

320120158P

DESIGN AND ACCESS STATEMENT

SUBMITTED AS PART OF THE OUTLINE APPLICATION FOR 73
OPEN MARKET DETACHED DWELLINGS AND 31 SOCIAL
HOUSING PROPERTIES

AT

SITE 2, LAND AT BARROW BROOK BUSINESS VILLAGE,
BARROW, CLITHEROE

February 2012

1 Assessment

- 1.1 The application site comprises part of what was historically described as the Barrow Print Works site; the total is approximately 19 hectares, with the application site extending to 4.3 hectares. The grant of outline planning permission for the redevelopment of the former industrial site in 1990 informed the designation of the Barrow settlement boundary on the Ribble Valley Districtwide Local Plan proposals map, and accordingly the application site is located within the defined settlement boundary of Barrow.
- 1.2 The succession of historic planning consents granted for the redevelopment of the Barrow Printworks site gave rise to the Council viewing the whole site as a development commitment for a range of urban land uses including residential, office, light industrial and hotel/conference centre. Since the original outline planning consents the Barrow Print Works site has been redeveloped in a somewhat piecemeal fashion as the Ribble Valley Enterprise Park and latterly as the Barrow Brook Business Village.
- 1.3 Of particular note is the petrol filling station with convenience store and the drive through restaurant now developed close to the A59, the Total Food Services distribution centre and The Printworks office development in the middle of the site, and the Rowland Homes housing development towards the western side of the site. The latter is in two phases, the first now substantially complete and occupied and the second benefiting from the recent grant of planning permission subject to the signing of a legal Agreement.
- 1.4 The application site is approximately rectangular in plan. The northern boundary is defined by Barrow Brook which flows westwards, draining a large reservoir. To the east there is undeveloped grazing land which extends to the A59. This is the only land abutting the application site that is situated outside the defined settlement boundary.

- 1.5 Much of the site is surrounded by existing built development. It is bounded to the south by two rows of mature residential properties that front on to the north side of Whiteacre Lane; the oldest, known as The Acres, is to the east, and the more recent development, on Willow Drive and accessed off Whiteacre Lane, is to the west. To the west of the application site there are modern residential properties on Chestnut Crescent; to the northwest there is phase II of the Rowland Homes housing development recently granted planning permission; and to the north there is the office development known as The Printworks.
- 1.6 Within the application site there are a number of mature trees, and the site falls within the Barrow Printworks Area Tree Preservation Order (TPO). The land is down to grass and is currently vacant. Access to the site is from the A59 via a new road with a roundabout junction.
- 1.7 The application site benefits from extant planning consent for business use. Outline planning consent in respect of the whole 19 hectare site (3/1993/0316) included office use, light industrial use, hotel and conference facilities and housing, in unspecified locations. A reserved matters application for office use (3/2002/0878) was approved in 2003 in respect of part of the larger site, but including the whole of the present application site. The Council's Director of Legal Services confirmed in writing in June 2005 that by virtue of work that had been undertaken these two consents would remain valid in perpetuity.
- 1.8 The application site is highly accessible. It is situated close to Clitheroe, one of the Borough's main settlements, which can be accessed by bus. Within Clitheroe a transport interchange facilitates onward journeys by bus and rail to towns including Blackburn and beyond. Clitheroe itself offers a good range of facilities and services including retail, leisure, financial and medical, as well as employment opportunities.
- 1.9 Slightly less than half of the application site, namely that land which is bounded to the south by the properties on Willow Drive and to the north by

The Printworks, is the subject of a covenant which restricts the use of the land to B1 use only or such other use as can be carried out in a residential area; B1 use is an industrial activity that can be carried out in a residential area without detriment to the amenity of the area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit. The covenant dates from when the land that was developed as Willow Drive was sold off from the remainder of the site. Whilst not in itself a planning matter, it nevertheless influences the use and development of the application site.

2 Involvement

- 2.1 In December 2011 a pre-application meeting was held with Colin Hirst (Planning Policy Manager at RVBC) and Colin Sharpe (Senior Planning Officer Development Control at RVBC) concerning the principle of the residential redevelopment of this site and a copy of the formal response of the authority is attached at Appendix A

3 Evaluation

- 3.1 The rationale for this application stems principally from the fact that there is an identified need for new residential development within the borough as evidenced in the planning assessment in Section 6 of the accompanying Planning Statement and it is proposed that the two reports should be read in tandem.
- 3.2 In addition to the declared aims and objectives of the Council to secure additional residential development within the borough then this also has to be balanced against the fact that the site, whilst within the defined settlement boundary is not specifically allocated at this moment in time for employment uses as evidenced by the recent consents issued on Phases 1 and 2 of the Barrow Brook development which are at an advanced stage of implementation by Rowland Homes.

- 3.3 Further consideration stems from the fact that the progression of this site for employment uses despite the extensive planning history contained within Section 3 of the Planning Statement results in a situation whereby the limitations on the site's use for ostensibly B1 uses results in extremely low levels of demand as evidenced in the supporting documentation and report submitted by Alex Taylor of Taylor Weaver Ltd entitled "Analysis of the Commercial Property Market" and therefore the viability of the site as an employment facility is highly questionable.

4 Design

4.1 Use

- 4.1.1 The proposal is to develop the site for wholly residential purposes and whilst in outline form the application considers such matters as layout and access given that the site will be bordered on 2½ sides by residential development once the Phase 2 scheme recently granted to Rowland Homes is implemented. It is proposed to develop the site with a combination of open market housing together with 30% social housing. The social housing will in its entirety be specifically aimed at the over 55 and retirement sector which is an area identified by the Council as lacking provision within the borough.

4.2 Amount

- 4.2.1 The layout of the site allows for the provision of a total of 104 properties comprising 73 open market dwellings with a further 31 social housing units specifically earmarked for the over 55 market for which there is under provision in the borough. Of the 73 open market properties then 65 of these will be traditional two storey family properties with a mix of 3, 4 and 5 bedrooms with a combination of either single or double integral garages. The remaining 8 units on plots 87-94 inclusive will be open market bungalows of 2 and 3 bedroomed design again with single integral garages but aimed at the over 55 age group. As far as the social housing is concerned then all of this will be for the over 55 age group with plots 1-24 forming a two storey mix of 2 bedroomed retirement apartments with plots 79-83 inclusive being 2 bedroomed retirement bungalows.

4.3 Layout

- 4.3.1 The layout of the site has been informed by a number of factors such as the site access point, existing tree cover, surrounding land uses, proximity of existing built form and the views from the site towards the adjacent water area to the north.
- 4.3.2 The initial road layout has been configured utilising the sole access point into the site off Middle Lodge Road and then from this a series of smaller cul-de-sacs have been developed in order to give a feeling of sense and place. The main apartment block has been sited at the entrance to the site with views over the adjacent water area. Equally the dense existing tree cover to the south of the site has been retained as an area of formal public open space in order to preserve the trees and at the same time create a buffer between this site and the existing established properties fronting Whiteacre Lane. Equally access points have been created to the amenity area linking heads of various cul-de-sacs maximising the potential usage of this area. A further area is to be designed in the northwest corner of the site as a children's' play ground which links conveniently to the public footpath network leading back to Whalley Road. The more detailed internal layout has been influenced by the desire to preserve the tree cover identified as having high retention value within the summary section of the Arboricultural Impact Assessment prepared by Bowland Tree Consultants Ltd and dated February 2012. Finally the layout has been influenced by the desire to seek to achieve Secured by Design status for the development.

4.4 Scale

- 4.4.1 Whilst an outline proposal then an indication of the scale of the development is to be considered. In this regard then the intention is that all properties on the development will either be one or two storey commensurate with the surrounding residential development which borders the site. Specifically all plots will be of two storey in height with the exception of the planned bungalows on plots 79-83 inclusive and plots 87-96 inclusive. The bungalows will all be single storey with an eaves height of less than 3m and a ridge height of under 5m. Each of these properties will incorporate a single garage

Similarly the retirement apartments on plots 1-24 inclusive will be configured in a single unit of broadly 'L' shaped configuration with one wing overlooking the main access road leading from Middle Lodge Road with the other wing overlooking the main lodge to the north of the site. The height of this block will be no greater than 5.5m to eaves and 7.5m to ridge. The remaining properties on site with the exception of the bungalows and apartments will comprise a total of 65 detached houses all of which will be of traditional two storey construction with a mixture of gabled and hipped roof design. Properties will all incorporate either single or double garages with a maximum height to eaves of 5.5m and a maximum height to ridge of 7.5m

4.5 Landscaping

- 4.5.1 The detailed landscaping scheme is a matter which has been reserved for subsequent approval given the outline status of the proposal. However the amenity value of the existing tree cover has been assessed in the Arboricultural Impact Assessment prepared by Bowland Tree Consultants Ltd dated February 2012. The site benefits from a Tree Preservation Order and the Arboricultural Report has assessed the value of the trees and identified in 9.2 *"Four trees, one group and the woodland were allocated high retention values, five trees and one group were allocated moderate retention values, and seven trees, fourteen groups and one hedge were allocated low retention values. In addition eleven trees and one hedge were recommended for removal regardless of the proposal."*
- 4.5.2 As a consequence the finalised layout has resulted in all the high value trees being retained with only the removal of two moderate value trees, one low value tree and six low value groups.
- 4.5.3 As such the identified tree losses will have a relatively minor impact on the visual amenity of the local landscape and these losses can be adequately mitigated by the implementation of a high quality landscape scheme incorporating significant new tree planting which will be embodied within the subsequent reserved matters submission.

4.6 Appearance

4.6.1 The appearance of the properties is a matter which is to be reserved for subsequent consideration forming part of the Reserved Matters application and therefore is not for consideration as an integral part of this application save for the fact that the scheme will provide for a combination of one and two storey properties.

4.7 Crime Prevention Measures

4.7.1 Whilst the application is in outline form with only access and layout being determined at this stage then the layout has been informed by the desire to ensure that there is good inter-visibility between properties thereby safeguarding the public realm and it is intended that the eventual development will be completed in a manner to achieve secure by design standards.

4.8 Amelioration of Climate Change

4.8.1 Matters associated with the amelioration of climate change are contained in the accompanying Sustainability Statement prepared by Avalon Town Planning dated February 2012. Within that report it is a declared aim that the properties, will, as a matter of principle adopt sustainable design and construction methods including the Code for Sustainable Homes whilst at the same time incorporate measures such as Lifetime Homes Standard and the incorporation of Secure by Design principles.

5 Access

5.1 Whilst the application is in outline form then access and layout form an integral part of the present submission with all other matters reserved for future consideration. Access to the site will be gained via the present roundabout junction to the A59 similar to the phase 1 and 2 developments presently being implemented by Rowland Homes. The Transport Statement prepared by DTPC dated January 2012 clearly demonstrates that there is adequate capacity in terms of the current road hierarchy and equally in the summary on page 19 of the report having examined accessibility by other

modes of transport such as walking, cycling and the local bus networks concluding that *"in summary, therefore the application site can be considered as being accessible by public transport, walking and cycling in accordance with planning policy guidance and thus reduce single and multi occupancy car trips and thus reduce trips on the network."*

- 5.2 In more detailed terms then the primary vehicular access to the development will be via an extension to the existing cul-de-sac of Middle Lodge Road. The internal road layout will then be served by conventional estate roadways of 5.5m in width with 1.8m footways leading on to roadways of access way standard with combined vehicular and pedestrian usage. The trip generation associated with the residential development of the site compared to the anticipated commercial use of the site demonstrates that the change to residential development will have no material effect on the network and therefore the summary section of the DTPC report on page 26 concludes that
- The site is in a sustainable location
 - There are no capacity issues on the local network
 - The change of use will significantly reduce traffic flows in the area over the full day from an industrial use; and
 - The movements as previously agreed are not at a level where safety levels would be affected.
- 5.3 In terms of the on site parking provision then it is proposed that all the dwellings and bungalows will incorporate integral garages in either single or double garage format with additional off street parking. The retirement apartments which are specifically aimed at the over 55 age group will be serviced by a communal car park with 24 off street spaces.
- 5.4 Level access can be provided into all the dwellings on the site and the two storey retirement apartments will benefit from the use of a passenger lift.

APPENDIX A



RIBBLE VALLEY BOROUGH COUNCIL

please ask for: COLIN SHARPE
direct line: 01200 414500
e-mail: colin.sharpe@ribblevalley.gov.uk
my ref: CS/CMS/ENQ/2011/00420
your ref:
date: 22 December 2011

Council Offices
Church Walk
CLITHEROE
Lancashire BB7 2RA

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

Dear Alan

RE: PRE-APPLICATION ENQUIRY CONCERNING A PROPOSED RESIDENTIAL DEVELOPMENT OF APPROXIMATELY 120-130 DWELLINGS ON LAND AT BARROW BROOK BUSINESS PARK, BARROW, CLITHEROE

This is the Council's formal written response to your pre-application enquiry about which a meeting was held in these office on Monday, 5 December 2011. The meeting was attended by myself and Colin Hirst on behalf of the Council and by yourself, Ian Joyce and Alex Taylor. This response relates to the discussion that took place at the meeting and also pays regard to the contents of your subsequent e-mail dated 12 December 2011.

The pre-application enquiry as submitted (and for which the appropriate fee has been paid) only sought the Council's advice in relation to residential development on the site identified on a plan submitted with the enquiry.

At the outset of the meeting, Colin Hirst explained that this is a site that the Council wishes to see developed for employment purposes. He explained that the Barrow Enterprise Site is identified in the preferred draft Development Strategy option for the Ribble Valley Core Strategy as a main location for the promotion of strategic employment opportunities. Therefore, at the present time, the response to your enquiry is that the Council would not offer any encouragement for the submission of a planning application for residential development on this land.

At the meeting, the discussion moved on to consider the possibility of expanding the scope of any future application to incorporate an outline proposal for industrial development on three nearby sites adjoining the A59 and to the north of the site to which the initial enquiry relates. You also referred to this proposal, and enclosed a plan identifying the three areas of land, in your e-mail on 12 December 2011. You say in the e-mail that the aim would be to create a scenario whereby the Council would obtain control of site number 1 in order to effectively be in a position to ensure the deliverability of economic development on that site and that this would, in your opinion, have far reaching benefit and implications for the Authority. As you also say, this expanded proposition has "far greater implications and involvement of the Local Authority". You therefore ask whether it might be prudent to involve the Council's Chief Executive and the Leader of the Council in any reconvened meeting.

Having given this matter further consideration, I have concluded that (whilst the expanded proposal could be given due consideration) it is a much larger proposal than in your

submitted pre-application enquiry. As you appear to acknowledge, it would also involve the Council on a level that is over and above the consideration of town planning policies and principles. At the very least, therefore, the expanded proposition would need to be the subject of a new pre-application enquiry. It is for yourself and your clients to decide whether you should separately seek any feedback from the Council in respect of the Council's possible involvement in a scheme to deliver economic development on one of the sites identified in your e-mail.

Just for the avoidance of any doubt, the Council's response to the pre-application enquiry (as submitted) is that, at the present time, no encouragement is offered for the submission of an application for residential development on this site.

Without prejudice to the above formal response, I confirm that I have already provided you with the comments of the Council's Countryside Officer on this pre-application enquiry, and I now enclose for your information the other two responses that I have received which are from the Environment Agency and United Utilities.

Yours sincerely



COLIN SHARPE
SENIOR PLANNING OFFICER

Alan Kinder
Avalon Town Planning
2 Reedley Business Centre
Redman Road
BURNLEY
Lancashire BB10 2TY

Mr Colin Sharpe
Ribble Valley Borough Council
Development Control
Council Offices Church Walk
Clitheroe
Lancashire
BB7 2RA

Our ref: CE/2011/105221/01-L01
Your ref: 11/00420
Date: 06 December 2011

Dear Mr Sharpe

**RESIDENTIAL DEVELOPMENT 120-130 DWELLINGS LAND AT BARROW
BROOK BUSINESS PARK, BARROW, CLITHEROE**

Thank you for referring the above enquiry which was received on 16 November 2011

We have reviewed the details as submitted and we wish to make the following comments:-

Foul Sewage

In terms of sewerage infrastructure, consideration must be given to the potential over-loading of Whalley sewage works. This is a significant sized development and will significantly increase the load.

The proposed means of foul drainage should be in accordance Circular 03/99 "planning requirements in respect of the use of non-mains sewerage incorporating septic tanks in new development". The responsibility for demonstrating that a new development is effectively served by a sewerage system rests with the developer, and if it is considered that the proposed method of foul drainage would give rise to significant environmental, amenity or public health problems in any area, this would be sufficient to justify a refusal of a planning application.

The Environment Agency expects developments discharging domestic sewage to connect to the public foul sewer where it is reasonable to do so. We will not normally grant a Discharge Consent for a private sewage treatment system where it is reasonable to connect to the public foul sewer. We therefore recommend that the developer consults with United Utilities to discuss their requirements.

Biodiversity

The site is adjacent to Barrow Brook, under the Water Framework Directive there should be no deterioration of the status of the watercourse and where possible the watercourse should be enhanced. It is therefore important that the proposed development does not negatively impact the aquatic environment.

Also the key principles of Planning Policy Statement 9: Biodiversity and Geological Conservation, outline the need for up to date information to inform planning decisions. A Phase 1 Habitat Survey should therefore be undertaken of the proposed site and submitted as part of any subsequent planning application. The results of this survey should be used to incorporate any mitigation or enhancement proposals into the design of the development.

In particular we would wish to see buffer zones along the watercourse to ensure that the riparian corridor is maintained. Buildings located in close proximity to Barrow Brook should be front facing to assist with the inclusion of the watercourse to the development. We would also recommend that Sustainable Drainage Systems are incorporated into the development to not only attenuate surface water run off but also to manage water quality of any discharges to these waterbodies, control sediment run off and create ecological features within the development.

Sustainable Drainage Systems

Surface water run-off can be managed through the use of sustainable drainage systems (SUDS), and we advocate their use. SUDS are a range of techniques including soakaways, infiltration trenches, permeable pavements, grassed swales, ponds and wetlands that attenuate the rate and quantity of surface water run-off from a site, and contribute to a reduced risk of flooding. SUDS offer other benefits in terms of promoting groundwater recharge, water quality improvement and amenity enhancements. Approved Document Part H of the Building Regulations 2000 sets out a hierarchy for surface water disposal which encourages a SUDS approach. Further information on SUDS can be found in the following documents:

- Planning Policy Statement 25: Development & Flood Risk (DCLG)
- C522: Sustainable Urban Drainage Systems - Design Manual for England and Wales (CIRIA)
- Interim Code of Practice for Sustainable Drainage Systems (SUDS Working Group)

The Interim Code of Practice provides advice on design, adoption and maintenance issues and a full overview of other technical guidance on SUDS, and is available on both the Environment Agency's website:

(<http://www.environment-agency.gov.uk/business/sectors/36998.aspx>)

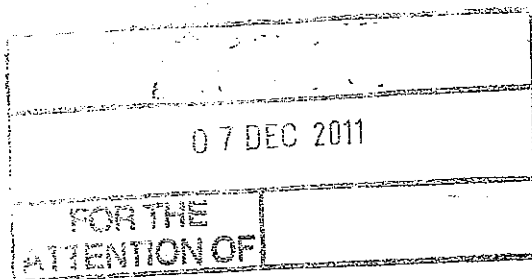
and CIRIA's website:

(www.ciria.org.uk)

Development Design

We also recommend that the developer considers the following, as part of the scheme:-

- Water management in the development, including, dealing with grey waters
- Use of sustainable forms of construction including recycling of materials
- Energy efficient buildings



5000
CS

Direct Line 01925 678308
Planning.Liaison@uuplc.co.uk

FAO Colin Sharpe
Ribble Valley Borough Council
Council Officers, Church Walk
Clitheroe
BB7 2RA

Your ref 11/00420
Our ref DC/11/4798
Date 06-DEC-11

Dear Mr. Sharpe,

Location : Barrow Brook Business Park
Proposal : Housing 120 - 130 units

Thank you for your planning consultation of 16/10/11.

United Utilities must **object** to the proposed development on the follows grounds.

All the available spare capacity at Whalley WwIW and the surrounding sewer network has been allocated to existing live planning applications and as a consequence we cannot accept any additional flows from further development in the area.

Additional flows discharging to the network and treatment works could have a severe environmental impact on the local area and receiving watercourse. Therefore any further developments in the catchment would be unacceptable to United Utilities and our customers.

United Utilities are preparing a scheme to resolve the capacity issues within the network and treatments works but these improvements will not be in place for some time.

Our water mains will need extending to serve any development on this site. The applicant, who may be required to pay a capital contribution, will need to sign an Agreement under Sections 41, 42 & 43 of the Water Industry Act 1991.

The provision of a mains water supply would be very expensive.

A separate metered supply to each unit will be required at the applicant's expense and all internal pipework must comply with current water supply (water fittings) regulations 1999.

United Utilities offer a fully supported mapping service at a modest cost for our water mains and sewerage assets. This is a service, which is constantly updated by our Property Searches Team (Tel No: 0870 7510101) and I recommend that the applicant give early consideration in project design as it is better value than traditional methods of data gathering. It is, however, the applicant's responsibility to demonstrate the exact

Avalon

Chartered Town Planning



RTPI

mediation of space - making of place

Town Planning - Architectural Design - Building Regulations - Surveying

320120158P

PLANNING STATEMENT

SITE 2, BARROW BROOK BUSINESS VILLAGE, CLITHEROE

**OUTLINE APPLICATION FOR THE ERECTION OF
73 OPEN MARKET DETACHED DWELLINGS AND
31 SOCIAL HOUSING PROPERTIES**

February 2012

Directors - Alan Kinder, Dip.T.P. (Leeds), MRTPI & Val Kendall

2, Reedley Business Centre, Redman Road, Burnley, Lancashire, BB10 2TY

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Avalon Chartered Town Planning is the trading name of Avalon Town Planning Ltd, Company No 07852054, Registered in England and Wales

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- 5 Planning policy context
- 6 Planning assessment
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 - 4 Other material planning considerations
- 7 Conclusion

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1 INTRODUCTION

- 1.1 This planning statement supports an outline planning application for the erection of 73 open market dwellings and 31 social housing properties to be erected at Site 2, Barrow Brook Business Village, Clitheroe.
- 1.2 The primary purpose of this planning statement is to demonstrate that the proposed development complies with national planning guidance and with the statutory development plan. To this end brief reference will be made to the site circumstances and to the planning history of the site, and the proposed scheme will briefly be described. However full details of these matters are provided in the Design and Access Statement.
- 1.3 The main focus of this statement therefore will be an assessment of the proposed development against the requirements of national planning guidance and the development plan policies; it will identify those elements that are of particular relevance to the proposal and describe the on-going changes to the development plan with reference to emerging policy.
- 1.4 Having demonstrated that the proposal complies with government guidance and the development plan, the statement will conclude that outline planning permission should be granted.
- 1.5 In addition to the drawings, this Planning Statement and the Design and Access Statement, the following documents are included in the planning submission:
 - Analysis of the Commercial Property Market prepared by Alex Weaver, Taylor Weaver Ltd
 - Tree Report prepared by Bowland Tree Consultancy Ltd
 - Phase 1 Habitat Survey prepared by Pennine Ecological
 - Highway Report, Transport Assessment/Travel Plan prepared by Development Transport Planning Consultancy (DTPC)
 - Flood Risk Assessment prepared by Michael Lambert Associates
 - Contaminated land desk study prepared by John Birtwhistle of PSA Design Ltd
 - Noise Assessment prepared by John Houldsworth of Sound Advice
 - Sustainability Appraisal prepared by Avalon Town Planning and Architectural Design Consultants

2 SITE DESCRIPTION

- 2.1 The application site comprises part of what was historically described as the Barrow Print Works site; the total is approximately 19 hectares, with the application site extending to 4.3 hectares. The grant of outline planning permission for the redevelopment of the former industrial site in 1990 informed the designation of the Barrow settlement boundary on the Ribble Valley Districtwide Local Plan proposals map, and accordingly the application site is located within the defined settlement boundary of Barrow.
- 2.2 The succession of historic planning consents granted for the redevelopment of the Barrow Printworks site gave rise to the Council viewing the whole site as a development commitment for a range of urban land uses including residential, office, light industrial and hotel/conference centre. Since the original outline planning consents the Barrow Print Works site has been redeveloped in a somewhat piecemeal fashion as the Ribble Valley Enterprise Park and latterly as the Barrow Brook Business Village.
- 2.3 Of particular note is the petrol filling station with convenience store and the drive through restaurant now developed close to the A59, the Total Food Services distribution centre and The Printworks office development in the middle of the site, and the Rowland Homes housing development towards the western side of the site. The latter is in two phases, the first now substantially complete and occupied and the second benefiting from the recent grant of planning permission subject to the signing of a legal Agreement.
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- 2.5 Much of the site is surrounded by existing built development. It is bounded to the south by two rows of mature residential properties that front on to the north side of Whiteacre Lane; the oldest, known as The Acres, is to the east, and the more recent development, on Willow Drive and accessed off Whiteacre Lane, is to the west. To the west of the application site there are modern residential properties on Chestnut Crescent; to the northwest there is phase II of the Rowland Homes housing development recently granted planning permission; and to the north there is the office development known as The Printworks.
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housing, in unspecified locations. A reserved matters application for office use (3/2002/0878) was approved in 2003 in respect of part of the larger site, but including the whole of the present application site. The Council's Director of Legal Services confirmed in writing in June 2005 that by virtue of work that had been undertaken these two consents would remain valid in perpetuity.

- 2.8 The application site is highly accessible. It is situated close to Clitheroe, one of the Borough's main settlements, which can be accessed by bus. Within Clitheroe a transport interchange facilitates onward journeys by bus and rail to towns including Blackburn and beyond. Clitheroe itself offers a good range of facilities and services including retail, leisure, financial and medical, as well as employment opportunities.
- 2.9 Slightly less than half of the application site, namely that land which is bounded to the south by the properties on Willow Drive and to the north by The Printworks, is the subject of a covenant which restricts the use of the land to B1 use only or such other use as can be carried out in a residential area; B1 use is an industrial activity that can be carried out in a residential area without detriment to the amenity of the area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit. The covenant dates from when the land that was developed as Willow Drive was sold off from the remainder of the site. Whilst not in itself a planning matter, it nevertheless influences the use and development of the application site.

3 PLANNING HISTORY

3.1 The Barrow Printworks site is the subject of a long and complex planning history. The earlier planning history of the site as it informs the current proposal may be summarised as follows:

- 3/1989/0405 - outline application for the development of the 19 hectare site for offices, light industrial use, hotel/conference centre and housing with associated access roads and car parks approved with conditions 14 May 1990
- 3/1993/0316 - outline application for the development of the 19 hectare site for offices, light industrial use, hotel/conference centre and housing with associated access roads, car parking and landscaping (renewal of application 3/1989/0405) approved with conditions 29 October 1993
- 3/1996/0478 - variation of condition 1 of application 3/93/0316 to extend the period of application for approval of reserved matters to 6 years from 29 October 1993 approved with conditions 8 October 1996
- 3/1997/0410 - reserved matters application (outline applications 3/1993/0316 and 3/1996/0478) for the construction of a new access road and roundabout approved with conditions 11 September 1997
- 3/1998/0612 - reserved matters application (outline applications 3/1993/0316 and 3/1996/0478) for engineering operations incorporating landscaping, drainage and road works approved with conditions 5 November 1998
- 3/1999/0743 - modification of condition 1 of approval 3/93/0316 to extend the period of approval of reserved matters to nine years approved with conditions 30 November 1999
- 3/2002/0830 - modification of condition 1 of approval 3/93/0316 to extend time limit approved with conditions 19 December 2002
- 3/2002/0878 - reserved matters application (outline applications 3/93/0316 and 3/99/0743) namely siting, design and external appearance approved with conditions 12 August 2003
- 3/2005/0758 - modification of condition 1 of approval 3/2002/0830 to read: application for reserved matters must be made no later than the expiration of five years beginning with the date of this consent approved with conditions 28 October 2005
- 3/2006/0643 - construction of two arterial roads approved with conditions 13 March 2003
- 3/2007/0964 - revised reserved matters application for B1 office use approved with conditions 18 June 2008

3.2 Other planning consents within the Barrow Printworks site include the following:

- 3/1999/0443 - outline application for hotel and non-ancillary A3 use approved with conditions 10 August 1999
- 3/2001/0120 full planning for erection of offices and car parking (B1) (724m²) approved with conditions 19 June 2001 - now comprises Rowland Homes housing development

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- 3/2001/0420 - outline application for five acres of roadside services including hotel, A3 use and petrol station approved with conditions 11 January 2002
- 3/2004/1163 - modification of condition 1 of approval 3/2001/0420 to extend period of time for approval of reserved matters from 3 to 6 years approved with conditions 6 January 2005
- 3/2007/0851 - modification of condition 1 of approval 3/2001/0420 to extend period of time for approval of reserved matters from 3 to 9 years approved with conditions 8 November 2007
- 3/2007/1065 - revised reserved matters application to 3/2002/0878 approved with conditions 6 February 2008 - undeveloped Hindle and Schofield site
- 3/2007/1144 - mixed use development comprising a vocational learning centre, children's nursery, commercial live/work and residential units approved with conditions 12 May 2009
- 3/2009/0791 - mixed use development comprising vocational learning centre, children's nursery, commercial elements, 10 live/work units and 70 residential units approved with conditions 11 May 2010
- 3/2010/0568 - proposed erection of 64no. dwellings and associated infrastructure approved with conditions 4 November 2010 - Rowland Homes phase I
- 3/2011/0307 - full application for residential development of 37 dwellings deferred and delegated to the Director of Community Services for approval with conditions subject to the satisfactory completion of a legal Agreement - Rowland Homes phase II

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4 PROPOSED DEVELOPMENT

- 4.1 This application is an outline application for the erection of 73 open market dwellings and 31 social housing properties, with access and layout for determination at this stage and all other matters reserved for later determination. It will include 15 retirement bungalows, of which seven will comprise part of the social housing element and eight will be open market properties.
- 4.2 The social housing will comprise one block of 24 two-bedroom retirement apartments and 7 bungalows, with management provided by an approved social housing provider. They will cater specifically for residents aged 55 and above.
- 4.3 The retirement apartments will be located adjacent to the entrance to the site, overlooking an existing lake. All the bungalows will be grouped together in the north west corner of the site and therefore comprising a mix of social and open market housing, and the detached market dwellings will be laid out on the remainder of the site. All the properties will be developed around a series of cul-de-sacs. An area of public open space will be laid out adjacent to the southern boundary of the site.
- 4.4 Full details are provided in the Design and Access Statement.

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5 PLANNING POLICY CONTEXT

5.1 NATIONAL PLANNING POLICY

- 5.1.1 Planning Policy Statement 1: Delivering Sustainable Development (PPS1) describes the governments overall aim of achieving sustainable development, underpinned by a plan-led system.
- 5.1.2 Planning Policy Statement 3: Housing (PPS3) sets out the government's key policy objectives in this regard. Of particular note is the requirement for a mix of housing that will meet the needs of different sections of the community, the provision of housing in suitable locations, and a flexible supply of land that facilitates the efficient and effective use of land, including the re-use of previously developed land.
- 5.1.3 Planning Policy Statement 4: Planning for Sustainable Economic Growth (PPS4) sets out the governments policies in respect of economic development. Of particular relevance to this application is the advice in policy EC2.1h, namely that *"Existing site allocations should not be carried forward from one version of the development plan to the next without evidence of the need and reasonable prospect of their take up during the plan period. If there is not reasonable prospect of a site being used for the allocated economic use, the allocation should not be retained, and wider economic uses or alternative uses should be considered"*.
- 5.1.4 Planning Policy Statement 9: Biodiversity and Geological Conservation (PPS9) ensures that appropriate consideration is given to issues of biodiversity when determining planning applications. In this instance a Phase 1 Habitat Survey is required.
- 5.1.5 Planning Policy Statement 12: Local Spatial Planning (PPS12) describes the key requirements of local spatial plans and how they should be prepared.
- 5.1.6 Planning Policy Guidance 13: Transport (PPG13) promotes the making of sustainable transport choices and accessibility to jobs, shopping, leisure and other facilities.
- 5.1.7 Planning Policy Guidance 17: Planning for Open Space, Sport and Recreation (PPG17) requires that a grant of planning permission for housing also secures additional or improved recreational facilities.
- 5.1.8 Planning Policy Statement 25: Development and Flood Risk (PPS25) requires flood risk to be considered at all stages of the planning process.
- 5.1.9 A new National Planning Policy Framework (NPPF) is currently in draft form, with the intention that it will supersede the existing PPG's and PPS's. Consultation has taken place on the document, and at the time of writing it is anticipated that the final version will be published before 31 March 2012. Some weight can be attributed to the draft version.

- 5.1.10 Key elements of the draft NPPF are a presumption in favour of approving applications for sustainable development and the promotion of development which supports economic growth and in particular increased housing delivery, with decisions made with reference to the evidence base including the SHMA and SHLAA (see paragraph 5.3.5 below). Of particular significance is the perpetuation of the need for local authorities to have plans in place that look forward over a period of at least 15 years. Also, the housing requirement should not be viewed as an absolute; there should be flexibility to respond to changing circumstances.

5.2 REGIONAL SPATIAL STRATEGY

- 5.2.1 The government intendeds to revoke the Regional Spatial Strategy (RSS) through the Localism Bill. Whilst this is imminent, at the time of writing the RSS for the North West remains part of the statutory development plan and case law indicates that both the policies contained therein and the work that informed the preparation of the policies should be accorded appropriate weight in the determination of planning applications.

- 5.2.2 Relevant policies are the following:

- DP1 Spatial Principles
- DP2 Promote Sustainable Communities
- DP7 Promote Environmental Quality
- L4 Regional Housing Provision
- L5 Affordable Housing

- 5.2.3 The Council have indicated (Reports to Planning and Development Committee on 11 August 2011 and 2 February 2012), their intention to carry forward the housing requirement figures detailed in the RSS through the preparation of the Local Development Framework (LDF).

5.3 LOCAL PLANNING POLICY

- 5.3.1 The Ribble Valley Districtwide Local Plan (RVDLP) was adopted in June 1998. The policies saved from the plan under the terms of the Planning and Compulsory Purchase Act 2004 continue to comprise part of the statutory development plan until such time as they are replaced by LDF or Local Development Document (LDD) policies.

- 5.3.2 Relevant saved policies are the following:

- G1 Development Control - details a number of development control criteria that may be applicable in the determination of planning applications.
- G4 Settlement Strategy - for a number of villages including Barrow, states that planning permission will be granted for development in categories including "d) *Proposals which contribute to the solution of a particular local*

housing, social, community or employment problem. In the case of housing development proposals will be expected to conform to Policy H20".

- ENV7 Species Protection - will preclude development that would have an adverse effect on species protected by law, unless arrangements can be made for their protection.
- H20 Affordable Housing: Villages (except infill sites) and Countryside - planning permission will only be granted for 100% affordable needs; defines the groups of people affordable housing is for.
- H21 Affordable Housing: Information Needed - details the information required to support the affordable element of an application for housing.
- EMP11 Loss of Employment Land - lists the criteria against which proposals that result in the loss of industrial or employment generating sites will be assessed.
- RT8 Open Space Provision - all residential sites over one hectare should have adequate and usable public open space within them.
- T1 Development Proposals - details considerations for planning applications in respect of transport and mobility.
- T7 Parking Provision - requires all applications for development to provide adequate car parking and servicing space.

5.3.3 In July 2009 the Council adopted a document for development control purposes entitled Affordable Housing Memorandum of Understanding (AHMU). The revised version is entitled Addressing Housing Need in Ribble Valley (AHNRV) and is a Housing Policy Consultation Document dated June 2011; it has been out for public consultation but to date the results have not been reported back to Committee. Whilst in due course the revised document will feed into the Core Strategy, the weight that can be attributed to it at this time is limited.

5.3.4 It is a requirement of both documents that on housing sites outside Clitheroe and Longridge an element of affordable housing must be included where the development is for three or more dwellings or the site exceeds 0.1 hectares in size; 30% should be affordable units. The latter document emphasises the need to address the requirements of the elderly. Accordingly it stipulates that 15% of a housing site should comprise retirement bungalows, of which 50% should also fall within the social housing provision and 50% can be open market housing. This requirement appears in the PRKSDMP (see paragraph 5.3.6 below).

5.3.5 With regard to the LDF, the Council have undertaken detailed research to produce an evidence base that will underpin forthcoming policy. The evidence base includes:

- Strategic Housing Land Availability Assessment (SHLAA)
- Strategic Housing Market Assessment (SHMA)
- Strategic Flood Risk Assessment (SFFA)
- Employment Land and Retail Study (ELRS)
- Employment Land Position Statement (ELPS)

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- 5.3.6 A draft Core Strategy has been prepared and the Regulation 25 Report has been available for public consultation. Following consultation the Council published Proposed Revisions to Key Statements and Development Management Policies (PRKSDMP) (June 2011). It is a stated aim of the Core Strategy that it will set out what the Sustainable Community Strategy is seeking to achieve in land use and development terms. Key elements of the Core Strategy include housing provision, housing balance, affordable housing, business and employment development, planning obligations and transport considerations. A number of proposals are put forward, together with key statements on a range of subjects.
- 5.3.7 The timetable for the production of the LDF has experienced considerable slippage. Accordingly it is currently anticipated that the Core Strategy will be the subject of an Examination in Public during 2012 and not adopted as part of the strategic planning policy for the Borough until the end of 2012. At the present time therefore only limited weight can be accorded to the Core Strategy and reliance for policy direction is placed on the evidence base and national planning policy, although as time passes the balance will shift.
- 5.3.8 The current LDF timetable does not anticipate adoption of the Housing and Economic Development DPD until October 2013 and at the time of writing a draft is not available to view.
- 5.3.9 On 2 February 2012 a report entitled Core Strategy - Housing Requirements was presented to the Council's Planning and Development Committee by the Head of Regeneration and Housing. The report discusses how the required level of housing provision in the Borough will be determined. Although the requirement established by the RSS of 161 dwelling per year will be rolled forward, there is a discrepancy between the period covered by the RSS (to 2021) and the period which will be covered by the Core Strategy; adoption of the Core Strategy is anticipated in 2012, and there is a requirement to plan ahead for at least 15 years from the date of adoption.
- 5.3.10 In order to address the gap in the evidence base the Council commissioned a report from Nathaniel Litchfield and Partners (NLP). Their report recommends that the annual dwelling requirement for the Borough should be in the range of 190-220 units between 2008 and 2028. The report does however note that if the most recent CLG household projections are used, they indicate a requirement for approximately 5,190 dwellings over the plan period, or 260 per annum.
- 5.3.11 It is the assessment of the Council's Head of Regeneration and Housing that the housing requirement to be encompassed within the Core Strategy should be set towards the upper margin of the NLP recommendation, namely the provision of 4,400 dwellings through the plan period at an annual rate of 220 units. However, in the light of the concern expressed above this is qualified by a requirement that a further review is undertaken no more than five years after adoption.

5.3.12 The Committee report goes on to calculate the annual housing requirement through the remainder of the plan period, taking into account completions to date, existing planning permissions and assuming that the strategic housing site in Clitheroe is granted planning permission and completed; a figure of 143 units per year is derived.

5.3.13 At the meeting, members resolved that 4000 units should be the figure provided through the plan period, which equates to 200 dwellings per year.

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6 PLANNING ASSESSMENT

6.1 PRINCIPLE OF RESIDENTIAL DEVELOPMENT

- 6.1.1 Amongst the saved local plan policies, G4 permits development within the settlement boundary of a number of specified villages including Barrow where it falls within a number of categories; they include proposals which contribute to the solution of a particular local housing, social, community or employment problem. For reasons that are expanded upon below, the proposal solves both a housing and employment problem.
- 6.1.2 The Council acknowledge that they currently have a shortfall in the required five year supply of deliverable housing land, which at 31 March 2011 stood at 2.9 years. PPS3 paragraph 71 states that *"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 the 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"*.
- 6.1.3 Paragraph 69 details a number of criteria that local planning authorities should consider when determining applications for residential development in these circumstances; they include:
- Achieving high quality housing
 - Ensuring developments achieve a good mix of housing, reflecting the needs of specific groups particularly families and older people
 - The suitability of the site for housing, including its environmental sustainability
 - Using land effectively and efficiently, and
 - Ensuring the proposal complies with planning for housing objectives
- 6.1.4 Taking the above bullet points in order, firstly, this is an outline application with access and layout for determination only at this stage. Nevertheless, the proposed site layout plan demonstrates an attractive layout which the reserved matters application will be able to build upon.
- 6.1.5 Secondly, noting again that this is an outline application, the proposed site layout plan depicts a range of house types which will ensure that the varying needs of different groups will be met; the social housing element is aimed specifically at the older age group, with provision to meet the needs of the elderly in line with the requirement detailed in the AHNRV.
- 6.1.6 With regard to the third criteria, the site is situated within the defined settlement boundary of Barrow which benefits from a local bus service, and close to the main settlement of Clitheroe. Here there is a transport interchange which allows onward journeys by bus and rail to numerous towns and cities. Local facilities are provided in Barrow, and the services typically associated with a key service

centre are available in Clitheroe. Cycling and walking are realistic options from the site.

- 6.1.7 Fourthly, the development will ensure the effective and efficient use of the land. The land benefits from extant consent for industrial/employment use. This matter is considered further in section 6.3 below, but limitations to development in terms of what the market will support indicate that employment land is more effectively provided elsewhere, thereby releasing this land for housing development.
- 6.1.8 PPS3 paragraph 44 specifically requires local planning authorities to consider whether sites that are currently allocated for industrial or commercial use could be more appropriately re-allocated for housing; to do so would ensure that the land is used effectively. In addition to the severe undersupply of housing land across the Borough, the speed at which the adjoining Rowland Homes site is being completed and occupied demonstrates a strong need for housing in this location.
- 6.1.9 The proposed site layout plan demonstrates a density averaged across the site of 27.6 dwellings per hectare. This is compatible with the densities achieved on the surrounding housing sites and in visual terms therefore it will not appear discordant. Furthermore the existing housing with the lowest density, namely The Acres on Whiteacre Lane, will be separated from the proposed housing by a substantial belt of public open space. The on-going situation of no development taking place is neither an effective nor efficient use of the land.
- 6.1.10 Finally, fifthly, the housing objectives are set out in general terms in government advice and in more detailed terms in the local plan, in the evidence base that has been prepared as part of the LDF and in the emerging documents that comprise it, notably the Core Strategy. The figure of 4000 units required through the plan period is only loosely grounded on the evidence base, and there are strong indications that this will prove to be inadequate. However, whilst at this time there may not be a consensus as to the appropriate level of housing provision required going forward, it is nevertheless quite clear that the Council are in a situation of having a considerable shortfall, which must be addressed; the need to assess the proposal against the requirements of PPS3/69 is a consequence of the Council having a shortfall in a five year supply of deliverable housing land.
- 6.1.11 In addition to the indicators which suggest that more housing will be required through the plan period, the figures are flexible rather than absolute, and to address the existing significant deficit an argument can be made for front-loading the provision. In the light of pressing need for housing development, the application complies with housing objectives.
- 6.1.12 There is a policy presumption in favour of the approval of applications for housing development where there is a shortfall in the five year supply. This indicates that the application should be approved unless there are specific policy objections that can be substantiated. We do not believe that to be the case and

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this application for residential development should therefore be considered favourably.

6.2 AFFORDABLE HOUSING

6.2.1 Government advice is set out in PPS3, with more detailed policies comprising saved policies H20 and H21; also applicable are the AHMU and, to a lesser extent, its revised version, the AHNRV, and the Core Strategy.

6.2.2 Saved policy H20 would require the residential development of the application site to be 100% affordable housing. However, in the light of the need for market housing in the Borough detailed above and advice in PPS3 it is appropriate to consider the proposal against the requirements of the more recent AHMU and the revised AHNRV.

6.2.3 The Council have established a precedent for taking this approach in the recent determination of planning applications which saved policy H20 would have required to be 100% affordable housing. Two can be cited.

6.2.4 Firstly, the outline application for residential development on land off Chapel Close at Low Moor in Clitheroe (planning reference 3/2011/0247) which was deferred and delegated to the Director of Community Services for approval on 13 October 2011, and secondly the full application for residential development on land at Barrow Brook which will be an extension of the Rowland Homes development (3/2011/0307) which was also deferred and delegated on the same date.

6.2.5 In both instances the Council acknowledged that it was preferable to secure an element of affordable housing only, in order that the balance of the development could contribute to addressing the housing deficit.

6.2.6 In line with requirements detailed in the AHNRV and the PRKSDMP, the scheme proposes that 15% of the total will comprise bungalows to meet the needs of the elderly; of these, 50% will comprise affordable units.

6.3 LOSS OF EMPLOYMENT SITE

6.3.1 The application site is approved for employment use by virtue of the outline planning permission granted under planning reference 3/1993/0316 and the reserved matters application for office use granted under planning reference 3/2002/0878. However this is not an allocated employment site within the statutory development plan, or land that is in use for this purpose. Accordingly the protection that saved policy EMP11 accords to employment sites will not be compromised by the proposal.

6.3.2 The justification to the policy notes (paragraph 6.8.3), that "*The availability of suitable alternative sites for employment generating purposes and the likelihood of other employment uses coming forward will be material considerations in deciding development proposals*". The ELPS states that approximately six

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hectares of additional employment land should be identified in the Borough in order to facilitate and maintain suitable levels of economic development over the next ten years.

- 6.3.3 From a trawl of sites included in the 2006 Settlement Audit, the ELRS has identified ten potential new employment sites; this is on the basis of the possible sites being assessed with regard to their capacity to satisfy market demand and the need to identify sustainable employment solutions (paragraph 11.7). They total 61 hectares, a figure which is far in excess of the current ten year requirement for six hectares of new employment land. It is therefore the case that more than enough employment land is available to satisfy the requirement for the next ten years, and that the redevelopment of the application site for housing will have no deleterious impact on ensuring that the requirement is met.
- 6.3.4 Furthermore, the ELRS states that scoring of the ten sites identified enables the selection of those that are the most attractive to the market, accessible and developable in terms of size, shape, location and constraints. On this basis the Admiral Taverns site, which adjoins the Barrow Brook Business Park and is described in the ELRS as Barrow Brook Business Park Extension, is placed in the top three, which together total 31 hectares. The recommended end use is industrial, with the 4.2 hectare site having the potential to create 811 office jobs or 510 industrial jobs.
- 6.3.5 Table 84 of the ELRS, which is a summary of the Action Plan, places the Admiral Taverns land equal first in order of priority. The timescale is identified as being short, which applies to only three of the ten sites, and is an indicator of the high likelihood of the site being developed for employment purposes. The status of the Admiral Taverns site in terms of employment opportunity is such that it more than off-sets the loss of the application site from what is nothing more than a potential economic use.
- 6.3.6 The need for employment land manifests in the Core Strategy as a commitment to release such land as is necessary to support the local economy, but because the requirement is relatively low no sites are specifically identified. Priority will be given to the use of brownfield sites, there is a preference for the re-use of existing employment sites, mixed-use schemes will be supported and the loss of existing employment sites will require particular justification; employment development will generally be directed towards the main areas of population growth, and the three development options rely on provision through strategic sites across the Borough and through less strategic sites.
- 6.3.7 The written pre-application advice dated 22 December 2011 resists the release of the application site for housing on the basis that this is a site that the Council *"...wishes to see developed for employment purposes the Barrow Enterprise Site is identified in the preferred draft Development Strategy option for the Ribble Valley Core Strategy as a main location for the promotion of strategic employment opportunities"*. This advice would appear to be at odds with the approach detailed above.

- 6.3.8 With regard specifically to the provision of office space, the ELPS confirms a lack of demand for office development in the Borough, in part due to the availability of sites considered preferable by the market along the M65 corridor and in proximity to the M6. This situation is evidenced by the extant consent for office development on the Hindle and Schofield site, which is situated between The Print Works and the Total Food Services site, which remains undeveloped. The site has been on the market for 3½ years with Lea Hough and Co without success, or indeed any meaningful enquires.
- 6.3.9 The Analysis of the Commercial Property Market which forms part of the planning submission considers the need for office space, industrial property and other commercial premises in the Ribble Valley and describes the unsuccessful marketing of the site. It refers to the constraint to development that is a consequence of the covenant and other matters, and concludes that development for employment use is highly unlikely to proceed. The Analysis indicates that such a restriction makes the industrial development of the site uncommercial, and thus the use of the site for employment purposes is highly unlikely to materialise. This contrasts with the Admiral Taverns site where there is no such constraint, and development could fall within Use Classes B1, B2 or B8.
- 6.3.10 A final consideration on this point is the fact that since the approval of the site for industrial use, circumstances have changed. The surrounding land uses are described in section 2 above, and it is evident that there is now considerably more housing surrounding the margins of the site than when it was first proposed for employment use. The proximity of so much housing is a constraint on industrial development because of the need to protect residential amenity.
- 6.3.11 PPS4 Policy EC2.1h advocates a more pragmatic approach in cases where existing site allocations appear unlikely to materialise. National policy identifies a need for local planning authorities to maintain an up-to-date evidence base and not to retain functionally defunct employment land. The evidence base does not categorise the site as either an existing or potential employment source, but does identify a realistic opportunity for the development of employment land nearby. Accordingly the proposed use of the application site for housing would enhance this employment land allocation by providing readily available housing in close proximity.
- 6.3.12 The nearby Rowland Homes development is an example of a site with extant planning consent for employment use (planning permissions 3/2007/1144 and 3/2009/0791), where the Council have considered it appropriate to forego the employment potential of the site in favour solely of residential use. The report to Planning Committee in respect of the most recent application (3/2011/0307), states that

"... there is a question regarding the site's possible employment status and future employment use and fundamentally the borough has to balance two important considerations, namely the need to maintain a sufficient forward

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supply of employment land as required by national policy and secondly to consider housing applications in the absence of the five-year land supply. The site is not an allocated employment site, nor one in current use and therefore the policies of the Districtwide Local Plan seem to have limited relevance on the direct employment status over this site. National Policy seems mainly to point to the need for LPA's to keep an up-to-date evidence base and not to retain functionally defunct employment land".

There is a need for the Council to demonstrate consistency in the determination of planning applications that have broadly comparable circumstances.

6.4 OTHER MATERIAL PLANNING CONSIDERATIONS

- 6.4.1 PROVISION OF PUBLIC OPEN SPACE is a requirement of saved policy RT8 on residential sites that exceed one hectare in size; PPG17 sets out more detailed requirements. An area of public open space is provided, focussed on and therefore benefiting from, the densest area of trees.
- 6.4.2 PROTECTION OF RESIDENTIAL AMENITY is required by saved policy G1. The proposed site layout plan demonstrates that the residential amenity of existing and new residents will be assured through appropriate separation distances.
- 6.4.3 Concerns regarding possible harm to residential amenity arising from traffic on the A59, specifically resulting from the acceleration of heavy goods vehicles away from the roundabout, precipitated the commissioning of a Noise Assessment. Full details of the findings are set out in that document, which has concluded that the erection of a 1.8m high close boarded fence around this perimeter of the site will be sufficient to ameliorate any harm.
- 6.4.4 NATURE CONSERVATION is a consideration, with saved policy ENV7 specifically relating to protected species. The Tree Report is a comprehensive survey, which confirms that those trees with the greatest amenity value are to be retained, and those which the development necessitates are removed have the least amenity value.
- 6.4.5 The Phase 1 Habitat Survey has assessed the vegetation, habitats and species and should be referred to for full details. It finds that the trees and hedges are of low value, that there are no habitats of high diversity value, and that the site is principally of low diversity and poor quality.
- 6.4.6 There is no evidence of badgers either on or off the site and therefore they can be considered absent in the immediate locality. The trees potentially provide roost for bats and the site has the potential to facilitate foraging and commuting by bats, but there was no evidence. Similarly, no evidence of water voles was found, with the Barrow Brook providing unsuitable habitat. The site was also considered unfavourable to ground nesting birds. The report concludes that no further survey work in respect of the flora is required.

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- 6.4.7 FLOOD RISK has been considered but the Flood Risk Assessment concludes that this is not an issue at the site.
- 6.4.8 A SECTION 106 AGREEMENT is required to control a number of matters including: the provision and retention of the affordable housing; a contribution towards primary school provision; a contribution for wheeled bin provision; a contribution towards sustainable transport measures; and maintenance of the public open space.

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7 CONCLUSION

- 7.1 PPS1 paragraph 8 advocates the certainty and predictability that is derived from the plan-led system, and nothing in the emerging development plan would contradict that approach. Accordingly, applications for planning permission should be determined with reference to the development plan where it contains relevant policies, unless material considerations indicate otherwise. We have detailed the policies of the statutory development plan and emerging policies that are applicable to this proposal, with an indication of the weight that should be attached. In the case of housing provision, the significant shortfall in a five year supply of deliverable sites has given rise to the need to have recourse to the provisions of PPS3/69.
- 7.2 In all instances we have demonstrated that the proposal does comply. We have also advanced the case that the use of the site for industrial purposes is no longer compatible with existing surrounding land uses, and that alternative provision can readily be provided elsewhere. Accordingly, outline planning permission for the residential use of the site should be granted.

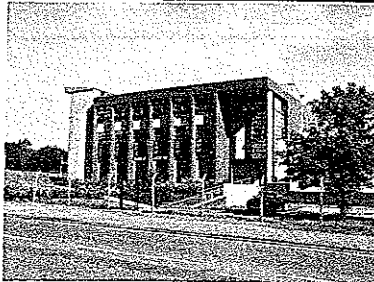
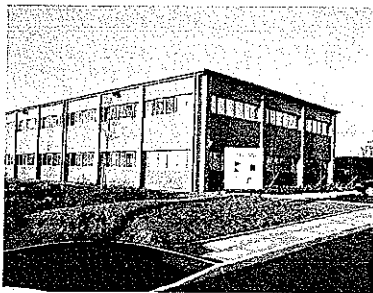
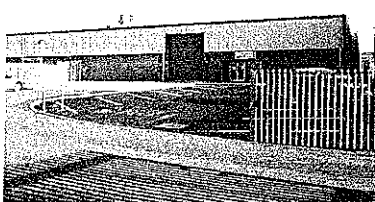
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320120158P



Analysis of the Commercial Property Market in the Ribble Valley

with particular reference to

Site 2, Barrow Brook

Business Village,

Barrow, Clitheroe

Prepared by

Alex Taylor

Taylor Weaver Ltd.

**Analysis of the Commercial
Property Market
In the Ribble Valley
With Particular Reference to
Site 2
Barrow Brook Business
Village, Barrow, Clitheroe**

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1. INSTRUCTIONS

We have been asked by Edward Hine, the LPA Receiver for Papillion Properties Ltd. to provide an analysis of the commercial property market in the Ribble Valley with specific reference to Site 2, Barrow Brook Business Village, Barrow, Clitheroe, as outlined in red on the attached plan (See Appendix 1).

2. INTRODUCTION

Taylor Weaver Ltd are a locally based firm of commercial property chartered surveyors who specialise in agency and valuation of commercial properties throughout the East Lancashire area.

Alex Taylor is a director of Taylor Weaver Ltd with over 25 years experience in commercial property agency and valuation.

3. DEMOGRAPHICS OF THE RIBBLE VALLEY

The Ribble Valley has a resident population of 58,000 (date 2010) and includes the principal town of Clitheroe together with neighbouring towns and villages including Whalley, Longridge and Ribchester. This population is estimated to increase by 10.7% for the years between 2008 and 2033.

Clitheroe enjoys one of the lowest rates of unemployment in the UK. This is due to the presence of several large industrial companies. The major employers are Ultraframe, Castle/Hanson Cement, Tarmac, Johnson Massey Plc and BAE Systems.

The information summarised below is an extract from the Lancashire Rural Delivery Pathfinder, who carried out a study into the economic functionality of Lancashire's rural towns, with Clitheroe as a case study.

The key points of the report are as follows :

"1. In comparison to the national average there is a low percentage of employment in the financial and business service sectors of the Ribble Valley. At present only 10% of all jobs are in this sector, which equates to approximately 124 jobs, of which 90% are existing Clitheroe or East Lancashire residents

2. There is a net value loss of economic population with managers, professional people leaving Clitheroe every day to work in the larger town centres of Preston/Blackburn and Manchester.

3. Employers coming into Clitheroe are mainly involved in the manufacturing sector.

4. Clitheroe does act as a service centre in terms of employment and enterprise and the Ribble Valley is only 21% of business service stock property in comparison to 29% national average.

5. 80% of Ribble Valley businesses employ fewer than four people"

4. THE OFFICE MARKET IN THE RIBBLE VALLEY

Ribble Valley Borough Council themselves do not run a commercial property register and relies on the services of Regenerate Pennine Lancashire, who operate a property search facility from their headquarters in Accrington.

This facility serves all East Lancashire property but with a search facility capable of identifying available properties within the specific boroughs, e.g. Ribble Valley.

The main offices/schemes currently available in the Ribble Valley can be listed as follows :

Time Business Park, Simonstone

Originally constructed by Philips Electronics and more recently occupied by Time Computers.

The office accommodation comprises individual suites in a two storey office building on the edge of the Ribble Valley close to Junction 8 of the M65.

There is a total of 33,433 sq.ft available in office suites ranging from 200 sq.ft up to 12,000 sq.ft

Rentals for individual rooms range from £8 to £10 per sq.ft.

Gisburn Business Park, Gisburn

Constructed in two phases totalling 7,341 sq.ft. There is currently one suite available measuring 1,861 sq.ft available at a quoting rent of £8.50 per sq.ft.

The scheme has rarely been fully occupied.

Fern Court, Clitheroe

Refurbished town centre premises measuring approximately 2,500 sq.ft which acts as a small town centre incubator business centre, divided into 10 contemporary work space units. There is currently one unit available to lease measuring 290 sq.ft

The Printworks, Ribble Valley Enterprise Park

Constructed in 2000 and comprising a two storey building totalling 16,177 sq.ft. There is currently one suite available measuring 538 sq.ft

Manor Court

Conversion of former farm building on the outskirts of Ribchester to high quality offices totalling approximately 8,000 sq.ft and divided into office suites ranging from 500 sq.ft up to 2,000 sq.ft. Of the 13 units created, 3 remain available totalling 3,404 sq.ft at a quoting rental circa £10 per sq.ft.

Phase 2 is scheduled for Spring 2012 which will bring forward a further 7,500 sq.ft of suites ranging from 147 sq.ft upwards.

De Lacy Business Centre, Station Road, Clitheroe

New office suites are available from 232 sq.ft up to 2,271 sq.ft at quoting rentals of £10 per sq.ft.

Bellman Hill, Salthill, Clitheroe

New offices suites available from 580 sq.ft up to 1,980 sq.ft Quoting rental £10 per sq.ft. Three suites currently available.

Enterprise Works, Salthill Road, Clitheroe

Modern first floor office suite measuring 6,634 sq.ft available at a quoting rental of £5.50 per sq.ft.

The total amount of office space currently available in the office schemes listed above is 57,947 sq.ft.

Please note, this figure ignores the many small individual office buildings located around Clitheroe town centre area.

5. SUMMARY OF DEMAND FOR OFFICE SPACE IN THE RIBBLE VALLEY

From information received from Regenerate Pennine Lancashire, as well as our own database of enquiries, we confirm that demand for offices can be summarised as follows :

1. The greatest demand for office space is for suites smaller than 1,000 sq.ft
2. Demand for office space in the Ribble Valley from the public sector is low in comparison to neighbouring towns of Blackburn, Hyndburn and Burnley.
3. The Ribble Valley will not be considered a suitable location for call centre operations as it doesn't have the correct employment demographics to staff such operations.
4. The take up of offices in the Ribble Valley has been very low over the last 48 months, averaging below 10,000 sq.ft per annum.

This, effectively, means that there is already more than five year's supply of office accommodation which is available at rentals below £10 per sq.ft.

This rental figure ignores any voids or rental incentives that may be necessary in order to secure a letting and make future speculative office development financially unviable for many years to come.

A simple example would be as follows :

Owner/occupier company wants to build a 5,000 sq.ft office building

Value of completed building £500,000

(5,000 sq.ft x £10 per sq.ft x 10 YP).

Costs of construction, including fees £550,000 *2

(5,000 sq.ft x £110 per sq.ft)

Difference - Minus £50,000 *1

*1 This figure excludes the costs of land which, for a 0.25 acre serviced plot is likely to be in the region of £60,000 to £75,000

*2 This figure ignores developer's profit which is usually based on 15% of the value of the completed building and would add a further £75,000 to the costs.

For a developer to be interested in speculative office development the completed value of the office building would have to be £700,000. This equates to a minimum rental of £14 per sq.ft and 10% capitalisation rate with no voids or rent free periods granted.

6.THE INDUSTRIAL PROPERTY MARKET IN THE RIBBLE VALLEY

Recent industrial developments around Clitheroe have been located to the east of the town, namely Upbrooks Industrial Estate and, more recently, Link 59 developments.

Link 59 has been a successful development for JGB Investments, who constructed approximately 100,000 sq.ft of accommodation predominantly smaller units ranging from 2,500 sq.ft to 5,000 sq.ft and which were made available on both a freehold or leasehold basis.

Purchasers of these units were either investors or owner/occupiers which generated sale prices between £55 and £60 per sq.ft.

These figures are however not supported by the rental currently being achieved, which range between £4 and £4.75 per sq.ft.

However, despite the current property recession, the development shows low levels of vacant units, with currently only approximately 10,000 sq.ft available in four separate units.

The larger industrial units, circa 10,000 sq.ft plus have proven more difficult to let. For example, two units at Mearley Brook Commercial Centre are still available despite an extended period of marketing at quoting rentals of £3.50 per sq.ft.

There has recently been an announcement that approximately 147 hectares of land at the BAE Systems site at Samlesbury (which is partly within the Ribble Valley and part South Ribble Borough Council) is scheduled to come forward. The first phase measures 16 hectares and is to be operational by April 2012. However, the site is specifically for "advanced engineering and manufacturing uses" who will benefit from the close association with BAE Systems.

There is a strict policy that the site will not involve the relocation of general industrial companies from their existing locations in the East Lancashire area.

Companies locating in the Enterprise Zone will benefit from simplified planning regulations and business rate relief.

7.INDUSTRIAL DEMAND IN THE RIBBLE VALLEY

Again, from information obtained from Regenerate Pennine Lancashire as well as from our own database, we can summarise the demand for industrial property in the Ribble Valley as follows :

Approximately 75% of all enquiries are for units measuring less than 5,000 sq.ft which reflects the fact that Clitheroe is not particularly well connected to the national motorway network. The nearest junction is Junction 7 of the M65 motorway, which lies approximately 7 miles distance. Clitheroe is therefore not of interest as a location to the larger warehouse operators.

The low unemployment percentage also deters many manufacturers from relocating to the Ribble Valley as a suitable location as there would be a shortage of staff.

The only foreseeable industrial development that will take place in and around Clitheroe will be individual companies who have either strong business or personal ties to the area and are willing to take a view on the fact that their new building will have a completed value less than the costs of construction. An example of this would be the recent development by Total Food Systems at Barrow Brook.

A simple example would be as follows :

Industrial owner/occupier company wants to build 20,000 sq.ft unit

Value of completed building £900,000

(20,000 sq.ft x £4.50 per sq.ft x 10 YP)

Costs of construction (including fees) £900,000

(20,000 sq.ft x £45 per sq.ft)

Expected land costs £250,000

(1 acre required @ say £250,000 per acre)

Loss of value on completion of building £250,000 *

*This figure ignores developer's profit, which will be needed for speculative developments which, typically, would add a further £135,000 per acre to the costs.

Grant funding would therefore be needed to stimulate speculative industrial development regardless of land values.

8.DEMAND FROM OTHER SECTORS OF THE COMMERCIAL PROPERTY MARKET IN THE RIBBLE VALLEY

The Ribble Valley is a popular and affluent residential area and, as such, has a good level of disposal income available which attracts certain companies. In particular, the leisure industry regards the Ribble Valley as a prime catchment area and this is reflected in the high number of restaurants which generally are trading well, despite the current recession.

As agents for Barrow Brook Business Village we envisaged demand to be shown from hotels, restaurant, fitness centre operators.

The main hotel operators, however, felt that there was already sufficient hotels in the locality and that the only possibility would be a roadside hotel/motel operator which possibly ancillary restaurant facility. There is currently no ongoing negotiations with any operators.

The population demographics of the Ribble Valley deter the national leisure/fitness operators from considering it as a suitable location. We had hoped that local health fitness operator would appear but, unfortunately, the current economic conditions and difficulties of funding have deterred this.

9. SITE 2 BARROW BROOK BUSINESS VILLAGE – as outlined in red on the attached plan. See Appendix I.

Site 2 extends in total to 10.66 acres (4.31 hectares) and, as a commercial development site, has the following issues :

1. The site currently adjoins high quality residential properties on two sides and planning permission for further residential development has recently been granted on a further adjoining site.
2. There is a title covenant on the bottom section of the site (as outlined in blue) measuring 3.98 acres preventing the site from being used for any other use than B1 which, by definition, is "an industrial purpose being used which can be carried out in a residential area without detriment to the amenity of the area by reason of noise, vibration, smell, fumes, smoke, soot, ash, dust or grit".
This restriction on industrial development in effect prohibits B2 (general industrial) and B8 (warehouse) uses and therefore makes the development unfundable. Banks would be unwilling to lend due to the fact that any future prospective purchasers of the building would have to comply with this restriction and therefore it restricts potential market for future purchasers, resulting in a considerable negative effect on property values.
3. Any development of Site 2 will incur the following exceptional servicing costs :
 - (a) Water supply- 50% share of off-site reinforcement costs (approximately £200,000)
 - On site replacement of 110 mains by the 160 mains (approximately £150,000)

The costs are for domestic use i.e. toilets and kitchens and therefore costs could be considerably higher for commercial occupiers.

- (b) Electricity – an initial HV supply and one substation (approximately £150,000)
Need to allow a further £75,000 each for additional substations and HV extensions.

Taylor Weaver Ltd were initially instructed to market the site for future office development of the site in 2007 but, despite a booming property market, no serious enquiries were received.

Since 2009 we have marketed the site on behalf of Papillon Properties inviting interest from prospective purchasers willing to purchase the site for a variety of commercial uses from 0.5 acres upwards. This assumed that Papillon constructed a new estate road into the site to sub-divide it into smaller plots.

To date, we have not received any serious interest from parties, despite a full marketing campaign that has included boards, extensive mailing, as well as local and national advertising.

10. CONCLUSION

Regardless of land values there will be no demand from business occupiers or commercial developers for Site 2 for the foreseeable future for the economic and planning issues listed above.



APPENDIX I

SITE PLAN SHOWING SITE 2



Promap

**TAYLOR
WEAVER**
CHARTERED SURVEYORS
01254 699030

Site 2

(10.66 Acres)

Area of Land Covered By
Restrictive Covenant (3.98 Acres)

APPENDIX II
COPY OF MARKETING PARTICULARS

A59 Cherokee BB7 9VFD

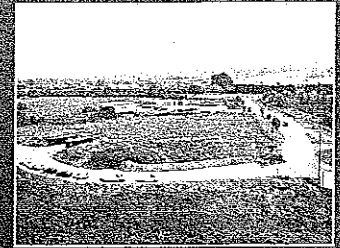


**Suitable for a variety of commercial and/or leisure uses,
subject to planning permission approval**

An exciting opportunity to purchase land from 0.5 acres upwards

BARROW BROOK BUSINESS VILLAGE

A59 Clitheroe BB7 9WD



Suitable for a variety of commercial and/or leisure uses, subject to planning permission approval

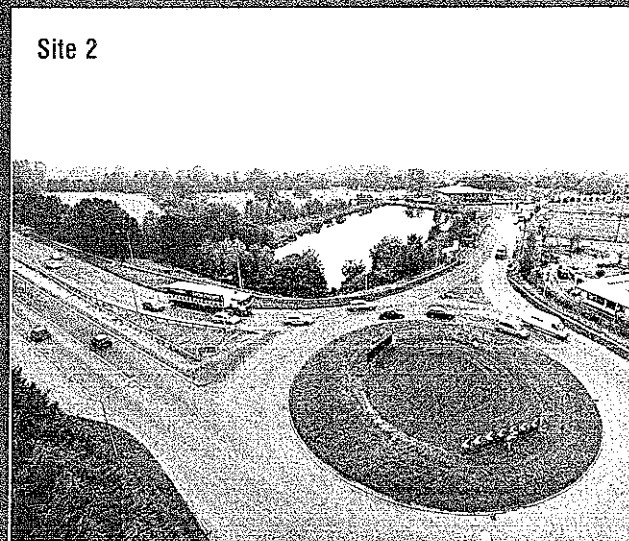
Barrow Brook Business Village

Located adjacent to the A59 on the outskirts of Clitheroe, Barrow Brook is an exciting new business village concept looking to attract a variety of commercial uses which could include:

Offices
Health Care
Child Care
Hotel
Restaurant
Leisure

Already on site are McDonald's restaurant and a Co-operative / Sumerfield petrol filling station and convenience store as well as The Print Works (a multi let office complex) and the proposed residential development by Rowland Homes.

Site 2



← TO CLITHEROE,
SKIPTON AND LEEDS



Alternative layout for hotel / fitness club / restaurant scheme for Site 1

Description

The available land essentially comprises two sites.

Site 1

A single site measuring 2.47 acres located immediately adjacent to the petrol filling station / convenience store.

Site 2

Totalling approximately 13.3 acres where sites from 0.5 acre upwards are available.

The site plan shows an indicative layout how the site can be divided. The estate road has not yet been constructed, with its exact layout dependant on interest received.

The road is to be provided by the vendor with all mains services available to the individual plots.

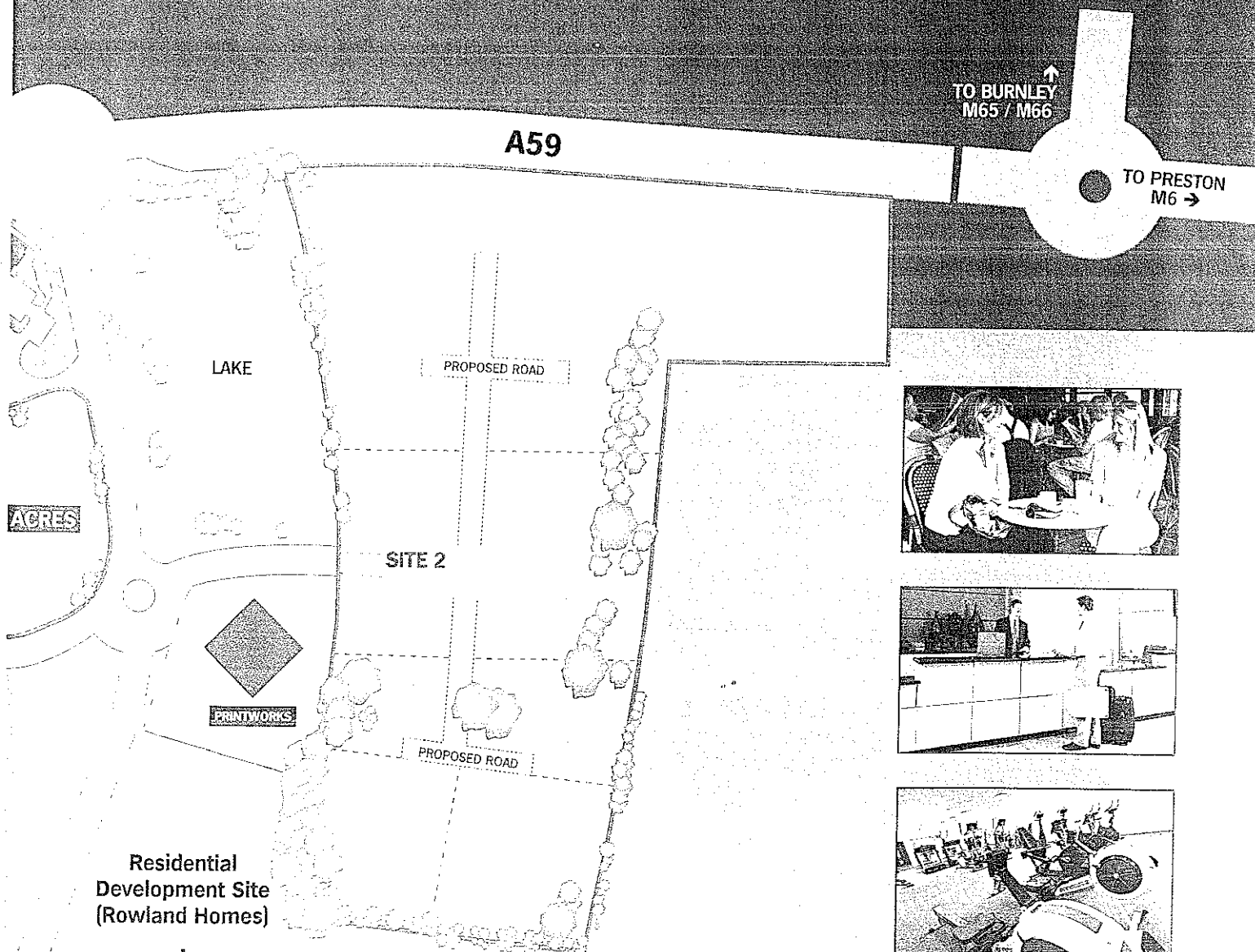
Disposal

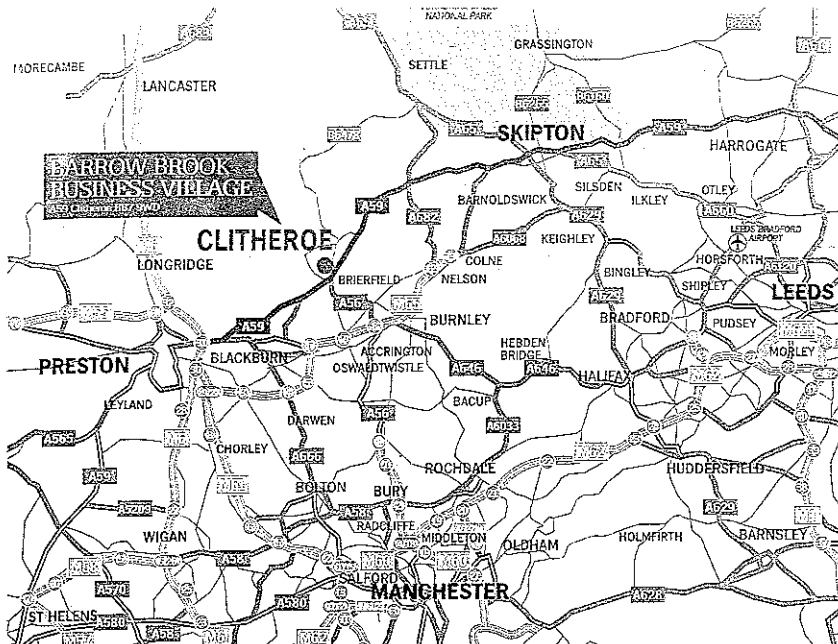
Plots of land are available to purchase on a freehold basis with no tie to any developer or contractor.

Sale of land will be subject to the purchaser obtaining the required planning permission from the Local Planning Authority - Ribbles Valley Borough Council on 01200 422559.



Over 25,000 Cars Per Day Go Past Barrow Brook Business Village

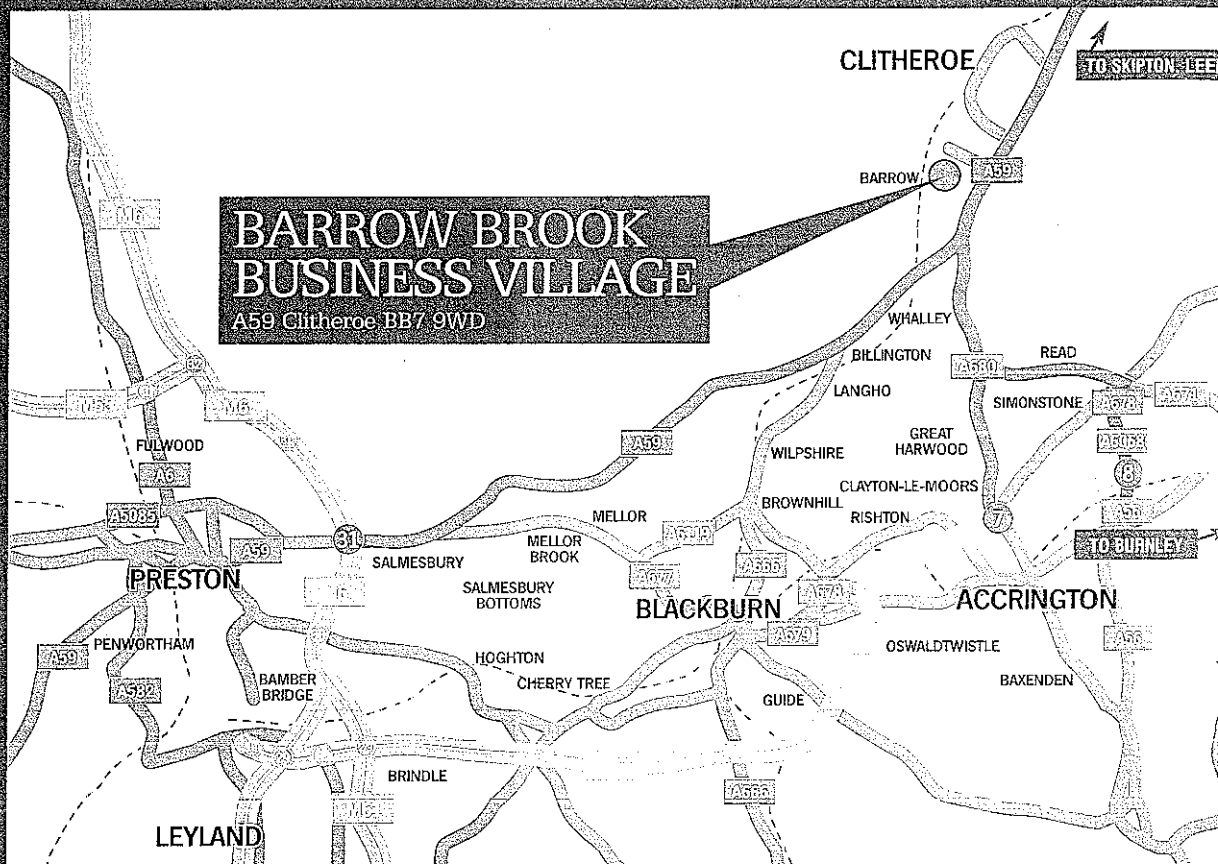
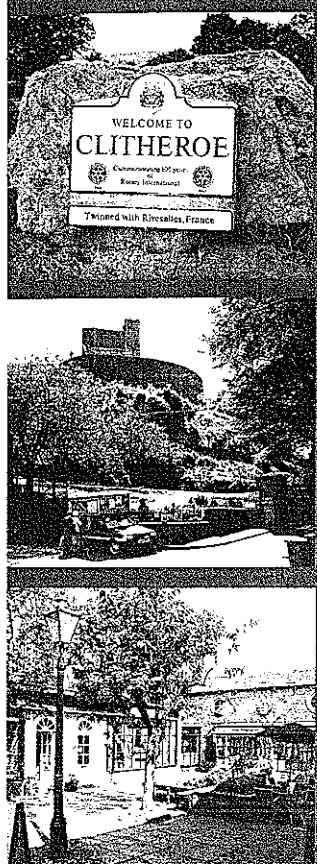




Demographics

Things You May Not Know About Ribble Valley

-
-
-
-
-
-



BARROW BROOK BUSINESS VILLAGE

A59 Clitheroe BB7 9WD

BB7 9WD

Alex Taylor

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SUSTAINABILITY STATEMENT

**SUBMITTED AS PART OF THE OUTLINE APPLICATION
FOR 73 OPEN MARKET DETACHED DWELLINGS AND 31
SOCIAL HOUSING PROPERTIES**

AT

**SITE 2, BARROW BROOK BUSINESS VILLAGE,
CLITHEROE**

February 2012

1 Introduction

- 1.1 Avalon Town Planning has been commissioned by Edward Hine LPA receiver for Papillion Properties Ltd "The Developers" to undertake a sustainability appraisal (SA) in support of the outline planning application for residential development on site 2 Barrow Brook Business Village to the west of Clitheroe (Hereafter referred to as the "proposed development").
- 1.2 The aim of this statement is to summarise the relevant policies and demonstrate the ways in which the developers propose to address the policy aims to achieve circa 10% reduction in carbon dioxide (CO2) emissions, including possible provision of energy from renewable energy sources, throughout the proposed development.

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2 Background

1.3 Sustainable development is advocated through international initiatives including the World Summit on Sustainable Development held in Johannesburg, 2002; national initiatives such as Local Agenda 21 (LA21), developed in response to the Rio summit in 1992. The principle of sustainable development runs throughout UK Government Strategy and planning policy.

1.4 Sustainable development is commonly defined as:

"Development that meets the needs of the present without compromising the ability of future generations to meet their own needs" (Brundtland Report, 1987 'Our Common Future')."

2.3 Sustainable development is about creating solutions that meet environmental, social and economic objectives in an integrated and holistic way. The UK Governments strategy Securing Our Future – A strategy for Sustainable Development in the UK (DEFRA, 2005) identifies five key objectives:

- Living within environmental limits;
- Ensuring a strong healthy and just society;
- Achieving a sustainable economy;
- Promoting good governance; and
- Using sound science responsibly

- 2.4 The United Kingdom has set itself a target to reduce CO2 emissions by some 60% by 2050, with real progress to be achieved by 2020. Although these CO2 emissions include all emission sources, it is widely accepted that a share of this is achieved through residential development and the way people live, as CO2 emissions from the housing sector account for 27% of the united Kingdom's carbon footprint to tackle this and to ensure a greener future, policies and programmes have been set up all levels to guide development towards significant reduction of CO2 emissions.
- 2.5 As part of the governments stated aims a consultation document entitled Definition of Zero Carbon Homes and Non-Domestic Buildings was published in December 2008.

This document sought a definition of zero carbon for new homes built from 2016 and, although not in so much detail, for non-residential buildings built after 2019. It stated that the detailed definition of zero carbon needs to be framed with regards to technical feasibility and economic viability.

It proposed a three stage process to achieving zero carbon:

- 2.5.1 Energy Efficiency – It recognised that energy efficiency measures can contribute up to 25% carbon reduction from 2006 Building Regulations and perhaps approach a 44% improvement.
- 2.5.2 Carbon Compliance – The question here is how much beyond 44% improvement can be achieved through energy efficiency and decentralised energy technologies from 2016. A 70% figure is proposed whilst recognising that it is “an ambitious but technically realistic aim for most dwellings.”

2.5.3 Allowable Solutions – This considers how residual emissions above the proposed 70% could be tackled. The proposed solution offered credit where developers employ a combination of allowable solutions to reach zero carbon, such as retro-fitting existing buildings and offsite renewable electricity generation connected via hard wire to the site.

2.6 The consultation resulted in the high level definition (mirroring the definition used at Code for Sustainable Homes level 6 in the current version of the code) being retained that “homes would be net zero carbon across the year, taking account of:

- All energy used in the home (including an allowance for energy used for cooking and appliances as well as the uses already covered by Part L of the Building regulations) and
- Carbon emissions associated with imported and exported energy (including from energy imported via a direct physical connection).”

2.7 A further consultation was issued by the Department for Communities and Local Government in December 2009 to seek agreement to changes to the code for sustainable homes (CfSH) in 2010 to align it with changes to Part L of the Building Regulations and the proposed approach to adopting the 2016 definition of zero carbon. Therefore the most significant changes are within the energy section of the Code. However, the consultation also puts forward proposed changes to credit issues such as Lifetime Homes, Home security, surface water run-off and waste as well as setting out issues that are being considered for further investigation in the future.

The Consultation resulted in changes to the Code for Sustainable Homes Technical guidance in November 2010 to align the Code with Approved

Document L1A, 2010 Edition, adopting a fabric energy standard, incentivising a 'fabric first approach', removing the mandatory requirement for Site Waste Management Plans and adopting revised standards for Surface Water Management.

3 Policy Context

3.1 National Policy

3.1.1 Securing the Future – The UK Government Sustainable Development Strategy, 2005, Department for the Environment, Food and Rural Affairs (DEFRA).

The Strategy takes account of advances since the 1999 UK Sustainable Development Strategy 'A Better Quality of Life', both domestically and internationally; the changed structure of government in the UK with devolution to Scotland, Wales and Northern Ireland; greater emphasis on delivery at regional level and the new relationship between government and local authorities. It details the priorities and principals that are to be adopted to move further towards the goal of sustainable development.

The revised key sustainable development objectives for the UK are:

- Living within environmental limits;
- Ensuring a strong healthy and just society;
- Achieving a sustainable economy;
- Promoting good governance; and

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- Using sound science responsibly.

3.1.2 Planning Policy Statement (PPS) 1: Creating Sustainable Communities

Planning Policy Statement (PPS) 1: 'Creating Sustainable Communities' details the government's policy on sustainable development. The sustainable development objectives established in this document are as follows:

- Promoting regional, sub regional and local economies;
- Promoting communities which are inclusive, healthy, safe and crime free;
- Bringing forward sufficient land of suitable quality in the right locations;
- Giving high priority to ensuring access for all jobs, health, education, shops, leisure and community facilities;
- Focusing developments that attract a large number of people, especially retail development, in existing centres;
- Recognising the need to enhance as well as protect biodiversity and the need to address the causes and impacts of climate change, pollution and waste and resource management impacts;
- Promoting the more efficient use of land; and
- Reducing the need to travel

3.1.3 Planning Policy Statements (PPS): Planning and climate change; Supplement to Planning Policy Statement 1 (December 2007)

The PPS Supplements PPS1 by setting out how planning should contribute to reducing emissions and stabilising change it is recommended that all planning authorities prepare and deliver spatial strategies which:

- Make a full contribution to the Governments Climate Change Programme and energy policies, and in doing so contribute to global sustainability;
- In providing for the homes, jobs, services, and infrastructure needed by communities, and in renewing and shaping the places where they live and work, secure the highest viable resource and energy efficiency and reductions in emission;
- Deliver patterns of urban growth that help secure the fullest possible use of sustainable transport for moving freight, public transport, cycling and walking; and overall reduce the need to travel especially by car;
- Secure new development and shape places that minimise vulnerability, and provide resilience, to climate change; and in ways that are consistent with social cohesion and inclusion;
- Conserve and enhance biodiversity, recognising that the distribution of habitats and species will be affected by climate change; and

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3.1.4 Planning Policy Statement (PPS) 3: Housing

This document sets out the Government's strategic housing policy objectives designed to achieve the sustainable development objectives of PPS1. It provides the mechanism for achieving a wide choice of high quality, affordable, and market homes in sustainable locations which offer good access to jobs, key services and infrastructure, and use land efficiently and effectively. The government's key housing policy goal is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live. To achieve this, the Government is seeking:

- 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 are vulnerable or in need.
- To improve affordability across the housing market, including by increasing the supply of housing.
- To create sustainable, inclusive, mixed communities in all areas, both urban and rural' (Paragraph 9)

PPS3 emphasises the importance of the delivery of housing in suitable locations which offer a range of community facilities and with good access to jobs, key services and infrastructure.

3.1.5 Planning Policy Statement (PPS) 4: Planning for Sustainable Economic Growth

The objectives of PPS4 are to encourage a prosperous economy, compatible with the governments environmental objectives, balanced with meeting the needs of commerce and industry and reconcile these with the demands for other forms of development. It sets out the government's objectives to provide a supply of land and buildings which offer a range of opportunities for creating jobs.

3.1.6 Planning Policy Statement (PPS) 9: Biodiversity and Geological Conservation

PPS9 Biodiversity and Geological Conservation and accompanying circular 06/05 states what is required at regional and local levels to ensure that decisions are made that consider:

- The retention of existing natural features;
- The incorporation of wildlife value into the built environment; and
- The adequate implementation of mitigation measure to compensate for significant impacts.

3.1.7 Planning Policy Statement (PPS) 10: Planning for Sustainable Waste Management

This document sets out a policy framework for sustainable waste management with the aim of reducing the amount of waste produced, and, where waste is produced, to deal with it in a way that contributes to the economic, social and environmental goals of sustainable development. This PPS promotes the principles of waste hierarchy of reduction, re-use, recycling and composting, energy and disposal.

3.1.8 Planning Policy Statement (PPS) 22: Renewable Energy

Planning policy statement (PPS) 22 'Renewable Energy' replaces Planning Policy Guidance note (PPG) 22 and establishes the Governments Planning Policies for renewable energy, which planning authorities must consider when developing local development documents and making planning decisions. This PPS aims to promote and increase in the development of renewable energy sources to facilitate the Governments target to generate 10% of UK electricity from renewable sources by 2010, with the aspiration to double that figure to 20% by 2020.

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3.1.9 Planning Policy Statement (PPS) 25: Development and Flood Risk

This PPS promotes the use of sustainable drainage systems in new development proposals to reduce the risk of flooding, add biodiversity and amenity benefits to developments and to aid in pollution prevention and aquifer re-charge.

3.2 Regional Policy

3.2.1 North West of England Regional Spatial Strategy (RSS) for the North West (formally known as Regional Planning Guidance 13) was published in September 2008. The strategy sets out the scale, priorities and broad locations for future development across the region, providing a framework for future development. It covers a broad range of issues and policies to achieve sustainable development across a wide range of topics including jobs, housing and transport to climate change, waste and energy. The Coalition Government is in the process of abolishing the RSS but at present its policies remain valid and have due weight.

Policies of relevance to the Proposed Development's sustainability are as follows:

3.2.2 Policy DP 2 Promoting Sustainable Communities

'Building sustainable communities – places where people want to live and work – is a regional priority in both urban and rural areas. Sustainable Communities should meet the diverse needs of existing and future residents, promote community cohesion and equality and diversity, be sensitive to the

environment, and contribute to a high quality of life.'

3.2.3 Policy DP 3 Promoting Sustainable Economic Development

'Sustainable economic growth should be supported and promoted, and so should reductions of economic, environmental, education, health and other social inequalities between different parts of the North West, within the sub-regions, and at local level.'

3.2.4 Policy DP 4 Make the best use of existing Resources and Infrastructure

'Natural and manmade resources should be managed prudently and efficiently. Sustainable construction and efficiently in resource use (including reuse and recycling of materials) should be promoted.'

3.2.5 Policy DP5 Manage Travel Demand; Reduce the need to travel and Increase Accessibility

'Development should be located so as to reduce the need to travel, especially by car and to enable people as far as possible to meet their needs locally. A shift to more sustainable modes of transport for both people and freight should be secured, and integrated approach to managing travel demand should be encouraged, and road safety improved. Safe and sustainable access for all, particularly by public transport, between homes and employment and a range of services and facilities (such as retail, health, education and leisure) should be promoted, and should influence location choices and investment decisions. All new development should be genuinely accessible by public transport, walking and cycling and priority will be given to locations where such access is already available.'

3.2.6 Policy DP 7 Promote Environmental Quality

‘Environmental quality (including air, coastal and inland alters), should be protected and enhanced.’

3.2.7 Policy DP 9 Reduce Emissions and Adapt to Climate Change

‘Policy makers should use the North West Integrated Appraisal Toolkit as a basis to asses and strengthen the climate change mitigation and adaption elements of their plans and strategies. Exceptionally, other comparable and robust methodologies might be used.’

3.2.8 Policy EM 16 Energy Conservation & Efficiency

‘Local authorities, energy suppliers, construction companies, developers, transport providers and other organisations should ensure that their approach to energy is based on minimising consumption and demand, promoting maximum efficiency and minimum waste in all aspects of local planning, development and energy consumption.’

3.2.9 Policy EM 18 Decentralised Energy Supply

‘Plans and strategies should encourage the use of decentralised and renewable or low carbon energy in new development in order to contribute to the achievement of the targets set out all residential developments comprising 10 or more units should secure at least 10% of their predicted

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energy requirements from decentralised and renewable or low-carbon sources.

3.3 Local Policy

Ribble Valley Districtwide Local Plan (1998) – Saved Policies 28th September 2007

3.3.1 The Ribble Valley District Wide Local Plan (DWLP) sets out a specific strategy, policies, aims and objectives for the Local District, and the majority of these policies were saved on the 28th September 2008. The DWLP aims to:

“identify, develop and promote the social, economic, cultural and physical well-being of the community of Ribble Valley in the most efficient, effective and economic manner consistent with the rural nature of the area.”

3.3.2 The Ribble Valley DWLP also aims to:

- Direct and control development s that little damage is caused to the natural or built environment.
- To locate permitted developments in the most suitable and practice location and be geared to meeting the needs of the present and future population for housing, employment and all services.
- Direct development to those locations which offer the greatest opportunities for movement by methods other than the private car i.e. walking, cycling and public transport.
- Encourage self-sufficiency throughout the DWLP.

3.3.3 Many of the policies within the DWLP no longer saved. However even in its initial form the local did not have requirements for decentralised renewable

and/or low carbon technologies to be provided as part of the new developments.

Ribble Valley Borough Council Local Development Framework: Core strategy Sustainability Appraisal Scoping Report Draft (October 2010)

3.3.4 Ribble Valley Borough Council is currently in the process of producing a Local Development Framework (LDF) to replace the DWLP and part of this LDF is the Ribble Valley Core Strategy. This Core Strategy has undergone a SA and Strategic Environmental Assessment.

3.3.5 The Ribble Valley Core Strategy Sustainability Appraisal Scoping Report focuses heavily on the Core Strategy's objectives as a means of setting the context for the development of the areas within it. Cross cutting thematic policies are not set out at this stage. The objectives are:

- To reduce crime, disorder and fear of crime;
 - To increase levels of educational attainment for all age groups and sectors of society;
 - To improve physical and mental health for all and reduce health inequalities;
 - To increase the availability of affordable housing and social and sheltered accommodation in areas most at need;
- To protect and enhance community spirit and cohesion;
 - To improve access to basic goods, services and amenities for all groups;
 - To encourage sustainable economic growth and business development across the borough;

- To develop the skills and training needed to establish and maintain a healthy labour market;
- To encourage economic inclusion;
- To strengthen the economic base of market towns;
- To encourage rural regeneration and diversification;
- To develop the borough as a place to live, work and do business;
- To protect and enhance biodiversity;
 - To protect and enhance the borough's landscape and townscape character and quality;
- To protect and enhance the cultural heritage resource;
- To protect and enhance the quality of water features and resources;
 - To guard against land contamination and encourage the appropriate re-use of brownfield sites within the urban boundary;
- To limit and adapt to climate change;
 - To increase energy efficiency and require the use of renewable energy sources;
- To ensure the sustainable use of natural resources;
- To minimise waste, increase re-use and recycling;
- To promote the use of more sustainable modes of transport and;
- To protect and improve air quality.

Local Area Key Sustainability Issues

3.3.6 The Ribble Valley Core Strategy Sustainability Appraisal Scoping Report (October 2020) presents an up-to-date set of key sustainability issues for the area. Set out here are those key issues of most relevance to the Proposed Development.

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3.3.7 Some of the key issues highlighted are:

- Although health in the Ribble Valley is generally good there are poorer levels of health in Primrose and Whalley wards.
- There is an elderly population in the borough and this is likely to place increasing pressure on health facilities. This is a problem in Whalley;
- The Forest of Bowland Area of Outstanding Natural Beauty (AONB) is a valuable landscape resource that needs to be protected;
- There are sites of international importance for conservation that need to be protected in the borough;
- Educational attainment in the borough is good compared to county, regional, and national levels and this needs to be maintained;
- No significant air quality issues have been identified in the borough, although there are a number of industries with the potential to cause air pollution which need to be strictly controlled;
- The high quality of the borough's environment provides an opportunity to develop recreation and tourism, although care needs to be taken to ensure that such developments are appropriate and do not adversely affect the quality of the environment;
- There has been an increase in the number of wealthy in-migrants to the borough in recent years, which is creating housing affordability problems for the indigenous population;
- There is a shortage of affordable housing across the area, in particular, in Whalley;
- Although crime levels are low there are problems associated with people travelling into the borough to commit crimes;
- Employment in the borough is concentrated around a few large employers and should one choose to relocate or shut down there could

be significant implications for the indigenous population; and

- The major strategic landfill site for the borough is located outside of the borough – Ribble Valley is an exporter of waste.

4 The Proposal

- 4.1 This application is an outline application for the erection of 73 open market dwellings and 31 social housing properties, with access and layout for determination at this stage and all other matters reserved for later determination. It will include 15 retirement bungalows, of which seven will comprise part of the social housing element and eight will be open market properties.
- 4.2 The social housing will comprise one block of 24 two-bedroom retirement apartments and 7 bungalows, with management provided by an approved social housing provider. They will cater specifically for residents aged 55 and above.
- 4.3 The retirement apartments will be located adjacent to the entrance to the site, overlooking an existing lake. All the bungalows will be grouped together in the northwest corner of the site and therefore comprising a mix of social and open market housing, and the detached market dwellings will be laid out on the remainder of the site. All the properties will be developed around a series of cul-de-sacs. An area of public open space will be laid out adjacent to the southern boundary of the site.

5 Conclusions

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5.1 The proposed scheme results in a significant opportunity to make a positive contribution to the declared sustainability aspirations for Ribble Valley Borough Council in addition to achieving the various sustainability aspirations from the local to the regional level.

5.2 These will be achieved through the development proposals as set out:

- Delivery of 104 dwellings with a mix of housing types ranging from 2 storey houses, retirement bungalows and retirement apartments including 30% affordable housing provision which itself is specifically aimed at the 55+ age group;
- Improvement of the existing footpath network leading back to Whalley Road giving access to the local bus network and local facilities;
- Provision on site of both open space and amenity play areas;
- Adoption of sustainable design and construction methods including the code for sustainable homes;
- The development undertaken within an area designated as Flood Zone 1 thereby increasing resilience to climate change by reducing flood risk.

- 5.3 It is accepted that the application is in outline form with only matters of layout and access being determined at this stage but nonetheless it is considered that the proposal performs well against the sustainability objectives however further enhancements can be achieved at the detailed design stage i.e. Reserved Matters by consideration of incorporating measures such as lifetime homes and adoption of Secured by Design principles.

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