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320120356P

DESIGN AND ACCESS STATEMENT

IN RESPECT OF A FULL PLANNING APPLICATION FOR
THE CONVERSION OF A REDUNDANT PUBLIC HOUSE
AND HOTEL (INCORPORATING A RESIDENTIAL FLAT)
INTO THREE UNRESTRICTED OPEN MARKET
DWELLINGS

AT

THE MOORCOCK INN, SLAIDBURN ROAD,
WADDINGTON, BB7 3AA

Prepared by: A J Mitchell
Our Clients: Messrs S & A Thornber
Our Ref: Tho/190/1371/AJM
Date: March 2012



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Valuers ■■■■ Property Agency ■■■■ Property Management



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1. Use

- 1.1 The existing buildings to which this proposal relates comprise the public house and hotel, "The Moorcock Inn" which had been closed to the public since summer 2010, due to the fact that the business was no longer economically viable. The existing buildings have fallen into a state of disrepair and this planning application proposes that they are converted and redeveloped to form three residential dwellings.

2. Amount

- 2.1 The proposal will see the creation of three large executive family dwellings, which will also include individual detached double garages and each of which will have a family annexe at first floor. The proposal will see the reduction in the total footprint of buildings on site, as the total external footprint of the existing buildings is 1,114.6m², whilst the external footprint of the proposed is 790.2m², which includes the detached double garages.
- 2.2 Plot 1 has an external footprint of 149.1m² and in addition to this the detached double garage has an external footprint of 51.2m². The ground floor accommodation comprises a porch and entrance hall with lounge, drawing room and kitchen/breakfast dining room, separate formal dining room with a utility with WC off the kitchen area. The first floor accommodation will comprise 4 double bedrooms, 3 of which will have en-suite bathrooms and a separate family bathroom.
- 2.3 Plot 2 has an external footprint of 219.1m², and in addition to this the detached double garage has an external footprint of 51.2m². The ground floor accommodation comprises a porch and entrance hall with lounge, reading room, play room and WC off, with an additional large open plan family room incorporating living, dining and kitchen areas. The first floor accommodation will comprise 5 double bedrooms, 4 of which will have en-suite bathrooms, with a separate main family bathroom.
- 2.4 Plot 3 has an external footprint of 262.8m², and in addition to this the detached double garage has an external footprint of 51.2m². The ground floor accommodation comprises a porch and entrance hall with lounge, study, WC, lobby and open plan kitchen and dining room, with a separate breakfast and family room accessed off the kitchen area with a utility and WC accessed off this area in turn. The first floor accommodation will comprise 4 double bedrooms, all of which will have en-suite bathrooms, and one main family bathroom.
- 2.5 We consider that the amount of development proposed is acceptable in respect of the mass and scale of the existing buildings.

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3. Layout

- 3.1 The proposed layout is influenced by the existing site layout and the need to convert/redevelop the buildings in an appropriate manner. The proposal utilises the older parts of the building which also comprise and form the two principal elevations, thereby minimising the disruption to the external appearance of the buildings with the demolition removing much of the later rear additions, which will allow for private gardens to be created at the rear of each of the properties.

4. Scale

- 4.1 We consider the scale of the proposed development is appropriate for the site and much of the proposed details are established and determined by the design parameters of the existing buildings.
- 4.2 The proposed scheme will see a 324.4m², reduction in the total building footprint, with an increase in the amount of landscaped and grassed areas, allowing for the free draining of any surface water.
- 4.3 Whilst Plots 2 and 3 are formed within existing parts of the property, Plot 1 is to be created by constructing a new two storey property attached to the existing buildings, by demolishing some of the 20th Century extensions. The eaves and ridge height of Plot 1 are to be 5.87m and 8.04m respectively, which is influenced and determined by the ridge height of the roof over Plots 2 and 3 and the rising ground level to the front of the property.

5. Landscaping

- 5.1 No formal landscaping scheme is considered necessary for the proposed development, however it is intended that the external boundaries are formed with 1.2m high stone faced walls, garden boundaries are to be formed with 1.8m high timber close boarded fences and finally with low level shrub planting as indicated on the proposed site plan that accompanies this application

6. Appearance

- 6.1 The proposed development will retain materials and features present in the existing buildings. Any proposed materials have been carefully chosen to protect and enhance the character of the existing buildings retained and the surrounding AONB.
- 6.2 Pitched roofs are to be stripped back and re-clad with natural blue slate tiles. The render and timber panelling of the existing external walls is to be taken down and re-built, re-rendered and painted. In order to break up the appearance of the

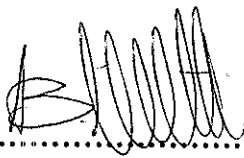
external elevation a new random stone faced section of wall is to be constructed from external ground level and taken to the ground floor window sill height. The fenestration will comprise timber casement window and door openings, which will be set within stone surrounds and will include stooped sills. The proposal incorporates the insertion of several roof lights, all of which will be of a conservation style with a centrally fixed glazing bar.

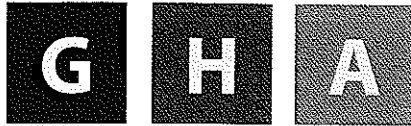
6.3 We feel that the above mentioned materials, together with the demolition of unattractive late 20th century additions, that the external appearance of the group of buildings will be greatly improved.

7. **Access**

7.1 The existing vehicular access is to be retained which will give access to private drives and garaging at the rear of the proposed properties

7.2 The proposed external and internal circulation details will be in line with the requirements of the building regulations and the details of which would need to be subject to approval by a building control body, prior to any works commencing on site

Signed..........Date.....11/04/2012.....
A J Mitchell (For and on behalf of Gary Hoerty Associates)



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HERITAGE ASSET STATEMENT

IN RESPECT OF:

THE MOORCOCK INN
SLAIDBURN ROAD, WADDINGTON, BB7 3AA

ON BEHALF OF:

MR S. THORNER

320120356P

Ref: Tho / 190 / 1371 / KJT

Date: 10th April 2012



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



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HERITAGE STATEMENT

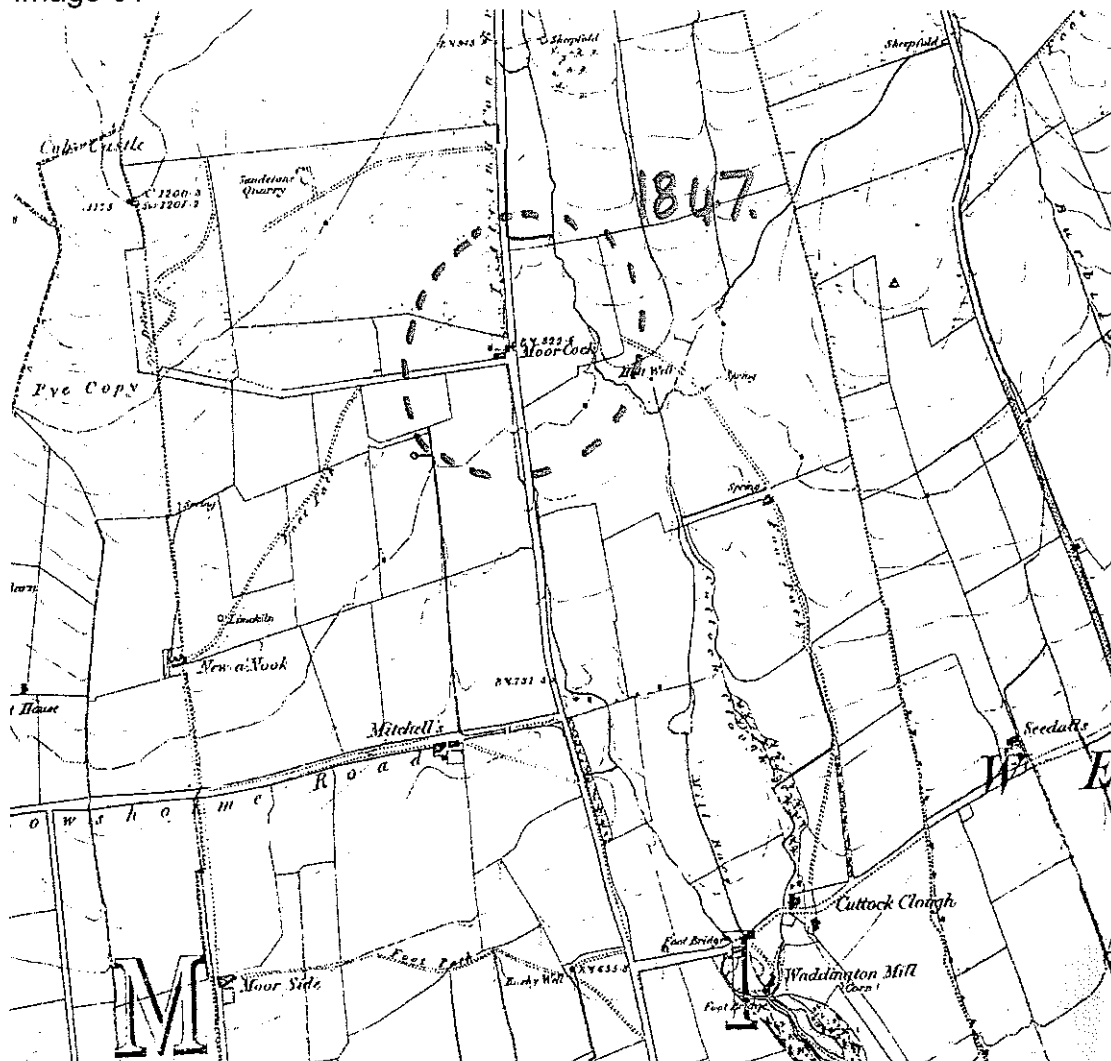
1. Planning Policy Context, National Planning Policy Framework.

1.1 NPPF States in annex 3 that PPS5 'Planning for the Historic Environment' is now replaced by the new planning framework.

2. Assessment of the Heritage Asset

2.1 The building now known as the Moorcock Inn has evolved over many years in terms of its use and its appearance. The original buildings on the site were used for farming purposes. A copy of a map extract from 1847 shows the property alongside Slaidburn Road North of the village of Waddington. The property is simply known as 'Moor Cock' at this time and there is no reference to it being an 'Inn'. See *image 01*.

Image 01



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- 2.2 The buildings at this time are believed to have been used as a farm dwelling with some accommodation for animals and with potentially a hay loft above. An examination of the photograph which shows the front elevation of the Moorcock Inn (taken circa 1925) shows the Inn with distinct quoin stones at each end of what may have been the original building. This building is likely to date from the early half of the 19C. or from the late 18C. It should be noted that there is no fenestration within the left hand side of this section of the building. It is suggested that the use of the area behind this area was used for farm storage or keeping animals inside in poor weather. Also it is likely that the first floor area of this section of the building was used as a hay loft or similar. *See image 02.*

Image 02.



MOORCOCK INN, WADDINGTON, CLITHEROE 1925

- 2.3 The buildings appear to be largely unchanged in plan form between 1847 and 1909. The name of the buildings has changed on the map to become 'Moorcock Inn'. *See image 03* which shows the map from 1909. *Image 04* shows a part of a gable end of an extended building where the asset was clearly designed for use for agricultural purposes. A fork hole is visible high up in the gable and a small door and window consistent with agricultural use are evident on the south facing elevation.
- 2.4 A photograph believed to be taken in the early years of the 20C shows the building being used as a public house. It is at this time kept by a licensee one Mr Henry Hargreaves Pye. The original house was a central entry house and probably consisted of a room either side of a corridor with a kitchen and ancillary rooms behind. There is no

evidence of this suggested form in the building as it now stands. There is a small outbuilding to the side and rear of the main building and a covered area to the side, possibly for cart storage. See image 05.

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Image 03.

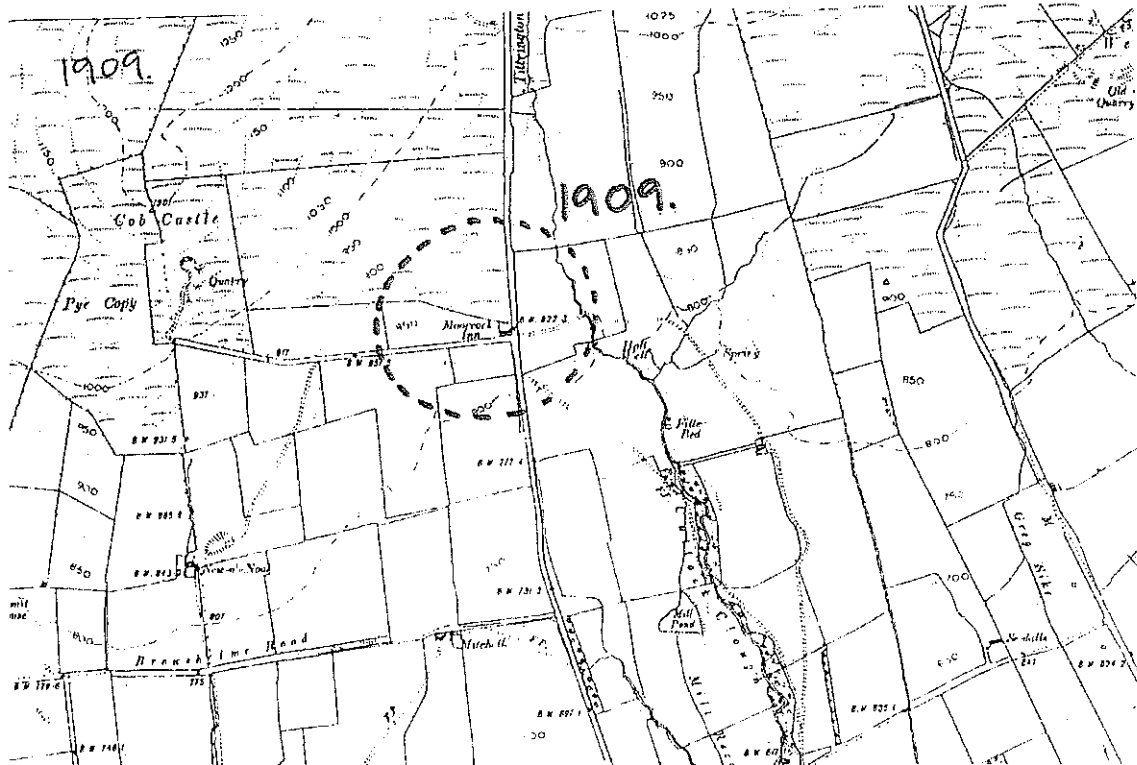


Image 04.



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Image 05



2.5 Image 02 which has been referenced earlier (and is of a later date than Image 05) shows a two storey extension at the rear and to the right hand side of the front elevation probably reflects a time when the 'Inn' extended it's potential to accommodate guests in greater comfort. This image taken in 1925 arguably represents the beginning of significant change to the heritage asset and a growth of the economy between the great wars.

2.6 The building grew rapidly between 1925 and 1940 and a date plaque is present on the front elevation. This shows a date of 1933. The appearance of the building changed to reflect the fashionable home counties style of 'Tudorbethan' or 'Mock Tudor'. It was largely during the 1920's and 1930's that the style became popular. Numerous suburban properties in prominent locations (Road junctions) on the edges of a number of English Towns and Cities particularly in the South of England display such characteristics and were built when this style was in vogue. Tudorbethan or 'Mock Tudor' was considered by some to be a derogatory term where a new wave of design contrary to the arts and craft movement brought the watered down images of 'Merrie England' to many regions of the country. John Betjeman, Architectural Critic and poet famously derided the style. Image 06 shows the style and the rapid extension of the building during this period.

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Image 06



MOORCOCK INN, WADDINGTON CLITHEROE
TELEPHONE CLITHEROE 2333/4

- 2.7 The building appears to have remained in this style and form for many years until a later extension (probably in the mid 1960') with similar but inferior details was erected at the rear of the property. At a similar time a dance floor area was formed with a large flat roofed area above. This was an infill between the original 1930's form of the building and the 1960's rear extension which consisted of letting rooms on the first floor and toilets / bar area at ground level.
- 2.8 In the 1970's a fire gutted large areas of the first floor and damaged considerable parts of the ground floor areas. *Image 07* illustrates some of the damage. Large areas of the building were re-built following this and the majority of the building's fabric was rebuilt or altered in the mid 1970's as a result of the damage inflicted by what was a significant fire.
- 2.9 Walls within the original farmhouse and 'Inn' have been altered and removed over many years. The internal areas have been re-sculptured and remodelled and very little of the original fabric remains. The significant changes to the building have impacted considerably upon the integrity of the fabric.
- 2.10 *Image 08* shows the elevation facing south following the 1970's rebuild after the fire. It should be noted that the pattern of timber decoration is different to the original. Also, the main ridge of the property has been re-built and extended to form a junction with the roof above the three new gables on the left hand side of the building. The gables have been constructed at a different roof pitch and to a different proportion from those exhibited on the pre-fire building. The entire first floor and roof areas shown on this elevation have been re-built.

Image 07.



Image 08.



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3. Impact on the Heritage Asset

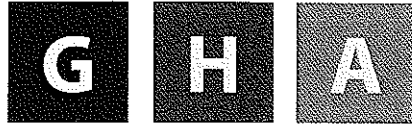
- 3.1 The proposed scheme retains much of the existing building. There are areas where parts of the original fabric are retained. This is not due to the fabric having any acknowledgment of its historical merit, but rather that there are economical advantages to enable an appropriate conversion to take place. Obviously the scheme would need to be fully compliant with the building regulations and changing green technologies appropriate to a scheme of the type proposed. Such detail would be incorporated within the detail design of the project.
- 3.2 The fabric has been subject to much alteration. It is suggested that the building in its present form has little historical significance and that a conversion if adequately sympathetic and appropriate for its location should, with current planning policy, be considered favourably.

In addition to this it is suggested that the vernacular of the existing building is not appropriate to the rural location of the property and that it is not (and never has been) in keeping with a locally accepted style. It is also suggested that it is of an urban character and is not worthy of retention.

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Signed John Morris Date 10th April 2012.

K J Thomas.
For and on behalf of Gary Hoerty Associates.



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SUPPORTING STATEMENT

**IN RESPECT OF A PLANNING APPLICATION
FOR THE PROPOSED CONVERSION OF A
REDUNDANT PUBLIC HOUSE AND HOTEL
INTO THREE RESIDENTIAL DWELLINGS**

AT

**THE MOORCOCK INN, SLAIDBURN ROAD,
WADDINGTON, CLITHEROE, BB7 3AA**

**Applicants: Messrs S & A Thornber
Prepared by: Gary Hoerty
Date: February 2012
Our Ref: Tho//190/1371/AJM**



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



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Appendix 1	Pre-application responses
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1. INTRODUCTION AND BACKGROUND INFORMATION

- 1.1 Gary Hoerty Associates has been instructed by Messrs Thornber to submit a planning application on their behalf for the proposed conversion/redevelopment of The Moorcock Inn, Slaidburn Road to form three separate residential two storey dwellings. There is already one unit of residential accommodation in the form of a flat within the property; the application therefore seeks permission for an increase in the number of dwellings from one to three.
- 1.2 The buildings to which this proposal relates were formerly used as a public house and hotel with conference facilities, and they are now redundant and no longer in use as the business was closed in the summer of 2010 because it was no longer commercially viable. As a result of continued alteration and extension throughout its history, the existing buildings that comprise the Inn have been constructed in a range of architectural styles and materials. The buildings have started to fall into disrepair and in the absence of any purchasers for the property for it to continue in its previous use and in order to be able to dispose of the property our clients have had no choice but to look at alternative uses for the property, hence this application to redevelop the buildings to provide three dwellings.
- 1.3 The site has been the subject of three separate pre-application enquiries during the last year or so and these have considered the demolition of the existing buildings and their replacement with a very large dwelling house further from the public highway of similar volume to the existing buildings; a proposal to create a live-work development for the applicant and his own business and more recently for the conversion/redevelopment of the property to create a total of three dwellings. We will comment on the pre-application advice in more detail in section 6 of this report and copies of the letters of advice provided are attached at Appendix 1.
- 1.4 We consider in this Planning Statement the proposed development in more detail providing a review of the planning history of the property, outline the development proposal, assess the development site and review the relevant planning policies and guidance and set out why we believe the application conforms to the national and local planning policies and why the application should therefore be looked upon favourably.

2. PLANNING HISTORY

- 2.1 3/1991/0562 – Planning application for single storey side extension and alterations to provide a lounge.
Application was approved with no conditions on 4/10/1991
- 2.2 3/1995/0462 – Planning application for extension to rear to form lounge, bar and toilets and bedrooms over.
Application was approved with conditions on 27/11/1995.

- 2.3 3/1999/0343 – Planning application for a renewal of permission for extension to form new entrance, 14 bedrooms and conference facilities.
Application was withdrawn on 20/07/1999.
- 2.4 3/2003/1021 – Planning application for the creation of French doors to front and rear elevation.
Application was withdrawn on 01/12/2003.

3. THE DEVELOPMENT PROPOSAL

- 3.1 The development that is proposed is the demolition of a significant part of the buildings that currently comprise The Moorcock Inn predominantly but not exclusively the dance hall, bar and toilets to the rear of it and the first floor accommodation above the bar and toilets. Following the demolition the remaining buildings would be altered and re-configured as per the plans submitted with the planning application and the buildings would be extended to the west to enable the creation of one three bed; one four bed and one five bed dwelling. The dwellings would all have garden areas to the rear and detached garage/annex buildings.

4. THE APPLICATION SITE

- 4.1 The application site is situated within two miles of the centre of Waddington Village and approximately 3.5 miles from the village of Slaidburn. The principal elevation of the existing buildings is southerly facing and looks down Slaidburn Road toward the village of Waddington.
- 4.2 The application site comprises the range of buildings that form The Moorcock Inn together with an area of land to the side and rear which has been used for parking. The Moorcock Inn is sited immediately adjacent to Slaidburn Road and while the site is located in a predominantly rural area where the main development is farmhouses and farm buildings there are two detached residences to the west and south west of the Inn which are within approximately 150 meters and the Inn is not therefore in a completely isolated location.
- 4.3 Historically there is reference to a building on the site dating back to the early part of the 1800's. It is also clear from photographic evidence dating back to the latter part of the 1800's, that the present day buildings that form the Moorcock Inn are much altered from the original buildings. Given the form of construction and materials used it is considered that a significant amount of the property was reconstructed in the 1970s after destruction by fire.

5. PLANNING CONSIDERATIONS

- 5.0.1 Local planning authorities are required to determine planning applications in accordance with the statutory development plan unless material considerations

indicate otherwise. The statutory development plan with regard to the application comprises the North West Regional Spatial Strategy (September 2008); and the saved policies of the Ribble Valley Districtwide Local Plan (June 1998). The current local plan is thirteen years old and there is more up to date regional and national policy which will be relevant when considering applications for development.

- 5.0.2 The relevant national policy is the National Planning Policy Framework (NPPF) (March 2012).
- 5.0.3 The relevant policies of the Local Plan are Policy G1 which is a general policy that applies to all development proposals; Policy G5 which is a policy dealing with development outside the main settlement boundaries; Policy G8 which is a policy dealing with environmental considerations; Policy ENV1 which is a policy dealing with development in an Area of Outstanding Natural Beauty; Policy ENV24 deals with renewable energy; Policy H2 which is a policy dealing with dwellings in the open countryside; Policy H15 which is a policy dealing with the location of buildings to be converted; Policy H16 which is a policy relating to the building to be converted; Policy H17 which is a policy relating to the design of the proposed conversion scheme and finally policy EMP11 which is a policy dealing with the loss of employment land
- 5.0.4 We set out below extracts from the relevant documents and assess the application against all the appropriate policies and guidance.

5.1 National Planning Policy

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National Planning Policy Framework (NPPF)

- 5.1.1 The adoption of the National Planning Policy Framework in March 2012 means that it is now the main national planning policy guidance influencing planning decision making and replaces a substantial number of documents previously in place. The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to be applied, it sets out the Government's requirements for the planning system only to the extent that it is relevant, proportionate and necessary to do so.
- 5.1.2 Paragraphs 11 – 16 of the NPPF highlight the presumption in favour of sustainable development confirming that planning law requires that applications for planning permission are determined in accordance with the development plan unless material considerations indicate otherwise and that the NPPF does not change the statutory status of the development plan as the starting point for decision making. It makes clear that proposed development that accords with an up to date local plan should be approved and that proposed development that conflicts should be refused unless other material considerations indicate otherwise. It also highlights the desirability of local planning authorities having an up to date local plan in place. We have demonstrated below that the proposed development does accord with the relevant saved policies of the local plan. Importantly, paragraph 14 of the NPPF states:

*At the heart of the National Planning Policy Framework is a **presumption in favour of sustainable development**, which should be seen as a golden thread running through both plan-making and decision-taking*

*For **plan-making** this means that:*

- *local planning authorities should positively seek opportunities to meet the development needs of their area,*
- *Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, or*
 - *specific policies in this Framework indicate development should be restricted*

*For **decision-taking** this means:*

- *approving development proposals that accord with the development plan without delay; and*
- *where the development plan is absent, silent or relevant policies are out of date, granting permission unless:*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, or*
 - *specific policies in this Framework indicate development should be restricted*

5.1.3 Paragraph 14 clearly spells out the Government's presumption in favour of allowing sustainable development unless the adverse impacts of doing so would be very significant. There are no such adverse impacts in respect of the development that is proposed in this case

5.1.4 Paragraph 15 states:

Policies in Local Plans should follow the approach of the presumption in favour of sustainable development so that it is clear that development which is sustainable can be approved without delay. All plans should be based upon and reflect the presumption in favour of sustainable development, with clear policies that will guide how the presumption should be applied locally.

5.1.5 The Government's commitment to securing economic growth and to create jobs and prosperity is confirmed at paragraph 18 with an emphasis highlighted in paragraph 19 that planning should operate to encourage and not act as an impediment to assist sustainable economic growth. Local planning authorities

are required to plan proactively to meet the development needs of business and support an economy fit for the 21st Century.

5.1.6 Section 3 of the NPPF is headed "*Supporting a Prosperous Rural Economy*" and paragraph 28 identifies that planning policy should support economic growth in rural areas in order to create jobs and prosperity by taking a positive approach to sustainable new development

5.1.7 We consider that the National Planning Policy Framework fully supports the approval of the proposed development.

5.1.8 Section 6 of the NPPF is headed "*Delivering a wide choice of high quality homes*" and sets out the Government's policy in respect of housing delivery. There are various relevant paragraphs within Section 6 which we will quote and comment upon below

5.1.9 Paragraph 47 states:

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To boost significantly the supply of housing, local planning authorities should:

- use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period;
- identify and update annually a supply of specific deliverable¹¹ sites sufficient to provide five years worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land;
- identify a supply of specific, developable¹² sites or broad locations for growth, for years 6-10 and, where possible, for years 11-15;
- for market and affordable housing, illustrate the expected rate of housing delivery through a housing trajectory for the plan period and set out a housing implementation strategy for the full range of housing describing how they will maintain delivery of a five-year supply of housing land to meet their housing target; and
- set out their own approach to housing density to reflect local circumstances.

5.1.10 Given the Council's current housing land supply position and recent record of persistent under-delivery of housing over the last few years it is anticipated that Ribble Valley Borough Council would have to increase their buffer from the proposed 5% to 20% meaning that they should be able to demonstrate a six

year housing land supply. They are currently unable to do this and the provision of housing at The Moorcock Inn would help them achieve this requirement.

5.1.11 Paragraph 49 states:

Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.

5.1.12 Paragraph 51 identifies that local planning authorities should identify and bring back into residential use empty housing and buildings in line with local housing and empty home strategies and where appropriate acquire properties under compulsory purchase powers. This paragraph clearly identifies the opportunity for non residential buildings that are empty being brought into residential use and fully supports the proposed development in this application.

5.1.13 Paragraph 55 states:

To promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. For example, where there are groups of smaller settlements, development in one village may support services in a village nearby. Local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances such as:

- the essential need for a rural worker to live permanently at or near their place of work in the countryside, or*
- where such development would represent the optimal viable use of a heritage asset or would be appropriate enabling development to secure the future of heritage assets, or*
- where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting, or*
- the exceptional quality or innovative nature of the design of the dwelling*
Such a design should
 - be truly outstanding or innovative, helping to raise standards of design more generally in rural areas;*
 - reflect the highest standards in architecture;*
 - significantly enhance its immediate setting, and*
 - be sensitive to the defining characteristics of the local area.*

- 5.1.14 Clearly this paragraph identifies the general inappropriateness of developing isolated new homes in the countryside but does however identify a number of special circumstances where this can be justified; one of these is where the development would re-use redundant or disused buildings and lead to an enhancement to the immediate setting. Again this paragraph clearly supports the development proposed in this application.
- 5.1.15 Annexe 1 of the NPPF provides guidance on the implementation of the policies in the framework which are applicable from the day of publication clearly identifies that for the purpose of decision taking the policies in the local plan should not be considered out of date simply because they were adopted prior to the publication of this framework. However it goes on to state that the policies contained in this framework are material considerations which local planning authorities should take into account from the day of its publication and that plans need to be revised to take into account the policies in the framework. It goes on to state that for twelve months from the day of publication decision-takers may continue to give full weight to relevant policies adopted since 2004 where development plan documents are adopted in accordance with the Planning and Compulsory Purchase Act 2004 even if there is a limited degree of conflict with the framework. In other cases and following this twelve month period due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework; (the closer the policies in the plan to the policies in the framework, the greater weight that may be given) This is therefore of particular relevance when discussing the planning application in the context of the saved policies of the local plan because these were adopted before 2004.

New Homes Bonus Scheme

- 5.1.16 In addition to changes in policy, the Government has introduced a number of incentives to encourage new homes to be built. A key incentive is to the New Homes Bonus Scheme whereby local authorities are awarded a bonus council tax payment for six years on completion of every new dwelling. Our clients' proposal would clearly support the Council in obtaining this additional bonus payment.

5.2 Regional Planning Policy

Regional Spatial Strategy for the Northwest (2008)

- 5.2.1 The RSS was originally published in 2008 and its aim was to promote economic growth, regeneration and build sustainable communities. The importance and status of the RSS has recently been confirmed by legal challenges which have now confirmed the status of the RSS as part of the statutory development plan.
- 5.2.2 The RSS sets out a strategic planning and development framework for the northwest region. This framework takes into account the needs of the distinct areas across the region.

- 5.2.3 Policy DP4 of the RSS seeks to make the most appropriate use of existing resources and infrastructure through building on existing concentrations of activity and infrastructure which does not require new infrastructure or investment and where they do are appropriately phased to coincide with its provision and follow a sequential approach to the location of development.
- 5.2.4 Policy DP7 seeks to improve the environmental quality of proposals to improve design, which will also protect and enhance the historic environment and introduce green technology within new developments.
- 5.2.5 Policy DP9 takes part of DP7 further and stipulates that proposals should go some way and contribute to the reduction of the region's carbon dioxide emissions and take into account any future changes in carbon dioxide targets and economic/social changes due to climate change.
- 5.2.6 In making provision for development policy RDF1 of the RSS states that development plans and strategies should be based upon the considerations that are set out in the sub regional chapters. The sub regional priorities for the Ribble Valley are set out under policy CLCR1 which refers to policy RDF2, which states that proposals in the open countryside should be permitted where it involves the appropriate change of use of an existing building.
- 5.2.7 Policy L2 requires local authorities to develop an understanding of the local and sub regional housing markets by undertaking strategic housing market assessments. This is in order to adopt a comprehensive approach to influence housing supply to achieve a better match between supply and demand across all types, sizes, tenures and values:
- *Improve the quality of the region's housing stock*
 - *Support the housing market, restructuring and renewal and overcome the increasing issue of affordability and, finally,*
 - *Ensure the needs of the wider population, including housing need in local areas.*
- 5.2.8 Policy L4 requires local authorities to monitor and manage the availability of land identified in plans and through development control decisions in order to achieve the housing targets set out in table 7.1. Table 7.1 sets out an annual average rate of 161 dwellings per year for the Ribble Valley in order to meet a total net housing target of 2,900 over the period 2003 – 2021. At least 65% of the development is expected to be delivered on previously developed land. The figures set out at table 7.1 are not absolute targets and may be exceeded. The annual targets are also expected to continue for some years after 2021. This target figure has now been replaced with a figure of 200 dwellings per year.

5.3 Local Planning Policy

Ribble Valley District Wide Local Plan (1998)

5.3.1 The Ribble Valley District Wide Local Plan was adopted in 1998. The application site as shown on the local plan proposals map is located within an area designated as an Area of Outstanding Natural Beauty.

General Policies

Policy G1

5.3.2 Policy G1 sets out general considerations for all development proposals. It states that:

“Development proposals will be expected to provide a high standard of building design and landscape quality. Development which does so will be permitted unless it adversely affects the amenities of the surrounding area.”

5.3.3 The policy then goes on to set a number of criteria which planning applications will be determined against. These are:

a) *Development should be sympathetic to existing and proposed land uses in terms of its size, intensity and nature*

5.3.4 We consider that our clients' proposal to use the buildings for residential development is sympathetic to existing land uses and the intensity and nature of the proposed use is far less than the existing use.

b) *The likely scale and type of traffic generation will be assessed in relationship to the highway infrastructure and the proposed and existing public transport network. This will include safety, operational efficiency, amenity and environmental considerations.*

5.3.5 We do not consider that the proposed development will generate a significant amount of traffic and any traffic that is generated will be significantly less than that associated with the use of the property as a pub and hotel with conference facilities.

c) *Development should make adequate arrangements for car parking*

5.3.6 The proposal will incorporate sufficient private car parking spaces in line with national and local design guidance.

d) *A safe access should be provided which is suitable to accommodate the scale and type of traffic likely to be generated*

5.3.7 The existing vehicle access is more than adequate and the development will result in a significant reduction in the level of traffic from the site compared to the existing use

e) The density, layout and relationship between buildings is of major importance. Particular emphasis will be placed on visual appearance and the relationship to surroundings as well as the effect of development on existing amenities.

5.3.8 The proposed changes to the existing buildings will improve the visual aesthetic of the site when viewed from the immediate vicinity and will incorporate materials sympathetic not only to the existing retained parts of the building but to other similar properties along Slaidburn Road and the wider Borough.

f) Developments should provide adequate arrangements for servicing and public utilities.

5.3.9 The proposal will not need a significant investment or works to service the site by services or public utilities, given the fact that the existing building is already served by mains electricity and water. The proposal will incorporate a renewable primary heating system of either a ground or air source heat pump and will also be served by a private foul drainage treatment system.

g) Developments should provide adequate daylighting and privacy.

5.3.10 The proposed development provides adequate daylighting and privacy

h) Materials used should be sympathetic to the character of the area.

5.3.11 The materials will be sympathetic to the character of the area

i) Developments should not result in loss of important open space, including public and private playing fields

5.3.12 There will be no loss of important open space.

j) Developments should not damage SSSI's, Country Heritage Sites, Local Nature Reserves or sites of nature conservation importance.

5.3.13 The site is not within a SSSI, Country Heritage Site or a Local Nature reserve or any other site of nature conservation and will not have a negative impact on these.

k) Developments should not require culverting, artificial channelling or destruction of a watercourse. Wherever possible water courses should be maintained within a reasonable corridor or native vegetation.

5.3.14 The proposal does not involve the diverting or culverting of any watercourse.

- l) Developments should be economic in the use of land, water and aggregates and should not prejudice future development which would provide significant environmental and amenity improvements*

5.3.15 The development makes use of previously developed land and is economic in its use of land.

- m) Where it is the intention to rely upon a private water supply, developments should provide an adequate means of water supply which will not derogate the existing users.*

5.3.16 The site already has a water supply and the proposed development will use less water than the existing use.

Policy G5

5.3.17 Policy G5 sets out the criteria against which proposals outside the main settlement boundaries and village boundaries will be determined. The main policy consideration is that proposals are small in scale, as this is needed to protect the countryside from inappropriate development. The policy sets out five criteria to which development outside a main settlement boundary will be granted and of this list our clients' proposal strongly conforms to the following:

- i) Essential to the local economy or the social well being of the area,*
- v) Other small scale uses appropriate to a rural area which conform to the policies of this plan.*

5.3.18 We consider that our client's proposal conforms to the above as the proposal will benefit the local economy as the existing services provided within the villages of Waddington and Slaidburn will have an increased customer base to serve. It is likely that the works to convert the buildings will be undertaken by a local building contractor and the proposal will also therefore benefit the local economy in this way. We have also received correspondence from the Council in the form of email communication and pre-application enquiry response, that the Council are satisfied that the redevelopment of the site with a residential use is appropriate in principle subject to detail design. This correspondence also highlights concerns that the redevelopment of the site with an employment use is inappropriate on sustainability grounds.

Policy G8

5.3.19 Policy G8 is concerned with environmental considerations and sustainable development to improve the quality of life within the Borough. The policy states that it is the intention of the Council to take environmental matters into account when determining development proposals to protect the qualities of the plan area. It states that it is important to ensure the development causes no unnecessary or unjustifiable damage to the natural or built environment in order to maintain the Ribble Valley as an attractive place to live and visit.

When determining planning applications Councils will consider a number of items to help them achieve their aims with this policy and of this list our client's proposal strongly conforms to the following:

- f) *encourage the use of both materials from renewable sources and energy conservation concepts in the design of new buildings and the improvement and conversion of existing buildings. To achieve a sustainable pattern of development by both conserving resources and reducing the emission of green house gases through exhaust emissions.*
- k) *strengthen existing town and village centres which offer a range of everyday community shopping and employment opportunities by protecting and enhancing their viability and vitality.*

Environment

Policy ENV1

5.3.20 Policy ENV1 concerns the Area of Outstanding Natural Beauty and states:

"The landscape and character of the Forest of Bowland Area of Outstanding Natural Beauty will be protected, conserved and enhanced. In addition development will also need to contribute to the conservation of the natural beauty of the area. The environmental effects of proposals will be a major consideration and the design, materials, scale, massing and landscaping of development will be important factors in deciding planning applications. The protection, conservation and enhancement of the natural environment will be the most important considerations in the assessment of any development proposal. Regard will also be had to the economic and social well-being of the area".

5.3.21 Paragraph 4.2.6 of the policy goes on to state that the principle duties of local planning authorities who administer this area are the conservation and enhancement of its natural beauty. However, it is further stated in this paragraph that, *"This does not mean that no development will be allowed in the area. Where possible new development will be accommodated through the re-use of existing buildings, which in most cases is more appropriate than new build."*

5.3.22 We consider that our client's proposal conforms to the above policy as the proposal will improve the visual aesthetic of the site when viewed from the immediate vicinity. As mentioned, the modern unattractive additions and extensions would be removed by this proposal and we therefore consider that, the AONB can only be enhanced by this proposal. The development will be completed in materials that are more sympathetic to existing buildings within the local area and also to the existing buildings that comprise the site. The proposal will incorporate renewable and green technologies in the form of roof mounted solar photovoltaic panels to provide electricity and a ground or air source heat pump primary heating system. By converting the existing buildings the proposal makes use of an existing group of buildings therefore

making an effective use of land whilst providing the Council with two additional homes, helping them to achieve the national and local targets.

Policy ENV24

- 5.3.23 Policy ENV24 is a policy concerning the benefits to the environment of providing renewable energy sources within proposals. The policy acknowledges the important role in which renewable energy sources can help to reduce carbon emissions and contribute to on-going energy needs. We would consider that the small scale solar PV panel installation and a ground or air source heat pump primary heating system proposed as part of this development demonstrate that our client's proposal conforms to this policy without having a significant detrimental effect onto the local area.

Housing

Policy H2

- 5.3.24 Policy H2 is a policy concerning developments outside the settlement boundaries and gives criteria for the consideration of residential proposals within these areas. Of these criteria our client's proposal strongly conforms to criteria 2, which states:

"The appropriate conversion of buildings to dwellings, provided they are suitably located and their form, bulk and general design are in keeping with their surroundings. The buildings must also be structurally sound and capable of conversion without the need for complete or substantial reconstruction "

- 5.3.25 The details of the conversion can be seen on the proposed plans that accompany the planning application which demonstrate that the scheme has been drawn up with respect given to the size and form of the existing buildings. As already mentioned the proposal will see the removal of some of the unattractive modern additions. The net result of which will be a conversion scheme that is sympathetic, not only the existing buildings of the application site but to other properties within the immediate area. We would also consider that whilst the existing buildings to which this proposal relates have fallen into disrepair we consider that the buildings are structurally sound and are capable of conversion.

Policy H15

- 5.3.26 Policy H15 is a policy concerning the location of buildings proposed to be converted. The aim of the policy is to limit the numbers of isolated buildings being converted as this can damage the landscape and lead to a degree of urbanisation. The policy states that planning permission will be granted for the conversion of buildings to dwellings in situations where:

- (i) *There need be no necessary expenditure by public authorities, utilities on the provision of infrastructure,*

- (ii) *There will be no materially damaging affect on the landscape qualities of the area;*
- (iii) *There would be no unacceptable harm to nature conservation interests;*
- (iv) *There would be no detrimental effect on the rural economy;*
- (v) *Within the AONB the proposal should be consistent with the conservation of the natural beauty of the area.*

5.3.27 We consider that our client's proposal strongly conforms to the above criteria, as it is not expected that there would be significant cost expended by any public authorities or service providers given that the existing buildings affected by this proposal are located close to the main public highway and that the existing buildings already have water and electricity supplies. The scheme will utilise existing private foul and surface water drainage system. The development will see the installation of a renewable primary heating system, such as a ground source heat pump to serve the individual properties; again reducing the expenditure by public authorities to connect to additional services. It is not considered that there will be any damage on the landscape qualities of the area or any harm to nature conservation interests as the proposal will see the development and conversion of a redundant group of buildings which have fallen into disrepair. It is considered the proposal will improve the visual impact on the surrounding area. The proposal will be development on brownfield land. Finally, it is not considered that the conversion of the buildings into three separate residential dwellings would have a detrimental effect on the rural economy as the pub/hotel business that was formally run at this site has now ceased operation, as it was no longer economically viable. We believe that the closure of the premises has and will continue to have a beneficial effect on surrounding businesses with a similar use by reducing the level of competition within the market and provide some safeguards to their future.

Policy H16

5.3.28 Policy H16 is a policy relating to the buildings being converted, with the overall aim of the policy to enhance and protect the natural beauty of the Borough. The policy sets out four criteria which if adhered to, planning applications for the conversion of buildings to dwellings, would be approved. We would consider that our client's proposal conforms to all of these criteria, which I have sought to list below:

- (a) *The building is structurally sound and capable of conversion for the proposed use without the need for extensive building or major alterations which would adversely affect the character or appearance of the building, the Council would require a structural survey is submitted with all planning applications. This should include plans of any re-building which is proposed,*

- (b) *The building is of sufficient size to provide for minimal living accommodation without the need for further extensions which would harm the character or appearance of the building;*
- (c) *The character of the building and its materials are appropriate to its surroundings and the building is worthy of retention because of its intrinsic interest or potential or its contribution to its setting,*
- (d) *The building, if provided under permitted development rights, has a genuine history of use for agriculture or another rural enterprise.*

5.3.29 We consider that the proposal fully conforms with the criteria set out in policy H16. The development site comprises a range of buildings, all of which are structurally sound and capable of conversion and whilst there are extensive alterations proposed in the form of demolition and partial new build these alterations do not adversely affect the character or appearance of the building and communication with Colin Sharpe prior to this planning application being prepared and submitted confirmed that a structural assessment of the buildings would not be required and that the same degree of adherence to policies H16 and H17 would not be appropriate, given the nature of the buildings it is proposed to convert, which are not traditional agricultural buildings.

5.3.30 While an element of extension is proposed overall the footprint of the existing development is significantly reduced and the character of the building is improved by the choice of materials proposed in the alteration works. In accordance with the pre-application advice that we have received indicating the Council's assessment that the building might be worthy of retention, which is contrary to earlier pre-application advice indicating that the demolition of the building would also be acceptable, we have provided an assessment of the history of the buildings at the site in a Heritage Statement. The conclusion of the Heritage Statement is that the buildings do not form a significant heritage asset worthy of protection and so whilst we are proposing its conversion/redevelopment in this application we do not believe that its replacement would be an unacceptable alternative. The building is clearly not one that was provided under permitted development rights and it is not an agricultural building.

5.3.31 The policy goes on to say in paragraph 5.13.13 that protected animal species such as bats or owls, often roost in rural buildings and that if that is the case the application will also be assessed under policy ENV7 of the local plan. We have engaged the services of a licensed ecologist and chartered surveyor to carry out a protected species survey. The survey found no evidence of any roosting bats or owls and we have enclosed multiple copies of the survey with this application. We do not consider therefore that this proposal is subject to being assessed against policy ENV7.

Policy H17

5.3.32 Policy H17 is a policy relating to the design of converted buildings and states:

Planning permission for the conversion of buildings will be granted providing:

- (a) The design of the conversion is of a high standard and is in keeping with local tradition, particularly in terms of materials, geometric form and window and door openings,*
- (b) The impact of the development or the effects of the creation of a garden area, together with any garaging or car parking facilities or other additions will not harm the appearance or function of the area in which it is situated;*
- (c) Access to the site should be to a safe standard, or should be capable of being improved to a safe standard without harming the appearance of the area.*

5.3.33 This policy acknowledges that good design can help protect the rural environment. We consider that the proposed redevelopment of The Moorcock Inn conforms to the criteria listed above and the design we believe is of a high standard and is in keeping with the local tradition, particularly in terms of materials, geometric form and window and door openings. The creation of garden areas, garaging and ancillary facilities is all within the brownfield site that the range of the buildings that form The Moorcock Inn occupies. There is an existing safe access, the use of which will be significantly reduced as a consequence of the approval of this proposed development.

5.3.34 Whilst we note that there is extensive detailed guidance within the paragraphs that follow the above mentioned policy these all relate directly to traditional agricultural buildings and cannot be used to inform the conversion or alteration of The Moorcock Inn, which is clearly not a traditional farm building

Employment

5.3.35 Policy EMP11 is a policy relating to proposals which see the conversion or redevelopment of buildings which have industrial or employment use. The policy states five criteria to which any proposals for the conversion or redevelopment or industrial or employment sites will be assessed which are as follows:

- i) The provision of policy G1.*
- ii) The compatibility of the proposal with other policies of this plan*
- iii) The environmental benefits to be gained by the community*

- iv) *The potential economic and social damage caused by loss of jobs in the community.*
- v) *Any attempts that have been made to secure an alternative employment generating use.*

5.3.36 We are satisfied that the proposed redevelopment of The Moorcock Inn to provide three dwellings conforms to the requirements of policy G1, the proposal is compatible with other policies of the local plan and we consider that bringing these buildings back into use and their redevelopment does provide environmental benefits to the community. The business has operated at a loss for a number of years prior to closure and the loss of The Moorcock Inn will probably have resulted in an improvement in trade for the hostelrys of Slaidburn and Waddington, which are more sustainably located for access by the local community concerned.

5.3.37 Our clients have had The Moorcock Inn on the market for circa 18 months and there has been no serious expressions of interest or offers for the property for any use whatsoever, commercial or residential and in any event we consider the re-use of the property at this site for commercial purposes to be inappropriate and unsustainable, given its remote rural location. In this regard we believe that the reasons for refusal by Ribble Valley Borough Council's Planning and Development Committee of a proposal for a new hotel between Sawley and Gisburn confirms the inappropriateness of these types of facilities in relatively remote rural locations. The creation of three dwellings will significantly reduce the vehicle movements associated with the use of this site and this strongly supports the approval of the application from a sustainability point of view

5.3.38 Notwithstanding our comments above and the fact that we believe that the proposal conforms to policy EMP11 we have to question the relevance of policy EMP11 in light of the publication of the NPPF which clearly takes precedence over local plan policies that pre-date 2004. I would draw your attention to paragraph 55 of the NPPF which clearly supports the re-use of buildings in isolated rural locations for residential use without any precondition that these should be made available for commercial use in the first instance.

5.4 Other material considerations

Ribble Valley Borough Council Annual Monitoring Report 2011

5.4.1 The Annual Monitoring Report (AMR) 2011 covers the period 1st April, 2010 to 31 March 2011. One of the Core Output Indicators addresses net additional dwellings (in previous years, for the reporting year and in future years). The housing trajectory shows that there have been 375 net additional dwellings over the previous 5-year period, there have been 69 net additional dwellings for the current year, there is a projected 1,869 net additional dwellings required up to the end of the relevant development plan period, the annual net additional dwelling requirement is 161 per annum to 2021 and an annual

average number of 187 net additional dwellings are needed per year to meet overall housing requirements, having regard to previous years performance. The adjusted target of 187 per year (for the remainder of the plan period) takes into account the actual completions set against the RSS requirement to highlight the level of development that must occur for these RSS targets to be achieved.

- 5.4.2 Another of the Core Output Indicators is *"Plan period and housing targets"* and this shows that as at 31 March 2011 (taking into account permissions and completions to this date) RVBC has a 2.9 year supply of housing land. Further monitoring since this time has since shown that as at 31 October 2011, Ribble Valley Borough Council can demonstrate a 3.3 year supply of housing.
- 5.4.3 One of the Core Output Indicators states that there remains a high percentage of dwellings being constructed at a density of 50 dwellings per hectare and above. During the monitoring period, this was inline with the aims of PPS3 as high density development makes better use of land. Since the monitoring period, the new coalition government has revised PPS3 and removed the density targets.
- 5.4.4 One of the Core Output Indicators relates to the identified supply and the supply of deliverable sites over 5 years (Housing Land Availability Survey April 2011). It shows the sites under construction to be 166 and the deliverable permissions (discounted by 10% slippage allowance but including affordable units) to be 389. The total supply is 555 which equates to 2.9 years supply at a 5 year adjusted rate at 01.04.11
- 5.4.5 A local indicator relates to the number of new dwellings approved and states that *"In 2008, the housing restraint policy was removed. This policy, which came into effect in 2002, heavily restricted open market housing. This was introduced to combat an oversupply of housing in the borough and previous AMRs shows that it was evident that this approach worked towards correcting this situation. Of the 388 dwellings that have been approved over the current monitoring period, 283 were on the open market and the remaining 55 were for affordable residential development."*
- 5.4.6 The Council had a Planning Committee meeting on 2 February 2012 to discuss a report prepared by the forward planning department in respect of the Core Strategy on Housing Requirements the purpose of which was to consider and agree the strategic housing requirement for Ribble Valley. The outcome of the meeting was that the Council chose to adopt a housing target of 4,000 houses for the plan period or 200 per annum. The effect of this is to reduce the Council's supply of housing and to increase the annual requirement.

6. PRE-APPLICATION RESPONSES

- 6.1 The Council have been consulted in respect of three different proposals for the site at The Moorcock Inn. Firstly they were consulted on a proposal which envisaged the demolition of The Moorcock Inn and its replacement with a

single large executive dwelling located more centrally at the applicant's landholding. They were then consulted with a proposal to use the public house for industrial use (B1 and B8) ancillary office and a dwelling house for the owner, including extensions, alterations and a new roof, and finally the Council were consulted with a proposal to convert/redevelop The Moorcock Inn to provide a total of three dwellings.

- 6.2 We attach at Appendix 1 the Council's written responses in connection with these pre-application enquiries and will comment on these below:
- 6.3 In respect of the first proposal the only responses that we have are two email communications between Janet Dixon who submitted the pre-application enquiry and Colin Sharpe in January 2011. Janet Dixon seeks to confirm her understanding of the verbal advice that was given at a meeting with Colin.
- 6.4 In the email Mrs Dixon confirms that the principle of demolishing The Moorcock Inn was agreed and goes on to say that Colin accepted the building was of no historic merit, accepting that the property was largely rebuilt in 1968/69 following a substantial fire (we now believe that this date of the fire was later than the date specified in the email and was more likely to be in the mid 70's) The email confirmed that the business ceased trading and that it had been running at a loss since it was purchased by the current owners. Clearly the discussion that took place revolved around the repositioning of a substantial new dwelling away from the road, on the car park area and that any such proposal would be assessed in terms of the size, design and consequently the impact of the proposal on the landscape relative to the buildings that already exist at The Moorcock Inn, which it would replace.
- 6.5 In his response Colin Sharpe confirmed that the email was a reasonable summary of the verbal advice that he had given with a minor point of clarification that he could not accept that Janet Dixon would be able to provide evidence that the business had been trading at a loss since it was purchased by the current owners because he did not know what evidence she had.
- 6.6 In respect of the proposal to convert The Moorcock Inn for light industrial use (B1 and B8) as well as a residential dwelling for the business owner, on balance the advice was supportive of the proposal however most interestingly in connection with this planning application the sustainability or otherwise of locating an employment generating use in the location of The Moorcock Inn was brought into question through reference to both policy EC6 which emphasises that the countryside should be protected and that economic development in open countryside away from existing settlements should be strictly controlled and policy EC10 which relates to all planning applications for economic development and highlights that local authorities should adopt the positive and constructive approach to such applications, however they should be assessed against a number of criteria such as limiting carbon emissions, accessibility for the development and choice of means of transport and consideration as to whether the proposal secures a high quality and inclusive design.

- 6.7 We note that the traffic engineer did not raise objections in principle to the proposal due to the fact that the proposal would still generate less vehicle movements than the public house when it was trading. However Mr Sharpe expressed concerns that the proposal would have arguably relocated a business from a more sustainable location within Clitheroe to a more isolated rural location which would perhaps be the most important consideration in the determination of any formal planning application for the proposal. He went on to state *"I accept however, that a counter argument would be the fact that the location of the site could be described as unsustainable whatever its use (including its existing authorised use as a public house/restaurant)."* Surely the argument to reuse the site for a use which generates significantly less vehicle movements and is therefore more sustainable i.e. residential development has to be supported in light of these pre-application comments.
- 6.8 With regard to the pre-application response, specifically in connection with the conversion of The Moorcock Inn to provide three dwellings, we believe that we have fully satisfied the policy criteria identified. We note that there was comment from Mr Dowd with regard to the possible historic importance of The Moorcock Inn and questions as to its heritage asset status. We have submitted a brief Heritage Asset Statement with the application and therefore the planning application which concludes that due to the changes that have taken place to the buildings over a number of years and a significant fire that took place in the mid 1970's the building does not warrant any special protection. For the avoidance of doubt notwithstanding the comments that have been made in the pre-application response which related to a possible second application for the demolition of the existing buildings and the erection of new build dwellings we have come to the same view that Colin Sharpe came to in the original pre-application consultation that the existing buildings are not of such importance that their demolition should be resisted on grounds of heritage asset status.

7. SIMILAR DEVELOPMENT APPROVED WITHIN THE BOROUGH

- 7.1 In support of the above application we make reference to planning application numbers 3/2009/0119 and 3/2010/0216 which refer to the redevelopment of the De Tabley Arms in Ribchester, and were approved with conditions on the 24th June 2009 and 28th May 2010 respectively. Both applications see the approval of the proposed conversion of a restaurant/pub business into private residential properties.
- 7.2 The circumstances and principle of both of the above applications are clearly similar to that of our client's proposal, and in respect of the proposed alterations in this proposal, we include an extract from a delegated item file report in relation to application reference 3/2010/0216:

"The remaining consideration therefore is visual impact and the works do involve some major changes – particularly in respect of the demolition of a 'slice' through the frontage building. However, it is considered that such works would not prove significantly detrimental to either the street scene or

character of the building. The majority of other alterations to the structure are to its rear and involve the demolition of sections that link the roadside building to the former barn to its rear and provision of projecting two storey gables and single storey lean-tos. In assessing these elements I am mindful of Policies H16 and H17 and, in this particular instance, do not consider that these additions would (when balanced against the miscellany of existing rear extensions) adversely affect the character or appearance of this building."

7.3 Clearly this extract and the granting of approval for the above mentioned applications establish very clearly the principle of conversion in this instance.

8. SUMMARY AND CONCLUSIONS

8.1 The development proposes the conversion and redevelopment of a redundant former public house and hotel with conference facilities, into three private residential dwellings. The Council have made it clear from the pre-application enquiry specific to this proposal that that in principle such a proposal is acceptable subject to detailed design.

8.2 The proposed development will see the demolition of modern and unattractive additions with new sections of built form constructed in similar materials and style to the retained sections. The scheme will also see the retention of some of the existing property and the existing fenestration will be relatively unaltered with only a minimal number of proposed openings in the existing external walls. The scheme will incorporate an improvement to the existing details by removing the concrete interlocking roof tiles and replacing them with natural blue slate tiles.

8.3 The Council cannot demonstrate a five year housing land supply and has to show this plus 20% in accordance with the NPPF, the conversion/redevelopment of The Moorcock Inn will contribute to meeting this target.

8.4 The NPPF clearly supports the conversion/redevelopment of The Moorcock Inn to residential use and does not set out any pre-requirement to consider alternative commercial use and in any event promoting further commercial use in this location is entirely inappropriate due to the lack of sustainability.

8.5 We have clearly demonstrated within this Planning Statement that the proposed development satisfies all of the relevant local plan policies and also accords to the relevant regional and national planning guidance. We have provided an example of a similar development in the Borough which has been approved at The De Tabley at Ribchester and the Council's recent refusal of a proposed hotel development near Gisburn confirms the sustainability problems with commercial reuse of the buildings and again in our opinion clearly support the approval of this proposal.

Signed..........Date.....11.4.2012.....

Gary Hoerty BSc (Hons) MRICS FAAV

320120356P

APPENDIX 1

Pre-application responses

From: Colin Sharpe [mailto:Colin.Sharpe@ribblevalley.gov.uk]

Sent: 31 January 2011 10:48

To: barbara@jdixontownplanners.co.uk

Subject: RE: Moorcock Inn, Slaidburn Road, Waddington

320120356P

Dear Janet

I confirm that your email is a reasonable summary of the verbal advice that I have given in respect of this pre-application enquiry. Just a minor point of clarification - I cannot really categorically "accept that (you) can provide evidence that the business has been trading at a loss since it was purchased by the current owners" because I don't know what evidence you have. Such information should either be submitted with any formal planning application (possibly with a request from yourselves that it be kept confidential) or alternatively, you could show me that information if we arrange to have a meeting (for which you have already paid) at the time of submission of any formal application.

I must, however, as always, point out that my verbal comments (as confirmed by this exchange of emails) were given at officer level only, and are without prejudice to the Council's formal consideration and determination of any planning applications that are submitted.

Regards,
Colin Sharpe (Senior Planning Officer)

From: Barbara Morris [mailto:barbara@jdixontownplanners.co.uk]

Sent: 28 January 2011 13:55

To: Colin Sharpe

Cc: andrewt@wovenart.co.uk

Subject: Re: Moorcock Inn, Slaidburn Road, Waddington BB7 3AA

Pre-Application Advice regarding the demolition of the Moorcock Inn and erection of one dwelling and associated domestic outbuildings within its curtilage.

Dear Colin,

I refer to pre-application advice requested on the 6th December, to our subsequent telephone discussion and to the meeting last week at which your verbal advice was given. The purpose of this e-mail is to confirm what we understand to be your verbal pre-application advice and you will no doubt return our e-mail with your comments.

The principle of demolishing the Moorcock Inn was agreed. You accepted that the building was of no historic merit excepting that the property was largely rebuilt in 1968/1969 following a substantial fire. You accept that the business has ceased trading and that the premises are closed. You accept that we can provide evidence that the business has been trading at a loss since it was purchased by the current owners. In accordance with Council Policy you would need to see evidence that the property has been marketed for commercial purposes and that no realistic offers have been made. As there is already a self contained dwelling within the building for which separate residential Council Tax is paid, you would accept that a residential reuse of the site is appropriate. A new dwelling could be repositioned away from the road possibly on the car park area. Such a new dwelling would be assessed on the basis of its size, design and consequently its impact on the landscape relative to the buildings at the Moorcock Inn that it would replace. The aim would be to enhance the character and appearance of this part of the 'Area of Outstanding Natural Beauty'.

I will be grateful if you would confirm that this is a reasonable assessment of your pre-application advice.

Kind regards

Yours sincerely

Janet Dixon

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RIBBLE VALLEY BOROUGH COUNCIL

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date: 12 October 2011

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Dear Janet

PRE-APPLICATION ENQUIRY RELATING TO THE PROPOSED CHANGE OF USE FROM PUBLIC HOUSE TO INDUSTRIAL USE (B1 AND B8) ANCILLARY OFFICE AND HOUSE FOR THE OWNER, INCLUDING EXTENSIONS, ALTERATIONS AND NEW ROOF AT THE MOORCOCK INN, SLAIDBURN ROAD, WADDINGTON

This is the Council's formal written response to your pre-application enquiry as described above. I apologise for the delay in sending this response to your enquiry

I confirm that I have carried out an unaccompanied site visit, and that I have obtained the comments of the Head of Regeneration and Housing on planning policy issues, and the comments of a Lancashire County Council Senior Traffic Engineer in relation to highway safety considerations

I agree with your own comment in your request for pre-application advice that "this is a unique proposal which does not neatly fit within normal planning policies". In order to deal quickly and easily with one particular policy consideration, however, I also agree with your own conclusion that, as there is one house within the existing building, and there will still be one residential unit as a result of the proposal (albeit enlarged and in a different position) there is no objection to the proposal in relation to Housing Policies/Guidance.

With regards to other policy considerations, the site is in an isolated location a considerable distance outside any Settlement Boundary, and is within the Forest of Bowland Area of Outstanding Natural Beauty. Policy G5 of the Local Plan states that, "outside the main settlement boundaries and the village boundaries, planning permission will only be granted for small-scale developments that fall within any of five specified categories. One of those categories relates to developments that are "essential to the local economy or the social wellbeing of the area" and another relates to "other small-scale uses appropriate to a rural area which conform to the policies of the plan"

I would therefore just comment at this point, that it could be argued that the proposal would accord with the general requirements of Policy G5. This, of course, still leaves many detailed considerations to be made

Policy ENV1 states that the landscape and character of the AONB will be protected, conserved and enhanced; and that the environmental effects of proposals will be a major consideration and the design, materials, scale, massing and landscaping of the development would be important factors in deciding planning applications

At my site visit, I noted that the building is presently vacant and is deteriorating in condition and appearance over time. The view of the rear of the building from the existing car park and surrounding land is particularly unattractive and detrimental to the appearance of the AONB

The proposal to extend/alter the building to incorporate an industrial unit is unusual, but (as shown on your illustrative drawings and photographs) it would not extend beyond the existing limits of the built form in any direction. With due care in its design and external materials, I consider that the building could be extended/altered without undue harm to the appearance of the AONB. I would, however, draw your attention specifically to the word "enhanced" in Policy ENV1. Whilst the building in its existing form might not be particularly attractive, I do not consider that a standard industrial type structure that would be acceptable/appropriate on an industrial estate would be appropriate here, as it would not "enhance" the appearance of the building itself or the AONB. Additionally, with regards to protecting and enhancing the appearance of the AONB, the Council would not expect the car park at the rear of the building to be used for outside storage purposes or for the parking of an excessive number of commercial vehicles.

The northern boundary of the site is close to an area falling under Policy ENV9 of the Local Plan which relates to County Biological Heritage sites or Local Nature Reserves and emphasises that consideration needs to be given to any potential effects of development adjacent to such areas. I do not consider that the proposal would have any effects upon the adjoining designated site. However, I would advise you that the decision might be taken to consult Lancashire County Council on any formal planning application in relation to this specific consideration.

As the proposal could be considered to be a conversion of a rural building, Policy EMP9 is applicable. This Policy emphasises that any conversion for employment generating uses should consider issues of disturbance; that alterations should respect the character of the building; that the operation of the building should not adversely affect the area; that access should be safe and that conversions should be of a high visual standard.

Relevant National Policy is comprised in PPS4: Planning for Sustainable Economic Growth, some of the policies of which are examined/discussed below.

Policy EC6 relates to planning for economic growth in rural areas. It emphasises that the countryside should be protected and that economic development in open countryside away from existing settlements should be strictly controlled. However it also states that the conversion and re-use of appropriately located and suitably constructed existing buildings for economic development could be supported.

Policy EC10 relates to all planning applications for economic development and emphasises that LPAs should adopt a positive and constructive approach to such applications and be assessed against the following impacts:

- Limit carbon emissions and vulnerability to climate change;
- Consider the accessibility of the development to a choice of means of transport and its effect on local transport levels;
- Consider whether the proposal secures a high quality and inclusive design
- The impact on economic and physical regeneration and
- The impact on local employment

Policy EC11 goes on to state that such applications should consider carefully market and economic information alongside other considerations; take full account of longer term benefits and whether the proposals help meet any wider objectives of the development plan.

Policy EC12 gives more information. It states that the re-use of buildings in the countryside for economic development will be preferable. It goes on to state that small scale economic development can be supported where it provides that most sustainable option in villages and other locations, that are remote from local service centres, recognising that a site may be an acceptable location for development even though it may not be readily accessible by public transport. Also important is the statement that planning applications for the conversion and re-use of existing buildings in the countryside for economic development can be approved where the benefits outweigh the harm in terms of these factors:

- The potential impact on the countryside, landscape and wildlife;

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- The local economic and social needs and opportunities;
- Settlement patterns and the level of accessibility to service centres, markets and housing;
- The need to conserve heritage assets;
- The suitability of the building(s), and of different scales, for re-use recognising that replacement of buildings should be favoured where this would result in a more acceptable and sustainable development than might be achieved through conversion

The Traffic Engineer has stated that he has no objections in principle to this proposal as he considers that traffic generation is likely to be less than when the public house was fully trading; the existing access on to Slaidburn Road is acceptable for the proposed use; and that a more than adequate manoeuvring area is available in the form of the existing car park at the rear of the building.

Therefore, in summary, whilst the position of the site away from any settlement and within the AONB would impose stringent considerations in relation to a development of this kind, both local and national policies do not forbid economic development in such locations. The proposal does, however, involve the relocation of a business from an arguably more sustainable location within Clitheroe to a more isolated rural location. This would perhaps be the most important consideration in the determination of any formal planning application for this proposal. I accept, however, that a counter argument would be the fact that the location of the site could be described as unsustainable whatever its use (including its existing authorised use as a public house/restaurant)

Therefore, as we both accept, this is somewhat of a unique proposal that does not neatly fit within normal planning policies. However, having examined those policies in detail, I conclude that, given the right attention to detail, a favourable decision could be made by the Local Planning Authority in relation to a formal planning application for this proposed development. However, as you are aware, this letter is written at officer level only and is entirely without prejudice to the Council's formal determination of any planning application that is submitted.

Yours sincerely

COLIN SHARPE
SENIOR PLANNING OFFICER

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Dear Gary

PROPOSED CONVERSION/RE-DEVELOPMENT OF THE MOORCOCK INN, SLAIDBURN ROAD, WADDINGTON TO FORM THREE DWELLINGS

This letter and its enclosure comprise the Council's formal written response to your pre-application enquiry as described above.

As I have informed you, I consulted the Regeneration and Housing Manager on this enquiry, and I received a memo comprising a very comprehensive response from one of his officers. I have enclosed that memo and will comment upon it below as I consider to be appropriate and necessary.

In relation to paragraph 5 of the memo, I confirm that the threshold in relation to any requirement for affordable housing has now been raised to five units.

In relation to paragraph 7 of the memo, I am aware from dealing with previous pre-application enquiries relating to this site that evidence is available to support any claim by the applicant that the requirements of Policy EMP11 would not be contravened.

You will note the conclusion of the memo that, subject to the various comments made within the memo including a requirement for evidence of the unsuitability as a future employment site, the suitable conversion of the building to form three dwellings could be supported. I concur with that conclusion.

Whilst the question was not specifically asked in this pre-application enquiry, we have discussed a hypothetical question along the following lines:

If planning permission was granted for the conversion of this building into three dwellings, and then a subsequent application was submitted to demolish the building and erect three new-build dwellings, would that second application, in those specific circumstances, be acceptable in principle in policy terms?

I have discussed this with the officer who composed the enclosed memo. As a result of that discussion, I would inform you that, any such second application would **not** be considered to be acceptable in principle. The reason for this is that Policy H2 allows conversions of existing buildings in the open countryside but does not allow for demolition and rebuilding to form dwellings.

Returning to the actual pre-application enquiry, I trust that you will find the content of the enclosed memo and this letter of assistance. As always, I must point out, however, that both the memo and the letter are written at officer level only and are entirely without prejudice to the Council's formal consideration of any planning application that might be submitted

Yours sincerely



COLIN SHARPE
SENIOR PLANNING OFFICER

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Memo

320120356P

From: PHILIP DAGNALL

To: Colin Sharpe

cc: Colin Hirst

Ref: Ext: 4570

Date: 9-1-12

Re: Pre APPLICATION COMMENTS Re CONVERSION /DEMOLITION of MOORCOCK
INN NEAR WADDINGTON and REPLACEMENT WITH NEW DWELLINGS

Dear Colin,

Brief Description of Proposal

From the information supplied the proposal is to convert and alter the existing Inn buildings, to include demolition and extensions, in order to provide three units of residential accommodation. The Inn lies on the western side of Slaiburn Road, Waddington in an isolated location within the Bowland AONB. The buildings appear to currently not be in use.

Policy Context.

1. The site lies within the AONB and is therefore subject to DWLP policies G5 and ENV1 and also policy H2 relating to dwellings in the Open Countryside. In terms of conversion policies H15 to H17 are relevant. In terms of the history of the buildings as a rural commercial property EMP11 loss of employment land is also relevant. As the proposal appears to relate to the creation of three dwellings the issue of affordable housing in relation to policy H21 and the associated Affordable Housing Memorandum of Understanding (AHMU) also need to be considered. It is also possible that there may be issues relating to the buildings as potential heritage assets, about which Adrian Dowd will supply comments.

2. G5 indicates that consent for development will only be granted for small-scale development and that the following tests also apply:

- Sites essential to the local economy or;
- Those needed for the purpose of agriculture or forestry or;
- Sites developed for local needs housing (subject to policy H20) or;
- Small scale tourism developments and small scale recreational developments appropriate to a rural area or;

- Other small scale uses appropriate to a rural area (see policy RT1) or;
- Other small scale uses appropriate to a rural area which conform to the policies of the plan

3. ENV1 deals with the conservation and enhancement of the AONB. It refers to development needing to contribute to the conservation of the area and that the environmental effects of proposals are a major consideration and further, that the design, materials, massing, scale and landscaping of development will be important factors in deciding applications. It also states that the protection, conservation and enhancement of the natural environment will be the most important considerations in the assessment of any proposal.

4. Policy H2 (Dwellings in the Open Countryside) states that outside settlement boundaries residential development will be limited to:

- development essential for the purposes of agriculture or forestry or other uses wholly appropriate to the rural area
- the appropriate conversion of buildings to dwellings, provided they are suitably located and their form etc are in keeping with their surroundings. Buildings must also be structurally sound and capable of conversion without the need for complete or substantial reconstruction. This policy then also refers to policies H15 to H17 for further detail
- Residential development specifically intended to meet a local need

It should also be borne in mind that policies G5 and H2 should be balanced against national policy PPS3 outlined below (9 to 11).

5. H21 and the AHMU indicate that at present within a development of 3 dwellings (or sites of greater than 0.1 hectare) the Council would seek 30% affordable housing provision. The Council would however consider a reduction to 20% if convincing supporting evidence, including a viability assessment, was provided. However it is important to note that the AHMU is at present subject to possible amendment, including the above threshold, which potentially could be raised to 5 units. You should liaise with Rachael Stott regarding this matter. I note that the proposer considers that the site already can be partly regarded as a residence, however it could be considered that the residential occupation of the buildings has been ancillary to its main use as an Inn and therefore the proposal does include the creation of three new dwellings, ie not three new units plus an existing unit. Therefore under current thresholds the affordable housing "trigger" would potentially apply.

6. H15 to H17 relate to the site as the proposal mentions their conversion. H15 again emphasises that conversions must not materially damage the landscape and nature conservation qualities of the area while H16 emphasises that the buildings must be capable of conversion without major alterations that would adversely affect the character or appearance of the building and that the building should have a history of use as a rural enterprise. This policy also emphasises that the building should be worthy of retention because of its intrinsic interest or potential or its contribution to its setting. Adrian Dowd's comments may be relevant here in relation to PPS5. H17 deals with design and access matters and underlines the importance of the appearance of the building in its setting, which relates back to AONB policies above.

7. As commercial premises the Inn also could be seen to be within DWLP policy EMP11 as an employment generating site and also national policy PPS4. The site forms part of the economic land resource of the Borough and, given its position in one of the more deeply rural parts of the Borough, the potential loss of such employment sites is a significant consideration. EMP11 relates to the conversion or redevelopment of industrial or employment generating sites and lays out a series of criteria against which applications will be judged. These include:

- the environmental benefits to be gained by the community
- the potential economic and social damage caused by the loss of jobs in the community
- any attempts that have been made to secure an alternative employment generating use for the site

8. In addition PPS4 Planning for Sustainable Economic Growth includes rural commercial uses such as Inns and within policy EC6 (Planning for Economic Development in Rural Areas) supports the re use of appropriately located existing buildings in the countryside for economic development while also EC12 (Determining Planning Applications for Economic Development in Rural Areas) (bullet c) emphasises the need to take account of the supply of employment sites when considering applications that involve the loss of economic activity.

9. Also of relevance to the housing aspect is National Planning Policy Statement 3 (PPS3) para 71 which states that in the absence of a five year supply of deliverable housing sites, which is the current position within the Borough, planning applications for housing should be considered favourably having regard to the wider policies within the PPS and including criteria in PPS3 para 69.

10. PPS3 Paragraph 69 states that, in deciding planning applications Local Planning Authorities should have regard to, (among other issues):

- The suitability of a site for housing, including its environmental sustainability
- Using land effectively and efficiently and;
- Ensuring that the proposed development is in line with planning for housing objectives reflecting the need and demand for housing in, and the spatial vision for, the area and does not undermine wider policy objectives

11. In considering suitability in this context the following are considered to be important:

The location of the site in relation to the settlement and its services and amenities; the density of the proposed development and subsequent visual impact on surrounding areas; the ease of access to the site and the potential impact of creating any new access (which would be advised by Lancashire County Council Highways staff). In addition it will also be important to judge the potential of the scheme to enhance the area and whether the location is an important open space.

12 Having visited the site with me on 23rd December Adrian Dowd sent to me the following comments:

"I would confirm that the Moorcock Inn does appear from initial inspection to have some historic and architectural interest and would suggest that further work be done in accordance with English Heritage's emerging guidance on local lists to establish whether or not it has provenance as a 'designated asset' (see PPS5: Annex 2: Terminology). I understand that Blackburn BC have developed such a system of appraisal (see 'Local list selection criteria' within 'Heritage Strategy' of their website)

<http://www.communities.gov.uk/publications/planningandbuilding/pps5>

<http://www.helm.org.uk/upload/pdf/LocalList.pdf?1325848037>

There appears to be a number of build/conversion dates. The element adjacent the road incorporates traditional stone slate roofing, C19 stone surrounds, cast iron rainwater goods and has the general appearance of a former toll house (?). The middle section is in early C20 'Tudorbethan' style (exterior and interior) and has '1933' carved above the doorway. Chimney pots throughout the building are in traditional 'crown' style. Unfortunately, treatment of the rear of the building has been utilitarian."

Discussion

This proposal involves the consideration of several policy areas

The first is the relationship of the proposal to the loss of an employment site as it is, or recently was, an active rural business. In relation to this, given that trading appears to have ceased on the site and no jobs are therefore apparently directly affected, an important consideration is whether any attempts have been made to secure an alternative employment generating use for the site, either as an Inn or other appropriate employment related activity, before any alternative uses for the site/buildings could be considered. Evidence regarding this would be required.

Its position within the AONB would place significant emphasis on any future uses being compatible with the conservation, protection and enhancement of the AONB. It would be for the developer to demonstrate this. This is also emphasised within policy H2 and conversion policies H15 to 17.

In considering specifically the housing proposal the relationship of DWLP policies G5 and H2 to national PPS3 also important.

Policy G5 would not favour such a proposal as a new development in such a location, even though it is arguably small scale, as it would appear to fail the tests of this policy. However PPS3, as more recent national policy, indicates that, in the absence of a five year land supply, as is the current position in the Borough, housing development should be considered favourably subject to a variety of issues outlined above (see 10). An important point here would be whether the site could be considered as sustainable and suitable and also be seen to use land efficiently and also be compatible with wider policy objectives. The site, given its isolated position, could be considered to be difficult to justify as sustainable or suitable as a site. However it is currently occupied by a complex of buildings which appear to be capable

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of re use, some possibly dating back some time and arguably compatible with their surroundings

In regard to policy H2 the proposal would appear to conform with bullet 2 as buildings appropriate for conversion to dwellings as they appear to be suitably located and in keeping with their surroundings and at least on a cursory examination structurally sound.

Moving to policies H15 and H17 the conversion to dwellings would appear to be possible within the tests outlined, again emphasising that any conversion must acknowledge the isolated AONB location mentioned above among other issues. Again H16 emphasises that the buildings must be also structurally sound and that alterations must not adversely affect the building's character. This would obviously militate against any large-scale demolition.

As a part of the conversion of the structure Adrian's comment regarding the potential heritage asset position of the building may also be relevant.

Also the issue of affordable housing would be subject to the potential imminent revisions to the thresholds, as mentioned above.

Conclusion

I consider that, subject to the various comments above, including evidence of its unsuitability as a future employment site, the suitable conversion of the buildings to dwellings could be supported

This view is given without prejudice to any other potential issues you may wish to consider.

I trust the above is of assistance

Phil Dagnall, Assistant Planning Officer, Forward Plans