



Planning, Design and Access Statement

On behalf of:
Admiral Taverns (Cygnet) Limited

Proposal:
Outline application with all matters reserved for residential development of 23 dwellings, with access, parking and associated landscaping

Application Site:
Land at Nos. 23 – 25 Old Row, Barrow, Clitheroe

3201601 ASP

Site •

Land at Nos. 23 – 25 Old Row, Barrow, Clitheroe

Report for •

Admiral Taverns (Cygnet) Limited

Document revisions •

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1.0 Introduction

- 1.1 This statement has been prepared on behalf of Admiral Taverns Limited in support of their Outline Planning Application with all matters reserved for a residential development of 23 dwellings with access, parking and associated landscaping at the former La Taverna Restaurant; also known as Nos.23-25 Old Row in Barrow, near Clitheroe.
- 1.2 This application is a re-submission of a previously approved application (3/2012/0623) for the same number of units on the same site. This application does propose minor alterations, the details of which will be outlined in this statement.
- 1.3 This statement includes a description of the development site and planning history, an evaluation of the context of the site and an appraisal of all relevant planning policies. The statement is concluded with a summary of the main planning considerations relevant to this case.
- 1.4 This statement should be read in conjunction with the associated appendices and following proposal drawings:
- 5251/00A – Location Plan
 - 5251/05G – Indicative Access Proposal
 - 5251/06B – Proposed Site Layout
 - 5251/18 – Sample House Type 1 Plans
 - 5251/19 – Sample House Type 1 Elevations
 - 5251/20 – Sample House Type 2 Plans
 - 5251/21 – Sample House Type 1 Elevations
 - 6978cv/01 – 6978cv/07 - Topographical Surveys

2.0 Site & Surroundings

- 2.1 Barrow is located between Whalley (approximately 1.2 miles to the south) and Clitheroe (approximately 2.1 miles to the north) and bypassed to the west by the A59, a major primary route linking Preston and the M6 in the west to Clitheroe and Skipton beyond.
- 2.2 The site measures approximately 0.963 hectares / 2.38 acres in size and is associated with the now closed La Taverna Italian Restaurant. The site already has the benefit of outline planning permission, granted in 2012 under Application reference 3/2012/0623 for 23 residential dwellings.
- 2.3 The two storey former restaurant is located at the western side of the site and fronts onto Whalley Road. To the south side of the building is a vehicular access leading to a

car park that also provides access to the rear of properties on Old Row. The car park contains space for approximately 53 cars if marked out.

- 2.4 The land to the rear of the restaurant is currently accessed via a 3 bar gate on the boundary with the car park. A right of way footpath runs from the rear of Barrow Primary School to the south east corner of the site via a stile.

Planning History

- 2.5 An application for the change of use to market (car boot selling) on land to the rear of the La Taverna was refused in September 2006.
- 2.6 An outline planning application for 23 residential dwellings was approved in 2013 under application reference 3/2012/0623.
- 2.7 An outline planning application with all matters reserved for 167 dwellings on land incorporating the application site was refused in 2015 and is currently going through the planning appeals process.

3.0 The Proposed Development

- 3.1 An Outline Planning Application is submitted for residential development on the site with all other matters reserved. The application would replace the extant planning permission granted for a similar scheme on the same site. The minor amendment to the scheme is as follows:
- Exclusion of a piece of land to the rear of Old Row from the development resulting in a re-configuration of Plots 3 - 9
- 3.2 This application proposes a total 23 residential dwellings. An indicative layout has been prepared for the site and shows a development with a range of house types and sizes. The 23 units will consist of 5no. 2 bedroom dwellings, 12no. 3 bedroom dwellings and 6no. 4 bedroom dwellings. The scheme of 167 dwellings currently delivers a density of 23.8 dwellings per hectare. This density would be in-keeping with the character of the village and will ensure the land is efficiently developed.
- 3.3 The indicative access onto Whalley Road is shown on Drawing 5251/05E and will be delivered following the demolition of the former La Taverna Restaurant. The access will involve the modification of the existing access to a suitable standard to serve a residential development and provide entry to land at the rear of Old Row.

Access

- 3.4 Having regard to the local context, the Manual for Streets and the Lancashire County Council requirements, the following key access principles have been taken into account:
- The design of the access will accord with Lancashire County Council Highway Standards
 - The proposed access road would measure 5.5 metres wide with a 2 metre wide footway on either side. Visibility splays of 2.4 metres by 45 metres to the north and 2.4 metres by 49 metres to the south will be provided at the junction with Whalley Road
 - A turning head will be provided at the end of the proposed access road to ensure cars, a fire appliance and refuse vehicle can turn
 - Off street car parking will be provided for all dwellings at a maximum ratio of 2 spaces per dwelling
 - Space for undesignated visitor parking could be provided on street
 - Pedestrian intervisibility splays will be provided at each driveway (where appropriate)
 - Secure cycle storage will be provided within the garages or garden sheds (where appropriate)
 - Sufficient space will be provided within each curtilage for waste and recyclable waste storage. This would be within a reasonable carry distance of the public highway for collection
 - In accordance with Part M of The Building Regulations, level access thresholds will be provided at the dwelling entrance. Within each building all requirements of Part M of The Building Regulations will be met
 - Use of the car parking area at the rear of Old Row will be maintained as it has been excluded from the application site
 - A public right of way currently exists and runs along the northern boundary of the application. This would remain as is.

Scale & Appearance

- 3.5 Scale and appearance principles have been carefully considered. This is demonstrated by the following:
- All houses will be two storeys in height with varying ridges and eaves heights throughout the development. There could be an opportunity to build up to two and a half storeys in height in some areas to create interest in the roof forms around the development
 - The affordable housing dwellings will be indistinguishable in appearance from the market housing
 - A mixture of dwelling types, building lines, heights and frontage widths is required to reflect the edge of settlement, semi-rural character and appearance. Continuity to the appearance through the use of design features and materials so as not to impact upon the older traditional linear ribbon development of terraced housing along Whalley Road and newer housing developments found at Whiteacre Lane, Chestnut Crescent, The Brambles and Washbrook Close
 - Roofs are to be tiled with a material appropriate to this location.
 - Victorian bar casement style windows would be provided with stone heads and cills

- Suitable facing materials for the proposed elevations will include brick or and render, similar to the terraces found on Old Row and Whalley Road, with contemporary finesse taken from the new Barrow Brook Grange development currently under construction.
- Houses will be set back into their plot behind a landscaped front garden with in-curtilage car parking provided to the front, side or rear of dwellings (where appropriate)
- Suitable separation distances can be provided to the site boundaries from habitable room windows. This will ensure the amenity of neighbouring residents is not adversely affected through overlooking
- Rear access will be provided to all gardens where possible

Landscaping

3.6 The key landscaping principles taken into account are as follows:

- Opportunities for soft landscaping exist within the development. New tree planting will be important as the site currently has limited important natural features
- There is an opportunity to increase the landscaping on both the southern and northern boundaries whilst the eastern boundary will see the introduction of a 5m planting buffer. This will separate the site from the land beyond and provide visual and acoustic benefits
- Front gardens will be defined by boundary treatments to separate the public and private spaces

Sustainability

3.7 The design of the scheme can help to mitigate climate change and adapt to the future climate through:

- Being located in an sustainable village with local services and facilities within walking distance
- The flood risk has been assessed and takes into account the effects of climate change on all means of flooding
- The development offers an excellent opportunity for the installation of photovoltaic cells to provide on-site small scale renewable energy to reduce carbon emissions
- The dwellings could be constructed to meet Code for Sustainable Homes Level 4 and would meet the improved Building Regulations that would ensure a high standard of energy efficiency at construction and post construction phases
- All dwellings have the ability to be constructed to 'Lifetime Homes' standard to ensure future residents can adapt their home to their changing circumstances

Constraints Analysis

3.8 An analysis of local and national designations provides the following review of site constraints:

- Heritage Assets – There are no designated heritage assets in the site or locality
- Flood Risk – The Environment Agency flood maps confirm the site is within Flood Zone 1 and at a low risk from flooding
- Air Quality – The site is not within or adjacent to an Air Quality Management Area

- **Biodiversity and Geology** – There are no local, national or international designations on or in the immediate locality of the proposal site
 - **Landscape** – The site is not subject to a local or national landscape designation. Barrow is located within the Undulating Lowland Landscape Character Area that is defined by farmland
 - **Green Belt** – The site is not located within the Green Belt
 - **Footpaths** – Public right of way footpath FP.1 links Whalley Road to FP.2 to the east of the A59, the footpath runs along the northern boundary and then at a diagonal from the south side of the school playing field towards the A59 roundabout
 - **Access** – Access is available to the site from Whalley Road via the existing car park access
- 3.9 As a result of the above, the proposal site is not considered to be a significant and environmentally sensitive site.

4.0 Planning Policy Context

National Planning Policy

- 4.1 The National Planning Policy Framework (NPPF) published 27th March 2012 states that there should be a presumption in favour of delivering sustainable development (Paragraphs 6, 11, 14, 15, 16 and 197). Paragraph 7 sets out what sustainable development means for the planning system by identifying three roles; economic, social and environmental. Paragraph 14 and 15 requires the decision-taker to grant permission for sustainable development, should the development accord with the development plan and that proposals should only be resisted where adverse impacts would significantly and demonstrably outweigh the benefits of the proposal.
- 4.2 Paragraph 32 requires transport decisions should take into account; the opportunities for sustainable transport modes; safe and suitable access can be achieved; and development should only be prevented on transport grounds where the residual cumulative impacts are severe.
- 4.3 Section 6 sets out the Government's policies to deliver a wide choice of high quality homes with an overarching aim (in paragraph 47) to significantly boost the supply of housing. Paragraph 49 requires housing applications to be considered in the context of the presumption in favour of sustainable development and to grant permissions when LPAs cannot demonstrate a five year supply of deliverable sites. Paragraph 50 aims to deliver a wide choice of high quality homes and create sustainable, inclusive and mixed communities, including the provision of affordable housing.
- 4.4 Paragraph 55 promotes sustainable development in rural areas by locating housing "where it will enhance or maintain the vitality of rural communities".

4.5 Section 7 refers to the importance of delivering good design as a key aspect of sustainable development. Paragraphs 56, 58, 60, 61, 63 and 64 are relevant to raising the standard of design.

4.6 Paragraph 111 states planning decisions should encourage the effective use of land by re-using land that has been previously developed.

Local Planning Policy

4.7 The current planning policies for Ribble Valley Borough Council are those contained within the recently adopted Core Strategy (adopted 16 December 2014) which now forms the central document of the Local Development Framework in which planning applications are assessed against.

4.8 Ribble Valley Local Development Plan Policies relevant to this application are as follows:

- KS DS1: Development Strategy
- KS DS2: Presumption in favour of Sustainable Development
- KS EN4: Biodiversity and Geodiversity
- KS H1: Housing Provision
- KS H2: Housing Balance
- KS H3: Affordable Housing
- KS DMI1: Planning Obligations
- KS DMI2: Transport Considerations

- Policy DMG1: General Considerations
- Policy DMG2: Strategic Considerations
- Policy DME1: Protecting Trees and Woodlands
- Policy DME6: Water Management
- Policy DMH1: Affordable Housing Criteria
- Policy DMB5: Footpaths and Bridleways
- Policy DMG3: Transport and Mobility

5.0 Planning Policy Analysis

5.1 This section considers the principle planning issues arising from the proposed development.

5.2 The key planning considerations for this Outline Planning Application are:

- i. Principle of Development;
- ii. Arboricultural Impacts and Ecology
- iii. Flood Risk and Contaminated Land Assessments
- iv. Transport and Travel
- v. Sustainability

Principal of Development

- 5.3 The previous application for 23 units on the same site was found to be acceptable in principle owing to the site's sustainable location and given the presumption in favour of sustainable development, the proposal was found to comply with the requirements of the NPPF which took precedence over the policies of the Local Plan which were considered to be out of date. As far as Caldecotte Group can see, there have been no changes to this position.
- 5.4 Core Strategy Key Statement DS1 states that the majority of new housing development will be concentrated within strategic sites located to the south of Clitheroe towards the A59 and the main urban areas of the borough. Barrow is categorised as a Tier 1 settlement which is considered to be one of the more sustainable locations for development in the Borough.
- 5.5 Key Statement DS1 recognises small scale development will be appropriate within the smaller settlements on sites that are appropriate for consolidation and expansion or rounding-off of the built-up area. The application site is wholly contained within the built-up area defined by Whalley Road to the west, primary school to the north, open space and existing business park to the south and the proposed employment site to the east - application 3/2012/0346 refers. This appropriate development within, and on the edge of the Barrow Village Development Limit, makes an efficient and effective use of land as a logical and sustainable minor extension to the village, in keeping with the character of the village and therefore also complies with Policy DMG2 which states that consolidating and rounding off in Tier 1 Villages is acceptable.
- 5.6 Although, the table at a Paragraph 4.12 of the Core Strategy does find that the residual number of houses required for Barrow is '0', the application site's previous planning permission for 23 units (3/2012/0623) is included in the Council's calculation to arrive at this figure. Therefore, the number of units proposed as part of this application would not conflict with this policy for the 23 units has already been accounted for. Consequently, the granting of this planning permission would not increase the overall residual number of dwellings required for Barrow as it would maintain a balance of '0'.
- 5.7 With regard to Policy H1 which outlines the Borough's housing provision targets, again, the approval of this application would not prejudice the Council's overall and annual requirements of 5,600 and 280 dwellings respectively for the proposed 23 units have already been considered in arriving at these targets.
- 5.6 Similarly, the previous application for 23 units has been included in The Ribble Valley Housing Land Availability Schedule October 2015 which indicates that Ribble Valley Borough Council has a 5.67 year supply as of the 30th September 2015.

5.7 It would be unreasonable to refuse the application on these grounds, not least because the previous planning permission which this application will replace already makes a significant contribution towards boosting the supply of housing within Ribble Valley Borough.

5.8 In considering Policy H2, the proposed residential development will include a good mix of housing sizes – including a mixture of 2, 3 and 4 bedroom units. The provision of a mixture of sizes accords with the findings of the SHMA 2008 and Wiswell and Barrow Housing Needs Survey 2011 which reveals a strong demand for smaller family housing.

5.9 In accordance with the RVBC Affordable Housing Memorandum of Understanding and Key Statement H3 of the Ribble Valley Core Strategy which sets out the strategy to deliver affordable housing in new residential developments, requiring 30% affordable housing on developments of 5 or more dwellings / 0.2 hectares or more outside of Clitheroe and Longridge, 7 of the 23 dwellings would be delivered as affordable housing units on this development.

5.10 The affordable housing units would include an appropriate mixture of dwelling sizes and tenures – ‘affordable rent’ and ‘intermediate housing’ – to be negotiated with Officers.

Arboricultural Impacts and Ecology

5.11 The site is not locally or nationally designated as an important ecological site. A Phase 1 Habitats Study is provided in support of this application because of the current grassland status of the site. The report by Whitcher Wildlife concludes no protected species have been identified on or adjoining the site; the site has an inherent low ecological value and no ecological mitigation measures are considered necessary to enable the proposed residential development.

5.12 Consequently, it is not considered that the proposal would have an adverse impact on the area’s biodiversity and geodiversity in accordance with Policy EN4.

5.13 The arboricultural constraints plan and table can be found in Appendix E. The site does benefit from a number of trees with the majority positioned along the southern boundary. Consequently, trees will be kept to enhance this area. The site also has a number of ‘pockets’ of open space, which together with private gardens, provide good areas in which to plant good trees, thus increasing the arboricultural quality of the site.

5.14 Therefore the proposal would maintain and enhance in some areas the visual amenity of the site, thereby complying with Policy DME1.

Flood Risk and Contaminated Land Assessments

5.15 The site is located within Flood Zone 1. The accompanying Flood Risk Assessment provided by AAH Planning assesses the flood risk of the site from all sources and recommends mitigation measures to ensure the impact of any flooding events in

minimised. Consequently, the proposal complies with NPPF paragraphs 99-104 in respect of assessing flood risk and drainage.

- 5.16 A Phase 1 Contaminated Land Study by Opus is provided in support of this application. The Study provides an investigation of the land use history of the site and surroundings to establish whether any contamination is present that may impact on a sensitive end land use.
- 5.17 The report identifies a number of contaminants;
- Ground gases and contaminated groundwater generated by historic landfill within 250m of the site
 - Previous agricultural use – Pesticides and insecticides.
 - Historic gasometers 150m to the south of the site.
 - Filter beds associated with sewage works
 - Made ground associated with public house.
- 5.18 The level of contamination on site is however considered to be low. Further investigative works are recommended should outline planning permission be forthcoming.

Transport and Travel

- 5.19 A transport statement has been produced in support of this planning application in order to comply with Policy DMG3. There have been numerous discussions over the past few years with Lancashire County Council Highways department regarding development on the application site and adjoining land. Following these discussions and using the most up to date trip generation rates and other traffic data, the impact of the proposed development has been well understood by both Opus and County Highways.
- 5.20 Caldecotte Group understands that both conclude that in transportation terms, there are no overriding objections to the proposed development that should prevent the granting of planning permission.
- 5.21 As referred to previously, the public right of way to the north of the site would be retained and therefore the scheme is compliant with Policy DMB5.
- 5.22 It should be noted that as part of the previously granted planning permission, a local resident's car parking area was secured by s106 agreement. Following the approval, the applicants tried to make arrangements to comply with the legal agreement and formalise the existing parking area at the rear of Old Row to the benefit of local residents. However there appeared to be little interest in doing so by the residents.
- 5.23 As a result, an amendment to the scheme has been made to exclude the land to the rear of Old Row from the application site.

Sustainability and Design

- 5.24 With regard to the Policy EN3 which states that the Council seeks to ensure that all development meets an appropriate recognised sustainable and construction standard and meet where applicable, the current Code for Sustainable Homes, Lifetime Homes and Building for Life requirements, the proposal has demonstrated to do so under previous applications.
- 5.25 It is understood that sustainable development measures are now sought under Building Regulations and therefore it is expected that construction techniques to ensure the proposed dwellings achieve a high standard of efficient use of energy at construction and post construction phases would be secured by condition.

6.0 Planning Obligations Statement

- 6.1 With regard to Planning Obligations arising from the proposal, we await written confirmation from Ribble Valley Borough Council and/or Lancashire County Council on whether any planning obligations in the form of financial contributions towards social infrastructure, including meeting the educational needs arising from the development will be sought under Policy DM11. A draft agreement has been submitted with this application.
- 6.2 My client would only agree to enter into such a s106 agreement on presentation of evidence that the obligations meet the relevant tests in paragraph 204 of the NPPF, are demonstrated to be directly related to the proposed development (in accordance with the CIL Regulations). Furthermore, my client retains the right to reassess any planning obligations offered, including affordable housing, following a review of the economic viability of the proposed housing development at any point throughout the planning application process. If this is the case, viability evidence will be presented to assist negotiations.

7.0 Conclusion

- 7.1 This application seeks to renew a previous planning application for 23 units which was found to accord with the Ribble Valley Council Local Development Plan. Although the Core Strategy has now been adopted, there appear to be no significant material changes to the Plan which would prevent the Council from granting planning permission for a replacement scheme of the same number of units on the same site.
- 7.2 The site is a suitable housing location as it is not subject to any significant planning, environmental or physical constraints that would preclude the deliverability of residential dwellings.
- 7.3 Consequently, under the presumption in favour of sustainable development, the application should be approved.