Background
3. Conformity with National Policy
4. General Conformity with Local Strategic Policies
5. Health Impact Assessment
6. Strategic Environmental Assessment Screening
7. EU Regulations
8. Conclusion

Broughton in Amounderness Neighbourhood Development Plan 2016-2026



Area designation plan

1. Introduction

This Statement has been prepared by Broughton Parish Council (BPC) to accompany its submission to the local planning authority, Preston City Council (PCC), of the Broughton Parish Neighbourhood Development Plan February 2018 under Regulation 15 of the Neighbourhood Planning (General) Regulations 2012 (“the Regulations”).

The Neighbourhood Plan has been prepared by the Parish Council, a qualifying body, for the Neighbourhood Area covering the whole of the Parish of Broughton, as designated by the Preston City Planning Committee on 17th March 2016.

The policies described in the Neighbourhood Plan relate to the development and use of land in the designated Neighbourhood Area. The plan period of the Neighbourhood Plan is to 31st December 2026 and it does not contain policies relating to excluded development in accordance with the Regulations.

The Statement addresses each of the four ‘basic conditions’ required by the Regulations and explains how the submitted Neighbourhood Plan meets the requirements of paragraph 8 of Schedule 4B to the 1990 Town & Country Planning Act.

The Regulations state that a Neighbourhood Plan will be considered to have met the basic conditions if:

- having regard to national policies and advice contained in guidance issued by the Secretary of State, it is appropriate to make the neighbourhood development plan;

Broughton in Amounderness Neighbourhood Development Plan 2016-2026

- the making of the neighbourhood development plan contributes to the achievement of sustainable development;
- the making of the neighbourhood development plan is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area);
- the making of the neighbourhood development plan does not breach, and is otherwise compatible with, EU obligations.

2. Background

The Parish Council agreed at its meeting on December 8th 2015 to apply to Preston City Council that the area of Broughton Parish be designated a Neighbourhood Area, enabling a Neighbourhood Plan to be prepared by the local community for that area. The key decisions regarding the production of a NDP for Broughton Parish were the management of development at a local level and local community concern at the level of proposed new development.

The Parish Council created the Broughton Neighbourhood Plan Steering Group to include representatives from across the community within Broughton Parish. Its inaugural meeting took place on 22nd March 2016.

The steering group has overseen the development of the plan and the consultation process through the various stages of the plan including;

- The area designation
- The initial questionnaire
- Evidence gathering
- The first draft of the plan
- The consultation on the first draft
- The response to comments received from the consultation
- The submission of the first plan
- Consideration of the Examiners Report
- Commissioning of an additional professional assessment to inform amendment to Policy RES1 to address a potential conflict with Basic Conditions identified by the Examiner.
- Other amendments to the first plan in line with the Examiners recommendations
- Reconsultation on the amended Neighbourhood Plan under Regulation 14
- Consideration of the results of that consultation.

The steering group has worked with planning officers of Preston City Council during the preparation of Broughton Neighbourhood Plan and received significant professional assistance and advice from Tim Brown, planning consultant and from Community Futures.

The group was also assisted with a grant from the My Community. The Steering group also enlisted the help of local historians from the Parish Church, the archaeology department of UCLAN, the archivists at Lancashire Archives and parishioners to assist

Broughton in Amounderness Neighbourhood Development Plan 2016-2026

with the formation and investigative works carried out in the creation of the Broughton Local List.

3 . Conformity with National Planning Policy

The Neighbourhood Plan has been prepared with regard to national policies as set out in the National Planning Policy Framework (NPPF) and the Parish Council and the Steering Group were mindful of the National Planning Practice Guidance (NPPG) in respect of formulating Neighbourhood Plans. Specific guidance for Neighbourhood Plans is set out at paragraphs 183-185 of the NPPF. This is explicitly separate from the much more detailed guidance for plan-making in respect of Local Plans in particular the tests of soundness. Neighbourhood Plans are not required to meet these tests, albeit that the Broughton Neighbourhood Plan is considered to respect the 4 broad principles set out.

In particular National Planning Practice Guidance states explicitly in its guidance on assessing sites for development that in the case of neighbourhood plans assessment should be **proportionate**. The work undertaken in identifying the housing sites allocated through this Neighbourhood Plan are considered to comfortably pass this test. Indeed the assessment bears favourable comparison with exercises of site selection undertaken in other neighbourhood plans that have been made following examination (and without a hearing being deemed necessary).

As such the Neighbourhood Plan is considered to comply fully with NPPF paragraphs 183-185.

Compliance with the key objectives of the NPPF ensures that the Neighbourhood Plan promotes Sustainable Development.

The Neighbourhood Plan has proper regard to relevant policies within the NPPF in relation to:

1. Building a strong, competitive economy
2. Supporting a prosperous rural economy
3. Promoting sustainable transport
4. Delivering a wide choice of high quality homes
5. Requiring good design
6. Promoting healthy communities
7. Conserving and enhancing the natural environment
8. Conserving and enhancing the historic environment

A. Building a strong, competitive economy

Broughton Neighbourhood Plan reinforces Core Strategy and Local Plan Policy provisions that seek to protect and facilitate business development. Its policies seek to create conditions in which local businesses can thrive post bypass. Specific Business and Employment Policies identify appropriate locations and

Broughton in Amounderness Neighbourhood Development Plan 2016-2026

forms of business development and include provisions on the development of specific sites. Considerable efforts have been made to engage the local business sector in preparation of the plan including the holding of a Business Breakfast.

The Parish Council will continue to work with both the City Council (PCC) and the County Council (Lancashire County Council) to seek to secure the timely completion of Broughton Bypass and of the highway works to Garstang Road (formerly the A6) through Broughton Village.

These works will create an environment in which any loss of passing trade to local facilities is offset by enhanced access through reduced congestion, supported by appropriate signage and car parking provision. The opening and success of the Chameleon Café/Bistro is testament to the potential the removal of through traffic has created for an enhanced local centre serving the village.

These policies meet the NPPF's aims by supporting and seeking to promote local existing businesses.

B. Supporting a prosperous rural economy

Whilst a rural parish, Broughton is unusual in being a net importer of labour (by virtue of several large service employers, notably the Lancashire and Cumbria Ambulance Service) and being located close to extensive areas of Business and Employment land (Preston East Employment Area) providing job opportunities for Parish residents, and sustainable, highly accessible development locations for "footloose" business development

Within this context, Neighbourhood Plan Policies make appropriate provision for the growth, expansion and diversification of rural land-based businesses, within Broughton Village and Broughton Parish East in line with adopted Core Strategy and Local Plan Policy, consistent with the maintenance of the rural character and setting of these areas and the safeguarding of the benefits brought about through the development of Broughton bypass to remove through traffic from the village.

The plan contains policies seeking to facilitate the retention and improvement of local services and the development of facilities to serve cyclists and walkers from the wider Preston area using the hugely successful orbital Guild Wheel Cycle/Pedestrian route. These initiatives together with a vastly improved quality of environment (that no longer breaches European Air Quality provisions) and public realm will make Broughton a more attractive place to visitors and to investors.

Broughton in Amounderness Neighbourhood Development Plan 2016-2026

C. Promoting sustainable transport

The Neighbourhood Plan promotes sustainable transport through its creation of a pedestrian/cycle friendly public realm, its support for and protection of the Guild Wheel cycle/pedestrian route, its promotion of enhanced local facilities and its policies for the management of development.

In identifying additional small scale housing opportunities (beyond existing approvals and allocations) close to Broughton Village Crossroads and promoting an enhanced village centre it aims to promote walking and cycling and reduce reliance on private transport.

Conversely in robustly resisting pressures for large scale market housing in the Broughton Village area it will help to support the sustainable plan-led approach to locating development set out in the adopted Central Lancashire Core Strategy and Preston Local Plan.

D. Delivering a wide choice of high quality homes

The Neighbourhood Plan inherits from Preston Local Plan and extant planning permissions provision for the development of more than 800 homes over the plan period to 2026 spread over a variety of development sites and encompassing a range of unit size and tenure.

It amends adopted Local Plan policy to address a relative deficiency in opportunities for new housing development close to Broughton Village itself, allocating 3 housing sites representing small scale sustainable extension of the Broughton Village settlement boundary in a way that will provide additional scope to accommodate local housing needs, without detriment to the character and rural setting of the village. 2 of these sites are of sufficient size to deliver

E. Requiring good design

The Neighbourhood Plan directs the reader to relevant Development Plan Policies and Supplementary Planning Guidance and provides commentary upon the application of policies and guidance to development within the plan area.

F. Promoting healthy communities

The Neighbourhood Plan promotes healthy communities through policies and proposals:-

- managing development and infrastructure provision in a way that promotes walking and cycling (including for leisure) as an alternative to private transport (Housing, Access & Infrastructure and Community Facilities & Activity Policies and Parish Action Points);.

Broughton in Amounderness Neighbourhood Development Plan 2016-2026

- managing traffic in a manner that will maintain the improvements in air quality and the public realm delivered by Broughton Bypass (AI1 & AI2).
- Strengthening local facilities (CF1 and CF2 and Parish Action Points 3-7), including those for sport and recreation, creating stronger and more cohesive local communities, and seeking to integrate the new residential communities to the South and East as part of the wider Parish.

G. Conserving and enhancing the natural environment

The Neighbourhood Plan augments Preston Local Plan policies conserving and enhancing the natural environment with additional provisions reflecting the local context including the identification of Local Green Spaces (NE1) and the screening of new development (NE2).

H. Conserving and enhancing the historic environment

Through the Broughton Local List and Policy HE and Parish Action Points 8 and 9 of the Neighbourhood Plan the Parish's history and heritage will be conserved and showcased for future generations ensuring that heritage assets are not adversely affected by development proposals.

The Neighbourhood Plan

4. General Conformity with the Local Strategic Policies.

The Broughton Neighbourhood Plan policies are in general conformity with the local planning policies that cover the Parish of Broughton.

Neighbourhood Plan policies support and enhance the relevant policies of the area. Only in one case, Policy RES1, do Neighbourhood Plan policies constitute an amendment rather than supplement to the provisions of the Central Lancashire Core Strategy and Preston Local Plan.

This is in respect of policies for the defined village settlement of Broughton insofar as the Neighbourhood Plan allocates 3 small sites for residential development (through Policy RES1) to meet local needs extending the defined boundary set out in Preston Local Plan (and going beyond that development allowed under Preston Local Plan Policy AD1(b)).

This policy replaces the non site-specific criteria based policy for small scale extension to the settlement boundary included in the initial plan submission. The revised policy and associated proposals have been developed in close consultation with the local planning authority taking full account of the Examiners Report on the initial plan submission that refers to *the need for development to round off the village form and not result in an intrusive projection into the area of separation or open countryside* and that

Broughton in Amounderness Neighbourhood Development Plan 2016-2026

it should not lead to a *level of development which is of a scale, which is not in accordance with the Core Strategy Policy 1, and the strategy for development in the Council's area.*

Both the Parish Council and the Local Planning Authority are satisfied that the revised Neighbourhood Plan addresses these specific concerns and is in all respects in general conformity with the strategic policies in the Preston Local Plan and in the Central Lancashire Core Strategy.

5. Health Impact Assessment

<p>A. Will the proposal have a negative impact on health, mental health and wellbeing?</p> <p>For example would it cause ill health, affecting social inclusion, independence and participation?</p>	<ul style="list-style-type: none"> - Policies RES 1 and RES2 seeks to ensure the needs of current and future elderly people are met in terms of housing provision. - Policies CF1 and CF2 and Parish Action Points PAP3-PAP7, seek to safeguard and enhance accessible, local services, community and recreational facilities which will improve social inclusion and participation. - Policy CF1 and Parish Action Points 7 and 16 seek to protect and improve walking/cycling opportunities which will improve mental and physical health and, in turn, social inclusion and participation.
<p>B. Will the policy have a negative impact on social, economic and environmental living conditions that would indirectly affect health?</p> <p>For example would it affect housing, transport, child development, education, good employment opportunities, green space or climate change?</p>	<p>Plan policies as set out above will have a positive impact on social, economic and environmental living conditions by:-</p> <p>SOCIAL – the additional targeted provision for meeting local housing needs and for improving community cohesion through the safeguarding and strengthening of community facilities increasing the opportunities for local residents to come together and for childcare and development.</p> <p>ECONOMIC - making appropriate provision for and helping create conditions (access, signage, parking environment/public realm) in which existing and new local businesses can thrive safeguarding local employment.</p> <p>ENVIRONMENTAL – realising the potential created by the provision of the bypass to address serious air quality problems; creating and safeguarding an attractive public realm, improved natural environment and green infrastructure encouraging walking and cycling and supporting efforts to combat climate change; and protecting open countryside from the pressures for unsustainable housing development inevitably associated with this enhanced environment post bypass.</p>

Broughton in Amounderness Neighbourhood Development Plan 2016-2026

<p>C. Will the proposal adversely affect an individual's ability to improve their own health and wellbeing?</p> <p>For example will it affect their ability to be physically active, choose healthy food, reduce drinking and smoking?</p>	<ul style="list-style-type: none"> - Policies RES1 and RES2 seek to ensure the needs of current and future elderly people are met in terms of housing provision enabling them to live independently and therefore encourage physical activity for longer. - Business and Employment policies seek to safeguard and enhance local service facilities and in so doing, increase the opportunity for local shopping and other needs to be met locally. This benefits all sections of the community. - Community Facilities and Activity Policies and Parish Action Points seek to provide improved opportunities for sport and recreation which will increase opportunities to be physically active, of benefit to all sections of the community. - Policies CF1 and PAPs 7 and 16 seek to protect and improve walking/cycling opportunities which encourages physical activity, benefiting all members of the community.
<p>D. Will there be an increased demand for or access to health and social care services?</p> <p>For example: Primary Care, Hospital Care, Community Services, Mental Health and Social Services?</p>	<p>The strengthening of local facilities and associated improved community cohesion, together with improved opportunities for sport, informal recreation and exercise as referred to above should help improve physical and mental health.</p> <p>In terms of population/household numbers, plan proposals will not significantly increase demand for health and social care services beyond that associated with the major developments already agreed by the local planning authority through Local Plan proposals and planning approvals.</p> <p>Those proposals include the provision of a Health Centre within the Local Centre proposed as part of a large housing development in Broughton Parish South. Neighbourhood Plan policies safeguard a defined Village and Local Centre for service provision, the latter including a dentists surgery and physiotherapists.</p> <p>Plan policies and proposals also provide the opportunity for enhanced local delivery of health services, through development or building conversion or the part time use of buildings safeguarded for community use.</p>
<p>E. Will the proposal have a negative impact on global health?</p>	<p>No</p>

6. Strategic Environmental Assessment Screening Report

A Strategic Environmental Assessment and Habitats Regulations assessment prepared by JBA Consulting accompanies this Neighbourhood Plan. This concludes:-

Broughton in Amounderness Neighbourhood Development Plan 2016-2026

it is considered that the Broughton Neighbourhood Plan does not require a SEA or give rise to likely significant effects on European Sites due to the nature, scale and location of the policies within the plan. It has been concluded that adverse impacts are not likely on any of the sensitive environmental receptors within or around Broughton neighbourhood area, including the Ribble and Alt Estuaries SPA and Ramsar

7. EU Regulations

Broughton Parish Council has regard to the fundamental rights and freedoms guaranteed under the European Convention on Human Rights and complies with the Human Rights Act.

Preston City Council has determined that in their opinion the Broughton Neighbourhood Plan meets the basic condition of not breaching, and otherwise being compatible with EU and Human Rights obligations

8. Conclusion

The basic conditions set out in Schedule 4B to the TCPA 1990 are considered to have been met by the Broughton Development Plan 2016 – 2026 and all the policies therein. It is suggested therefore that the Broughton NP complies with Paragraph 8(1)(a) of Schedule 4B of the Act.

TB/02/18