

Planning and Sustainability Statement

Location: Land to the north of Ribblesdale View, Chatburn

Proposal: Outline application for the erection of 18 dwellings

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Executive Summary

This application seeks permission for the erection of 18 dwellings on land to the north of Ribblesdale View, Chatburn.

The application is made by a local landowner who has long historical links with Chatburn. The site is currently tenanted to a local farmer. As part of a historic land-owning family, the applicant wishes to deliver a high quality, low density and well-designed residential scheme which addresses the specific housing needs of the village. The scheme has sought to address existing parking problems experienced by residents on Ribblesdale View, and the indicative design is sympathetic to existing properties.

The applicant, as the owner of the whole site, confirm the site's availability and that it is deliverable as a housing site for the immediate commencement of development, subject to successful planning permission being obtained.

Chatburn is identified as a Tier 1 settlement for growth in the Ribble Valley Core Strategy which identifies housing growth for the village over the plan period. There is currently a residual capacity of 18 houses which the proposal will meet and in doing so deliver benefits to the village. Further discussion on the residual housing land requirement is set out in this statement.

The existing village of Chatburn is a sustainable village which has a good range of local services and good access to a range of services further afield. The village is an economic asset to the wider District.

However, Chatburn is currently facing challenges which may affect its future sustainability arising from an ageing and declining population, and an imbalance in the current housing stock to address these issues.

This provides a significant challenge in maintaining the vitality of Chatburn and an opportunity exists to address this, prior to the population ageing further and any lasting impact on vitality.

The proposed development would bring about a number of economic, social and environmental benefits to the village and the wider District, which could help to address some of the socio-economic challenges identified within this statement.

The proposed new houses provide a mix of two, three and four bedroom houses plus a small number of bungalows for older people.

The Council is able to demonstrate a five-year housing land supply, however, this does not preclude more housing coming forward where it represents sustainable development.

Development in the village will help to support the village community and its services.

The National Planning Policy Framework (NPPF) states that there is presumption in favour of sustainable development and planning permission should be granted unless there are any adverse impacts that would significantly and demonstrably outweigh the benefits of development.

There are a number of demonstrable benefits associated with the proposed development and there are no adverse impacts that would both *significantly* and *demonstrably* outweigh the benefits of the development.

On that basis there are considered to be no grounds for the application to be resisted by Ribble Valley Borough Council (RVBC).

Benefits Summary Table

Social Benefits	Economic Benefits	Environmental Benefits
The proposal will deliver a housing development with a good mix of house types and sizes which will provide greater choice to residents in Chatburn and will contribute to a more balanced housing stock.	Economic benefits associated with construction – circa £238,560 per dwelling. The creation of circa 18 dwellings will therefore deliver an overall economic benefit of £4.29 million.	Improve car parking in the local vicinity of the site. New car parking for existing residents will reduce parking congestion on Ribblesdale View.
The development will provide new family homes helping to address demographic change by encouraging working age families to settle in the village.	The new households will support existing local businesses in Chatburn and the surrounding area.	Retention of existing hedgerows and landscaping, together with new landscaping to be incorporated within the site, provides a net ecological benefit compared to the existing use of the site.
The provision of affordable housing where there is an identified need.	The creation of around 18 dwellings, will deliver circa £208,387 in New Homes Bonus payment which will support local services.	Well placed and within walking distance of local amenities. A new footpath from the site and existing pedestrian footpaths will allow safe passage into the village.
New bungalows which will attract older people (who currently occupy family sized homes) to downsize, freeing up more family homes in the market	The creation of new houses will increase the working age population in the village and therefore its contribution to the Lancashire economy.	
	27 construction jobs created.	

I. Introduction

- 1.1 This planning and sustainability statement is submitted on behalf of Ralph Assheton in support of an outline application to erect 18 dwellings, with all matters reserved apart from access.
- 1.2 This planning and sustainability statement is to be read in conjunction with the following documents in support of the application:
 - Design and Access Statement (Rural Solutions)
 - Ecological Appraisal (Envirotech); and
 - Highways Assessment (Fore Consulting)
- 1.3 The sustainability of Chatburn and the development proposal will be discussed in further detail in Sections 5, 6 and concluding at Section 7 of this statement.

2. Site and Development Proposal

The Site

- 2.1 The site which is the subject of this application lies to the east of Chatburn on land to the north of Ribblesdale View. The site is located outside of, but adjacent to, the historic development limits of the village. The site is approximately 0.7 ha. in size.
- 2.2 Chatburn is identified as a settlement for growth in the adopted Core Strategy and is a Tier I settlement, providing employment, retail, and key services and facilities for the local area.
- 2.3 The site does not have any site specific designations. It does not fall within the Green Belt and is not within the AONB. The site does not contain, nor is it adjacent to, any Listed Buildings. The site falls adjacent to the Chatburn Conservation Area (CA), with the north east corner of the site adjoining the CA boundary. The site falls within Flood Zone I and it therefore a lowest risk of flooding, and suitable for residential development.
- 2.4 The applicant, as the owner of the whole site, confirms its availability and that it is deliverable as a housing site for the immediate commencement of development, subject to successful planning permission being obtained.

The Development Proposal

- 2.5 The development proposed as part of this outline planning application is to erect 18 dwellings, with all matters reserved apart from access.
- 2.6 The scheme is submitted in outline. However, consideration has been given to local need and the housing requirements of the village. The proposal includes 4 no. two bedroom bungalows, 6 no. two bedroom houses, 6 no. three bedroom houses, and 2 no. four bedroom houses. The scheme will provide for elderly needs and provides affordable housing (in accordance with Local Policy and as discussed in Section 6 of this statement).

- 2.7 Indicative designs have been produced showing how a mix of house types can be provided on the site in a high quality, well planned development, providing an appropriate interface with existing houses.
- 2.8 Access to the site will be taken from Ribblesdale View with a separate pedestrian access also created from Ribblesdale View. This will provide a safe means of access to the village and will encourage members of the community to lead a healthy lifestyle whilst enjoying the environment.
- 2.9 An area of car parking has been provided to the south of the site which provides parking for existing residents of Ribblesdale View to improve the parking capacity of the local vicinity.
- 2.10 Agricultural access will be retained to allow the tenant farmer access to the land over the railway bridge.

3. Pre-application Engagement

- 3.1 In producing the application, informal pre-application discussions have taken place with RVBC's Policy Department, Lancashire County Highways Department and local residents.
- 3.2 Discussions have taken place with the Local Planning Authority to determine the current residual housing need for Chatburn village to ensure that the development is of an appropriate scale. The proposed development exceeds the residual requirement, however, as demonstrated later in this statement there is no negative impacts or dis-benefits associated with a development of this scale.
- 3.3 No objection was raised by Council Officer's to the principle of the proposed development.
- 3.4 Discussions have taken place with Lancashire County Council regarding the principle of a new access road. The County Council raised no objection in principle to the land being accessed off Ribblesdale View.
- 3.5 Prior to this application being submitted, we have informed the immediate local residents of the planning application and a copy of the site plans have been sent to them for their information.

4. Social, Economic and Environmental Benefits

- 4.1 The proposed development will bring about a number of economic, social and environmental benefits to the village and the wider District, helping to address some of the socio-economic challenges facing Chatburn which are discussed in the sustainability section of this statement. These benefits are summarised below.

Social Benefits

- 4.2 A housing development with a good mix of house types and sizes will provide greater choice to residents in Chatburn and will contribute to a more balanced housing stock. The proposed development will include a number of semi-detached dwellings which will provide an opportunity to rebalance the existing housing stock which is predominantly made up of terraced housing (which accounts for 61.2% of the housing stock, compared to 31.3% for Ribble Valley and 35.1% for the North West region). (See figure 5.7 in Section 5).
- 4.3 The proposed development would also seek to deliver a balanced tenure mix through the inclusion of 30% affordable houses in line with local policy, and 15% of elderly housing.
- 4.4 Additional housing, with a mix of house types and sizes will provide opportunities for young people, families and those wishing to downsize and remain in the village, which in turn will boost existing and future population and the demand for services within the village and the wider area.
- 4.5 Providing elderly housing will also free up family housing in the village which will allow full occupation of these properties by families with children.
- 4.6 There has been a decline in the number of households with children (See Figures 5.5 and 5.6 in Section 5). Providing new family housing and new bungalows (which could allow existing residents under-occupying larger houses to find suitable alternative accommodation in the village) will help to rebalance the demographics and encourage working age families into the village.

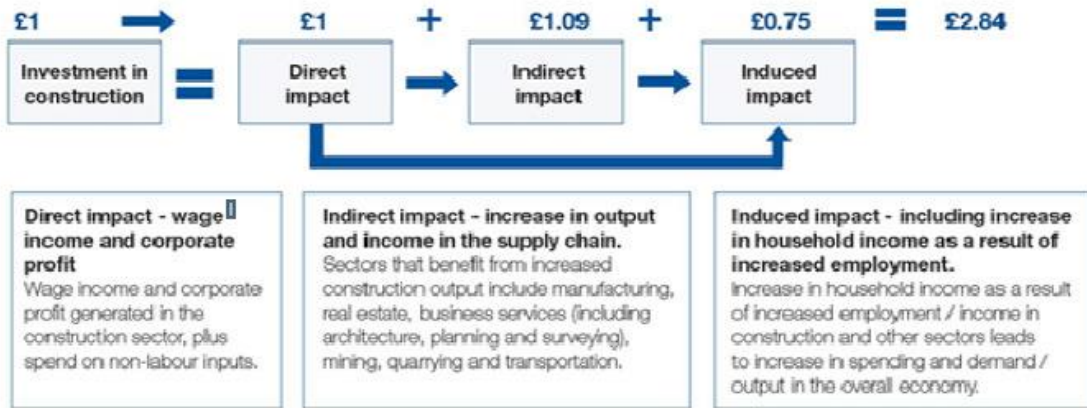
- 4.7 The need to deliver affordable housing should not be seen only as a target, but should be realised and delivered. In an appeal relating to development of a site at Henthorn Road, Clitheroe (APP/T2350/A/11/2161186) the Inspector comments upon the requirement for authorities to deliver affordable housing, and that the need for affordable housing should be given weight in favour of development proposals.
- 4.8 Paragraph 51 of the appeal decision states that: *“In terms of sustainable development, the provision of the affordable units as part of a mixed development is an essential part of creating mixed communities. The provision of 81 affordable units is a matter which weighs strongly in favour of the proposed development.”*

Economic Benefits

- 4.9 It is well understood and accepted that house building is effective in stimulating the economy. The development will bring with it important economic benefits to the local economy and construction industry.
- 4.10 In terms of calculating the economic benefits of development, a study undertaken on behalf of the UK Contractors Group¹ found that a £1 investment in construction results in £2.84 in terms of benefits to the wider economy, as outlined in figure 4:1 below. This figure has also been used in the recently published Lyons Housing Review *“Mobilising Across the Nation to Build the Homes our Children Need”*.

¹ Construction in the UK economy; L.E.K for UK Contractors Group (2010)

Figure 4-1 – Calculating Construction Benefits



- 4.11 Based on a national average build price of £84,000² this equates to circa £238,560 of economic benefit arising per dwelling from the proposal.
- 4.12 On the basis of the 18 dwellings proposed, this will result in an economic benefit of £4.29million arising from the development.
- 4.13 Using this calculation it is clear that this makes for a significant contribution to the local and regional economy.
- 4.14 In addition to the above, the proposal will deliver jobs through the construction of the properties. A report titled ‘The Economic Footprint of UK House Building’ published by the House Builders Federation in March 2015 (prepared by NLP) states that for average house building, each house built generates 1.5 construction jobs. On this basis, a scheme of 18 properties will create 27 jobs during the construction period.
- 4.15 Planning Inspectors and the Secretary of State have highlighted in appeal decisions³ the significant weight to be attributed to the need to support economic growth (as required by the Ministerial Statement – Planning for Growth and the NPPF) through the planning system, and the contribution that housing development can make to economic growth:

² Source: Land Registry, Homes Builders Federation & National Self Build Association

³ APP/G1630/A/11/2146206, APP/G1630/A/11/2148635

“The Secretary of State attaches significant weight to the need to support economic growth through the planning system...and he also considers that the provision of housing is itself a contributor to economic growth.”

New Homes Bonus

- 4.16 Introduced in April 2011, the Government’s New Homes Bonus will match fund the Council Tax receipts arising from new housing development for 6 years following completion of new dwellings.
- 4.17 The average Council Tax charges (Band E) for Chatburn in 2016/2017 are £1,929.51⁴. Therefore, the proposed development of around 18 new homes each attracting 6 years’ worth of Council tax receipts, will provide a significant contribution to the funding for Ribble Valley Borough Council and Lancashire County Council.
- 4.18 For indicative calculation purposes, taking £1,929.51 as Band E Council Tax and multiplying this by 6 years, for 18 new dwellings, would result in £208,387 of New Homes Bonus contribution to the benefit of local services and facilities.

Support for Local Businesses

- 4.19 It is generally accepted that the construction of new properties in rural settlements provides additional patronage for, and helps to safeguard, existing rural businesses. The proposed development will provide additional patronage for businesses locally in the village and the neighbouring larger village of Clitheroe.
- 4.20 The Framework indicates that the Government places great importance on the economic benefits of housing development. Such benefits should carry great weight in decision making on planning applications and has been established through numerous appeal decisions, For example, at Thaxted⁵ the Inspector stated:

“There is no disagreement that Thaxted is a thriving community and I consider that it would be reinforced by the new housing development recently completed and under construction. Additional

⁴ https://www.ribblevalley.gov.uk/download/downloads/id/10559/council_tax_charges_2016-2017.pdf

⁵ Appeal Ref: APP/C1570/A/14/2222958 - Land off Walden Road, Thaxted

housing would contribute further, socially and economically to Thaxted, making it an even more thriving community and increasing custom for the existing businesses in the town I attach great weight to this in line with the appellant's evidence".

Environmental Benefits

- 4.21 As part of the site's development there is an opportunity to provide environmental benefits to both the site and the wider area through enhancements to landscaping on the site.
- 4.22 The proposed development will retain where possible the existing hedgerows and provide an area of open space within the site, which can be enjoyed by the occupiers of the residential dwellings alongside their private amenity space.
- 4.23 The supporting ecology survey demonstrates that there is no evidence of the presence of any protected species on the site. Whilst details of landscaping is reserved, the indicative site plan shows the addition of new landscaping on site to encourage wildlife and biodiversity within it.
- 4.24 The creation of gardens and a landscaping scheme around the site will have a net ecological benefit over the site's use for agriculture grazing by potentially creating new habitats.

5. Sustainability of Chatburn and the Development Site

Well Served

- 5.1 Chatburn is an attractive village with a Conservation Area designation (the site lies outside of the Conservation Area boundary), a good degree of amenities, and is well placed to other settlements, particularly Clitheroe which is only 2 miles from the village.
- 5.2 The village has seen a slight decrease in growth during the intercensal period from 1,123 to 1,102 people (1.8% decrease). There is a need for more housing in the village or there will continue to be negative consequences due to a further decline in population numbers.
- 5.3 The Council's public access records shows that since 2011 there has been a limited number of planning permissions granted within the Parish. The most recent housing land supply information (Report to the Development and Planning Committee, 14th April 2016) stated that consent has been granted for 9 dwellings within Chatburn and a further 15 dwellings within the Chatburn Parish. Within this later figure, the most significant is the planning permission granted on Old Chatburn Road for 10 dwellings. To date this permission has not yet been built out. This site falls outside of, but close to, the existing development boundary. The Council are proposing to amend the settlement boundary in the emerging Economic and Housing Development Plan Document to include this site within the village. This is discussed further in Section 6.
- 5.4 Chatburn village benefits from a good range of services and facilities, these include Chatburn Village Hall, Christ Church, Chatburn Methodist Church, Chatburn Primary School, Chatburn Pre-school and Nursery, a Post Office and two public houses with restaurants and several shops. A comprehensive list of the services and facilities in Chatburn are set out below in figure 5:1. There are also a number of community groups which regularly meet during the week. All of the facilities are within a short walk of the site.
- 5.5 Furthermore, Chatburn has a close functional relationship with other neighbouring settlements, particularly Clitheroe (which is located 2 miles to the south west of Chatburn), which host services and facilities of benefit to the residents of Chatburn and operates as part of a network. Clitheroe can easily be accessed by a bus service from the centre of Chatburn.

Figure 5:1 Services and Facilities

Service or Facility	Name	Location
Retail	The Flower House	Bridge Road
Retail	Hudson's Ice Cream	Downham Road
Retail	Londis	Bridge Road
Retail	Roy Porter Butchers	Bridge Road
Retail	Shackleton's Home and Garden	Clitheroe Road
Takeaway	Jade Fountain	Bridge Road
Community	Chatburn Library	Sawley Road
Community	Chatburn Village Hall	Downham Road
Service	The Beauty Boutique	Sawley Road
Service	Kiss Kurls	Bridge Road
Service	Mad About Beauty	Bridge Road
Service	Scissor Sister and Little Day Spa	Bridge Road
Public House	Black Bull Inn	Bridge Road
Public House	The Brown Cow	Bridge Road
Service	Post Office and ATM	Bridge Road
Education	Chatburn Primary School	Sawley Road
Education	Chatburn Pre-school Nursery and Out of Hours Club	Sawley Road
Place of Worship	Christ Church	Sawley Road
Place of Worship	Chatburn Methodist Church	Downham Road

5.6 All of the services listed above are within 500m of the site and well within the recommended maximum walking distance of 2km, in line with the Institute of Highways and Transportation (IHT) document 'Guidelines for Providing for Journeys on Foot' (1998).

- 5.7 Attracting more families with children into the village would help in supporting the economic contribution made by working age residents and in supporting local services and amenities.
- 5.8 There will be no dis-benefit to the local services and facilities through the scale of the new housing proposed being built in the village. The proposed development may result in an increase of school aged children. The Edubase data (dated January 2015) shows that at that point in time the primary school was operating at capacity (112 pupils). The secondary school in Clitheroe (Clitheroe Royal Grammar School) has capacity for new pupils, operating in January 2015 with 1,227 pupils enrolled against a capacity of 1,321⁶.
- 5.9 Even though the primary school was operating at capacity in January 2015, the addition of further housing and additional children is not considered to pose a sustainability challenge, which may be weighed against the proposed or other developments in the village.
- 5.10 Some residents will not have primary school aged children. The proposed housing mix caters for elderly people as well as families. Some of the families that move may have older children who will take places within the secondary school which is currently under capacity.
- 5.11 A proportion of people moving to the new development will already be based in the Parish and if they have primary school aged children, they may already be attending the school and therefore do not require new school places.
- 5.12 It is also important to recognise that the number of children aged 0-4 living in the village is currently below the District average (4.3% compared to 5%) (See Figures 5.5 and 5.6). However, more importantly, is that over the last intercensal period the level of 0-4 year olds dropped by 11%. If this pattern is to continue there will not be sufficient children coming through the school in future years and therefore housing growth is required to ensure that the primary school can continue to operate viably.
- 5.13 As noted above, Chatburn has a village hall and two churches. Both the church and the village hall are popular venues for functions, provide a meeting space for many clubs and societies, and are the social and cultural hub of the community. The village hall hosts many events throughout the year, such as the Summer Festival and Christmas Festival.

⁶ Edubase

- 5.14 The village hall hosts a weekly Bridge Club, fortnightly Luncheon Club, once monthly Tea and Chat, and holiday clubs in school holidays.
- 5.15 The village also has a Parish Council who meet on a monthly basis to discuss matters relating to the village.
- 5.16 The village has a cricket club that has teams catering for ages 9 and up. The village also has a football club with a number of teams. They also host a Saturday Diddy Dribblers club for children aged 2-5 years old.
- 5.17 Additional people in the village will help to support the local sports teams and community groups and ensure their viability is retained.

Broadband

- 5.18 An online enquiry with BT using a local postcode shows that superfast broadband internet services with download speeds of between 65 and 80 Mb are currently available⁷. Speeds of this level are more than sufficient to support all types of home working, leisure and business activities.

Connectivity

- 5.19 The village is well connected to the local countryside by a series of public rights of way and a recreational route footpath. The Ribble Way passes to the north of the village which starts at Longton near Preston and journeys to Horton in Ribblesdale. There is also another public rights of way from the village, and close to the site, up onto Downham Moor and across to Clitheroe.
- 5.20 All of the Chatburn services identified in figure 5:1, including the village hall, churches, primary school and public houses are within 500m walk from the site and well within the acceptable walking distance of 2km, in line with the Institute of Highways and Transportation (IHT) document 'Guidelines for Providing for Journeys on Foot' (1998). This guidance sets out a

⁷ <http://www.productsandservices.bt.com/products/speed-checker>

preferred maximum distance of 2km. The centre of Clitheroe is under 4km from the site and this is well within the average guidelines set out for recommended cycling distances.

- 5.21 The Institution of Highways and Transport's 'Planning for Public Transport in Development' (1999) states at paragraph 6.20 that "*the maximum walking distance to a bus stop should not exceed 400m and preferably be no more than 300m*". There are bus stops with footpaths at Downham Road and Sawley Road, both of which are within 300m from the proposed site entrance on Ribblesdale View.
- 5.22 The IHT and Department for Transport (DfT) document 'Cycle Friendly Infrastructure: Guidelines for Planning and Design' (1996) provides a guide on suggested cycle speeds associated with cyclists of varying confidence and ability. It is generally considered that most cycle journeys for non-work purposes and those to rail stations are between 0.5 miles (0.8km) and 2 miles (3.2km), but many cyclists are willing to cycle much further. For commuting, a distance of 5 miles (8 km) can be assumed⁸. Based on these distances, Clitheroe falls within a convenient cycling distance of the site for commuting purposes just 4km away.
- 5.23 Chatburn is well served by public transport with regular daily bus services which run between Clitheroe, Nelson, Skipton and Sawley.
- 5.24 There are four regular bus services that serve the village. The number 7 bus operates Monday to Friday from Clitheroe to Nelson. The first bus departs from Clitheroe at 0630, travelling first to Waddington and arriving into Chatburn at 0652. It arrives into Nelson at 0730. Eight services operate through the day at every one – two hour intervals until 1800. Travelling in the opposite direction, the first bus departs from Nelson at 0630, arriving into Chatburn at 0708 and arriving into Clitheroe at 0730. Services run until 1820.
- 5.25 The number 7A bus operates between Sawley and Clitheroe Monday to Saturday. The first service departs from Sawley at 0939 arriving into Chatburn at 0943 and on to Clitheroe, arriving at 0955. This is a two hourly service which runs until 1529 and offers an alternative day time service to the number 7 bus.

⁸ 4 Cycling England, 'Integrating Cycling into Development Proposals' (2009, p4)

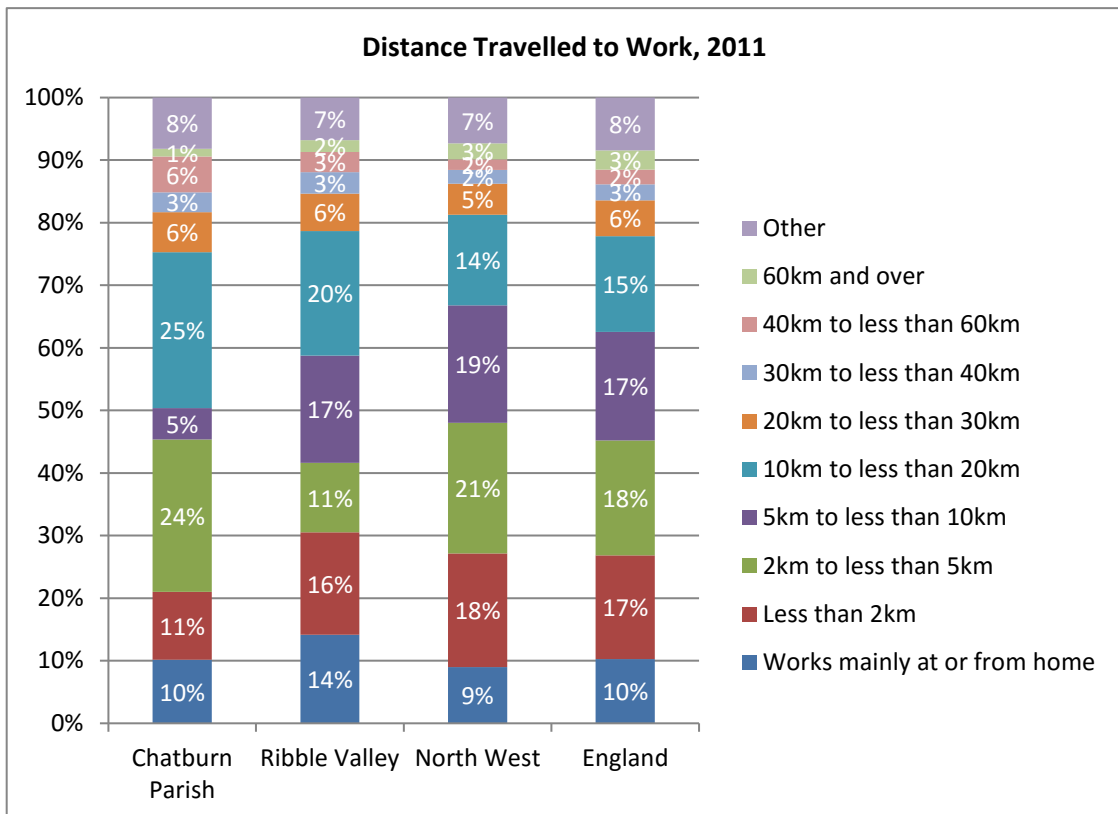
- 5.26 The number 180 operates a regular hourly service between Kelbrook and Clitheroe. The first bus departs from Kelbrook at 0624, arriving into Chatburn at 0647 and on to Clitheroe arriving at 0655. This service operates throughout the day until 1820.
- 5.27 The X80 service operates between Skipton and Clitheroe but also continues on to Preston. First service departs at 0624, arriving into Chatburn at 0644 and arriving into Clitheroe at 0652. The bus then continues on to Preston arriving at 0735. This bus runs hourly until 1800. Travelling in reverse the first bus to depart from Clitheroe leaves at 0810, arriving into Chatburn at 0816 and onto Skipton arriving at 0840. The last bus from Clitheroe to Skipton departs at 1817 arriving into Skipton at 1859. The X80 does run a later service between Clitheroe and Chatburn which departs Clitheroe at 1900 and arrives into Chatburn at 1905 continuing on to Barnoldswick.
- 5.28 Clitheroe also has a railway station which sits on the Clitheroe to Manchester Victoria Line. The trains stops at a number of town stations including; Blackburn, Darwen, Bolton, Salford and into Manchester. Train services run hourly except for peak times when they operate half hourly. The train station is approximately 4km from Chatburn.
- 5.29 Therefore, in addition to the number of services and facilities located within Chatburn itself, there is also wider access to the services and facilities located outside of Chatburn. Clitheroe, Barnoldswick, and Skipton are readily accessible and convenient from early in the morning until the evening. This makes it possible for commuters and school children to travel, and provides choice for local residents to work and attend social activities located both inside and outside of Chatburn itself.
- 5.30 The railway allows for people to travel to larger towns further afield for leisure or commuting.
- 5.31 An increase in the number of households in the village and size of the resident population would help to support the continuing viability of public transport services.

Travel to work

- 5.32 In addition to good accessibility links, Census data at figure 5:2 below shows that the village also has a good number of economically active people who travel less than 5km to work (35%), which is higher than the District (27%). This perhaps reflects the location of Chatburn in

relation to a high proportion of employment hosting sites. This adds to the sustainability credentials of the village and it could be expected that this trend would continue with new residents.

Figure 5:2 Distance Travelled to Work



Source: ONS Census Data 2011

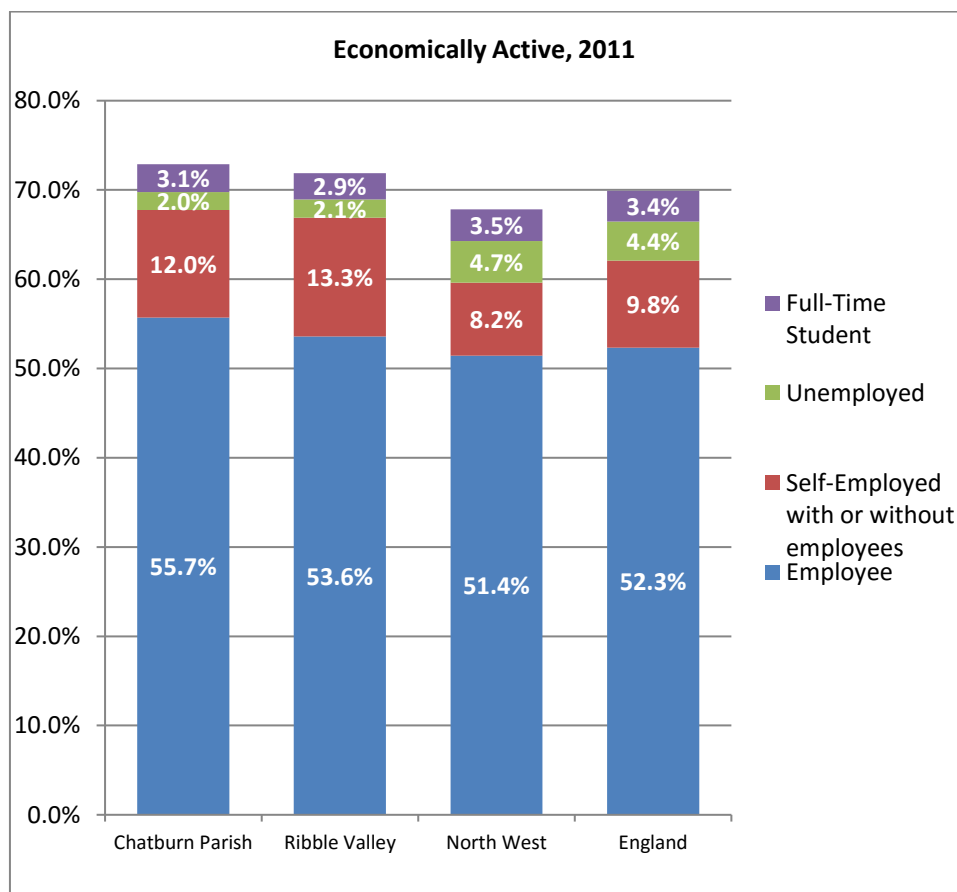
5.33 In summary, Chatburn enjoys a vibrant community and also benefits from a wide variety of amenities located in Clitheroe.

5.34 The introduction of new housing which can accommodate more working age households and families with children helps to refresh and maintain local community activity. This will enhance the existing vitality within Chatburn and its community.

Access to Employment

5.35 Office of National Statistics data shows (as illustrated in figure 5:3 below) that overall the Parish has a high percentage of economically active people (67.7%) which is slightly higher than the District (66.9%) and region (59.6%). This is likely in part due to the desirability of the village as a place to live combined with its good accessibility to commercial centres such as Clitheroe, Preston and Skipton. The village of Chatburn is therefore a valuable economic asset within the wider District.

Figure 5:3 Economically Active



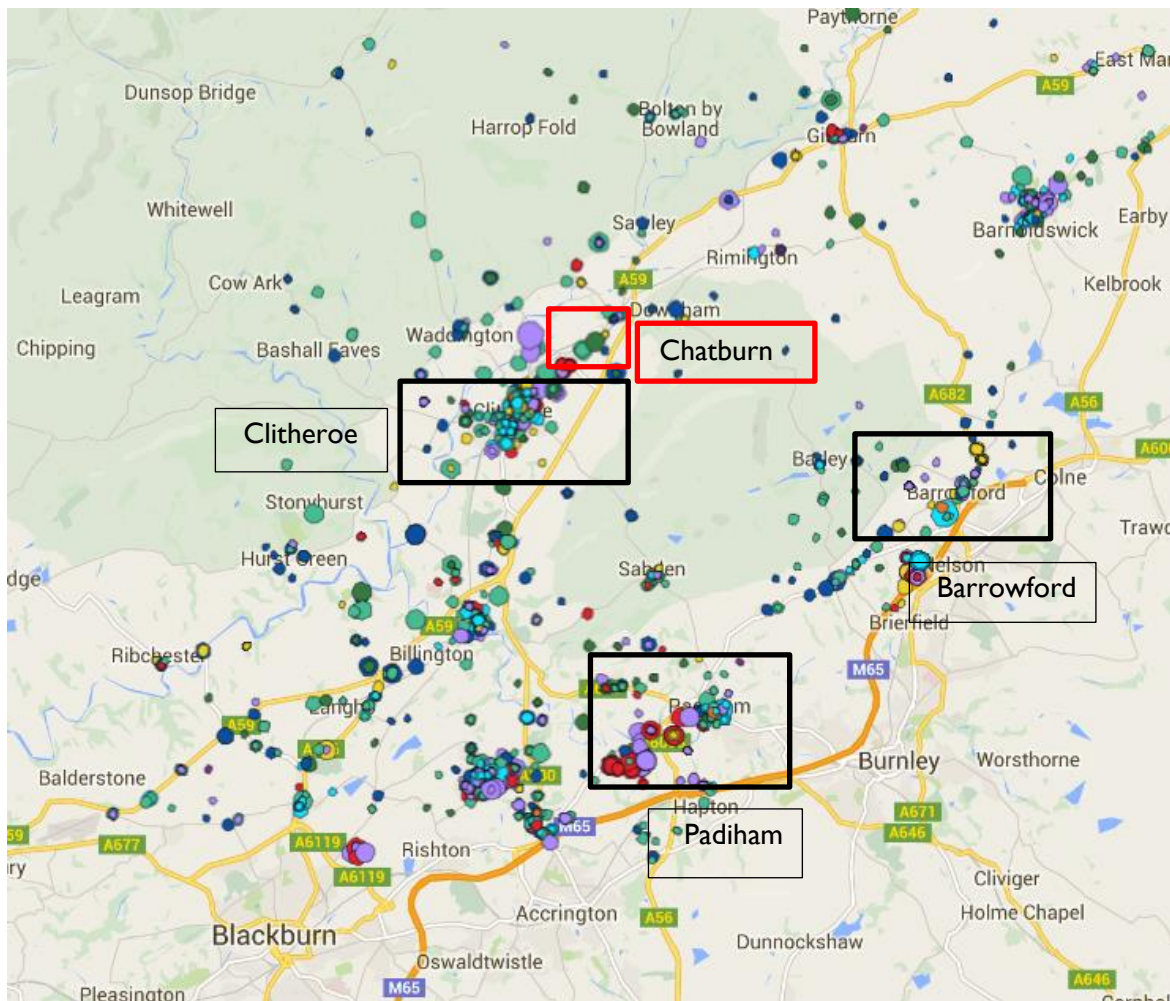
Source: ONS Census Data 2011

5.36 Chatburn hosts a number of employment generating uses including the services and facilities in the village such as the primary school, hairdressers, and shops. There are also other local business including a car restoration specialist and cake maker.

- 5.37 Beyond the village of Chatburn, analysis of data from the Valuation Office Agency (VOA) on listed business premises shows that there are a significant number of premises within an indicative 20-minute drive journey of Chatburn (at peak hours)⁹. The VOA map is set out overleaf at figure 5:4.
- 5.38 Clitheroe is the nearest large centre and provides a significant amount of employment within its shops and services. There are also a number of large employers including the Clitheroe Royal Grammar School, Clitheroe Community High School, a number of primary schools, Clitheroe Community Hospital, Ribblesdale Works (cement works), and Bailey Construction. There are also a number of industrial estates and business parks located on its outskirts.
- 5.39 As shown on the VOA map there is also larger clusters of employment around Padiham, Accrington and Great Harwood, all of which are within a 20-minute drive time.

⁹ The average commuting trip, defined as a trip from home to work, was 29 minutes in the National Travel Survey 2013

Figure 5:4 VOA Map

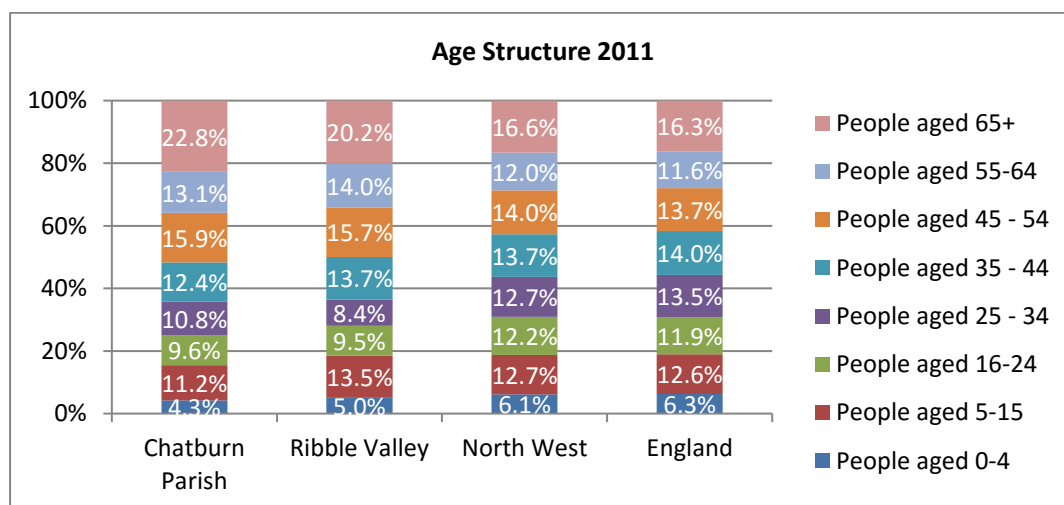


Source: VOA Premises registered for non-domestic rates within an approximate 20-minute drive time at peak hours from Chatburn

Population and Household Growth

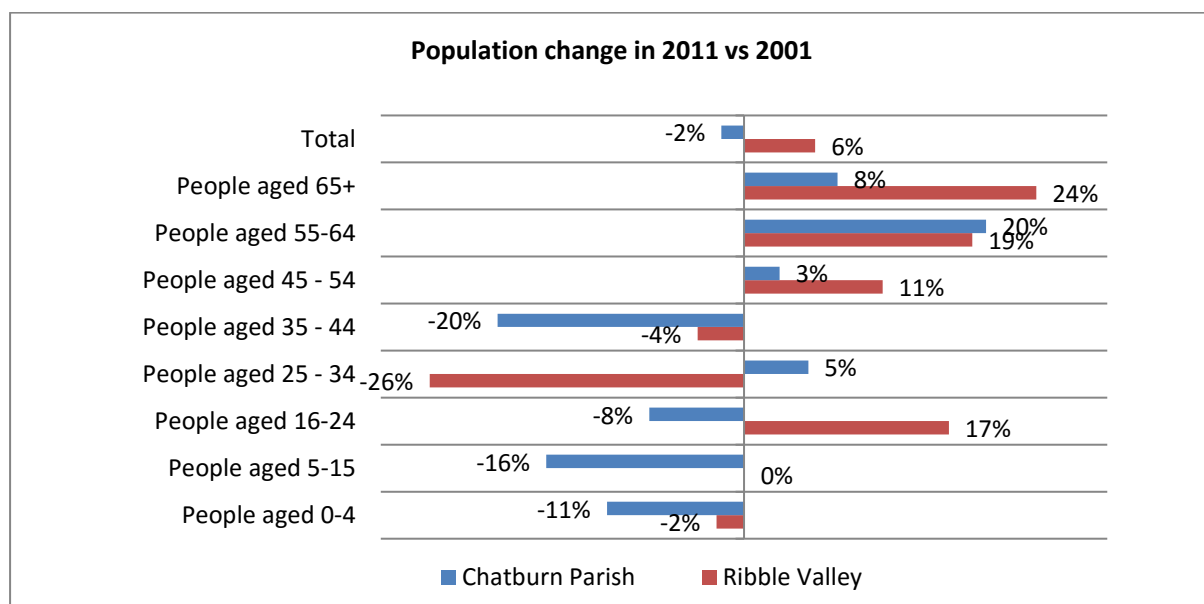
- 5.40 An analysis of 2011 Census figures reveals that there has been a slight decrease in the overall population in the village during the intercensal period from 1,123 to 1,102 people. This equates to a decrease in growth of 1.8 % compared to a 6% growth rate in the Ribble Valley. This historic trend is of concern as if left unchecked will fail to halt the threat to the viability of the village, and the continued successful operation of the services and businesses in the village.
- 5.41 Within this context, there has been a decrease in the number of young children (0-4 year olds) and children aged 5-15. This is best shown in the data at figure 5:6. This is coupled with an increase in the number of people aged between 55 - 64 (20% increase) and 65 and over (8% increase).
- 5.42 With fewer children and an ageing population, the demographic changes will have a negative impact on the future vitality of the settlement and viability of the services such as the school, the public houses and the shops.
- 5.43 Additional development beyond that already approved will be required in order to effectively reverse this past negative trend.

Figure 5:5 Age Structure



Source: ONS Census Data 2011

Figure 5:6 Population Change



Source: ONS Census Data 2001 and 2011

Housing Mix

- 5.44 House price data shows the average house price in Chatburn to be £229,940¹⁰ which is lower than the average price in the District of £255,531¹¹. However, with 44% of the Parish's population having a household income of less than £30,000 and a further 22.8% having a household income of less than £70,000, the accessibility of the current housing stock is going to be limited for a large proportion of the existing and future population.
- 5.45 Analysis of dwelling types in the Parish (as illustrated at figure 5:7 below) shows that there is a high dominance of terraced housing, almost double the District average. The proportion of semi-detached, detached and bungalows are all significantly below the average for Ribble Valley, especially detached dwellings which is two thirds fewer than District average.
- 5.46 Furthermore, data on dwelling tenures in the Parish show a low proportion of ownership, and higher instance of private and social rented compared to the District as a whole¹². The

¹⁰ Experian Chatburn Property Development Pack 7th August 2015

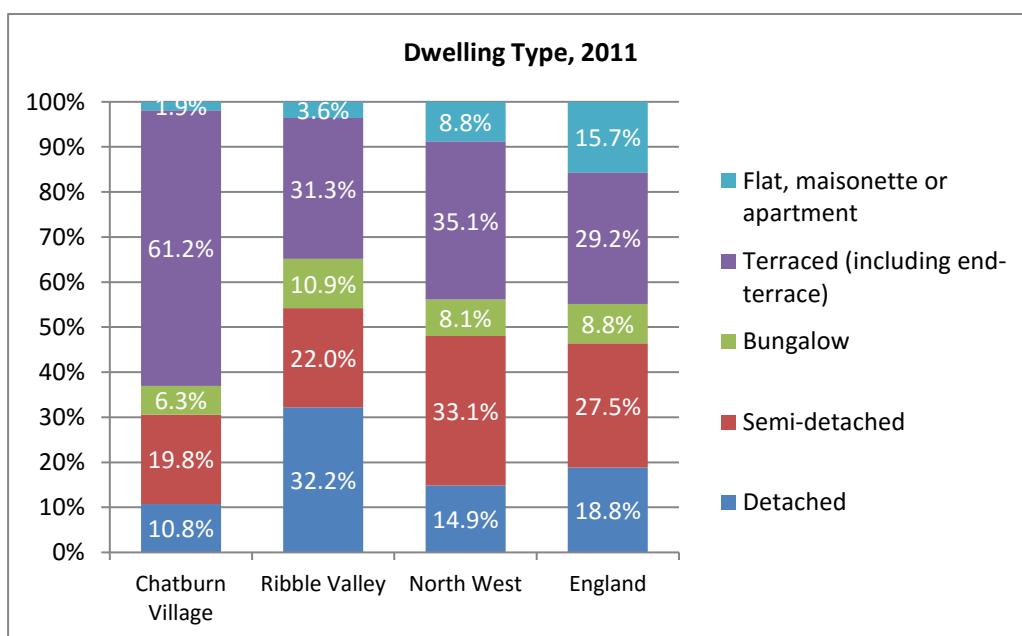
¹¹ Chatburn Mosaic Property Development Pack, 2016

¹² ONS data Tenure Households 2011

proposed development includes a 30% provision of affordable housing which will increase the mix of housing and could increase low cost ownership in the village.

5.47 The low supply of detached dwellings, semi-detached dwellings and bungalows makes it less desirable for households with children who want more space and gardens to move to the village. This application includes a mix of housing types and a number of three and four bedroom properties which are attractive to working families with children and will help to address the above mentioned shortfall of family homes in the village.

Figure 5:7 Dwelling Types



Source: ONS Census Data 2011

5.48 It is clear from this review of Census data that there are a number of demographic challenges which could impact upon the vitality of this vibrant village. The proposed development will provide further benefits and enhance opportunities to help safeguard the future viability and vitality of the community in what has been established to be a sustainable location for development.

Summary

- 5.49 At present the village of Chatburn has a vibrant and active community which demonstrates vitality. It is well connected and well served, with good access to services and it is an economic asset to the wider District.
- 5.50 However, our assessment does identify some challenges to its future sustainability arising from a limited growth during the intercensal period, notably a decrease in the younger population. This provides a challenge in maintaining the vitality of Chatburn and, if not addressed, may result in an ageing population and a future loss of services and amenities.
- 5.51 The new housing proposed in this application includes a 30% provision of affordable homes with a mix of house types, increasing the supply of middle to larger sized family homes. This will help to rebalance the existing housing stock and in turn will boost the existing vitality of Chatburn.
- 5.52 Based on the findings of this assessment it is evident that the provision of new housing in Chatburn is an essential component of ensuring the continued and future sustainability of the settlement.
- 5.53 There is no identified harm to the village, its local surroundings and its services or facilities.

6. Planning Appraisal

- 6.1 This section of the planning statement will assess the proposed development in respect of summarising relevant planning policy. It identifies the key matters for consideration with the scheme arising from such policies and how the proposed scheme responds to these requirements.

Introduction to Planning Policy Context

- 6.2 The NPPF sets out the Government's planning policies for England and how they are to be applied. The National Planning Policy Guidance (NPPG) adds further clarification and guidance as to how these policies should be interpreted and implemented. The NPPF is a material consideration in the determination of planning applications. Local planning policies should be in conformity with these national policies, adding the locally specific detail needed to deliver the Government's objectives whilst meeting local needs and aspirations.

- 6.3 Section 38 (6) of the Planning and Compulsory Act 2004 states that *“(6) If regard is to be had to the development plan for the purpose of any determination to be made under the Planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise”*.

- 6.4 NPPF paragraphs 214 and 215 explain that weight can only be given to local plan policies according to their degree of consistency with the NPPF;

“Due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given”.

- 6.5 The current Development Plan for Ribble Valley Borough Council is the Core Strategy Development Plan (adopted in December 2014).

6.6 Having regard to paragraphs 214 and 215 of the NPPF the policies of this Core Strategy are largely considered to be in date having been examined following the introduction of the Framework.

Discussion of Key Matters

6.7 The following section will assess the key issues of relevance to the determination of this application, summarising the relevant policy context and outlining how the proposed development complies with the objectives and requirements of these policies and should thus be supported.

Location Strategy

6.8 The following Core Strategy policies are considered to be of principal relevance to the proposed development:

- Key Statement DSI - Development Strategy
- Key Statement DS2 - Sustainable Development
- Policy H1 - Housing Provision
- Policy DMH1 - Affordable Housing Criteria
- Policy DMH3 - Dwellings in the Open Countryside

6.9 The Core Strategy establishes a settlement hierarchy strategy of which Clitheroe, Longridge and Whalley are the priorities for housing growth. The policy then identifies nine Tier I villages which in addition to the Principal Settlements will also be a focus of housing growth. Chatburn is included within the nine Tier I Settlements. Tier I Settlements are recognised in the policy as being sustainable locations for development.

6.10 The policy continues to state 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”*.

- 6.11 The proposed development sits outside of, but adjacent to, the development limits. However, Policy DMH3 which relates to development in the countryside is permissive of development in this location where it is for residential development which meets an identified need.
- 6.12 In terms of location, the proposal is in accordance with the overall location strategy.
- 6.13 Key Statement DS2 refers to the presumption in favour of sustainable development as set out in the NPPF and against which development proposals should be determined. The policy states that the authority will: *“always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area. Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise”*.
- 6.14 The following paragraphs demonstrate that the proposal complies with the other policies of the Core Strategy.

Five Year Housing Land Supply

- 6.15 The NPPF outlines the ways in which Local Authorities should significantly boost their supply of high quality housing through ensuring their local plan meets the needs for market and affordable housing and ensuring a five-year supply of deliverable housing land. Paragraph 14 of the NPPF provides a presumption in favour of sustainable development where the proposal raises no adverse impacts which would significantly and demonstrably outweigh the benefits. This is reflected in Key Statement DS2 of the Core Strategy.
- 6.16 In April 2016 the Council published its Housing Land Availability Schedule. This document provides up to date figures on housing completions and permissions as of 31st March 2016¹³.
- 6.17 The document establishes that the Council currently has 5.36 years' supply.

¹³ https://www.ribblevalley.gov.uk/download/downloads/id/10645/housing_land_availability_survey_april_2016.pdf

6.18 Whilst the Council has a five-year provision, there is no cap on sustainable development and the Council should still seek to grant planning permission for schemes which satisfy the NPPF and local plan policies.

6.19 In a recent planning appeal decision (May 2016) relating to development of land in Abberley, Malvern¹⁴ there were a number of direct comparisons with this development proposal. The appeal scheme was for outline consent for 25 dwellings on the edge of the village of Abberley. The site sat outside of the development limits of the village but was very well placed, and the village was served by a number of services.

6.20 Paragraph 5 of the decision letter states that:

“The site lies outside the development boundary for Abberley Common. Policy SWDP 2 of the adopted South Worcestershire Development Plan resists most forms of development, including market housing, outside development boundaries. However, it is government policy as set out in the Framework to boost significantly the supply of housing land and this objective carries considerable weight. The site is well located in relation to the village, with the Post Office and Store very close and the school a few minutes’ walk. Abberley Common is defined as a Category 1 village in Annex D of the SWDP; Policy SWDP 2 indicates that such villages contain a range of facilities to meet local needs and are suitable for accommodating market housing. The existence of a 5-year supply of housing does not preclude sustainable development”.

6.21 The Inspector continues in paragraphs 10 and 11 to state:

“10. On the matter of sustainability, the scheme would not run counter to the environmental aspect of sustainable development for the reasons given above. Regarding the economic role, the scheme would generate economic activity during construction and would support village facilities. As regards the social role, the scheme would assist towards the government’s objective of boosting the supply of housing and would help towards supporting local facilities and local economic activity. 40% of the units would be affordable housing through the obligation under s106 dated 28 April 2016, in accordance with Policy SWDP 15. The provision of housing including affordable housing carries considerable weight.

¹⁴ APP/J1860/W/16/3144810

11. Whilst recognising the breach of Policy SWDP 2 in terms of its position relative to the development boundary, the development would accord with the remainder of the development plan and would not harm or obstruct its objectives and I consider that it would be in accordance with the plan as a whole. The benefits of the scheme would significantly outweigh the breach to Policy SWDP 2, and the scheme amounts to sustainable development.”

6.22 On this basis there is no reason to warrant refusal of the scheme based on its location outside of development limits given the significant benefits that would be delivered by the scheme and its contribution to sustainable development.

Housing Delivery

Document	Reference
National Planning Policy Framework	Paragraph 14 Paragraphs 47, 49, 55
Ribble Valley Core Strategy	Policy H1 – Housing Delivery Policy H2– Housing Balance

6.23 Policy H1 requires “Land for residential development will be made available to deliver 5,600 dwellings, estimated at an average annual completion target of at least 280 dwellings per year over the period 2008 to 2028 in accordance with baseline information”.

6.24 Further information on the specific allocation of housing to each settlement is set out in Table 4.12 of the Core Strategy. A requirement of 27 dwelling is identified for Chatburn.

6.25 Table 4.12 included commitments up to March 2014. For Chatburn at the time of publishing this policy there was a commitment for 9 dwellings. Therefore a net residual of 18 dwellings.

6.26 The latest Housing Land Available Study, which was correct up to 31st March 2016, sets out the most up to date position. This document shows that there has been no further applications permitted in Chatburn or in the surrounding Parish since 2014. The current residual remains at 18.

- 6.27 However, we are aware that the Council are due to consult on changes to the settlement boundaries as part of the emerging Housing and Economic Development Plan Document. This document is due to commence consultation later this summer (no fixed date as yet) with the aim of the document being adopted in late 2017.
- 6.28 As part of the initial work undertaken for this document, the settlement boundaries have been altered and presented to the Planning and Development Committee for approval on 14th April 2016. As part of this, the boundary for Chatburn is proposed to be extended to include the land on Old Chatburn Road which has consent for 10 dwellings. These dwellings were already in the system as commitments within the Chatburn Parish but not within Chatburn specifically. The result of the change means that on paper the residual housing requirement for Chatburn reduces from 18 to 8. However, as noted above, this is not a new consent, and one that has existed in the system for some time.
- 6.29 The proposed development seeks 18 dwellings, and whilst this is greater than the revised residual (assuming that the changes to the settlement boundary are adopted) there are strong planning merits and benefits to granting a scheme of this scale. These benefits have been explained in the preceding sustainable development and housing land supply sections.
- 6.30 The NPPF is clear that Local Planning Authorities should “*boost significantly the supply of housing*”. The housing figures set out in the Core Strategy are a minimum requirement and Policy H1 states that “*at least 280 dwellings a year will be delivered*”. There should be no cap on the level of development coming forward providing it is sustainable, appropriate to the scale of the settlement and meets the housing need of the area (see paragraphs 6.15-6.22 above).
- 6.31 Taking the above into consideration, the development would meet the objectives of the Strategy to locate development in sustainable settlements where there are services and facilities that can easily be accessed. The principle of housing in this location is therefore considered to be acceptable.
- 6.32 The delivery of 10 houses above the revised residual housing figure (which has not yet been formally consulted upon and is not yet adopted) for Chatburn will not have any negative implications for the Plan, nor will it result in any actual harm to the village.

Housing Need

Document	Reference
National Planning Policy Framework	Paragraph 14 Paragraphs 47, 49, 55
Ribble Valley Core Strategy	Policy H1 – Housing Delivery Policy H2– Housing Balance Policy DMH1 – Affordable Housing

- 6.33 The delivery of up to 18 new dwellings, including affordable housing in line with requirements set out in local policy, will contribute to the growth of Chatburn and introduce families into the village to support facilities such as the school, shops and the village hall. It will also support the facilities and services of the wider area, including Clitheroe.
- 6.34 An analysis of Census data demonstrates that there are a number of demographic challenges facing Chatburn which could impact upon the vitality of this vibrant village. The proposed development will provide further benefits and enhancement opportunities to help safeguard the future viability and vitality of the community in what has been established to be a sustainable location for development.
- 6.35 As established in Section 5 there is an identified need for family housing, in particular semi-detached and detached dwellings to assist in encouraging households with children into the village, and to deliver more housing choice.
- 6.36 There is a recognised need to deliver affordable housing and the proposal will deliver 30% affordable units in accordance with Policy DMH1. The proposal will also deliver four bungalows on the site which we be for older people. This will also accord with Policy DMH1.
- 6.37 The affordable housing benefits that can be delivered from a scheme of 18 dwellings (as opposed to eight dwellings) will be more significant to the village and the Local Authority, both socially and economically. The delivery of 10 dwellings over and above the revised residual will not be any detriment to the strategic objectives of the Core Strategy which include:

- To increase the supply of affordable and decent homes in the borough to help meet identified needs.
- Ensure a suitable proportion of housing meets local needs.
- Support existing retail businesses.
- Ensure neighbourhoods are sought after locations by building cohesive communities and promoting communities.

Environmental Issues (Ecology)

Document	Reference
National Planning Policy Framework	Paragraphs 94,100, Paragraph 118 Paragraph 120
Ribble Valley Core Strategy	Policy DMG1 – General Considerations Policy DME2 – Landscape and Townscape Protection Policy DME3 – Sites and Species Protection Policy DME4 – Protecting Heritage Assets

6.38 Firstly, it is important to note that the NPPF does not, unlike previous national planning policy (included in PPS7), “*protect the countryside for its own sake*”.

6.39 Rather than the blanket protection of the countryside offered by previous national planning policy, the NPPF seeks to protect the Green Belt, valued landscapes (para 109), designated landscape areas (para 113), networks of biodiversity and green infrastructure (para 114), landscape and scenic beauty in National Parks and Areas of Outstanding Natural Beauty, and priority habitats and priority species (para 117).

6.40 In this case the site is not within any of the above nationally designated areas and is not recognised with any specific local designations.

6.41 The NPPF does not therefore protect sites such as this from development although it does encourage development which respects local character.

- 6.42 An Ecological Appraisal has been undertaken to support the application. The appraisal concludes that there will be no adverse impacts to ecology as a result of the proposed development.
- 6.43 There are no ecological constraints which prevent the proposed development from proceeding subject to following the recommendations of the appraisal.
- 6.44 The existing hedgerows around the site will be retained and new landscaping is proposed on the site, as shown indicatively on the proposed site plans.
- 6.45 The site is adjacent to the existing built form and will represent an extension to the existing built form. The site slopes down to the north and the indicative scheme has been designed so that one storey properties are located at the top of the site nearest to the existing properties so that the existing views across the landscape from these properties are retained.
- 6.46 The site borders the Chatburn Conservation Area at its eastern corner but it is not considered that the proposed development will have any substantial harm to this designation.

Accessibility & Highways Safety

Document	Reference
National Planning Policy Framework	Chapter 4 paragraphs 29 & 34
Ribble Valley Core Strategy	Policy DMG1 - General Considerations Policy DMG3 - Transport and Mobility

- 6.47 The Framework outlines the important role policies play in facilitating sustainable development and the need for local plans to support developments which facilitate the use of sustainable transport modes and minimise journey lengths for employment, shopping, school and leisure activities. However, it accepts that there will be different opportunities available in rural areas and otherwise sustainable development should not be resisted simply due to the access to less sustainable transport options than in urban areas. It also clearly states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development would be severe.

- 6.48 The Core Strategy permits development that would be appropriately related to the highway network and would not generate traffic volumes in excess of the capacity of the network.
- 6.49 Policy DMG3 states that when deciding planning applications, considerable weight should be attached to:
“proposals which promote development within existing developed areas or extensions to them at locations which are highly accessible by means other than the private car”
And;
“proposals which locate development in areas which maintain and improve choice for people to walk, cycle or catch public transport rather than drive between homes and facilities which they need to visit regularly”.
- 6.50 A Transport Assessment accompanies this application. The appointed Highway Consultant has had discussions with Lancashire County Council Highways department to agree the design of the new access road.
- 6.51 As set out in the sustainability section of this statement and the Transport Assessment which accompany this application, the village has good access to public transport with regular bus services to neighbouring and larger settlements. In addition to being located within a comfortable cycling distance of Clitheroe. The sustainable transport options for the village and the site are therefore considered acceptable given its rural location. It is demonstrated in this statement that the proposal is well placed and is served by a range of facilities within walking and cycling distance. It is therefore sustainable in terms of its location.
- 6.52 The development provides for sufficient parking for each dwelling in accordance with the Council's adopted maximum parking standards. The development site will be served by a safe means access from Ribblesdale View with acceptable visibility splays. There are therefore no significant adverse transport impacts arising from the proposed development and the proposed development is therefore acceptable in this regard.
- 6.53 It is therefore demonstrated that the proposed development could be undertaken with no adverse highway safety or transport impacts.

Summary

- 6.54 The above analysis demonstrates that the proposed development represents a sustainable form of development in a village which is accessible, well connected and well served, with a vibrant and strong community. There are no unacceptable impacts arising from the proposed development in terms of landscape or environmental impacts which outweigh the clear benefits of the development. Moreover, the proposal will bring with it a number of significant benefits, as detailed in this statement, which will significantly enhance the vitality of the village, generating development that is in accordance with the NPPF and the Local Development Plan Policies and is socially, economically and environmentally sustainable.

7. Decision Making on Application

- 7.1 This planning application is submitted by a local landowner who has historic links with the local area. The applicants are keen to deliver a high quality development which creates an attractive and sympathetic addition to the village.
- 7.2 The proposed development is on a deliverable site that is a sustainable location for new residential development.
- 7.3 The Council can demonstrate a five-year supply of housing land and the housing policies are deemed to be in date. However, there is no cap on sustainable development and developments that “*significantly boost the supply of housing*” should be permitted.
- 7.4 There are no planning policies or designations in place that seek to prevent development of the site. The scheme will make a contribution towards helping to address the village’s housing need when assessed against the local socio-demographic profile.
- 7.5 The scheme would make a small but notable contribution to widening the housing stock that is available in Chatburn and would make a provision of family homes.
- 7.6 There are a number of benefits arising from the development, which is demonstrated to be sustainable. At the same time there are no adverse impacts arising from development which would significantly and demonstrably outweigh these benefits.
- 7.7 The Foreword to the NPPF states that “*sustainable development is about positive growth – making economic, environmental and social progress for this and future generations*”.
- 7.8 What is clear, with reference to the NPPF and its presumption in favour of sustainable development, is that if the development proposed is demonstrated to be sustainable, then there would need to be demonstrable adverse impacts arising from the development which would outweigh the multiple benefits arising for an application to be refused.
- 7.9 It has been demonstrated that there are no adverse impacts arising from the development which would significantly and demonstrably outweigh the benefits of the proposal. The proposed housing development is therefore fully in compliance with the presumption in favour

of sustainable development as outlined within the NPPF, and there are no reasons why the development should not be supported.

- 7.10 On that basis the planning application is fully in accordance with the presumption in favour of sustainable development and should be approved accordingly.