

PLANNING APPLICATION

TO

RIBBLE VALLEY BOROUGH COUNCIL

BY

MR D AND MRS W HUCK

FOR

THE ERECTION OF A SINGLE COTTAGE
(ALTERNATIVE SCHEME TO PLANNING PERMISSION
3/2011/0618)

AT

LAND ADJ 10 THE DENE,
HURST GREEN, LANCASHIRE

PLANNING, DESIGN AND ACCESS,
AND HERITAGE STATEMENTS

May 2013

Janet Dixon

TOWN PLANNERS LIMITED

Mike Gee BA(Hons) MRTPI
Janet Dixon Town Planners Ltd.
10A Whalley Road
Clitheroe
Lancashire
BB7 1AW

01200 425051

1. INTRODUCTION

- 1.1 This Planning, Design and Access, and Heritage Statement is in support of a full planning application submitted by Mr D and Mrs W Huck for the erection of a single cottage. It should be read in conjunction with the proposed plans, elevations and site location plan.

2. THE PROPOSAL

- 2.1 This application proposes a single cottage as an alternative scheme to planning permission 3/2011/0618. Details of the proposal are provided in the 'Design and Access' section of this Statement.

3. APPLICATION SITE AND SURROUNDINGS

- 3.1 The application site is located on the west side of The Dene, on the western edge of Hurst Green village. The application site extends to some 0.06ha. The site formed part of the garden to 10 The Dene until sub-divided from it in recent time. A large detached garage that previously stood on the site has recently been demolished. The evidence of the former garage survives with the remaining concrete base. The application site is bisected by Dean Brook, with the land on the west side of the brook rising steeply and containing a dense belt of trees, forming an effective screen and backdrop to the site. All of the proposed development would be contained on that part of the site to the east side of the brook. To the north of the application site is a detached bungalow, built in approximately 1970 with a mixture of brick and render facings and a concrete tile roof, extended by the addition of a conservatory to one side. Land on the opposite side of The Dene to the application site, and elsewhere along The Dene, is also in residential use. The properties are generally of a traditional character with stone faced walls and slate roofs. Immediately opposite the application site is a large garage to 5 The Dene. To the south side of the application site is a small land parcel occupied by a United Utilities pumping station. The Dene drops in level from the north east to the hollow of the valley formed by Dean Brook.

4. PLANNING HISTORY

- 4.1 The relevant planning history relating to the site is as follows:
- 3/2011/0187 – erection of replacement garage. Permitted 15 July 2011; and

- 3/2011/0618 - erection of detached cottage. Permitted 25 May 2013.

5. THE DEVELOPMENT PLAN

- 5.1 The relevant parts of the Development Plan for the purposes of this application the saved Policies of the Ribble Valley Local Plan (adopted in June 1998).

Ribble Valley Local Plan

- 5.2 The following saved policies of the adopted Ribble Valley Local Plan (which was adopted in June 1998 and written to plan for development over the period 1991-2006) are relevant to the proposal:

- Policy G1: Development Control – all development proposals will be expected to provide a high standard of building design. The various detailed criteria to be applied in deciding planning applications are set out in the policy;
- Policy G5: Settlement Strategy – outside the main settlements and village boundaries planning consent will only be granted for small scale developments which fall within specified categories;
- Policy ENV1: Area of Outstanding Natural Beauty – the landscape and character of the Forest of Bowland Area of Outstanding Natural Beauty will be protected, conserved and enhanced;
- Policy ENV16 – Conservation Areas – within conservation areas development will be controlled to ensure it reflects the character of the area in terms of scale, size, design and materials;
- Policy H14: Rebuilding / Replacement of Dwellings – rebuilding or replacement of dwellings in the open countryside will be permitted subject to various criteria, including the impact on the landscape;
- Policy T1: Transport – a list is provided of criteria to which the Council will attach weight in deciding planning applications, including the provision made for access; and
- Policy T7: Parking Provision – requires all development proposals to provide adequate car parking and servicing space.

- 5.3 The Local Plan Proposals Map identifies the development site as within an Area of Outstanding Natural Beauty to which Policy ENV1 applies.

6. THE NATIONAL PLANNING POLICY FRAMEWORK

6.1 The relevant policies and provisions of the National Planning Policy Framework (NPPF), published in March 2012, are identified below.

6.2 The NPPF clearly states *'that the purpose of the planning system is to contribute to the achievement of sustainable development'* (paragraph 6). Paragraph 197 confirms that *'in assessing and determining development proposals, local planning authorities should apply the presumption in favour of sustainable development'*. Paragraph 14 states that a presumption in favour of sustainable development is at the heart of the NPPF. It goes on to say that *'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 planning permission unless:*
 - *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework as a whole; or*
 - *specific policies in this Framework indicate development should be restricted'*.

6.3 At paragraph 7, the three dimensions of sustainable development (economic, social and environmental) are outlined. An elaboration of the Government's view of what sustainable development means in practice for the planning system is detailed later in the NPPF. Relevant parts are referred to at paragraph 6.7 below.

6.4 The NPPF (paragraphs 2, 11, 12 and 196) confirms that planning law requires that applications for planning permission be determined in accordance with the development plan unless material considerations indicate otherwise, ie the development plan is the starting point for decision making.

6.5 The NPPF, published in March 2012, highlights the importance of development plans being kept up to date (paragraph 12). Decision taking in the absence of an up to date development plan is addressed at paragraph 14 (see 6.2 above). At

paragraph 214 it is confirmed that *‘for 12 months from the day of publication, decision-takers may continue to give full weight to relevant policies adopted since 2004 even if there is a degree of conflict with this Framework’*. Paragraph 215 continues by stating that *‘in other cases and following this 12-month period, due weight should be given to relevant policies in existing plans according to the 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)’*. Paragraph 49 provides further guidance on the matter. It 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’*.

6.6 Paragraphs 2, 8, 13, 196 and 212 confirm that the NPPF is a material consideration in planning decisions.

6.7 The main body of the NPPF addresses the components of sustainable development. Those most relevant to the appeal are:

- ‘promoting sustainable transport’ – decisions should take account of whether safe and suitable access to the site can be achieved for all people and development should only be refused where the residual impacts of development are severe (paragraph 32);
- ‘delivering a wide choice of high quality homes’ – local planning authorities are expected to boost the supply of housing (paragraph 47). In this regard, local planning authorities should *‘identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements’*. Paragraph 47 goes on to require an additional ‘buffer’ of 5% to ensure choice and competition in the market for land. Local planning authorities should increase the ‘buffer’ to 20% where there has been a record of persistent under delivery of housing;
- ‘requiring good design’ – developments should add to the quality of the area, and reinforce local distinctiveness;
- ‘meeting the challenge of climate change, flooding and coastal change’ – it is expected that *‘when determining planning applications, local planning*

authorities should ensure flood risk is not increased elsewhere’ and developments should be *‘informed by a site specific flood risk assessment’* (paragraph 103);

- ‘conserving and enhancing the natural environment’ – great weight should be given to conserving landscape and scenic beauty in national parks, the Broads and AONB, which have the highest status of protection (paragraph 11). In deciding planning applications local planning authorities should aim to conserve and enhance biodiversity by applying various principles including resisting development resulting in the loss or deterioration of irreplaceable habitats (paragraph 118); and
- ‘conserving and enhancing the historic environment’ – the significance of any heritage asset that may be affected by a proposal should be identified and assessed. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on the significance of the heritage asset (paragraph 128). In determining planning applications, councils should take account *‘the desirability of new development making a positive contribution to local character and distinctiveness’* (paragraph 131).

7. EMERGING LOCAL DEVELOPMENT FRAMEWORK

Ribble Valley Borough Council Core Strategy

- 7.1 The Core Strategy is currently at the submission stage. However, the Inspector appointed to examine the soundness of the Core Strategy has highlighted the need for evidence documents to be updated. The Council subsequently requested a suspension of the examination process. By letter dated 9 January 2013, the Inspector agreed to suspend the examination until July 2013.
- 7.2 The following policies of the submitted Core Strategy are relevant to consideration of the proposal – EN2 (Landscape), EN5 (Heritage Assets), DMG1 (General Considerations), DMG3 (Transport and Mobility), DME4 (Protecting Heritage Assets), and DMH3 (Dwellings in the Open Countryside and AONB). The policies and development management statements generally re-affirm those identified as relevant in the Local Plan and the NPPF.

8. OTHER RELEVANT POLICY DOCUMENTS / INFORMATION

Ribble Valley Borough Council Hurst Green Conservation Area

- 8.1 The Conservation Area declaration map shows the boundary in the vicinity of the application site to follow the line of Dean Brook. That part of the application site to the east of the brook is within the conservation area, the area to the west of the brook is beyond the conservation area boundary.
- 8.2 A Conservation Area Appraisal was carried out in 2006. The Townscape Appraisal Map shows the application site to form part of an 'Important Tree Group'. It should be noted that whilst there are trees to the west of the brook (outside of the conservation area), there are no trees within or adjoining that part of the application site that lies within the conservation area and upon which the development is proposed. No other features of significance are identified on the Townscape Appraisal Map. The Appraisal summarises the special interest features justifying the designation of the conservation area. They include
- the architectural and historic interest of the conservation area's buildings;
 - the former bobbin making mills and industrial heritage beside Dean Brook;
 - its rural setting partly within Forest of Bowland Area of Outstanding Natural Beauty;
 - as a principal entrance to Stonyhurst College grounds;
 - prevalent use of local building stone.
- 8.3 The SWOT analysis undertaken as part of the Appraisal identifies a number of weaknesses including modern infill which detracts from the otherwise historic character and appearance of the conservation area, and the mix of old and new buildings which lack a cohesive character and appearance.
- 8.4 The Conservation Area Management Guidance, also published in 2006, states that new development should be of good quality. General principles relating to urban grain, scale, density, appearance and materials are referred to.

9. DESIGN AND ACCESS

- 9.1 This section of the report comprises the formal Design and Access Statement.

- 9.2 Use: The proposal is to develop the site with a single cottage, with associated garden areas and vehicle parking area. The proposal would substitute for a scheme previously granted planning permission for a single dwelling (reference 3/2011/0618). The proposed use has been selected as it would be the most complementary use to nearby housing.
- 9.3 Amount: A single cottage is proposed. The amount of development is as per the previous planning permission and is appropriate having regard to the dimensions and configuration of the site.
- 9.4 Design and Layout: The layout is generally as per the previously approved scheme, with the cottage set back on the plot some 11 metres from the carriageway edge and in line with the existing dwelling at 10 The Dene. The main change from the previously approved design is to re-orientate the cottage so that it presents a main elevation, rather than gable elevation to the road. This approach to the design of the proposed development is founded upon the general character of property in the area and their relationship to street frontages.
- 9.5 Materials: The external facing materials to be used in the construction of the cottage would be complementary to the character and traditions of the area, including stone walls and slate grey roofs with painted timber windows and doors.
- 9.6 Scale: The proposal is for a development of a modest cottage scale consistent with the character of the area and the plot dimensions. The main footprint of the cottage would measure 8.87m wide by 6.94m deep, with a single storey projection to the rear to measure 4m wide by 4.35m deep. The cottage would be set at the same level as the previously approved dwelling, ie below the level of the road and the adjoining dwelling 10 The Dene.
- 9.7 Landscaping: All trees on the west side of Dean Brook would be retained as existing and be unaffected by the development. There are no trees within the part of the application site to be developed, ie to the east of Dean Brook, or immediately adjoining that part of the application site. The garden area to the proposed

development site would be landscaped, the details to be subject to condition and determined at a later date.

- 9.8 Access: Vehicular access is already available to the plot, with a full width dropped crossing which provides entry to the hardstanding upon which the previous garage stood. The access arrangement would be altered to reduce the width of the access to provide access to a turning area and two parking spaces. The vehicular access arrangement would be as per the previously approved scheme. Level access entry would be provided into the proposed cottage.

10. HERITAGE

Introduction

- 10.1 This section of the report comprises the formal Heritage Statement.
- 10.2 A review of relevant heritage related policy and guidance is provided at sections 5 to 8 above.
- 10.3 This Statement:
- identifies the heritage assets and heritage context of the site;
 - analyses the significance of the identified heritage assets; and
 - assesses the impact of the development proposal on the heritage assets.

Identification of the Heritage Asset

- 10.4 The Hurst Green conservation area is the key heritage asset in this instance.
- 10.5 The review of literature and assessments on site show there is no evidence of there being any other heritage assets at the site or within influencing distance of the proposed development. No other heritage assets were identified in relation to the previous application / permission at the site.

Significance of the Heritage Asset

- 10.6 The key heritage asset of significance arises from designation of the conservation area. It may be summarised as the general character of a traditional Lancashire village, historically based on mills and the link to Stoneyhurst. Specific features of

significance and value are identified in the Council's Appraisal, as already described. The prevalent use of stone in building construction locally is noted, as is the landscape value of trees along Dean Brook. The historic and current ordnance survey maps for the area suggest that development in the area has grown in an organic fashion along the length of The Dene. This is borne out by an examination of building in the area. The SWOT analysis highlights the lack a cohesive character and appearance to the mix of old and new buildings in Hurst Green.

Impact of the Development Proposal on the Heritage Asset

- 10.7 Any consideration of impact on significant aspects of the heritage asset, ie the character and appearance of the conservation area, should have regard to the extant planning permission for a dwelling at the site. The extant planning permission has clearly been judged to be acceptable and is a fallback position available to the applicant. Should the proposed development be more beneficial to the character or appearance of the conservation area (or, indeed, have a neutral relative impact) there would be no 'heritage' basis to withhold planning permission.
- 10.8 The main change from the previously approved design is the re-orientation of the cottage so that it presents its main elevation (with ridge running parallel to The Dene), rather than a gable elevation to the road.
- 10.9 This change to the proposal results from the applicant's wish to develop a cottage that is most appropriate to the area and a review of the character of development in the locality. That review reveals that all property on The Dene (with the exception of the 1970's development at 10 The Dene and the modern garage at no. 5) is built with the ridge running parallel to the road and gables ends not presented to the street. Our wider review of development within Hurst Green conservation area similarly shows that gables are not typically presented to the street; whereas, the traditional form of building presentation is with the roof ridge set parallel to the road (ie the roof slope running away from the road). Our assessment is that this public presentation of buildings is one of the important features contributing to the pleasing historic character and appearance of the village and its conservation area. Indeed, most of the properties that present a gable to their street frontages are relatively modern. In that regard, we note that the Conservation Area Appraisal identifies

modern infill as a 'weakness' that detracts from the otherwise historic character and appearance of the conservation area, and that the mix of old and new buildings lack a cohesive character and appearance.

10.10 The applicant's intention is to achieve a development that is complementary to and contributes positively to a cohesive character and appearance for the conservation area. By re-designing the proposed cottage in the manner proposed, with the main elevation facing the street and the ridge running parallel to it, the proposed cottage would be more consistent with the character and appearance of the area and, thus, more appropriate having regard to the heritage asset.

10.11 In other respects, the proposal is designed to reflect the design characteristics of the area. In particular, with its modest proportions, the choice of stone facings, slate roof covering, stone surrounds to windows, painted wood joinery and the inclusion of a chimney stack.

10.12 Reference is made in the Conservation Area Appraisal to the importance of trees along Dean Brook. It should be noted that whilst there are trees to the west of the brook (outside of the conservation area), there are no trees within or adjoining that part of the application site that lies within the conservation area and upon which the cottage is proposed. Nor, have there been any trees on this part of the site in recent time. All trees on the west side of Dean Brook would be retained as existing and be unaffected by the development.

10.13 In summary, the proposal is for a sensitive and considered proposal for a new modestly proportioned cottage at The Dene, as a substitute for a dwelling previously granted planning permission. The proposal would safeguard the significance of the heritage asset identified, ie the general historic character and appearance of the conservation area. As such, the development is compliant with relevant national and local policy directed at conserving heritage assets.

11. PLANNING ASSESSMENT

11.1 Having regard to the nature of the proposal, the planning history, its context, and relevant national and local planning policies, the main planning issues for consideration are:

- the principle of development;
- heritage;
- visual amenity;
- neighbour amenity;
- highway safety; and
- flood risk.

Each of these issues is addressed in turn below.

Principle of development

11.2 As detailed above, planning permission has recently been granted for erection of a dwelling at the site (3/2011/0618 refers). The permission is extant and capable of implementation. The proposed development would be well related to the village of Hurst Green, with the village facilities and local bus services readily accessible on foot. There has been no material change in planning circumstances since the previous grant of planning permission. The principle of development of the site with a single cottage, as proposed, has already been established. The material issues, therefore, relate to the details of the development as assessed below.

Heritage

11.3 The heritage related issue has been assessed at section 10. It concludes that the proposal would safeguard the general historic character and appearance of the conservation area and, as such, the proposed development is compliant with local and national planning policy in that regard.

Visual Amenity

11.4 The proposal would be viewed in the wider landscape in the same way as existing development and the previously approved dwelling would be. Given the local topography (ie the incised valley of Dean Brook) any development at the site would not appear conspicuous or dominant in the wider landscape. Rather, views of the site are constrained and limited to points along The Dene and from the dip on Longridge Road. Of the views along The Dene, the main one is in a south west

direction. The view north east on The Dene is fore-shortened by the curvature of the road. From both directions the proposed cottage would be seen in the context of other frontage development and against the wooded backdrop of the valley sides. The view from Longridge Road is a fleeting one and at greater distance (approximately 120 metres to the south) and is filtered by the canopies of intervening trees. Again, any views obtained are in the context of other built development along The Dene.

- 11.5 A high standard of design and the avoidance of the introduction of built development to areas that are largely devoid of built structures are expected within the AONB. In this instance, the site comprises part of a residential curtilage, a large garage has stood at the site, a new dwelling has been permitted and The Dene has development on both sides and does not give the impression of being within open countryside but part of Hurst Green. Care has been taken to ensure that the scale and design of the proposed cottage reflects the local vernacular building style. The proposal is a modestly proportioned two-storey cottage with appropriate detailing and would have no adverse impact on the natural beauty of the AONB.

Neighbour amenity

- 11.6 The proposed cottage would be within the sub-divided residential curtilage to 10 The Dene. The proposed cottage would be no closer to the adjoining dwelling at 10 The Dene than the previously permitted dwelling.
- 11.7 Due to the slope of the land the proposed cottage would be set at a lower level than 10 The Dene and, indeed, at a lower level than the road. No windows are included in the cottage's wall facing 10 The Dene. These factors assist in ensuring that the proposed cottage has no undue impact on the amenities of the occupiers of 10 The Dene. Neither would the occupiers of other nearby dwellings suffer any harm to their residential amenity. Other than no 10, the closest dwelling is no 5 The Dene. It is on the opposite side of The Dene, at a higher level and at a skew (rather than directly facing) the proposed cottage. The proposed cottage would be no closer to no 5 than the previously permitted dwelling.

Highway safety

- 11.8 The proposed cottage would generate no more traffic than the previously permitted dwelling and would have the same arrangement for access, parking and manoeuvring of vehicles. Accordingly, there would be no detriment to highway safety.

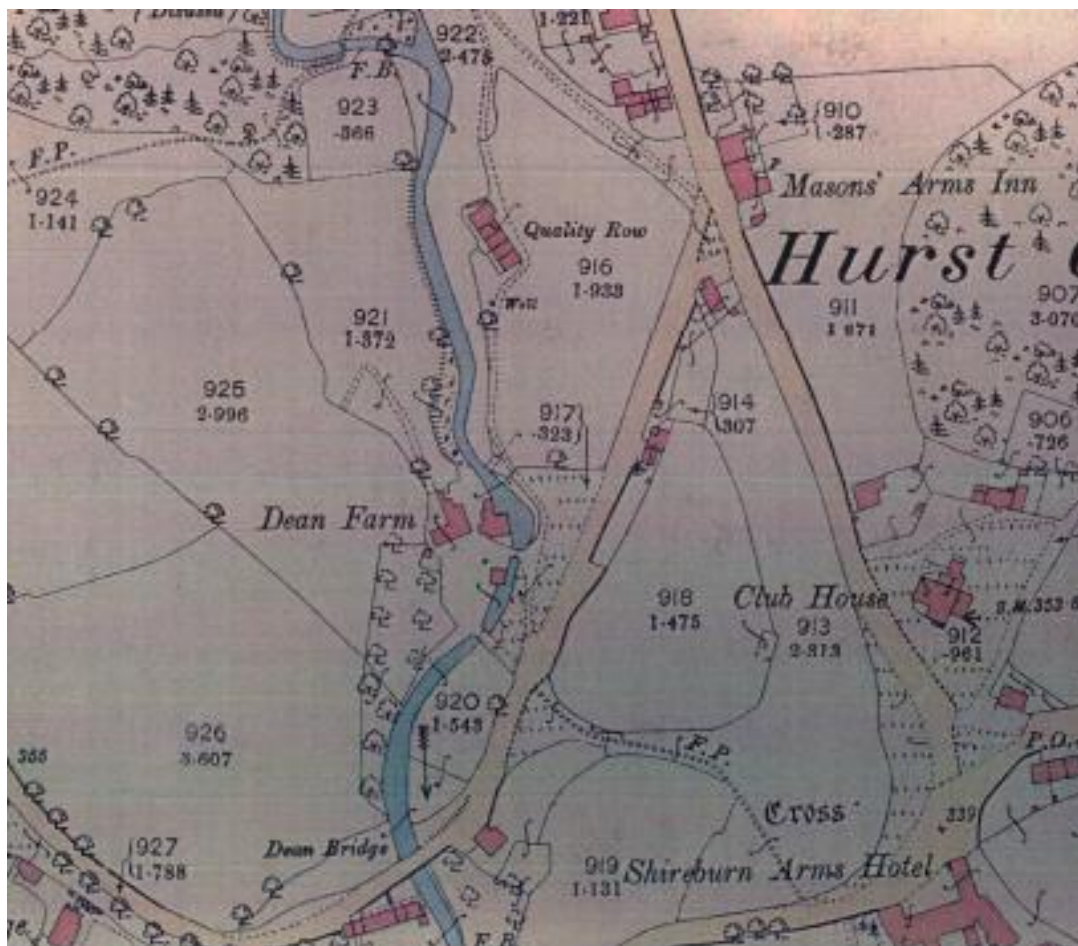
Flood risk

- 11.9 In view of the proximity of Dean Brook, the previous proposal was assessed in relation to flood risk, to which the EA had no objection. The previous Flood Risk assessment has been submitted to accompany this application. The proposed cottage would be set at the same level as the previously permitted dwelling and other features of the development referred to in the FRA would remain the same. As such, the proposed cottage would be at no greater risk of flooding than the previously approved dwelling.

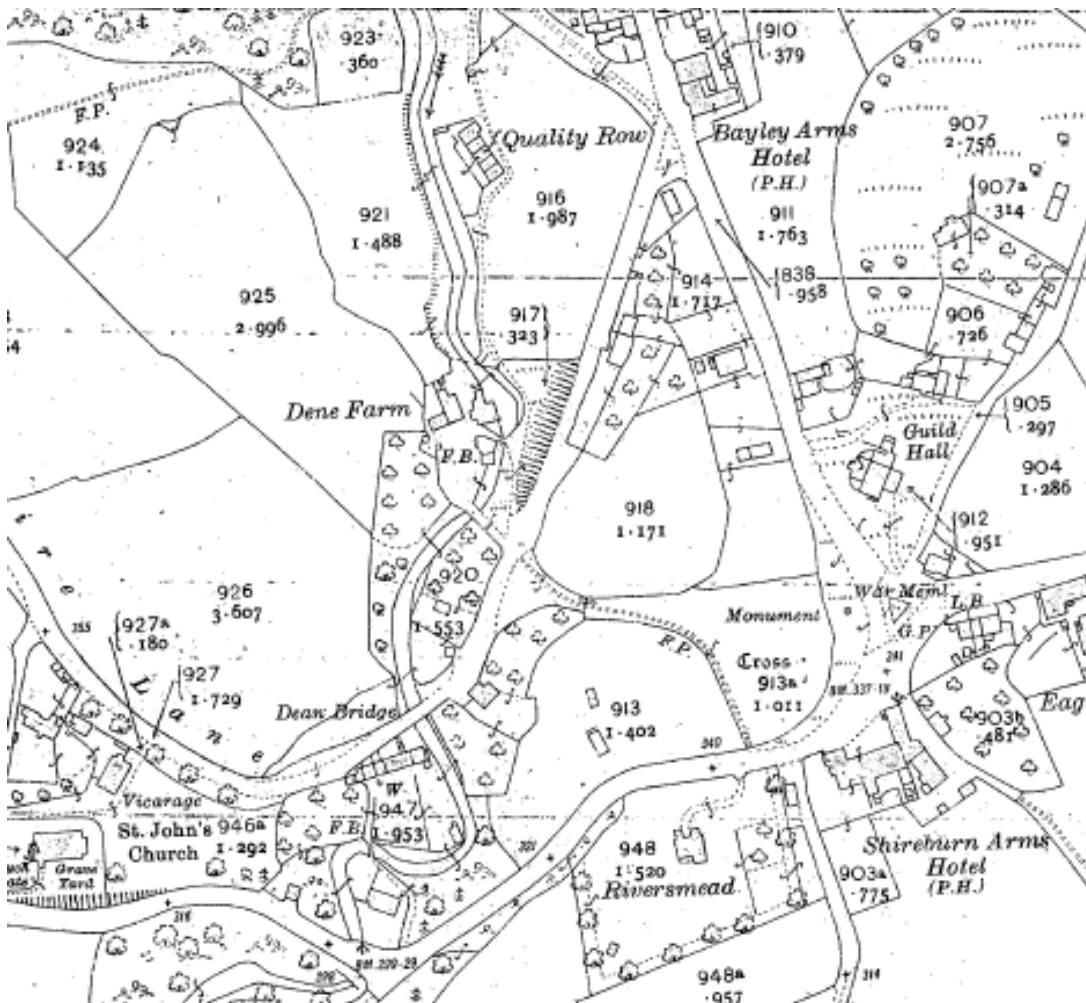
12. CONCLUSION

- 12.1 The proposed cottage is a substitute for the previously permitted dwelling at the site. Accordingly, the principle of the development has already been established. The proposal is for a modestly proportioned cottage sensitively designed to reflect local vernacular and to complement the character and appearance of the conservation area. The proposal would have no greater impact on the wider landscape, neighbours' amenity, highway safety and flood risk than the previously permitted scheme. The proposal accords with the general principles of sustainable development as set out in NPPF, for which there is a presumption in favour, and local planning policy.
- 12.2 Accordingly, the Council is respectfully invited to grant planning permission for this small scale development proposal.

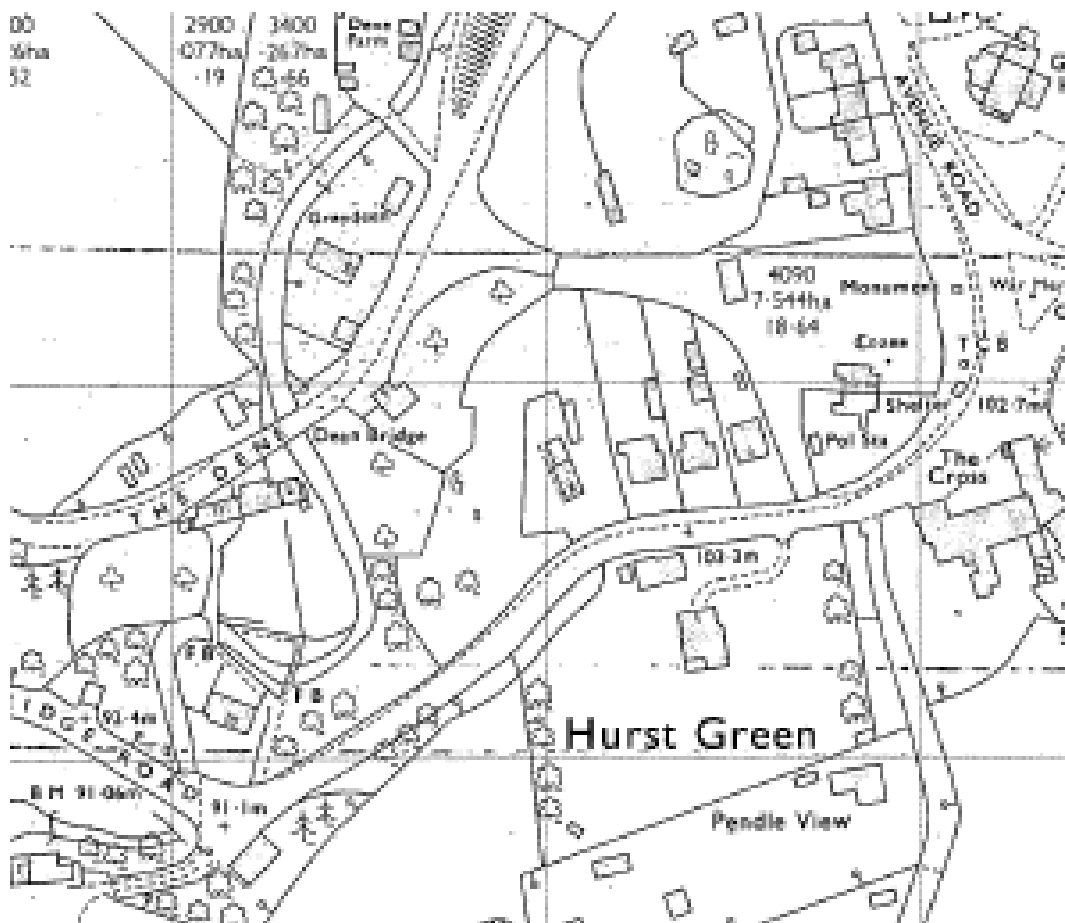
Appendix A: Extracts from OS maps showing development at The Dene, Hurst Green



Extract from 1892 25 inch to the mile scale OS map



Extract from 1932 25 inch to the mile scale OS map



Extract from 1970 1:2500 scale OS map



Extract from 2001 1:2500 scale OS map