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DESIGN AND ACCESS STATEMENT

**IN RESPECT OF AN OUTLINE PLANNING
APPLICATION FOR THE ERECTION OF TWO
DETACHED DWELLINGS ON LAND**

AT

NEDDY LANE, BILLINGTON, CLITHEROE

Prepared by:	Gary Hoerty
Our Clients:	Messrs G & N Geldard
Our Ref:	Gel/454/1193/GH
Date:	May 2011



Chartered Surveyors ■■■■ Planning & Development ■■■■ Land Agents
Valuers ■■■■ Property Agency ■■■■ Property Management



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1. Use

- 1.1 The land that is subject to this planning application is currently used as agricultural land and is therefore greenfield.
- 1.2 The proposal is to develop the land for two individual detached dwellings together with garages and associated garden areas.

2. Amount

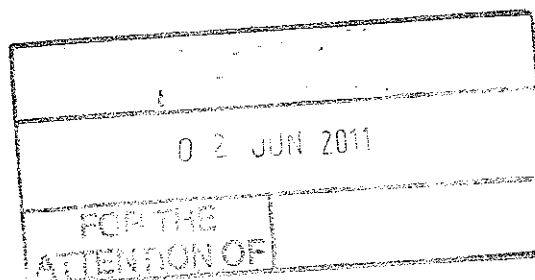
- 2.1 The planning application is an outline planning application only with all matters other than access reserved and therefore the amount of development will be established at a future date. However it has been necessary to provide an indication of the potential footprint of the proposed development which is included with the planning application and this proposes that the dwellings will have a footprint of 12.5m x 10m with attached double garages with living accommodation over of 5.4m x 9m and 5.4m x 7.1m respectively and each will have a sun room to the rear, both measuring 5m x 5m. Each plot will have parking for two cars and appropriate turning areas. The proposed eaves height for Plots 1 & 2 will be 4.4m and the ridge height will be 6.3m.

3. Layout

- 3.1 The layout of the development is quite simple with the two dwellings being orientated parallel with Neddy Lane with the garaging for each property being located on the shared boundary, the turning areas and car parking can be seen clearly on the layout plan accompanying the planning application. The dwellings will have garden areas to the rear, to the front and to a lesser extent the sides of the properties.

4. Scale

- 4.1 It is anticipated that the dwellings will both be two storey and the indicative eaves and ridge heights are shown on the cross section plan included with the application.
- 4.2 We consider the scale of the proposed development to be appropriate for the site.



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5. Landscaping

- 5.1 The planning application is an outline only and landscaping is one of the reserved matters.

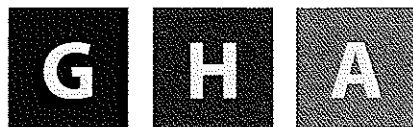
6. Appearance

- 6.1 It is anticipated that the dwellings will be constructed of natural stone with slate roofs and therefore will be in keeping with the local area, however this is an outline application only and these matters will be reserved for the future planning application.
- 6.2 The dwellings will provide a continuation of the existing residential development along Neddy Lane and will form a rounding off effect of the settlement. The next nearest appropriate vantage point from where the dwellings will be viewed will be from footpaths crossing the neighbouring land and from traffic on the A59. The dwellings will not appear out of place as the development of Billington will sit to the rear of the properties.

7. Access

- 7.1 Access to the site will be provided from Neddy Lane, as shown on the site plan enclosed with the planning application.

Signed  Date 27.5.11
Gary Hoerty BSc (Hons) MRICS FAAV



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 Planning Statement
 Gary Hoerty Associates on behalf of Messrs G & N Geldard

1. INTRODUCTION

- 1.1 Gary Hoerty Associates has been instructed by Graham and Neil Geldard to submit an outline planning application on their behalf in respect of a proposed small scale residential development on land at Neddy Lane, Billington. The development that is proposed is the erection of two new detached dwellings, adjoining garages and the creation of parking/turning areas and gardens on a small parcel of agricultural land that fronts onto Neddy Lane.
- 1.2 The application follows pre-application consultation with both the forward planning and development control section of the Council's planning department and with the County Highway Engineer. The response received from the pre-application consultation is attached at Appendix 1.
- 1.4 The response received confirmed the suitability of the site for residential development in principle.
- 1.5 Included with the application are existing and proposed site plans together with a cross section through the site showing the relationship between the adjoining dwellings and the topography of the site.
- 1.6 This Statement provides details of the proposed scheme and assesses the development against the requirements of national, regional, and local planning policy. The conclusion is that the proposal complies with policy and should therefore be supported by the Council.

2. THE APPLICATION SITE

- 2.1 The application site comprises a parcel of greenfield agricultural land extending to approximately 0.37 acres or thereabouts. The land is enclosed by stockproof fencing and there are a few small trees located along some of the site's boundaries. The site is situated adjacent to the village boundary for Billington as defined within the Ribble Valley Districtwide Local Plan (Adopted 1998).
- 2.2 The application site fronts onto Neddy Lane and it is proposed that the access to the proposed properties will be via Neddy Lane. Neddy Lane is an unmade road and provides the means of access to eleven existing residential properties and to Whittam's Farm. The County Highway Engineer has confirmed that this is an appropriate and acceptable means of access for the proposed development. There is a footpath along Neddy Lane but no public rights of way within the application site itself.
- 2.3 Billington has a varied range of housing, including traditional terraced cottages and more modern post-war housing which has a typical suburban character; the properties on Neddy Lane comprise a mix of farmhouse, barn conversions, bungalows and dormer bungalows. The village has a secondary school, a village shop, a church, a pub/restaurant, several businesses and a working men's club

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There is a frequent bus service less than 300 metres from the site located on Whalley New Road, which runs past the entrance of Neddy Lane.

- 2.4 The nearby village of Whalley, approximately half a mile away, provides a wider range of services and facilities, including a choice of independent shops, a railway station, a bus station, eating establishments, public houses, three churches and a primary school. It is therefore possible to walk or catch a bus from the application site in order to reach Whalley and from there use the wider range of bus services or the train station service to Clitheroe and Blackburn.
- 2.5 As can be seen from the location plan the site has residential development adjoining it to the south west and in very close proximity to recent residential development to the north east and there is a children's play area immediately to the south of the site.
- 2.6 The site is sloping and the ground level falls from the boundary adjoining the nearest house on Neddy Lane to the north eastern boundary, the change in level across the site being between 3 and 6 metres.

3. PLANNING CONSIDERATIONS

- 3.1 Local planning authorities are required to determine planning applications in accordance with the statutory development plan unless material considerations indicate otherwise. The statutory development plan with regard to the application comprises the The North West Regional Spatial Strategy (September 2008); and the saved policies of the Ribble Valley District Local Plan (June 1998). The current local plan is twelve years old and there is more up to date regional and national policy which will be relevant when considering applications for development.

National Planning Policy

- 3.2 The main national policy guidance of relevance to the consideration of residential development proposals is set out in PPS1: Delivering Sustainable Development, PPS3: Housing and PPG13: Transport.

PPS1: Delivering Sustainable Development (February 2005)

- 3.3 PPS1 sets out general principles of sustainable development, and also provides general guidance on achieving appropriate planning and design. Planning is expected to facilitate and promote sustainable and inclusive patterns of urban and rural development. Good planning should also protect and enhance the natural and historic environment, the quality and character of the countryside and existing communities. High quality development is sought through good design and the efficient use of resources. Good access to jobs and services should be available to all members of the community.
- 3.4 PPS1 provides specific guidance on the achievement of high quality design. Paragraphs 33 to 39 deal specifically with design issues, stating "*good design*

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ensures attractive usable, durable and adaptable places and is a key element in achieving sustainable development. High quality and inclusive design should create well-mixed and integrated developments which avoid segregation."

3.5 The guidance continues by setting out factors that a good design should incorporate. These include:

- *address the connections between people and places by considering the needs of people to access jobs and key services;*
- *be an integral part of the processes of ensuring successful, safe and inclusive villages, towns and cities;*
- *create an environment where everyone can access and benefit from the full range of opportunities available to member of society; and*
- *consider the direct and indirect impacts on the natural environment.*

3.6 Paragraph 27 states in respect of delivering sustainable development that planning authorities should seek to:

- (v) Provide improved access for all to jobs, health, education, shops, leisure and community facilities, open space, sport and recreation, by ensuring that new development is located where everyone can access services or facilities on foot, bicycle or public transport rather than having to rely on access by car, while recognising that this may be more difficult in rural areas.
- (viii) Promote the more efficient use of land through higher density, mixed use development and the use of suitably located previously developed land and buildings. Planning should seek actively to bring vacant and underused previously developed land and buildings back into beneficial use to achieve the targets the Government has set for development on previously developed land.

PPS3: Housing (June 2010)

3.7 PPS3 sets out the Government's key objectives with regard to planning for housing. It states that the key objectives are to ensure everyone has the opportunity to live in a decent home, which they can afford, in a community where they want to live. In order to achieve this, the Government sets out four strategic policy objectives:

- *To achieve a wide choice of high quality homes, both affordable and market housing, to address the requirements of the community;*
- *To widen opportunities for home ownership and ensure high quality housing for those who cannot afford market housing, in particular those who are vulnerable or in need;*
- *To improve affordability across the housing market, including by increasing the supply of housing;*

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- *To create sustainable, inclusive, mixed communities in all areas, both urban and rural.*

3.8 PPS3 states at paragraph 38 that local planning authorities should set out the criteria to be used for identifying broad location and specific sites taking into account amongst other things, the accessibility of proposed development to existing local community facilities, infrastructure and services, including public transport. It also states that consideration must be given to:

"The need to provide housing in rural areas, not only in market towns and local service centres, but also in villages in order to enhance or maintain their sustainability. This should include, particularly in small rural settlements, considering the relationship between settlements so as to ensure that growth is distributed in a way that supports informal social support networks, assists people to live near their work and benefit from key services, minimise environmental impact and, where possible, encourage environmental benefits."

3.9 In achieving the strategic housing policy objectives, the outcome of the planning system is envisaged to deliver:

- *High quality housing that is well designed and built to a high standard.*
- *A mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural.*
- *A sufficient quantity of housing taking account of need and demand and seeking to improve choice.*
- *Housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure.*
- *A flexible, responsive supply of land – managed in a way that makes efficient and effective use of land.*

3.10 On publication of PPS3, paragraph 7 required local planning authorities "to assess and demonstrate the extent to which existing plans already fulfil the requirement set out in this statement to identify and maintain a rolling five-year supply of deliverable land for housing, particularly in connection with making planning decisions."

3.11 In relation to delivering a flexible supply of land for housing, paragraph 52 refers to the Government's objective to ensure the planning system delivers a flexible, responsive supply of land. It states that

"Local Planning Authorities and Regional Planning Bodies should develop policies and implementation strategies to ensure that sufficient, suitable land is available to achieve their housing and previously-developed land delivery objectives."

3.12 Paragraph 53 states that

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"At the local level, Local Planning Authorities should set out in Local Development Documents their policies and strategies for delivering the level of housing provision, including identifying broad locations and specific sites that will enable continuous delivery of housing for at least 15 years from the date of adoption, taking account of the level of housing provision set out in the Regional Spatial Strategy ..."

- 3.13 Paragraph 54 states that local planning authorities should identify sufficient specific deliverable sites to deliver housing for the first five years. To be considered deliverable sites should be available, suitable and achievable.
- 3.14 Paragraph 55 states that LPA's should also identify a further supply of specific, developable sites for years 6-10 and where possible for years 11-15.
- 3.15 Paragraph 69 identifies criterion which LPA's should have regard to in determining applications for new residential development:

In general, in deciding planning applications, Local Planning Authorities should have regard to:

- *Achieving high quality housing.*
- *Ensuring developments achieve a good mix of housing reflecting the accommodation requirements of specific groups, in particular, families and older people.*
- *The suitability of a site for housing, including its environmental sustainability.*
- *Using land effectively and efficiently.*

- 3.16 Paragraph 71 states:

Where Local Planning Authorities cannot demonstrate an up-to-date five year supply of deliverable sites, for example, where Local Development Documents have not been reviewed to take into account policies in this PPS or there is less than five years supply of deliverable sites, they should consider favourably planning applications for housing, having regard to the policies in this PPS including the considerations in paragraph 69.

- 3.17 Paragraph 69 sets out the considerations for advancing sites which meet wider objectives for planning for housing.

- 3.18 Paragraph 72 states:

Local Planning Authorities should not refuse applications solely on the grounds of prematurity.

- 3.19 Paragraph 74 confirms that the Town and Country Planning (Residential Development on Greenfield Land) (England) Direction 2000 was cancelled with effect from 1 April 2007.

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PPG13: Transport (2001)

- 3.20 This guidance aims to promote more sustainable transport choices, promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling and to reduce the need to travel, especially by private car.
- 3.21 In order to achieve these aims and objectives, local authorities must, through the preparation of development plans, manage urban growth; locate facilities in local centres accessible by walking and cycling and offer a realistic choice of access.

Regional Planning Policy

Regional Spatial Strategy for the North West (2008)

- 3.22 The Regional Spatial Strategy for the North West was published in September 2008. It aims to promote economic growth, regeneration and build sustainable communities – places where people want to live and work. The scale of housing provision and its distribution seeks to support economic growth and address regeneration. A sequential approach is therefore employed to determine the location of development. This aims to build upon existing concentrations of activity to ensure new development is well-located in relation to jobs, services and infrastructure.
- 3.23 The RSS adopts a sub-regional approach to the policies, which reflects the individual character and needs of a number of distinct areas. Policy RDF1 sets out the spatial priorities between the main towns and cities across the sub-regional areas, whilst Policy RDF2 sets out a requirement for LDDs to identify a subset of towns and villages to take on the function of Key Service Centres and Local Service Centres. Development in such centres is expected to be of an appropriate scale and nature in order to fulfil the needs of the local communities and help sustain and enhance the quality of life.
- 3.24 Policy DP1 seeks more sustainable decision making in planning with better use of land, buildings and infrastructure and the promotion of an appropriate mix of uses within a site or its wider neighbourhood. Proposals should contribute towards reducing the need to travel and assist people to meet their needs locally.
- 3.25 In order to achieve sustainable development, Policy DP2 seeks to promote sustainable communities which foster relationships between homes, workplaces and services; consider the economic, environmental and social implications of development; improve the built environment, health and education; promote safety and exercise; and, integrate and phase the provision of public services and facilities to meet needs.
- 3.26 Policy DP4 seeks to make the best use of existing resources and infrastructure, through building on existing concentrations of activity and infrastructure which does not require new infrastructure investment, and where they do, are appropriately phased to coincide with its provision and follow a sequential approach to the location of development.

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- 3.27 The sub-regional priorities for Ribble Valley are set out under Policy CLCR1. The Policy expects investment and sustainable development to be focused in the City of Preston and the 3 towns of Blackburn, Burnley and Blackpool. Development in general is expected to provide for a range of good quality housing, accessible to local facilities, particularly in locations which accord with Policy RDF2.
- 3.28 Policy L2 requires local authorities to develop an understanding of local and sub-regional housing markets by undertaking Strategic Housing Market Assessments. This is in order to adopt a comprehensive approach to:
- influence housing supply to achieve a better match between supply and demand across all types, sizes, tenures and values;
 - improve the quality of the Region's housing stock;
 - support housing market restructuring and renewal, and overcome increasing issues of affordability; and
 - ensure the needs of the wider population are met, including housing need in local areas."
- 3.29 Policy L4 requires local authorities to monitor and manage the availability of land identified in Plans and through development control decisions in order to achieve the housing targets set out in Table 7.1. Table 7.1 sets out an annual average rate of 161 dwellings per year for Ribble Valley in order to meet a total net housing target of 2,900 over the period 2003 and 2021. At least 65% of development is expected to be delivered on previously developed land. The targets set out in Table 7.1 are not absolute targets and may be exceeded. The annual target is also expected to continue for some years after 2021.
- 3.30 Policies RT1 and RT2 encourage local planning authorities to make best use of existing infrastructure and develop ways in which to manage the demand for travel in the most sustainable ways. Table 3 under Appendix RT sets out examples of accessibility criteria and scoring for residential development in accordance with approach taken under the key policies. If this is applied to the application site then it would achieve a medium score and the table for the site is attached at Appendix 2.

LOCAL PLANNING POLICY

Ribble Valley Districtwide Local Plan (1998)

- 3.31 The Ribble Valley Districtwide Local Plan was adopted in 1998. The application site is shown on the Local Plan Proposals Map to be located adjacent to the development limits of Billington and within an area designated as open countryside.

General Policies

- 3.32 Policy G1 sets out general considerations for all development proposals. It states that "development proposals will be expected to provide a high standard of

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building design and landscape quality. Development which does so will be permitted, unless it adversely affects the amenities of the surrounding area." A number of detailed criteria are then set out against which proposals will be determined.

- 3.33 Policy G2 sets out a settlement hierarchy for the borough.
- 3.34 Policy G5 sets out the criteria against which proposals outside the main settlement boundaries and village boundaries will be determined. The main policy consideration is that proposals are small in scale. The policy then goes on to state that planning consent will be granted for development which is essential to the local economy or the social wellbeing of the area, or where it is appropriate in rural areas and conforms to other policies in the Plan.

Environment

- 3.35 Policy ENV3 sets out the policy considerations for proposals in the open countryside but outside of AONBs. It simply states that proposals are required to be

"in keeping with the character of the landscape area and should reflect local vernacular, scale, style, features and building materials."

Housing

- 3.36 Policy H2 provides criteria for the consideration of residential proposals outside of settlement boundaries. It states that residential development will be limited to proposals including those which meet a proven local need. The Policy goes on to explain that the impact of proposals on the countryside will be an important consideration. Impact is considered to encompass siting, landscaping, scale, design, materials, which are all expected to reflect the character of the area.
- 3.37 Paragraph 5.14.3 sets out the indicators for identifying housing need in the Borough, which includes population and household projections.
- 3.38 The Local Plan was prepared in accordance with the Lancashire Structure Plan, which sets out a number of key considerations, including the housing requirement for Ribble Valley. The Structure Plan and the housing target referred to in the Local Plan have now been superseded by the Regional Spatial Strategy, which is more up-to-date.

Transport

- 3.39 Policy T1 is a general transport policy. It states that the local planning authority will attach considerable weight to the location of the site in relation to the primary route network, including access to adequate public transport. It goes on to encourage proposals which locate developments in areas that maintain and improve choice for people to walk, cycle or catch public transport rather than drive between homes and facilities. Proposals are also supported which strengthen existing town and village centres which offer a range of everyday

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community shopping and employment opportunities by protecting and enhancing their viability and vitality.

- 3.40 Policy T7 deals with parking provision and states:

"All development proposals will be required to provide adequate car parking and servicing space"

OTHER MATERIAL CONSIDERATIONS

Affordable Housing Memorandum of Understanding (AHMOU)

- 3.41 An Affordable Housing Memorandum of Understanding was approved by the Council's Health and Housing Committee in July 2009. It has been adopted by the Council for development control purposes. The Memorandum states that outside of Longridge and Clitheroe, for 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 sites.

Ribble Valley Borough Council Annual Monitoring Report 2010

- 3.42 Local authorities are required to prepare an Annual Monitoring Report (AMR) to monitor and assess the performance of local planning policy, and also to provide recommendations for where improvements are required with regard to performance levels.
- 3.43 In relation to residential development, the AMR sets out that there is not an overall dominant housing tenure in the Borough, although there are a smaller number of semi-detached dwellings to detached and terraced houses. Levels of new detached dwellings are considered in the AMR to be rather low with particular concentrations in Clitheroe and Longridge. Affordability is an issue in Ribble Valley, as house prices remain above the average across England, and also the North West.
- 3.44 One of the Core Output Indicators addresses net additional dwellings. This intends to monitor the annual delivery of new housing against the RSS target of 161 dwellings per year. The AMR sets out that over the last five years 471 net additional dwellings were completed, which equates to approximately 94 dwellings per annum. In the current reporting year, 89 net additional dwellings were delivered. If the RSS housing target is to be delivered over the Plan period then it will be necessary to increase the annual target from 161 to 176 net additional dwellings.
- 3.45 Another of the Core Output Indicators is to identify whether a five year land supply is being maintained in accordance with the RSS target, as required by PPS3. The AMR explains that as at 31st March 2010, there is only a 2.2 year supply of housing land. However in November 2010 the Council prepared a report to its Members which assessed housing land provision across the Borough and set out the housing land supply position as at 30 September 2010. This report identified that there was a 2.9 year forward supply at that date. If the

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Council is to maintain a five year land supply it will therefore be necessary to look to sources of supply in addition to sites with planning permission and dwellings under construction.

- 3.46 The amount of development being delivered on previously developed sites is also one of the Core Output Indicators. The AMR refers to the local BVPI106 target of 60 per cent, even though RSS requires Ribble Valley to deliver at least 65 per cent. The AMR sets out that 85 per cent of new dwellings were delivered on previously developed sites.

Strategic Housing Land Availability Assessment (SHLAA)

- 3.47 Local authorities are required to produce a SHLAA to inform preparation of LDFs. The main aim of the SHLAA is to identify the amount and the general locations of land for possible future development within the borough. It can also be used to inform the five year land supply in terms of identifying sources of supply if there are insufficient allocations, dwellings under construction or dwellings with planning permission.
- 3.48 The findings of the SHLAA are that there is potentially 62 years supply of residential land which is deliverable and developable over the next 15 years. The SHLAA sets out that 5,441 dwellings have the potential to be available and suitable for delivery in the next 5 years, where 70 per cent of the supply would be located within the main settlements of Clitheroe, Longridge and Whalley, and the remaining 30 per cent located within the villages.
- 3.49 A consultation was undertaken on the SHLAA in September 2008 where both the methodology and sites to be considered were made available for comment as part of the assessment process. The application site was included in the consultation document and was subject to an assessment at that time. A copy of the assessment sheet and the location plan are included in Appendix 3 of this supporting statement for information.
- 3.50 The SHLAA found that the site is suitable and available for development in the immediate five year land supply period. The deliverability of the site states that it should be included in the 5 year supply. The sustainability score for the site is 80, which compares favourably with many of the sites within the SHLAA. Lancashire County Council Highways commented in the assessment that the site is suitable for two dwellings. The final version of the SHLAA does not contain any changes in respect of the application site.

4. THE DEVELOPMENT PROPOSAL

- 4.1 The application seeks outline planning permission (all matters other than access reserved) for the creation of two detached open market dwellings together with attached garages and garden areas. The proposed dwellings would be two storey with first floor accommodation over the attached garages, the application is in outline and therefore any details with regard to materials will be the subject

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of a further application. This planning application is submitted in order to establish the acceptability in principle of residential development on the site.

5. THE PLANNING CASE

- 5.1 The site is greenfield and is outside but adjacent to the settlement boundary of Billington. It is protected from new development by Policies G5 and ENV3 of the adopted local plan unless it is an identified exception or there are other material considerations which outweigh these policies.
- 5.2 The development if approved would represent a departure from the adopted local plan and we set out below the planning case, which supports the principle of development proposed in this application.

Section 38 Planning and Compulsory Purchase Act 2004

- 5.3 Local planning authorities are required by the Planning and Compulsory Purchase Act 2004 to determine planning applications in accordance with the statutory development plan, unless material considerations indicate otherwise.
- 5.4 One such consideration is whether the development plan policies are relevant and up to date. The 2004 Act provides that if there is a conflict between policies in an RSS or policies in a DPD, the most recent policy will take precedence. Likewise, where national policy is more up to date than the development plan then its policies should also take precedence.
- 5.5 The Ribble Valley Districtwide Local Plan was adopted in 1998 and since then RSS for the North West was published in 2008 and PPS3 was revised in 2010. The requirements of PPS3 should therefore take precedence in the determination of any planning application, along with the policies in the RSS. Only where Local Plan policies have not been superseded by regional or national policy should they be referred to in determining planning applications.
- 5.6 There has recently been some confusion as to the status of Regional Spatial Strategies and the housing targets following their temporary revocation by the Secretary of State in July. Following a successful legal challenge by Cala Homes, RSSs were reinstated and remain a material consideration in the determination of planning applications; however the second Cala judgment found that limited weight should be given to RSSs. Notwithstanding this the Members of the Council's Planning and Development Committee confirmed that the RSS represents the statutory policy for delivery of housing for development control in June 2010.
- 5.7 In November 2010 the Council prepared a report to its Members which assessed housing land provision across the Borough and set out the housing land supply position as at 30 September 2010. This report identified that there was a 2.9 year forward supply at that date.

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PPS3 and Five Year Land Supply

- 5.8 This planning application has been submitted on the basis that the Local Planning Authority cannot demonstrate a five year land supply in accordance with the requirements of paragraph 71 in PPS3.
- 5.9 As set out under paragraph 4.1.7 above, the Council has identified that as of 30 September 2010 there was a 2.9 year supply of housing land. The Council is unlikely to be able to rectify the situation until an Allocations DPD has been adopted. This is expected to take at least another 2 - 3 years by which time the land supply situation is likely to be exacerbated unless sites are immediately released for development.
- 5.10 In such circumstances it is appropriate to turn to the SHLAA to identify sites which might be available and suitable for development in order to meet an identified shortfall. The SHLAA found that the site is suitable and available for development in the immediate five year land supply period. The deliverability of the site states that it should be included in the 5 year supply. The sustainability score for the site is 80, which compares favourably with many of the sites within the SHLAA. Lancashire County Council Highways commented in the assessment that the site is suitable for two dwellings, which has been confirmed more recently in response to the pre-application consultation.
- 5.11 Paragraph 71 of PPS3 states that local planning authorities should consider favourably planning applications for housing where a five year land supply cannot be demonstrated. In doing so, local planning authorities are required to consider whether granting permission would undermine achievement of their policy objectives and the considerations in paragraph 69.
- 5.12 With this in mind, pre-application discussions have already taken place with Council Officers who have indicated that the proposal would be appropriate in principle in the circumstances.

Determining Planning Applications in Accordance with PPS3

- 5.13 The matters which local planning authorities are required to consider under paragraph 69 of PPS3 are set out in turn below:
- 5.14 Achieving high quality housing: the application is for two dwellings with adjoining garages and gardens. The other dwellings on Neddy Lane are all detached and therefore it is in our opinion most appropriate to develop detached property on the site, the design of the dwellings is not yet known as the application is in outline with only access being determined and it is therefore not possible to comment in any detail at this stage with regard to the quality of the housing which will be created. However the houses will be high quality in terms of the energy efficiency, as they will be built to current Code for Sustainable Homes and Building Regulation standards.
- 5.15 Ensuring a good mix of housing: this is a small scale development and therefore there will not be a mix of housing.

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- 5.16 Suitability of the site, including environmental sustainability: the SHLAA has already found that the site is suitable for development and that it would have limited environmental impact. In addition, the site is neither in nor adjacent to any area designated for nature conservation purposes, it is therefore considered to form sustainable development given the wider policy objectives it would also address. These include its location in relation to access to services and public transport, and a wide range of facilities.
- 5.17 Use land effectively and efficiently: the site is currently a small paddock measuring 0.15ha, adjacent to the settlement boundary for Billington. The site is sloping and the access on an unmade road is relatively restricted and whilst the site might accommodate a higher number of smaller dwellings the County Highway Engineer has confirmed the comments in the SHLAA that there should be no more than two dwellings on the site.
- 5.18 Ensure the proposed development is in line with planning for housing objectives: the objective of national and regional planning policy is to ensure there is a wide choice of housing to address the requirements of the community. Regional and local planning policy aims to ensure such development is sustainable by directing development to appropriate locations where there is access to services and facilities, and where development will support the vitality of communities.
- 5.19 The local authority currently does not have a five year land supply in order to deliver the Regional Spatial Strategy target. Planning permissions therefore need to be granted in order to increase the supply of land available to meet the identified housing need and deliver wider policy objectives. The SHLAA provides a source of sites that have been identified as being suitable and potentially available in order to meet local housing need, including the application site.
- 5.20 RSS sets out that at least 65 per cent of residential development within Ribble Valley should be delivered on previously developed land. The AMR demonstrates that in the last reporting year, 85 per cent of development was delivered on previously development land. Whilst the proposal site is greenfield, it will not undermine the policy objective given that the Council has exceeded the target by such a margin.

Sustainable Development

- 5.21 The site is in a sustainable location which conforms with the objectives of the settlement hierarchy defined under Policy G2, and also the local policy requirements of Policy T1, which addresses accessibility to employment, facilities and services. Furthermore, having completed an accessibility assessment as provided in Appendix RT of RSS (attached at Appendix 2 of this report) it has been shown that the site scores well, achieving 31 out of 40.
- 5.22 The application site lies at the end of Neddy Lane, which is a single track road adequately serving several existing residential properties along its length. There are bus stops within 300m of the proposal site on Whalley New Road, which provide a frequent service for residents to travel to either Clitheroe or Blackburn.

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In addition, there is a railway station in nearby Whalley where a service is provided to Clitheroe and Blackburn, with connections on to Manchester and the wider railway network. The application site is clearly accessible and supports policy objectives in the Local Plan as well as PPG13.

- 5.23 As well as being accessible, it is considered that the proposed development would help to strengthen the existing village centres at both Billington and Whalley in accordance with Policy RT2 in RSS. Billington has a number of services and facilities including a convenience store and a secondary school. There are complementary and more extensive facilities and services in Whalley which is less than 1.5km from the application site.

Local Planning Policy

- 5.24 The Ribble Valley Local Plan sets out a settlement hierarchy under Policy G2 which considers Billington to be an appropriate location for development. The application site forms a small parcel of land adjacent to the development limits. Because the site is outside of the development limits then the Local Plan sets out that general residential development may not be appropriate in the open countryside. However, this itself is not a sufficient reason for refusal given the wider policy considerations set out above and also the detailed policy considerations for proposals in locations on the edge of existing settlement set out below.
- 5.25 Policies G5 and H2 both support small scale development where it does not impact on the character of the open countryside. As we have set out in this report this proposal is for a small scheme of only two dwellings which will be in keeping with the existing development pattern to the south west. In addition, there will be limited visual impact due to the topography of the site which will ensure the roof line of the new dwellings would be below the ridge height of the neighbouring properties. This is demonstrated in the cross section drawing included with the application. Whilst the materials, design and siting are matters of a reserved application, planning conditions can be employed to ensure the local authority retains control of such matters and to limit any impact.
- 5.26 We consider that the proposed development conforms with Policies G5 and H2 as not only is the proposal small in scale but it would make a valid contribution to delivering development which is essential to the local economy and the social wellbeing of the area. The Government sets out in PPS1 and PPS3 that residential development supports the economy by providing housing in support of economic growth. Also, a key objective in support social wellbeing is providing a variety of housing types and tenures. Furthermore, building houses provides a range of jobs in the construction process.
- 5.27 The application has been made in outline, so many of the detailed matters are the subject of a reserved matters application. We can however confirm that the scale and nature of the proposal is sympathetic to the location. It is only a small scale proposal for two dwellings which is to be sited in the same manner to other dwellings on Neddy Lane, as shown on the layout plan submitted with the planning application. This is in keeping with the scale of existing development to

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the south and south west, and it is also typical in character to the development pattern found across Billington, which is predominantly linear given development tends to follow the road pattern.

- 5.28 Consideration has also been given the height and massing of the proposed dwellings as part of this application to ensure that any concerns about visual impact and the criteria of Policy G1 are addressed. The roof heights of the proposed dwellings would not exceed the height of the neighbouring properties. This will ensure the properties accord with the policy considerations set out in Policy ENV5 in relation to wider visual impact and maintaining character of the existing area.
- 5.29 In terms of the scale of development, the County Highway Engineer has already commented that the site would be suitable for two dwellings. These comments are noted in the SHLAA record for the site, which is attached at Appendix 3. The indicative layout demonstrates that there is also sufficient space within the application site to accommodate sufficient off-street parking for the two proposed dwellings. The amount of traffic generated from the site is capable of being accommodated along Neddy Lane, and the access from Neddy Lane onto Whalley New Road meets the required standards in terms of volume, safety and visibility.
- 5.30 As the proposal is an outline application, a number of matters are reserved. However it is not considered that any of these matters prevent the application from being determined, as the matters which are pertinent to the proposal have been included.

6. SUMMARY AND CONCLUSIONS

- 6.1 The proposed development complies with local, regional and national planning policy and will provide an attractive small scale housing development on land immediately adjoining the settlement boundary for Billington.
- 6.2 The development much needed housing in a sustainable location in accordance with the SHLAA.
- 6.3 Whilst the development site lies outside the settlement boundary of Billington we have demonstrated in this Statement that there are significant material considerations which support the development of this site.
- 6.4 We consider that this application should be fully supported by the Council.

Signed


Gary Hoerty BSc (Hons) MRICS FAAV

Date

26.5.2011

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APPENDIX 1

Pre-application consultation response

320110422P

RIBBLE VALLEY BOROUGH COUNCIL

please ask for: COLIN SHARPE
direct line: 01200 414500
e-mail: colin.sharpe@ribblevalley.gov.uk
my ref: CS/JS/ENQ2010/00425
your ref:
date: 23 December 2010

Council Offices
Church Walk
CLITHEROE
Lancashire BB7 2RA

Switchboard: 01200 425111
Fax: 01200 414487
DX: Clitheroe 15157
www.ribblevalley.gov.uk

Dear Gary

PROPOSED OPEN MARKET AND AFFORDABLE HOUSING ON LAND AT NEDDY LANE AND WEST OF DALE VIEW, BILLINGTON

This letter is the Council's formal written response to your pre application enquiry concerning the above mentioned development, about which we had a meeting in these offices on 21 October 2010. I apologise for the delay in sending this written response following our meeting.

Although I was the only Council Officer at the meeting, I confirmed that I had previously sought the views of a Forward Planning Officer and a Lancashire County Council Highway Engineer.

The Highway Engineer stated that he would have no objections in principle to development on this land. He added that access to one or both parcels of land from Dale View would be acceptable, but that, subject to appropriate access details, he would accept a development on the smaller (roughly rectangular) site served from Neddy Lane.

The Forward Planning Officer expressed the opinion that, even though both parcels of land are outside the settlement boundary of Billington, their development would represent a "rounding off" of development in this locality. In the present housing situation in the Borough (ie with the lack of an identified five year supply of housing land) housing development on both parcels of land is considered to be acceptable in principle. The affordable housing requirement would be 30% for any development of three or more units.

Having visited the sites, I consider that their development would satisfy the criteria in Paragraph 69 of PPS3. The surrounding landforms mean that the triangular site in particular will be screened from view from many directions. Even from viewpoints where the development would be visible, I consider that, subject to appropriate scale, design and external materials, it would appear as an appropriate and logical extension of the existing Dale View development.

You have advised me that you intend to submit an application for the smaller parcel of land in the near future. In view of the change of levels across this particular site, I would suggest that, ideally, this should be a "full" application in order that the impact of the dwellings on the local landscape can be fully assessed. If, however, you intend to submit an outline application, it should contain existing and proposed site sections, and

continued ...

JS/CS12-23

continuation ... \

an indication of the footprint, eaves and ridge heights of the proposed dwellings. Just to confirm, if three dwellings are proposed for this particular parcel of land, then one of them would need to be "affordable".

David Hewitt has requested that a Phase I Habitat Survey, and a Tree Survey be submitted with applications for both sites.

Any development would also have to pay regard to the Public Footpaths that cross the site.

I trust that you will find these comments of assistance, but I must point out that this letter is written at officer level only, and is entirely without prejudice to the Council's formal consideration of any planning applications that are submitted.

If you have any queries about any aspects of this letter, do not hesitate to contact me

Yours sincerely

COLIN SHARPE
SENIOR PLANNING OFFICER

Gary Hoerty Associates
34 Wellgate
CLITHEROE
Lancashire
BB7 2DP

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APPENDIX 2

**Completed Table 3 from Appendix RT of the Regional Spatial Strategy
for the North West (2008) assessing the accessibility criteria and scoring
for the site**

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Table 3: Example of accessibility criteria and scoring for residential development

Access	Type Criteria	Criteria Measurement	Score
Walking distance from centre of site to facilities using a safe direct route	Distance to nearest bus	< 400m	3
	Distance to nearest railway station	>1km	0
	Distance to nearest primary school	>600m	0
	Distance to nearest food shop	<400m	3
Cycling	Proximity to defined cycle route	< 100m	3
	Distance to nearest secondary school	<600km	2
	Distance to nearest town centre	<1km	3
	Distance to nearest business park or employment concentration	<3km	2
Public Transport	Bus frequency from nearest bus stop (Mon-Sat daytime)	Urban / Suburban 15 mins or less	5
	X80 225 280 Cl Sab		
	Train Frequency from nearest station (Mon-Sat daytime)	1 hour or less	2
Accessibility to other basic services	GP, Post Office, Library, Bank/ATM and pub	At least 3 within 800m	3
	Play area or park	<200m	5
			31

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APPENDIX 3

Site details in the Strategic Housing Land Availability Assessment 2008

STRATEGIC HOUSING LAND AVAILABILITY ASSESSMENT 2008

Site Details		Suggested By...	
Site Ref:	200	Name:	Settlement Audit
Site Location:	Greenfield adjacent Oak House, Neddy Lane	320110422P	
Town/Village:	Billington		
Current Land Use:	Grassland		
Neighbouring Use:	Residential, fields		
Visual Prominace:	Localised		
In Operational Employment Use:	No	Potential Capacity:	5.25
Green/Brown field:	Greenfield	Gross Area (Ha.):	0.15
		Net Area (Ha.):	0.15

Availability		Achievability		Deliverability	
Site Availability:	0 - 5 Years	Is the Site Achievable:	Yes	Is the Site Deliverable:	INCLUDED IN 5-YEAR SUPPLY - LCC highways comment only 2dws
Is the Site Available:	Yes				

Availability Comments: The site is either unregistered or has one registered owner and is therefore available

Achievability Comments: There is a reasonable prospect that housing will be developed on the site.

Sustainability Scoring Criteria

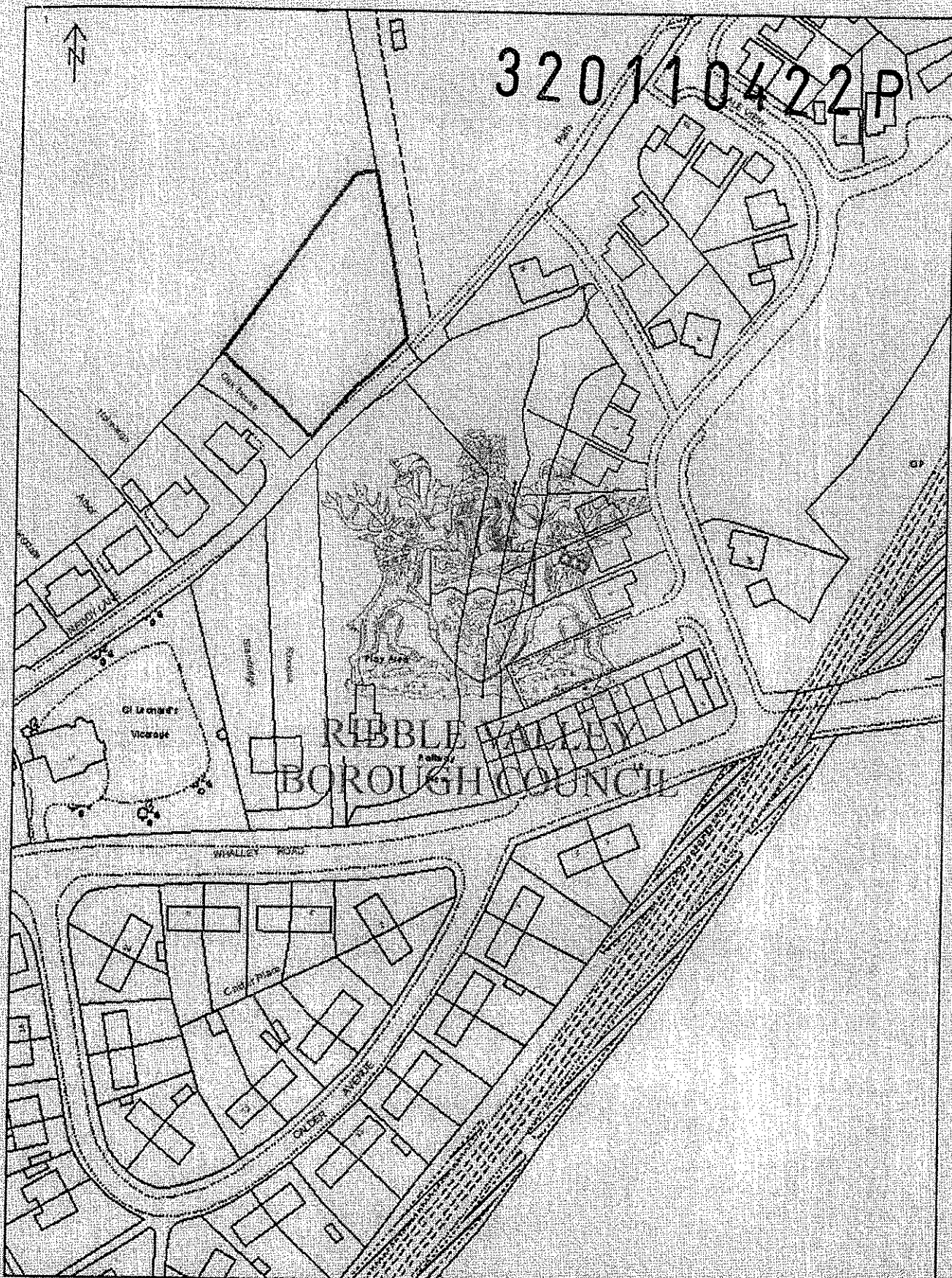
S1. Main Development Location:	1	S12. Within Conservation Area:	5
S2. Previously Developed:	1	S13. Impact on Listed Building/Setting:	5
S3. Covered by Essential Open Space:	5	S14. Impact on Scheduled Ancient Monument or Setting:	5
S4. Lead to Loss of Employment Land:	5	S15. In Archaeological Hazard Area:	5
S5. Car Parking at Minimum Level:	5	S16. Site Contains a TPO:	5
S6. Is Majority in Green Belt:	5	S17. Nature Conservation Area:	5
S7. Suitable Infrastructure:	1	S18. Development Adversely Impacts on Surrounding Uses:	5
S8. Can Infrastructure be Adapted:	3	S19. Any Bad Neighbour Land Uses:	3
S9. Within Landfill Consultation Zone:	5	S20. Consultation Zone for High Pressure Pipelines:	5
S10. Constrained by Topography:	1		
S11. Risk of River Flooding:	5		
S21. Other Constraints:	Reservoir site- an issue? Children's play area		Final Criteria Score: 80

Has the Site been Excluded: No

Reason for Exclusion: N/A

Any other Comments: Reservoir on site...potentially an issue. Also a children's play area

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Site 200 Greenfield adjacent Oak House, Neddy Lane, Billington

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