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Ecd 16/19



## **DESIGN AND ACCESS STATEMENT**

**LAND TO THE REAR OF 9 DOWNHAM ROAD,  
CHATBURN BB7 4AU**

**PARTIAL DEMOLITION OF WORKSHOP,  
ALTERATIONS AND CHANGE OF USE OF  
REMAINING WORKSHOP  
TO WORKSHOP AND GARAGE WITH  
RESIDENTIAL ANNEX ABOVE,  
AND ERECTION OF TWO DWELLINGS**

**August 2015**

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## 1 INTRODUCTION

- 1.1 This Design and Access Statement supports a full planning application for the partial demolition of a workshop, alterations and the change of use of the remaining workshop to a workshop and garage with residential annex above, and the erection of two dwellings. It should be read in conjunction with the other submission documents and plans.

## 2 ASSESSMENT

### SITE AND SURROUNDINGS

- 2.1 The application site is situated on the south side of Downham Road, located to the rear of numbers 9 and 11 which are also in the applicant's ownership, with access to the site between the two properties. The southern boundary of the application site is marked by the Chatburn Brook, here at a lower level, and the railway line in a cutting forms the south east boundary. To the east is the rear garden of 13 Downham Road and to the west is further residential property on Clough Bank. Also along the southern boundary are a number of deciduous trees. Across the site there is a slight slope down to the south.
- 2.2 The whole of the application site is within the defined settlement boundary and the Chatburn Conservation Area. In the vicinity of the application site the two boundaries coincide and just touch the southern boundary of the site. The Chatburn Conservation Area Map identifies 7/9 Downham Road as a Building of Townscape Merit. Downham Road is part of the designated Lancashire Cycle Way.
- 2.3 The access into the site is approximately 30m in length and the site itself is approximately 30 x 40m. On the eastern side of the site there is an L-shaped range of buildings, now in a dilapidated condition. The building and the land have most recently been used as a haulage business with facilities for vehicle servicing and repair, a use which is thought to have ceased some 30 years ago.
- 2.4 The north wing of the range is the oldest, believed to be early or mid-19<sup>th</sup> century in date, and runs west-east with the north elevation being the front. It was constructed originally as a 4-bay barn and is of stone construction with a stone slate roof. However in the mid-20<sup>th</sup> century the west gable wall and the west end of the north elevation wererebuilt using concrete block. At the same time ground and first floor openings were inserted to meet the needs of the business which bore no relation to the original function of the building. However the original arched doorway in the north elevation remains, although with modern doors.
- 2.5 Attached to the south elevation of the barn is the southern wing which runs north-south with the front elevation facing west. This is mid-20<sup>th</sup> century in date and is mostly of brick construction with a slate roof.
- 2.6 The yard has a gravel surface now partly overgrown, with evidence of a bonfire in the south west corner. Also in the yard there is a portacabin, a JCB, a skip, a steam roller, a service pit, an abandoned vehicle, a shipping container, assorted building materials and piles of scrap including oil drums and rubble.

### HISTORY

- 2.7 The Heritage Statement provides more detail but in summary the site it thought to have started life as a farm or been in horticultural use, before being used for a haulage business from about the mid-20<sup>th</sup> century. That use ceased approximately 30 years ago, since when the site has been largely unused.
- 2.8 We are not aware of any planning history relating to the application site that would have a direct bearing on this proposal.

## PROPOSAL

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- 2.9 It is intended to demolish the southern wing of the existing range of buildings in its entirety. In the northern wing a small ground floor workshop will be retained but the use of the rest of the ground floor will be changed to create a double garage and access to a new first floor residential annex. The garage will be for the use of the house immediately to the rear (Plot 2) and the annex will be tied to that same property by the use of a standard condition.
- 2.10 This change of use will necessitate some structural alterations, principally the insertion of a first floor, and the opportunity will be taken to rebuild the front and side elevations in stone to replace the existing concrete block. The roof structure will simply be repaired and re-slated.
- 2.11 In the rebuilt section of the north elevation there will be a pair of garage doors, and at first floor level there will be one window in the front elevation and two in the west side elevation. The original doorway in the front elevation will be retained and the existing replacement door altered to one that is more suitable for the use. The only new openings will be one first floor window in the front elevation and a rooflight in the rear elevation, both to light the bedroom. The existing breathers are to be retained without alteration but will be blocked internally.
- 2.12 On the rest of the site two detached, two storey dwellings will be built, sharing the existing access between 9 and 11 Downham Road. Plot 1 will be situated to the rear of number 9 and plot 2 to the rear of the former barn on the site of the demolished building. Between the two dwellings there will be a shared turning space enabling vehicles to leave the site in forward gear, and to the south of the dwellings there will be areas of private amenity space. The buildings will be well away from the trees on the southern boundary, which will be augmented with additional planting.
- 2.13 The dwelling on plot 1 will have a separate kitchen a combined dining room and lounge, three bedrooms with two bathrooms and an attached double garage. The front elevation will face east but the only opening in it will be the front door, and the garage doors which will be set further back. The windows will be in the side elevations, facing north and south.
- 2.14 The dwelling on plot 2 will have a kitchen/diner, lounge, TV room, wrap around single storey sun room, four bedrooms with three bathrooms and a double car port with driveway parking. The front elevation will face north, which with the rear south elevation will be the principle elevations in terms of window openings; the sun room will have windows all round but will be single storey and the ground floor windows in the east elevation will be a secondary window for the kitchen/diner and a window for the utility room.

## PLANNING POLICY

### National Planning Policy Framework

- 2.15 The National Planning Policy Framework (NPPF) was published in March 2012, replacing most of the national planning guidance extant at that time. Paragraph 2 states that *"Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions"*.
- 2.16 The NPPF describes the overarching aim of the planning system as being to secure sustainable development; paragraph 7 states that there are three dimensions to sustainable development, namely economic, social and environmental and expands on those aspects and issues that are encompassed by each. Moreover, (paragraph 8), they cannot be considered in isolation and sustainable development is only achieved where all are embraced.

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2.17 Furthermore the NPPF details a presumption in favour of sustainable development, which in respect of the determination of planning applications requires, paragraph 14:

- *"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 taken as a whole; or*
  - *specific policies in this Framework indicate development should be restricted".*

2.18 Paragraph 17 details 12 core principles that planning should achieve. The following extracts are of particular relevance:

- plans should be kept up-to-date
- should not just be about scrutiny but a creative process to find ways to enhance and improve the places in which people live their lives
- should proactively drive and support sustainable economic development to deliver the homes and other components of thriving local places that the country needs.
- should always seek to secure high quality design and a good standard of amenity for existing and future occupiers of land and buildings
- take account of the different roles and character of different areas
- support the transition to a low carbon future, including the conversion of existing buildings
- promote the use of brownfield land
- conserve heritage assets in a manner appropriate to their significance and
- manage patterns of growth to make the best use of public transport, walking and cycling

2.19 Paragraphs 47 to 55 describe the Government's commitment to delivering a wide choice of quality homes. To this end paragraph 47 requires LPA's, amongst other things, to *"identify and update 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% (moved forward from later in the plan period) to ensure choice and competition in the market for land"*. Furthermore (paragraph 48) an allowance should be made for windfall sites where they have consistently become available and will continue to provide a reliable source of supply, and (paragraph 49), *"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"*.

2.20 Paragraph 50 states that *"To deliver a wide choice of high quality homes, widen opportunities for home ownership and create sustainable, inclusive and mixed communities, local planning authorities should:*

- *"Plan for a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community ...;and*
- *Where they have identified that affordable housing is needed, set policies for meeting this need on site ..."*.

2.21 Paragraphs 56 to 68 are concerned with the need for good design: *"The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people"*. Paragraph 58 requires that planning decisions ensure that developments will, amongst other things:

- *"...function well and add to the quality of the area, not just for the short term but over the lifetime of the development;*

- establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live ... ;
- optimise the potential of the site to accommodate development ... ;
- respond to local character and history, and reflect the identity of local surroundings and materials, while not preventing or discouraging appropriate innovation;
- create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion; and
- are visually attractive as a result of good architecture and appropriate landscaping".

2.22 Paragraph 60 advises that local planning authorities "... should not attempt to impose architectural styles or particular tastes and should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles. It is, however, proper to seek to promote or reinforce local distinctiveness".

2.23 Paragraphs 126 to 141 are concerned with enhancing the historic environment; there is a need to recognise that heritage assets are "...an irreplaceable resource ...". Paragraph 128 requires that "In determining planning applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting". But, "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 their significance". When determining planning applications local planning authorities should, amongst other things, "take account of ... the desirability of new development making a positive contribution to local character and distinctiveness".

National Planning Practice Guidance: Conserving and enhancing the historic environment

2.24 This suite of documents, updated on 10 April 2014, advises on all aspects of the historic environment including with reference to decision-taking.

Ribble Valley Core Strategy

2.25 Ribble Valley Core Strategy (CS) was adopted on 16 December 2014. The relevant Key Statements (KS) and Policies (Pol) are detailed below:

**KS DS1 – Development Strategy.** The majority of new housing development will be focussed on an identified strategic site to the south of Clitheroe, in the principal settlements of Clitheroe, Longridge and Whalley, and in the Tier 1 Villages (which are the more sustainable of the 32 defined villages), including Chatburn; the table in paragraph 4.12 states that for Chatburn the total number of houses required over the plan period is 27, that the commitments to March 2014 are 9 and that the residual number of houses required is 18.

**KS DS2 – Presumption in Favour of Sustainable Development.** In the determination of planning applications the Council will reflect the presumption in favour of sustainable development detailed in the NPPF.

**KS EN4 – Biodiversity and Geodiversity.** Seeks wherever possible to conserve and enhance the area's biodiversity

**KS EN5 – Heritage Assets.** Heritage assets and their settings will be conserved and enhanced in a manner appropriate to their significance for their heritage value, their contribution to local character, distinctiveness and sense of place and to wider social, cultural and environmental benefits. Long term protection invariably requires a viable use that optimises opportunities for sustaining and enhancing its significance.

**KS H1 – Housing Provision.** Land for residential development will be made available to deliver 5,600 dwellings, estimated at an average annual completion target of 280 dwellings per year over the period 2008-2028.

**KS H2 – Housing Balance.** There should be a suitable mix of housing, reflecting the SHMA and housing needs surveys.

**KS H3 – Affordable Housing.** In all locations in the Borough other than in Clitheroe and Longridge the LPA will seek affordable housing provision on developments of five or more dwellings or sites of 0.2ha or more.

**KS EC1 – Business and Employment Development.** Proposals that result in the loss of existing employment sites to other forms of development will need to demonstrate that there will be no adverse impact upon the local economy.

**KS DM12 – Transport Considerations.** New development should be located to minimise the need to travel and reduce the need to travel by private car.

**Pol DMG1 – General Considerations.** A number of criteria that will secure better standards of development in respect of design, access, amenity, environment and infrastructure.

**Pol DMG2 – Strategic Considerations.** Development should be in accordance with the Core Strategy Development Strategy. Development proposals in settlements including Chatburn should consolidate, expand or round-off development so that it is closely related to built-up areas, ensuring that it is appropriate in scale and in keeping with the existing settlement.

**Pol DMG3 – Transport and Mobility.** Considerations include having regard for the availability and adequacy of public transport and associated infrastructure, relationship to the primary and strategic road network, provision of access for pedestrians, cyclists and those with reduced mobility, accessibility by means other than the private car, the choice for people to walk, cycle and catch public transport between home and facilities that they use regularly, and the provision of car parking.

**Pol DME2 – Landscape and Townscape Protection.** Development proposals should respect townscape elements such as the scale, form and materials that contribute to the characteristic townscapes of the area.

**Pol DME3 – Site and Species Protection and Conservation.** Affords protection to a wide range of habitats and species including those that are protected by law.

**Pol DME4 – Protecting Heritage Assets.** Proposals within or closely related to conservation areas should not harm the area. Consideration should be given as to whether it respects and safeguards the architectural and historic character of the area as set out in the relevant conservation area appraisal. Development should respect the character of the area in terms of its location, scale, size, design and materials and existing buildings, structures, trees and open spaces.

**Pol DMB1 – Supporting Business Growth and the Local Economy.** Proposals for the development, redevelopment or conversion of sites with employment generating potential in the plan area for alternative uses will be assessed with regard to a number of criteria including the provisions of policy DMG1, compatibility with other plan policies, environmental benefits to be gained, the economic and social impact of the loss of employment opportunities and demonstrable attempts to secure alternative employment generating uses for the site.

#### Chatburn Conservation Area Appraisal, Management Guidance and Map

- 2.26** Chatburn Conservation Area was designated in 1974. The Appraisal details the history and features of the conservation area and analyses the strengths and weaknesses (SWOT analysis), the Management Guidance suggests improvements that could be made and the Map provides a visual representation of the boundary of the conservation area and assets identified. In respect of the application site, 7/9 Downham Road is a Building of Townscape Merit.

### 3 INVOLVEMENT

- 3.1 Pre-application advice has been sought from the local planning authority as recommended which in the response dated the 27<sup>th</sup> May 2015 which was supportive of the principle and made various detailed comments which have been addressed in the finalised application (Appendix A)

### 4 EVALUATION AGAINST PLANNING POLICY

#### PRINCIPLE OF DEVELOPMENT

- 4.1 In respect of location CS KS DS1, which outlines the development strategy, states that the majority of new housing development will be concentrated within the identified strategic site and in the principle settlements of Clitheroe, Longridge and Whalley; development will also be focused towards the Tier 1 Villages which include Chatburn. CS Pol DMG2 requires development to be in accordance with the CS development strategy and to support the spatial vision; development proposals in the principal settlements and in the Tier 1 Villages should consolidate, expand or round-off development and be appropriate in terms of scale.
- 4.2 The application site is situated in a Tier 1 Village, described as being the nine most sustainable of the 32 defined village settlements, and the proposal thus accords with the CS development strategy. Furthermore the site is situated within the defined settlement boundary and the proposal will make use of a small site on which there is an unoccupied building and in this sense the development will consolidate existing development. The development is for two additional dwellings, replacing a large commercial building, and it is therefore appropriate in terms of scale.
- 4.3 In respect of housing land supply, CS KS H1 states that land for residential development will be made available to deliver 5,600 dwellings through the plan period 2008-2028, with an annual average completion target of at least 280 dwellings per year. NPPF paragraph 47 requires local planning authorities to identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirement together with an additional buffer of 5%; where, as in Ribble Valley, there is a record of persistent under delivery of housing there is a requirement to increase the buffer to 20%.
- 4.4 The most recent Housing Land Availability Schedule dated April 2015 purports to demonstrate a housing land supply of 5.59 years. The January 2015 edition of the Schedule demonstrated a housing land supply of 5.54 years and the July 2014 edition 5.10 years. Furthermore the three most recent editions of the Schedule indicate a shortfall in housing provision of 880, 867 and 910 units respectively. Accordingly it can be seen that the annual completion rate has consistently fallen below the 280dpa identified.
- 4.5 CS KS DS1 indicates that in Chatburn the amount of housing required through the plan period is 27 units; commitments to March 2014 were 9 leaving a residual requirement of 18 units to be provided through the balance of the plan period.
- 4.6 It should be noted that the housing need of 280 units per year through the plan period is a minimum target only. Furthermore NPPF paragraph 47 notes that to be considered deliverable sites should be available now. However the April 2015 Housing Land Availability Schedule indicates that of the 2864 units identified as comprising the supply, 2069 relate to sites for which there is outline planning permission only. This means that they are not deliverable within the terms set out in the NPPF and clearly demonstrates that the Council does not have a five year housing land supply as required.
- 4.7 NPPF paragraph 49 states that housing land supply policies cannot be considered up-to-date if the Council cannot demonstrate a five year supply of deliverable housing sites; paragraph 14

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states that where the relevant policy is out-of-date planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies in the Framework taken as a whole, or specific policies in the Framework indicate that development should be restricted for a range of reasons including potential impact on heritage assets.

- 4.8 Similarly, CS KS DS2 describes a presumption in favour of development in accordance with the NPPF and states that where policies are out-of-date planning permission will be granted unless material considerations indicate otherwise and taking into account the advice detailed in NPPF paragraph 49 above. It will be demonstrated in this Statement and elsewhere that no such reason to resist development exists and therefore that the planning permission sought should be granted.
- 4.9 The Council acknowledge that persistent underperformance in respect of completion rates will exacerbate the current undersupply of new residential units in the Borough and compromise the delivery of the CS. The development now proposed represents an opportunity to address this shortage, on a scale commensurate with its location within a Tier 1 Village. This is a full planning application that offers a realistic chance of providing housing.
- 4.10 In terms of housing need, CS KS H2 seeks to ensure the correct housing balance as evidenced by the Strategic Housing Market Assessment (SHMA). That document was adopted in 2008 and demonstrated significant need, but is now out of date. The Chatburn Housing Needs Survey 2009 also demonstrated significant housing need, and whilst the details of the survey are now likely to be out of date the principle of a need for housing in Chatburn has not declined. Indeed, the prospect of employment opportunities in the village was cited in the Survey as a reason for people wanting to find housing in Chatburn. Also of interest is the fact reported in the Survey that despite their need, only 8 respondents had registered that need with Ribbles Valley Homes Social Housing List.
- 4.11 As market housing the applicant is satisfied that there is a need for the proposed properties, otherwise the development would not be commercially viable. The site circumstances are such that two dwellings can conveniently be accommodated, taking account of factors such as the need to ensure separation distances and the amount of activity on the access track. The two dwellings will each offer different amounts of accommodation and thus they will meet an identified need.
- 4.12 Regarding the sustainability of the application site, CS KS DM12 requires new development to be located to minimise the need to travel and to incorporate good access by foot and cycle and have convenient links to public transport to reduce the need to travel by private car, and CS Pol DMG3 considers the availability and adequacy of public transport, including the provision made for access to the development by pedestrians and cyclists.
- 4.13 The application site is in the centre of the village where local services are accessible on foot, and Downham Road is part of the Lancashire Cycle Way which therefore makes it ideal for cycling. Furthermore CS KS DS1 describes the Tier 1 Villages, of which Chatburn is one, as being the more sustainable of the 32 defined village settlements. Thus the application site can be described as occupying a sustainable location.
- 4.14 In circumstances of no demonstrable five year supply of housing land, continuing housing need and occupying a sustainable location the approval of planning permission would accord with the presumption in favour of sustainable development that is fundamental to the NPPF and repeated in CS KS DS2.



## AFFORDABLE HOUSING ELEMENT

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- 4.15 CS KS H3 states that in all locations outside Clitheroe and Longridge there will be a requirement for an affordable housing element on all developments of five or more dwellings or where the site is 0.2ha or larger. The threshold is not reached at the application site and thus in this instance there is no requirement for affordable housing.

## LOSS OF EMPLOYMENT GENERATING SITE

- 4.16 NPPF paragraph 17 identifies 12 core planning principles, one of which is to encourage the re-use of existing resources including the conversion of existing buildings. The NPPF also identifies the need to build a strong, competitive economy, but there is no specific resistance to the conversion of buildings to residential use per se; flexibility and responsiveness to changing needs is more important, noting that the economy is benefitted by the provision of housing.
- 4.17 CS KS EC1 however states that proposals which result in the loss of existing employment sites to other forms of development will need to demonstrate that there will be no adverse impact on the local economy and CS Pol DMB1 details five criteria that must be considered in the determination of applications for the redevelopment or conversion of sites with employment generating potential for alternative uses.
- 4.18 The first criteria of CS Pol DMB1 is that the proposal should comply with the requirements of CS Pol DMG1 which relate to design, access, amenity and infrastructure. These issues are considered elsewhere in this statement and found to be satisfied. The second criteria is compatibility of the proposal with other plan policies of the Local Development Framework. The proposal is compatible.
- 4.19 The third criteria concerns the environmental benefits to be gained by the community. Although historically the application site was in use as a haulage depot with facilities to repair commercial vehicles, that is a use which developed over the years and is no longer considered practicable on the site. The access for use by commercial vehicles is poor and neighbouring residential properties are vulnerable to noise and disturbance from business use.
- 4.20 Although it is private property the site is nevertheless susceptible to inappropriate activity, and there are many sources of potential harm on the site. The cleaning up of the site and its use for housing would be a considerable environmental benefit.
- 4.21 The fourth criteria is the economic and social impact caused by the loss of employment opportunities. Having been unused for some 30 years the employment generating potential of the site must be considered to be negligible if not lost entirely and thus there will be no economic or social harm arising from the loss of employment opportunities. Rather, the productive use of the site and the opportunity to provide housing whose occupiers can support local businesses is to be welcomed.
- 4.22 The fifth and final criteria is that attempts to secure an alternative employment generating use for the site must be demonstrated. The site circumstances are such that it is wholly unsuited to being in employment use and thus such a marketing exercise cannot be justified.
- 4.23 In the circumstances described and taking account of the fact that the employment potential of the site is negligible, no significant harm will result from the development proposed. Indeed, benefit is to be gained in environmental terms to nearby residents, and also to the environment itself. In contrast to the current situation the effective use of the site would be greatly beneficial not only by providing much needed housing but also in terms of aiding the economy through the provision of housing. Accordingly the proposal complies with the requirements of the NPPF in terms of supporting the wider economy, and complies with the detailed criteria in CS Pol DMB1.

## SUITABILITY

- 4.24 The later, southern wing of the building has no architectural merit and would benefit from demolition. The northern wing of the building however, although much altered, is evidence of the agricultural origins of the site and in recognition of its place in the history of the village is worthy of retention. Within the settlement boundary there would be no planning policy restriction in terms of rebuilding, but the rebuilding work proposed will be limited to that which is essential and to the replacement of the concrete block.
- 4.25 The position of the retained building within the site and the limited number of openings that a barn has means that it lends itself to use as an annexe and for the provision of space for ancillary activities. The two dwellings proposed can be accommodated on the site comfortably, without the site feeling cramped and without compromising either the access or the trees along the southern boundary.
- 4.26 The utilities and public authorities will not be required to contribute financially towards infrastructure provision in connection with the proposed development.

## HERITAGE CONSIDERATIONS

- 4.27 One of the core planning principles set out in NPPF paragraph 17 is the need to conserve heritage assets "... in a manner appropriate to their significance ...". Paragraphs 126-141 are concerned with conserving and enhancing the historic environment; paragraph 128 states that although applicants must describe the significance of any heritage assets affected, "*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 their significance*".
- 4.28 CS KS EN5 Heritage Assets notes the "... presumption in favour of the conservation and enhancement of the significance of heritage assets and their settings..." which will be "... conserved and enhanced in a manner appropriate to their significance for their heritage value; their important contribution to local character, distinctiveness and sense of place ...". It goes on to describe how the presumption in favour of heritage asset conservation and enhancement is to be achieved, including "*Recognising that the best way of ensuring the long term protection of heritage assets is to ensure a viable use that optimises opportunities for sustaining and enhancing its significance*" and by "*Considering any development proposals which may impact on a heritage asset or their setting through seeking benefits that conserve and enhance their significance and avoids any substantial harm to the heritage asset*".
- 4.29 CS Pol DME4 Protecting Heritage Assets states that when considering development proposals the Council "... will make a presumption in favour of the conservation and enhancement of heritage assets and their settings", going on to provide detailed advice in respect of conservation areas and listed buildings and other buildings of significant heritage interest. This development proposal has possible implications for two heritage assets, namely Chatburn Conservation Area and 7/9 Downham Road which is a Building of Townscape Merit.
- 4.30 In terms of the impact of the proposed development on the conservation area, the Conservation Area Appraisal identifies the features of special interest that have justified the designation of the conservation area and they include barns which provide evidence of the agricultural origins of the village. Elsewhere it is noted that 20<sup>th</sup> century housing development is mostly sited so as to be largely invisible from the centre of the village, either by being screened by other buildings or by being set on land that falls away towards the river, and there is passing reference to development dating from the third quarter of the 19<sup>th</sup> century on either side of Downham Road.
- 4.31 7/9 Downham Road is identified as a Building of Townscape Merit. No specific details are given but in summary these buildings are mostly modest 19<sup>th</sup> century cottages that have survived largely unaltered and therefore make a positive contribution to the character and appearance of

the conservation area. The Conservation Area Appraisal includes a SWOT analysis. Of particular relevance to the development is one of the identified strengths namely the successful integration of newer housing into the village.

- 4.32 The Conservation Area Management Guidance requires new development to comply with planning policy, although that specified is now superseded. There is however a requirement for new development to reflect the immediate environment in terms of scale, density, form, materials and detailing.
- 4.33 The Heritage Assessment and Heritage Impact Statement together provide full details of the likely impact of the proposed development. Of note is the fact that the southern wing of the range has no heritage value and does not contribute positively to the conservation area. On this basis its removal would be beneficial. Furthermore the proposed conversion of the original barn, albeit with new building work to replace the concrete block, will be achieved so as to retain the features of interest that remain.
- 4.34 In terms of the impact of the two new dwellings, they will be positioned to the rear of 9 and 11 Downham Road and the converted barn which will provide effective screening. Accordingly it is anticipated that their construction in principle will continue the tradition established in Chatburn of more recent development being well screened and therefore not impacting on the character and appearance of the heart of the village and the conservation area.
- 4.35 The site circumstances dictate that two detached dwellings are provided. Although the Conservation Area Appraisal makes much of the terraced properties there are examples of detached dwellings and so that in itself would not be harmful to the character of the conservation area. Indeed, the dwelling on plot 2 will be joined by the car port to the rear elevation of the converted barn and that link will produce a larger mass which is typical. The use of two different house types and the fact of linking one house to the converted barn will ensure that the scheme has variety and therefore visual interest. Both dwellings are to be two storey and so will be in keeping in terms of scale, and materials are to be natural stone and slate which will blend with existing development in the vicinity.
- 4.36 CS KS EN5 is pragmatic in noting that the best way to ensure the long term protection of a heritage asset is by ensuring a viable use that optimises opportunities for sustaining and enhancing its significance. Although the barn to be converted is not itself identified as a heritage asset, by virtue of being within the conservation area and retaining some evidence of its original use it is certainly worthy of renovation and retention. The proposed use will allow it to be converted sympathetically, retaining the original features that still exist. In terms of the site as a whole, redevelopment will breathe new life into it and provide an opportunity for the site to be enhanced.
- 4.37 Accordingly the proposal complies with advice set out in the NPPF and with the requirements of CS Pol DME4.

#### RESIDENTIAL AMENITY

- 4.38 One of the core planning principles set out in NPPF paragraph 17 is a need for a good standard of amenity for all existing and future occupants of land and buildings. CS Pol DMG1 requires, amongst other things, that development ensures satisfactory daylighting and privacy.
- 4.39 The development has been laid out to ensure that satisfactory separation distances are achieved both between the two dwellings proposed and between them and existing residential development. To this end the window openings in the dwelling on plot 1 will be confined to the two side elevations (north and south), with the first floor window in the north elevation closest to the side boundary relating to an en-suite bathroom.



**USE**

- 5.5 The use of the site will change from a long disused haulage business to residential.

**AMOUNT**

- 5.6 There will be two residential units, one having three bedrooms and one having four bedrooms. In addition there will be ancillary accommodation in the converted barn comprising a double garage and workshop and at first floor level a one bedroom annexe tied to Plot 2.
- 5.7 The footprint of the building to be demolished is 158m<sup>2</sup>. The footprint of the barn will remain unchanged at 89m<sup>2</sup>, but a first floor will be inserted across the whole building rather than just at one end as now. The footprint of the dwelling on plot 1 will be 120m<sup>2</sup>, and the footprint of the dwelling on plot 2 will be 122m<sup>2</sup>.

**LAYOUT**

- 5.8 The proposed layout is a function of a number of factors including the site configuration, the location of the point of access from the highway, the position within the site of the barn to be retained and the proximity of surrounding dwellings and the Chatburn Brook. The site can accommodate two dwellings, and they will be located to either side of a central access and turning area. The dwelling on plot 2 will be attached to the barn that is to be retained by an intervening car port.

**MATERIALS**

- 5.9 The barn to be retained will be rebuilt where necessary in stone to match the existing, with the roof covering remaining unaltered. The two new dwellings will be faced with natural stone and have stone slate roofs. Doors and windows are to be timber.

**SCALE**

- 5.10 The dimensions of the barn to be retained will be unaltered. The overall height of the dwelling on plot 1 will be 7.72 m, the height to the eaves will be 5.1m, the height to the ridge of the garage will be 4.28m and the height to the eaves of the garage 2.3m; on plot 2 the overall height of the dwelling will be 7.8m, the height to the eaves will be 5.1m, the height to the top of the sun room will be 3.58m, the height to the eaves of the sun room will be 2.55m, the height to the ridge of the car port will be 4.07m and the height to the eaves of the car port will be 2.0m.

**LANDSCAPING**

- 5.11 The areas of hardstanding comprising the access and turning space will be surfaced with tarmacadam. Between the rear gardens of the two properties there will be a 2m high close boarded fence with other boundary treatments as existing.
- 5.12 The development will have no impact on the trees adjacent to the southern boundary.

**APPEARANCE**

- 5.13 It is intended that the appearance of the new build element of the development will be informed by the character of the built environment in the locality, and the scheme for conversion of the barn will of course retain those original features which remain whilst sympathetically restoring the remainder.
- 5.14 To this end the new dwellings will be two storey and utilise natural materials, and they will be positioned to form a relationship with existing buildings in the vicinity whilst ensuring that

residential amenity is not compromised. In this way the relatively dense pattern of residential development that has been established historically will be replicated. The dwellings together with the barn will be focussed around a small informal courtyard which it will be possible to glimpse from Downham Road but the development will not be visually prominent in the street scene.

## 6 ACCESS

- 6.1 The NPPF paragraph 35 details requirements in terms of accessibility and CS Pol DMG3 requires that provision is made for access to new development by pedestrians, cyclists and those with reduced mobility.
- 6.2 There is a footpath on one side or other of Downham Road if not both facilitating pedestrian access, and as noted elsewhere cycling is possible too. Thus local village services are readily accessible. Chatburn is served by a bus connection to Clitheroe and so the greater opportunities provided by the principal settlement including employment are also accessible without recourse to the private car.
- 6.3 The existing access from the site onto Downham Road will be retained without alteration. It benefits from good visibility in both directions as a result of a slight curve in the road and is sufficient to serve the traffic levels generated by two dwellings, particularly when compared with the type of traffic that would have been created by the haulage business. Both dwellings will have parking provision commensurate with their size and a communal turning area will enable vehicles to turn and leave the site in forward gear.
- 6.4 Level access can be provided into both dwellings.
- 6.5 Thus the scheme fully complies with NPPF guidance and with CS Pol DMG3.

## 7 CONCLUSIONS

- 7.1 This Design and Access Statement supports a full planning application for the partial demolition of a workshop, alterations and the change of use of the remaining workshop to a workshop and garage with residential annex above, and the erection of two dwellings. Pre-application advice was essentially positive, but changes have been made to the scheme reflecting advice received, and the issues that were identified have been addressed.
- 7.2 This is a discreet development that will utilise the historic barn and retain those characteristic features that have survived thus far, and clear away the building which is visually detrimental and put the land to good use. The redevelopment of this brownfield site will enhance visual amenity and benefit positively the character and appearance of the conservation area.
- 7.3 This statement has demonstrated that the local planning authority cannot identify a five year housing land supply within the terms set out in the NPPF, and thus the housing policies cannot be considered up-to-date. In such circumstances there is a presumption in favour of development and the application should be approved unless specific harm can be demonstrated.
- 7.4 As established, no such harm will arise. Indeed considerable benefit will be derived, not least of which will be the provision of two dwellings for which there will be full planning permission. This will go some way to meeting the outstanding housing need in Chatburn. In terms of house types, two complementary units will provide some choice.
- 7.5 The proposal comprises sustainable development as defined in the NPPF. The economic role is fulfilled by providing housing whose occupiers will help to support local businesses in the village. The social role is satisfied by the housing which will meet a local need and complement other

development. The environmental role is met by securing a viable alternative use for the premises whilst conserving and enhancing the contribution that the historic barn makes within the conservation area, and the scheme will be achieved without detriment to the character of the conservation area in general and the Building of Townscape Merit in particular.

- 7.6** This statement has demonstrated that the proposal complies with all relevant planning policies, government guidance and material considerations. Accordingly the local planning authority is requested to grant full planning permission.





# RIBBLE VALLEY BOROUGH COUNCIL



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Dear Mr Kinder

**REQUEST FOR PRE-APPLICATION ADVICE RELATING TO PROPOSED  
CONVERSION OF EXISTING BUILDING TO GARAGE AND ANNEX AND ERECTION  
OF TWO DETACHED MARKET DWELLINGS ON LAND TO THE REAR OF 9  
DOWNHAM ROAD, CHATBURN.**

I write in response to your request for pre-application advice in relation to the above proposals. No information has been submitted to clarify the former or current use of the site and building to be converted, but it appeared from my site visit that the building to be converted has been used in the past as a workshop in connection with a commercial storage/vehicle yard.

The enquiry relates to firstly the conversion of the existing two-storey workshop building to garage and annex and also the erection of two detached market dwellings. At this stage of enquiry I have not received a detailed Heritage Statement to clarify the significance of the building to be converted, nor the first floor plan or elevations of the proposed dwellings. In the absence of this I am only able to comment upon the broad principle of the development and relevant material considerations, together with a list of requisite validation requirements if an application is forthcoming.

### Principle

With regards to proposals which seek to increase the level of residential development, Core Strategy Key Statement DS1 sets out the development strategy for the borough. In order to promote sustainable development this seeks to direct the majority of new housing to the strategic site of Standen and the three principal settlements in the Borough (Clitheroe, Longridge and Whalley). Beyond this the policy designates 32 smaller settlements. Of these, 9 are considered to be the most sustainable and are designated as Tier 1 villages and the other less sustainable 23 are Tier 2 villages in which development must meet proven local needs or deliver regeneration benefits to be considered acceptable.

In this case, the site is within the designated settlement of Chatburn which is a Tier 1 Village. On this basis, the site is considered to be within a sustainable location and at the present moment in time there is a residual need for dwellings within this locality, therefore the principle of two market dwellings is acceptable. Notwithstanding this, please be mindful that if a large number of applications for residential development are approved within, or directly adjacent to the settlement of Chatburn prior to the determination of your clients application then the above advice may be subject to

change as the surplus for Chatburn may have reached a figure whereby any future development would be harmful to, and thus contrary to DS1 of the Core Strategy.

With regards to the conversion of the workshop building, I am mindful that policy DMH5 of the Core Strategy states that conversion of buildings to provide annex accommodation should be ancillary to the main dwelling that it is associated with and only provide a modest level of accommodation. From the plan submitted (Dwg. JACKS-05/Dwg 04) I am satisfied that the proposal meets the above requirement. Notwithstanding this, it would appear that this building and land associated with it had a former employment use. Any subsequent application should be supported by a planning statement which outlines the previous use of this building and the site, precise nature of the business and number of employees, together with information as to when the business ceased trading, if it has relocated to another site and also if it has been marketed for employment use. Such information is required in order to establish whether the development would have a negative impact upon employment within the area and in order to demonstrate why retention as an employment/business use is considered not to be viable.

### Design and Materials

Notwithstanding that the principle is considered acceptable; the Authority will need to be satisfied that any proposal for works to the interior and exterior of the existing workshop and development within the remainder of the site does not harm the character and significance of Chatburn Conservation Area and its associated buildings as outlined within DMG1, EN5, DME4 of the Core Strategy, the 'Planning for the Historic Environment Practice Guide' (HEPPG – English Heritage) and the NPPF which stresses that 'new development should make a positive contribution to local character and distinctiveness' (para. 126. of the NPPF). Any subsequent proposal should also be mindful of Section 72. of the Planning (Listed Buildings and Conservation Areas) Act 1990 which imposes the general duty on Local Planning Authorities to pay special attention to the desirability of preserving or enhancing the character or appearance of the area.

In the absence of first floor plans and detailed plans of the proposed elevations of the dwellings it is very difficult for me to provide you with any detailed advice about what would be considered acceptable. In the first instance, and as advised above, I would advise that you employ someone to conduct a full historic assessment of the site. This is in order to establish the significance of the existing workshop building and the historic use of the site which is a necessary validation requirement in accordance with para. 128. of the National Planning Policy Framework (NPPF) which states that 'in determining planning applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. 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 their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary'.

It was apparent from my site visit that the existing workshop building is of some age and whilst part of it seemed to have been re-built its inherent character remains. The elevation plan submitted (JACKS-05/Dwg 04) indicates that use is to be made of the existing openings to the ground floor on the front elevation whilst the existing openings to the first floor are to be altered and a new one added. It is not clear which openings are original, and which have been added/re-modelled at a later date. I would advise that clarification of the appearance of the original building is provided within the Heritage

Statement in order to inform the case officer if an application is submitted. In my opinion, I consider it important to retain the existing arched opening at ground floor level and the two larger openings adjacent to it which appear on the submitted plan as the same size, whilst on site one appears larger. As stressed above, please ensure that the size and design of original openings to the building are retained. The existing windows to the first floor on the front elevation are rather large and commercial in appearance and have obviously been altered for the purposes of the workshop. It would be beneficial to establish what the original openings were at first floor in order to assess whether the size/proportions of the windows proposed are appropriate. For information I would advise that the new window inserted to the eastern side of the building at first floor level is removed as the original character of this building remains relatively unaltered. I note also that there is a mono-pitch building attached to the front elevation of the workshop. Please ensure that the existing site plan shows this building and the proposed plan identifies whether this is to be removed or retained/altered.

I have strong concern that due to the cramped nature of the site there will be a degree of overlooking from the two first floor windows to the side elevation of the building towards the rear amenity space of 9 Chatburn Road and also overlooking from the first floor windows to the front elevation towards the entire rear elevation and amenity space of 11 Chatburn Road. Whilst both dwellings may be in your clients' ownership the Authority must always be mindful of the occupants of these dwellings in the future.

Furthermore, I am also mindful that the distance between the two dwellings is limited thus possibly resulting in privacy issues and overlooking from ground and first floor windows to the gable elevations which face each other.

As advised above, in the absence of detailed plans of the proposed elevations of the dwellings I am unable to comment upon the specific design detail/appearance of this part of the scheme. A suburban design approach in my opinion would not prove acceptable as any subsequent scheme within the Conservation Area should respond positively to the historic setting and context in terms of scale, density, form, materials and detailing be mindful of the fact that the dwellings are within the Conservation Area, and note from my site visit that they are predominantly constructed of natural stone with slate roofs.

I noted from my site visit that the ridge height of '1 Cloughbank' appears to be higher than 11 Downham Road, possibly due to the land levels. For clarity I would advise that scaled sections are submitted through the site which should show the dwellings as proposed and the height relationship with adjacent buildings. Again due to the cramped nature of the site I have strong concern that there will be a degree of overlooking towards the rear elevation and amenity space of '1 Cloughbank' and '9 Downham Road' if first floor windows are proposed to the western and northern elevation of the dwelling closest to the western boundary of the site.

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For information, I have enclosed a copy of the response from LCC Highways with regards to the access and layout as proposed, as well as a copy of the response from Network Rail. Please ensure that if an application is forthcoming suitable methods of sound insulation are installed to the properties and details of this are submitted at application stage.

### Validation Requirements

If an application is forthcoming for the proposed annex building, the following documents must be included:

- Planning Statement – To include detailed information with regards to the sites former use.
- Heritage Statement
- Habitat / Species survey of the building and the one adjacent to it.
- Structural Survey including construction method statement to demonstrate that the building is capable of conversion without significant demolition/re-build.
- Ecological Survey of the site and hedgerow to the southern boundary of the site.
- Contamination Report
- Heritage Statement
- Noise Impact Assessment – Due to the proximity of the development to the railway

If an application is forthcoming for the proposed detached dwellings, the following documents must be included:

- Planning Statement – To include detailed information with regards to the sites former use.
- Heritage Statement
- Arboricultural Impact Assessment / Tree Constraints Plan
- Detailed scaled plans of proposed hard and soft landscaping scheme
- Ecological Survey
- Contamination Report
- Noise Impact Assessment – Due to proximity of development to the railway

For information, the Authority does not consult The Environment Agency at the pre-application stage of enquiry. Therefore I would advise that you contact them directly prior to any forthcoming application.

### Conclusion

The broad principle of converting the existing workshop building and erection of two dwellings is acceptable. Notwithstanding this, and as highlighted above, in the absence of more detailed plans and a Heritage Statement I am unable to make a full assessment of the scheme and I also have strong concern with regards to the visual impact of the development and due to the cramped nature of the site impact upon neighbouring residential amenity.

Please be mindful of the fact that the above advice has been given on the basis of the level of information submitted as part of the pre-planning enquiry, which sought guidance on the general principle of converting the existing workshop building to annex and garage, as well as erection of two dwellings; the position may be otherwise if there are additional or different material facts. Please also be mindful that the Housing Monitoring Report is updated periodically and therefore any subsequent application will be determined on the basis of the current policies, key statements and supporting information at the time of determination.

I trust that you find the above observations of use and stress that they represent officer opinion only, at the time of writing, given without prejudice to the final determination of any application submitted.

Yours sincerely

Rachel Horton  
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