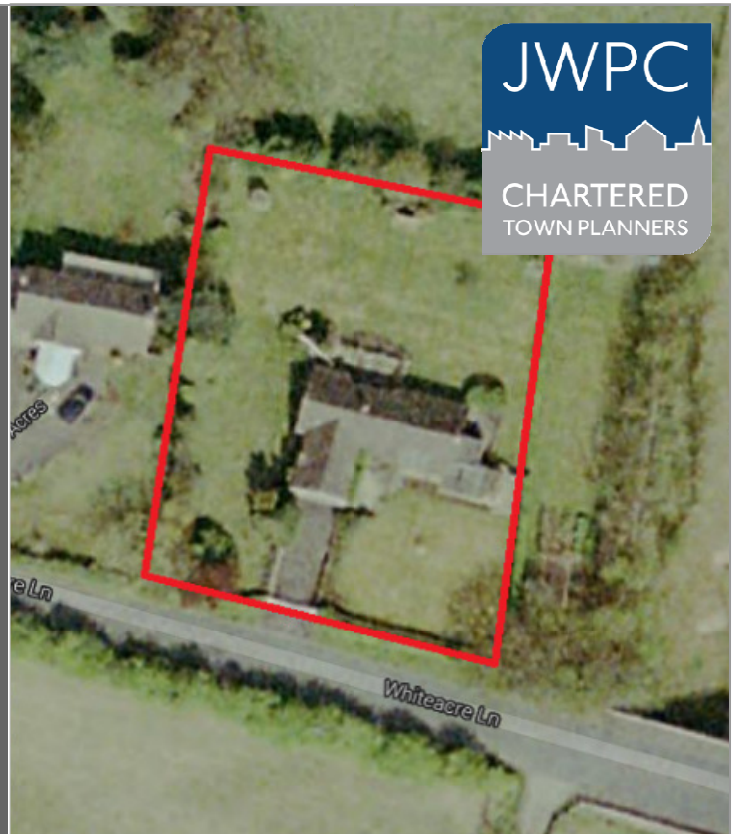


Land at Springfield, Whiteacre Lane, Barrow, Clitheroe

**Proposed Erection of Three
Dwellings with associated
vehicular access and
landscaping**



Client:
Edmara Ltd

Planning

Support

Statement

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1. Introduction

- 1.1 This Statement is intended to support a full planning application made by Edmara Limited for the redevelopment of the existing plot of the house known as Springfield, Whiteacre Lane, Barrow near Clitheroe. The proposal seeks to replace a large vacant bungalow with three two storey family dwellings which would each sit within large gardens and benefit from direct access to Whiteacre Lane.
- 1.2 This application follows several other successful planning applications in and around Whiteacre Lane including 7 dwellings opposite the site to the south and a single two-storey dwelling permitted on land immediately to the east. This is effectively an infill plot that will seek to accommodate family housing for which there is a current demonstrable need within the Ribble Valley.
- 1.3 Within this Statement, the application is considered against the 'saved' and adopted policies of the Ribble Valley Districtwide Local Plan, specifically G4, as well as the emerging policies within the Core Strategy (submission version) and NPPF and all other material considerations are identified and weighed in the balance.
- 1.4 In addition to the statutorily required documents, such as the application forms, certificates and location plan, the application is supported with the following documents:
 - Proposed and existing plans and elevations
 - Design & Access Statement
 - Planning Support Statement

2. Site and Surroundings

- 2.1 The application site lies to the south-eastern edge of the village of Barrow which itself is roughly 'L' shaped. It sits between the existing dwelling of Springfield and the top of a cutting which immediately abuts the A59 bypass and which itself demarcates the edge of Barrow. The site has an area of 1.9 Ha and is rectangular shaped with the narrower length abutting Whiteacre Lane. The site is currently occupied by one large detached bungalow and its associated gardens and driveway.
- 2.2 The land to the east of the application site benefits from planning permission for a detached, two-storey dwelling approved under Application 3/2013/0278. That consent has recently been implemented.
- 2.3 The site lies 500m to the east of the main road through Barrow (Whalley Road) which provides connections by car, bus, foot and cycle to Whalley to the south and Clitheroe to the north. There are several bus stops on Whalley Road with a frequent service of every 10 minutes or so at peak hours. These services largely run between Blackburn, Accrington, Preston and Clitheroe whilst serving other surrounding villages. Further to the north of the junction with Whiteacre Lane, lies Barrow Primary School. There are secondary schools at Billington and Clitheroe. Barrow also accommodates a number of employment sites including the Barrow Brook Business Village as well as smaller sites such as Barrow Nurseries/Garden Centre.
- 2.4 Springfield is a large part single/part two storey dwelling set within the centre of the plot with a vehicular access drive onto Whiteacre Lane which is situated slightly to the west of the centre of the plot.
- 2.5 Further to the west of Springfield is a small residential development known as The Acres. This consists of 8 dwellings (both bungalows and two-storey houses) with once shared access road onto Whiteacre Lane. The prevailing character of this part of Whiteacre Lane is semi-rural with enclaves of suburban housing. Indeed, the Lane has been subject to a number of residential developments in the latter half of the Twentieth Century including Willow Drive and 2-26 Whiteacre Lane. These are almost exclusively detached two-storey dwellings constructed in artificial stone. However, those dwellings on The Acres have a more

diverse palette of render, brick and hanging tile. When approaching Barrow along Whiteacre Lane from the east (Wiswell), the bridge over the A59 bypass is perceived as the edge of the village. Open countryside lies to the east of the bridge, creating a gap between Barrow and Wiswell.

- 2.6 In addition to recently approved scheme for one dwelling on land to the east of the application site, the applicants are mindful of two other developments that have secured planning permission and remain extant. These can be summarised as follows:

Land off Whiteacre Lane, Barrow (Ref: 3/2011/0776/P)

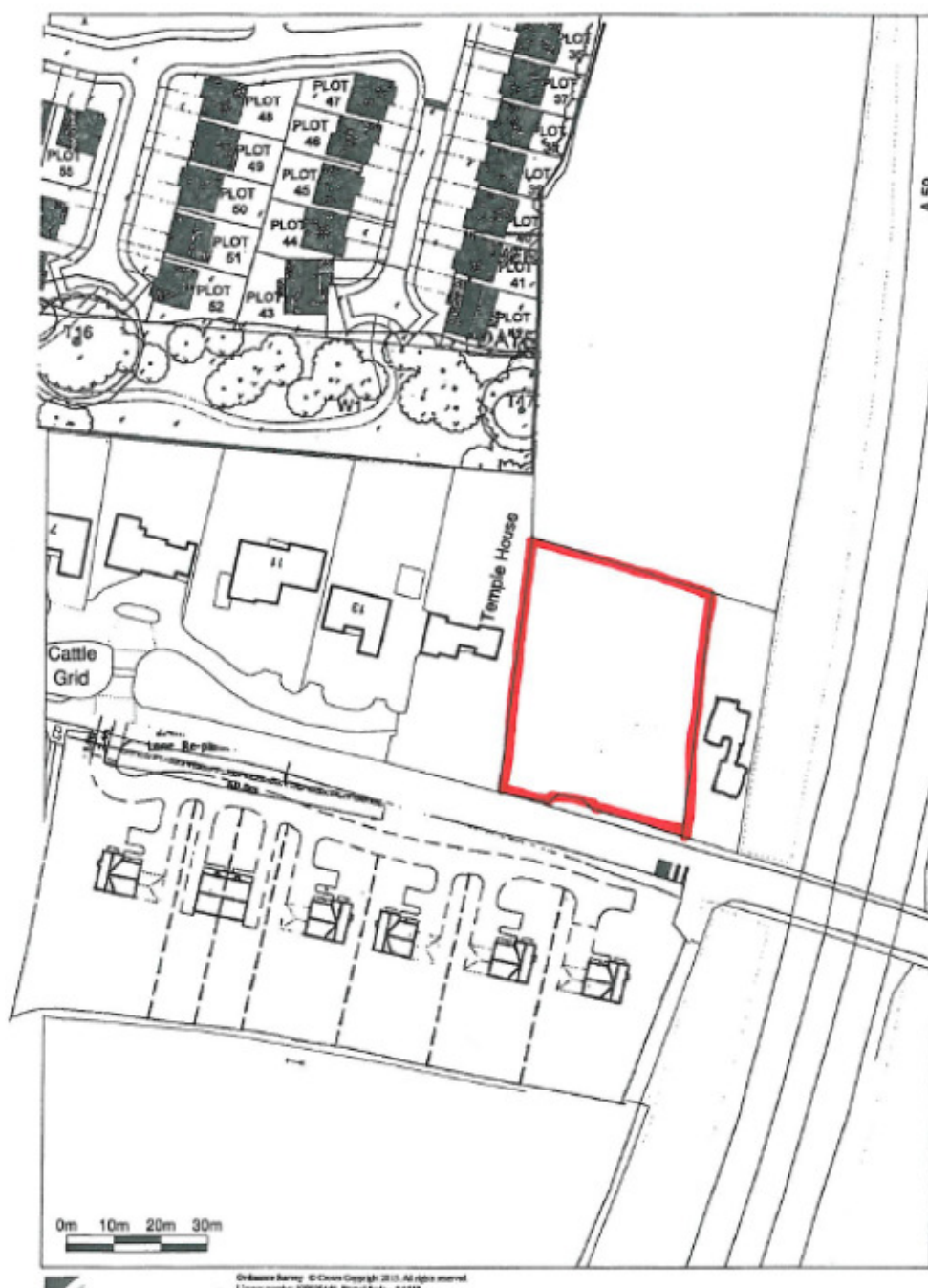
This application for outline planning permission for residential development was approved on 22 August 2012. The approved plan shows 7 dwellings (five detached and two semi-detached) albeit all matters were Reserved for further consideration. At present, applications for Reserved Matters have yet to be submitted.

Site 2 Barrow Brook Business Village, Barrow (Re: 3/2012/0158)

This was an outline application for the erection of 73 open market detached dwellings and 31 social housing properties which was refused in May 2012. That decision was appealed and subsequently allowed by the Secretary of State on 30th November 2012.

- 2.5 Together the 2 applications (as well as others in the Barrow area) will have a fundamental impact upon the character and appearance of Whiteacre Lane. Nonetheless, they remain within the body of the settlement of Barrow. The composite plan below illustrates how extant permissions will affect the setting of the appeal proposal:

Fig 1: Application site plan showing layouts of extant planning permissions nearby (not to scale).



3. Application Proposal

- 3.1 This full planning application seeks to facilitate the demolition of the existing bungalow of the site known as Springfield and to replace it with a modest residential development that makes more efficient use of this accessible housing site within Barrow.
- 3.2 Following demolition of the existing vacant dwelling which has become tired and dilapidated, it is proposed to construct 3 no. two-storey homes on the site. Each dwelling will be two storeys in height with hipped roofs in keeping with other dwellings in the locality. Plot 1 will have 5 bedrooms whilst Plots 2 and 3 will have 4 bedrooms. Each dwelling will have an attic room.
- 3.3 The dwellings will be finished in a combination of brick, stone and painted render to reflect to the architectural vernacular of the area whilst the roofs will be of a traditional natural slate finish.
- 3.4 Further details of the design of the dwellings can be found in the accompanying Design and Access Statement prepared by the project architects Sunderland Peacock and Associates.
- 3.5 Access to the three dwellings will be provided by enlarging the existing drive to the property and by creating a further drive between the existing dwelling and the dwelling to the east of the site recently consented.

4. Planning Policy

- 4.1 Relevant planning policy relating to the site and the proposed development scheme is found at the national level within the National Planning Policy Framework (NPPF) and at a local level in the adopted Development Plan for Ribble Valley, which consists of the Ribble Valley Districtwide Local Plan. Additional documents published by the Council may also be considered of relevance where they form material planning considerations, and are outlined below.

4.2 National Planning Guidance

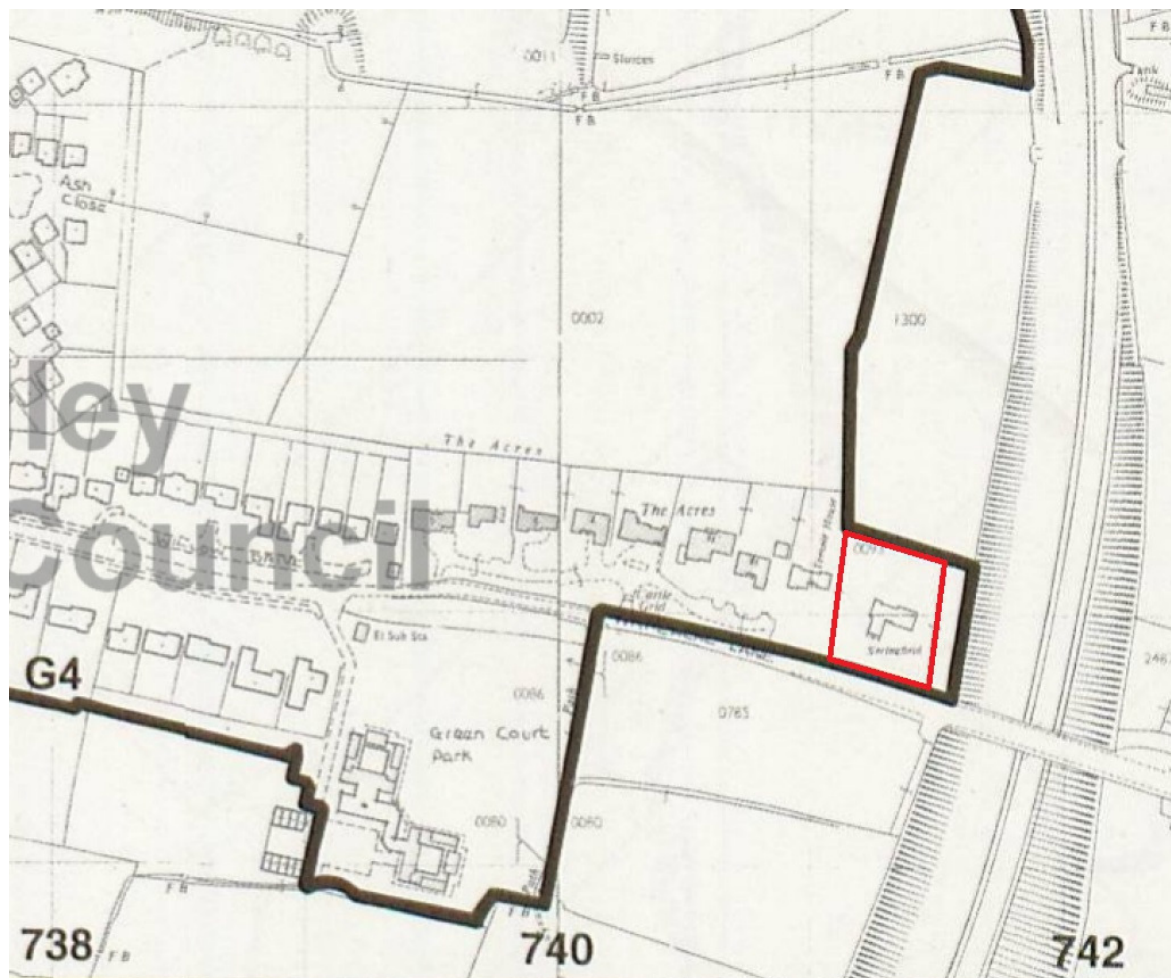
- 4.2.1 The NPPF reminds local authorities that planning permission must be determined in accordance with the Development Plan, unless material considerations indicate otherwise, and that 'for the avoidance of doubt' the NPPF itself is a material consideration in planning decisions. Furthermore, Local Plans published prior to 2004 would only now carry weight in planning decisions in relation to the degree with which they accorded with the NPPF.
- 4.2.2 At the heart of the NPPF is a presumption in favour of sustainable development, which directs councils to be positive about growth; making economic, environmental and social progress for this and future generations. In relation to planning decisions, the document outlines that this means approving development proposals that accord with the Development Plan without delay, and where the development plan is out of date, granting planning permission unless the negative impacts of approval would significantly outweigh the benefits when assessed against the NPPF.
- 4.2.3 Meeting housing development needs is seen as a key principle of good planning, and providing new homes is paramount to proactively driving and supporting sustainable economic development. In this context, paragraph 47 of the NPPF guides local planning authorities to boost significantly the supply of housing by identifying and updating annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements; with an additional buffer (of 5% or 20%¹) to ensure choice and competition in the market for land.

¹ Buffer should be increased to 20% where there is a record of persistent under delivery of housing.

4.3 **Local Planning Policy**

- 4.3.1 The Ribble Valley Districtwide Local Plan was adopted in 1998, and whilst it remains part of the formal Development Plan, its weight is limited to its compliance with the NPPF due to that fact that it is 15 years old and therefore generally out of date. However, several policies within the plan have been 'saved' until they are replaced by the emerging Core Strategy/Local Plan documents.
- 4.3.2 The Council has acknowledged in reports to Planning Committee and Appeal Statements that the Settlement Hierarchy and previously defined Settlement Boundaries within the Local Plan are out of date, and therefore carry limited weight. However, it remains relevant to consider the general thrust of the settlement strategy.
- 4.3.3 Policies G2 to G5 of the Districtwide Local Plan comprise the settlement strategy for the District. Policy G2 proposes the majority of development is directed to the towns of Clitheroe, Whalley, Longridge, Billington and Wilpshire, whilst development within the settlement boundaries of larger villages is also permitted under Policy G3. Policy G4 lists 26 smaller villages where limited development is permitted. This list includes Barrow. Within such villages the following is permitted:
- A.) the development of allocated sites;
 - B.) The use of infill sites not identified as essential open space;
 - C.) re-use of rural buildings; and
 - D.) Proposals which meet identified local needs or address local problems.

4.3.4 The map below shows the settlement boundary of Barrow with the application site marked in red and falling within this boundary:



*Fig 2: extract from Barrow Inset plan of Ribble Valley Districtwide
Local Plan Proposals Map.*

4.3.5 In the context of Whiteacre Lane and in light of the recently approved/allowed planning applications, it is considered that the application site represents an appropriate infill plot. It would abut existing residential curtilages to both the west and east and, in the future, to the south.

4.3.6 Policy G1 of the Local Plan is a general development control policy that expects all proposals to provide a high standard of building design and landscape quality, and which contains a number of criteria that should be considered as part of good design, including density, layout, day-lighting and privacy.

4.3.7 Policy T1 relates to transport matters in relation to development proposals. It attributes weight to a number of points which include accessibility of a site to non-car modes of transport and movement (i.e. cycle and footpaths) to ensure that the impact of the proposal upon transport infrastructure is not adverse.

4.4 Ribble Valley Local Development Framework – Core Strategy

4.4.1 The Council is in the process of formulating a Core Strategy to replace parts of the Districtwide Local Plan, albeit the Examination process is currently away and a Hearing will convene shortly. The most recent form of the document was a Submission Draft of which the following Key Statements and Policies are considered relevant. It is also noteworthy that a number of additional documents have been submitted by the local planning authority.

4.4.2 Key Statement DS1 sets the general development strategy for the Borough. Whilst it seeks to direct the majority of the housing requirement to the strategic site at Standen (subject to a significant number of objections), it states that:

' in general, the scale of planned housing growth will be managed to reflect existing population size, the availability of, or the opportunity to provide facilities to serve the development and the extent to which development can be accommodated within the local area'.

Development will also be directed to the 'defined settlements' in Ribble Valley which includes within them, Barrow.

4.4.3 Key Statement H1 sets out the housing provision target over the plan period (2008 to 2028) of 5,000 dwellings at an annual average of '250 dwellings per year'. This increased from the original Draft Submission version which set a much lower figure of 200 dwellings per annum (4,000 over the plan period). It is understood that the Council has now adopted this higher figure as its housing figure for the purposes of NPPF and Development Management purposes.

4.4.4 There is some doubt as at September 2013 (taking into account the requirements of NPPF to include a 10% allowance for slippage and a 20% buffer for under-provision in previous

years), the Council can adequately demonstrate a 'deliverable' supply of housing of 5 years plus 20%.

4.4.5 The Core Strategy includes a suite of Development Management policies. Policy DMG1 required all developments to meet a number of criteria including (inter alia):

- A high standard of design;
- Sympathetic to existing and proposed land uses;
- By acceptable in traffic, access and parking terms;
- Be acceptable in terms of day-lighting and privacy;
- Be acceptable in terms of the natural and built environment
- Achieve efficient use of land and buildings;
- Consideration of the layout, density and relationship between buildings

4.4.6 A general strategic policy for development is included at Policy DMG2. This requires that developments should be in accord with the Spatial Vision of the Core Strategy. It refers to development within 'defined settlements' although until the Site Allocations DPD progresses, this cannot be implemented fully. Nonetheless, the application site falls within the settlement boundary of Barrow as defined in the existing Districtwide Local Plan and therefore DMG2 states that:

'Development proposals in defined settlements should consolidate, expand or round-off development so that it is closely related to the main built up areas, ensuring this is appropriate to the scale of, and in keeping with, the existing settlement'.

5. Planning Considerations

- 5.1 This planning application has been submitted in order to make better use of this large site which currently accommodates a vacant and dilapidated bungalow. From a strategic development and housing point of view, the proposal is entirely consistent with the National Planning Policy Framework as well as the adopted and emerging policies of the Development Plan. The site lies close to the amenities and services within Barrow and in a location where residents can benefit from good transport links to the nearby town of Clitheroe. The application site also falls within a settlement defined by both the Ribble Valley Districtwide Local Plan and the emerging Ribble Valley Core Strategy as a location appropriate for small scale housing development such as this. In addition, this Statement will demonstrate that there remains a need for housing in this location, which will assist in underpinning existing and supporting new community facilities and amenities.
- 5.2 National Planning Policy Framework advocates locating new housing where it will enhance or maintain the vitality of rural communities. Indeed, PPG/PSS 3 and 7 before it supported similar developments, where need could be demonstrated and this advice manifested itself in the RVDLP suite of policies G2 – G5. Policy G4 in particular supports the development of 'infill sites' that are not essential open space within villages such as Barrow. This presumption is reflected in the emerging Policies DS1 and DMG2 of the Ribble Valley Core Strategy.
- 5.3 The principle of the development of a further dwelling in this location has already been advocated by the local planning authority, in its decision to approve Application 3/2013/0278. In the officer's Delegated Report, it is clear that that particular application was carefully assessed in relation to Policy G4 of the RVDLP:

'The is considered an 'infill' plot on the basis of the supporting text to the Policy as it is a small gap within the settlement boundary adjacent to a group of houses, and it sits in-between a residential dwelling and the A59 so there is no ribbon or fragmented development caused.'

'The site under consideration here lies within the settlement boundary of Barrow but on the edge of the general built up/housing area. The circumstances that are prevalent now with the need to meet the requirements of NPPF and maintain a deliverable five year supply of housing are such that this site is considered to meet the three dimensions of sustainable development as outlined in NPPF – economic, social and environmental. This is by virtue of,

- 1. the site being within the general built up/housing area of Barrow,*
- 2. the proposal being of a scale that is not considered inappropriate to the locality and,*
- 3. the distance from the site to existing amenities and facilities within Barrow (within 500m to a bus stop and within 1000m of a school/a public house/places of work) all close to acceptable standards when measured against the CIHT document 'Providing Journeys on Foot' and the CIHT document 'Guidelines for Planning for Public Transport').'*

- 5.4 Given the similar nature of this application to that previous approved on the adjacent site, it follows that the local planning authority should regard this proposal in the same manner and that the principle of the development of the site for three dwellings is entirely consistent with both policies of the Development Plan and NPPF. Moreover, a similar position was adopted by the local planning authority when approving the development of 7 dwellings to the south of Whiteacre Lane, close to the application site (Ref: 3/2011/0776/P).
- 5.5 In addition to support in principle offered by the Development Plan (both adopted and emerging policies) and NPPF, it is also material that the local planning authority accepts that it cannot demonstrate a existing five-year supply of deliverable housing sites. It may well be that the 5 year threshold could have been exceeded, however NPPF makes it clear that where this is not demonstrated, *then 'relevant policies for the supply of housing should not be considered up to date'*. (Para 49 of NPPF). In light of this, the application proposal must be considered against the presumption in favour of sustainable development in NPPF and the requirement that any development must be compliant with the three dimensions of sustainable development which planning has a role in performing (as set out in Paragraph 7) – Economic, Social and Environmental.

- 5.6 This proposal for the erection of three family dwellings makes the best of use of the available land in what is strategically the right place. It is considered to be the right time as the local authority currently has a shortage of committed housing sites. In a social context, the proposal underpins the need for strong and healthy communities by meeting current housing needs and supporting local services and amenities. The environmental role is fulfilled as it makes efficient use of natural resources without harm to the wider natural or built environment.
- 5.7 The application proposal seeks to replace a large single storey bungalow which sits across the site, with 3 two storey detached dwellings. Whilst the existing bungalow is not out of keeping with the wider character of the Lane, two-storey dwellings are more prevalent. It is important to note that application 3/2011/0776/P proposed 7 no. two storey dwellings opposite the application site and each of these will be two-storey in height. The proposal can therefore be considered to be entirely in keeping with the existing and developing character of Whiteacre Lane.
- 5.8 Three dwellings on a site of 1.9 acres would result in a low density of just under 16 dwellings per hectare. Whilst this is lower than densities of housing schemes approved in recent years, NPPF has now removed an indicative minimum average density requirement and states that local planning authorities should set their own '*to reflect local circumstances*'. Whilst RVBC has not yet adopted a policy in relation to validation, it is material that the character of Barrow and other similar villages in the Ribble Valley is one of low density housing set in reasonable sized plots and often arranged in a linear fashion. As such, the layout and in particular the density of the houses is entirely consistent with the prevailing character of the area.
- 5.9 In considering the design and layout of the properties, care has been taken to ensure that the residential amenities of both existing and new neighbours are protected. In particular Plot 1 has been designed so as to prevent any overlooking towards the adjacent property known as Temple House – which itself is a substantial two-storey dwelling. Whilst a detached double garage will sit forward of the house, its hipped roof (common to both the garage and the house) and the topography ensure that it would not be unduly prominent when viewed from Temple House. Indeed, Plot 1 seeks to replicate the style of the house permitted to the east of the site. Elsewhere within the site, care has been taken to ensure

each plot does not overlook neighbouring properties and each dwelling has a substantial garden area.

- 5.10 Access to the three plots will be facilitated by widening the existing access to provide drives for Plots 1 and 2 whilst Plot 3 will require a separate access that will sit alongside that which exists for the house to the east. During the course of the planning application for the dwelling to east, an assessment of the visibility to the east along Whiteacre Lane was made and subject to minor physical works, was considered adequate. It is not anticipated that the formation/widening of drives in this location will harm highway safety on Whiteacre Lane. Each plot provides the ability for residents to turn a car around within the curtilage, thus ensuring that access and egress can be carried out in a forward gear.

6 Summary and Conclusions

- 6.1 This Statement has sought to demonstrate that the application proposal represents the best use of this large site which currently accommodates a tired, dilapidated and vacant large bungalow. The site falls within Barrow which is a settlement defined in both existing and emerging Development Plans as a one whether further housing growth can be sustained. In addition, NPPF advocates further development in such accessible locations – especially where it meet demonstrable needs.
- 6.2 As well as the principle of development being supported by the Development Plan, there remains a shortage of housing in the Borough in relation to the requirements of Paragraph 47 of NPPF which requires Councils to 'boost significantly the supply of housing'. Whilst RVBC has gone some way to achieving this increase through the approval of planning applications (albeit some on appeal), the Core Strategy for the Borough remains at a stage where little material weight can be attributed to it – particularly in respect of the proposal for the strategic site at Standen given the number of objections it has attracted. It follows that the application should be determined in accord with the requirements of NPPF and *'in context of the presumption in favour of sustainable development'* (Para 49).
- 6.3 The application has been tested against all relevant policies of the Ribble Valley Local Plan and all other material planning considerations have been taken into account. The scheme will make a positive contribution to the streetscene in this part of Whiteacre Lane and respects the amenities of existing and future neighbours. The scheme is also acceptable in highway safety terms.
- 6.4 There is no conflict with policies of the Development Plan and it has been shown that there are no material planning considerations that would point to a refusal. As such, and in accord with Section 38(6) of the Planning and Compulsory Purchase Act 2004, the application ought to be approved.

JWPC Ltd
September 2013