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Former Clitheroe Hospital

NHS Property Services



Planning Statement
December 2016

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Planning Statement

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Prepared on behalf of NHS Property Services



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1.0 Introduction

Context of the Application

- 1.01 This Planning Statement has been prepared by WYG Planning ('WYG') on behalf of NHS Property Services ('NHS') (the applicant) to assist Ribble Valley Borough Council as Local Planning Authority ('LPA') in its determination of an outline planning application for residential development, with all matters reserved except for means of access.
- 1.02 The development proposals are for the complete demolition of the site and the construction of up to 50 dwellings. The description of development as shown on the submitted application form is as follows:
- 'Outline planning application with all matters reserved except access, for demolition of existing structures and construction of up to 50 dwellings (Class C3), with associated parking and landscaping'.**
- 1.03 The site measures approximately 2.0 hectares and is generally square in shape. It comprises the former Clitheroe Hospital and the buildings last associated with this use (Use Class D1) are still present on the site, although these currently lie vacant and disused.
- 1.04 It is understood that the buildings originally formed the Clitheroe Union Workhouse, together with a separate but associated hospital block, which were all built between 1870 and 1873. The workhouse and separate hospital block are of two storey stone construction and the workhouse is of a corridor plan with central outshot and short single-storey end wings. The buildings have been altered significantly throughout the years, which has degraded their heritage value and of substantial importance to the case is that the hospital was rejected for listing by the English Heritage in 2008.
- 1.05 The buildings are currently lived in by 'Ad Hoc Guardians' by agreement with the NHS. The Guardians live in the buildings via a signed contract and this is on the basis that the site will finally be disposed of and developed for residential use and as such, they are aware of their requirement to vacate the premises. The Guardians operate under a licence agreement which can be terminated within 28 days notice, designed specifically as such to ensure that vacation can take place as and when the land owners require it. They have been fully informed of the proposals and as part of the agreement, will vacate the premises once permissions has been granted and the site disposed of to a house builder which will bring forward the development of the site.



- 1.06 The site represents a significant opportunity for sustainable residential development. Located on the periphery of Clitheroe and adjacent to the new Clitheroe Community Hospital, the site currently comprises brownfield land containing the vacant former hospital buildings and the site is located within the defined Clitheroe Settlement Boundary. Clitheroe town centre can be reached from the site via sustainable transport routes, providing access to the extensive services and amenities. This clearly demonstrates that the site represents a suitable location for development now, in accordance with footnote 11 of the NPPF (page 12 of the NPPF).
- 1.07 The site is unallocated within the Ribble Valley Core Strategy 2014 (Core Strategy) but lies within the north eastern periphery of the settlement boundary of Clitheroe. It is a prime brownfield development site within Clitheroe and the wider Borough and is currently substantially underutilised following the cessation of the previous use as the community hospital. Whilst the Guardians are currently living in the buildings, this is a short term agreement which ensures that the NHS has some reassurance that the site will not become more degraded.
- 1.08 The release of land to the south of Clitheroe within the Core Strategy for new housing development, underscores the demand for additional housing within the Borough as a whole but also Clitheroe specifically. Developing the Clitheroe Hospital site for housing in the shorter term will make a positive contribution to the housing land supply, necessary to meet housing need. The site is available and deliverable and meets the Government's overarching desire to deliver sustainable housing development and meet increasing housing needs. The Government's latest Autumn Statement (2016) states at paragraph 3.11 that the Housing White Paper will be published shortly (now set for January 2017), which will set out a comprehensive package of reform to increase housing supply and halt the decline in housing affordability. There is a clear requirement to increase the level of housing across the country.
- 1.09 NHS Property Services was set up by the Department of Health to manage that part of the primary care estate that did not transfer to providers following the Health and Social Care Act 2012. This amounts to around 10 per cent of the total NHS estate.
- 1.10 Launched in April 2013, the company is owned by the Secretary of State and in turn owns the legal title to some 3,500 assets, valued at around £3 billion. Most of the properties are used for patient care, such as health centres, GP surgeries and clinics.
- 1.11 However, NHS Property Services also owns other sites across England and is working to deliver real transformation for the health system. At a time of major change and increasing demand for the NHS,

they are reducing costs, unlocking value in sites no longer fit for purpose and reinvesting directly in the future estate to improve frontline patient care. The site of the former Clitheroe Hospital is precisely one of these sites. The income made from the disposal of the site will feed directly back in to the NHS and the health system.

Application Documents

1.12 This application is accompanied by the following documents:

- The completed application forms and certificates;
- Draft Heads of Terms;
- Viability and Marketing Evidence, produced by BNP;
- Drawing ref. A094939_001B – ‘Red Line Boundary’;
- Drawing ref. A094939-01 – ‘Built Form Masterplan’;
- Drawing ref. A094939-P002A – ‘Proposed Site Access Arrangements’;
- Topographical Survey;
- Design and Access Statement, produced by WYG;
- Planning Statement, produced by WYG;
- Transport Assessment, produced by WYG;
- Extended Phase 1 Habitat Survey, produced by WYG;
- Protected Species Surveys, produced by WYG
- Tree Survey and Tree Constraints Plan, produced by WYG;
- Noise Impact Assessment, produced by WYG;
- Phase 1 Geo-Environmental Survey, produced by WYG;
- Heritage Statement, produced by WYG; and
- Flood Risk Assessment and Drainage Report, produced by WYG.

Structure

1.13 This Planning Statement deals with all matters associated with the planning applications. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004 (as amended), this Statement considers the conformity of the proposed development with reference to the Development Plan. It also addresses all other material considerations, including the National Planning Policy Framework and National Planning Policy Guidance.

1.14 The remainder of this Statement is set out as follows:

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- **Section 2.0** provides a description of the proposals and puts these in the context of the application site, and its surroundings with reference to existing features, infrastructure and land allocations and provides a summary of the pre-application consultation;
- **Section 3.0** sets out a summary of the relevant planning policy context with reference to the statutory development plan, national planning guidance and other material considerations;
- **Section 4.0** provides a summary and analysis with regard to the requirement to meeting housing needs within Ribble Valley and how the proposal goes towards this requirement;
- **Section 5.0** considers all planning issues relevant to the proposals (including a summary of environmental issues); and
- **Section 6.0** provides an analysis of how the proposals constitute sustainable development and will provide concluding comments.



2.0 The Application Site and Proposed Development

Site Description

- 2.01 The site measures approximately 2.0 hectares and is generally square in shape. It comprises the former Clitheroe Hospital and the buildings last associated with this use are still present on the site. It is understood that the buildings originally formed the Clitheroe Union Workhouse, together with a separate but associated hospital block, which were built between 1870 and 1873. The workhouse and separate hospital block are of two storey stone construction and the workhouse is of a corridor plan with central outshot and short single-storey end wings.
- 2.02 Two of the former hospital buildings (originally a Workhouse and Infirmary) are considered to be non-designated heritage assets and are recorded in the National Record of the Historic Environment (1435994) and Lancashire Historic Environment Record (PRN30402).
- 2.03 The buildings have been altered significantly throughout the years, which has degraded their heritage value. Indeed, the hospital was rejected for listing by the English Heritage in 2008. Full details with regard to the English Heritage's response from 2008 are included in Section 5.0 below.
- 2.04 The hospital is set within mature landscaped grounds with large lawned areas and mature trees. Trees are largely located around the perimeter of the site however there are some additional mature trees located throughout the site. A full tree survey is submitted with the application, the findings of which have been taken into account in producing the indicative masterplan for the site. Furthermore, following the pre-application meeting with the local planning authority, we have also been made aware of a Tree Preservation order made in November 2016, which formally protects the trees towards the frontage of the site which form the important and mature vegetation border along Chatburn Road. We can confirm that these trees will not be impacted upon as a result of the proposal, and instead, the scheme will ensure that these trees are protected and maintained in accordance with their important preservation status.
- 2.05 The site is accessed directly from Chatburn Road. There are two entrances at present; one at either end of the site frontage. The north-eastern most access is immediately next to the new hospital entrance.
- 2.06 The photos provided below in Figure 2.1 'set the scene' with regard to the application site:

Figure 2.1: Photos of the Application Site



Site Context

2.07 Clitheroe is a market town located in the Ribble Valley, north of Preston, Blackburn and Burnley and south of the Forest of Bowland Area of Outstanding Natural Beauty ('AONB'). The town centre has a mainline rail station and a wide range of shops and services. Whilst its proximity to the AONB makes Clitheroe an attractive market town which benefits from a prosperous tourism sector, it also constrains the land available for housing, which is both a sustainable and highly desirable as a place to live. This



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makes brownfield sites, such as the former hospital, highly valuable in meeting local housing demand, as it reduces the need to build on greenfield land elsewhere.

- 2.08 Clitheroe town centre is located approximately 1.5km to the south west of the application site with regular bus services passing the site which connects it to the town centre. The town's train station provides direct services to Manchester with a journey time of just over 1 hour. The Clitheroe Royal Grammar School is located just 450 metres to the south west of the site along Chatburn Road and the Clitheroe Cricket Club is approximately 800 metres to the south west.
- 2.09 Clitheroe town centre fulfils a role as the business and commercial centre within the area. The town centre has a wide range of convenience (food) and comparison (non-food) retail offer which would meet the requirements of new residents locating to the application site. Bus stops located directly outside of the application site on Chatburn Road serve over 13 bus services, which would take residents directly into the town centre regularly throughout the day to meet their retail, service and leisure requirements.
- 2.10 New residential development in the wider town is necessary to support existing services within the town centre and have wider positive economic benefits to Clitheroe and the Borough as a whole. This application therefore has the potential to support existing services in Clitheroe as well as support its future growth and continued prosperity in the short to long term.

Planning History

- 2.11 A full planning history for the site is set out in **Appendix 1**. There are two planning applications relating to the site which are of relevance. These are:
1. The '2008 Application' – Outline application for a residential development, open space, roads access and related infrastructure (Reference 3/2008/0878). The application was refused on the grounds of the loss of the hospital buildings; and
 2. The '2012 Application' - Outline application for demolition/part demolition of the existing hospital and enabling residential redevelopment including associated access, parking, open space and related infrastructure (Reference: 03/2012/0785). The 2012 application was recommended for approval by the planning officer and resolved to approve by committee, subject to the signing of a s106 Agreement. The s106 was never signed and the application was finally disposed of.

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- 2.12 This planning history establishes that residential development on the site is acceptable in principle and that the application site represents a sustainable location for new homes within Clitheroe.

The Proposed Development

- 2.13 The application seeks outline planning permission, with all matters reserved except access for the demolition of the existing buildings and the complete redevelopment to create up to 50 dwellings. The mix of housing will consist of:

- 12 two bed dwellings;
- 20 three bed dwellings;
- 14 four bed dwellings; and
- 4 five bed dwellings.

- 2.14 The wider scheme will include the following elements:

- Safe vehicular and pedestrian access throughout the site, linking Chatburn Road with all of the residential properties both by car and on foot;
- Creating a mix of dwelling types in a sustainable and well designed housing development, ensuring that surrounding land uses do not impact on the scheme;
- The protection of trees and vegetation along the frontage of the site to ensure the local setting is retained and that no trees which are formally protected by a Tree Preservation Order are harmed;
- Providing sufficient space for large rear and front gardens, and vehicular parking spaces for each dwelling plot; and
- Providing up to 0.5ha of public open space, which in turn will ensure that the majority of the Grade A trees are protected and conserved.

- 2.15 Vehicular and pedestrian access will be taken off Chatburn Road, with a new highways access point to the south of the existing access. The current access points will be kept and converted into pedestrian only access points.

- 2.16 The majority of the 'Grade A' trees will be retained throughout the site, with some of the lesser quality trees removed to the rear to make way for the proposed dwellings. Appropriate landscaping and



vegetation along with other biodiversity improvements will be provided throughout the site and around the edge, to provide suitable noise mitigation from surrounding uses and particularly the Business Park to the rear.

- 2.17 Full details with regard to the proposed development and how the team has worked up the indicative masterplan, including any existing constraints, are included within the Design and Access Statement.

Environmental Screening

- 2.18 With reference to the Town and Country Planning (Environmental Impact Assessment) Regulations 2011, the proposed development falls within the definition of Schedule 2 development under Part 10b ('Infrastructure Projects – Urban development Projects') as the site exceeds 0.5 hectares. A screening request was submitted on 18 November 2016 and the LPA confirmed by letter dated 5 December 2016, that an Environmental Impact Assessment (EIA) was not required. The LPA set out clear and compelling reasons for this decision within that letter and a copy is included at **Appendix 2**.

Pre-Application Engagement

- 2.19 The applicant and WYG originally made contact with the LPA in September 2016 and a formal pre-application meeting was held with officers of the Council on 4 October 2016.
- 2.20 The purpose of the pre-application discussions was to ascertain what package of information will be necessary for validation purposes, to establish what issues will be pertinent to the determination of the planning application and to determine if the LPA were likely to support the proposals. It was also set up to ensure all technical submissions were prepared in conjunction with the relevant contacts where methodologies were scoped and agreed prior to any formal planning submission being made.
- 2.21 A summary of the key considerations and conclusions from the pre-application meeting are set out below and a copy of the response is included at **Appendix 3**:
- In terms of the principle of development, the Council stated that the principle of the scheme is deemed acceptable but that there are a number of material considerations of relevance if an application was to be forthcoming;
 - In terms of the potential loss of the hospital buildings, the Council was keen to refer back to the objections made back in 2008 relating to the loss of the buildings. However, it was acknowledged that marketing evidence demonstrates the clear lack of interest and demand for the site should the buildings be retained. As such, as the Council notes, the buildings are



not listed or in a Conservation Area but as they are non-designated heritage assets, the proposed development must accord with paragraph 135 of the NPPF, which states that 'a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset'¹;

- Turning to affordable housing, the pre-application response refers to the adopted development plan policies and confirmed that any scheme should clearly demonstrate the public benefit of the proposal, including affordable housing;
- In terms of the design and layout of the scheme, the pre-application response advises that the general appearance of the development should be sympathetic to existing and proposed land uses. The Council was particularly positive with regard to the retention of the tree-lined frontage and grounds; and
- The pre-application response also refers to ecology matters and states that due to the significance of the trees on the site, any application will need to be supported by a Tree Constraints Plan and that any design will ideally retain the vegetation along the frontage and be informed by the wider tree and ecology surveys.

2.22 The comments made within the pre-application response have been taken on board as part of the design process and in finalising the indicative Masterplan and wider works. We address the comments made as part of the pre-application process throughout the remainder of this Statement and within other technical supporting statements.

2.23 In addition to the above, WYG has issued correspondence to the following important stakeholders in order to fully set out the planning and design case and to begin discussions:

- The Victorian Society;
- The Clitheroe Civic Society; and
- The Clitheroe Town Council.

2.24 Once discussions have been held with the above stakeholders, WYG will provide a supplementary note on additional community consultation.

¹ The pre-application response wrongly refers to paragraph 133 of the NPPF which relates to designated heritage assets rather than non-designated heritage assets. This has since been agreed as being an incorrect reference by the Council.



3.0 Relevant Planning Policy

Requirements of the Development Plan and NPPF

3.01 Section 38(6) of the Planning and Compulsory Purchase Act 2004 establishes the primacy of the development plan in stating that:

'...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.'

3.02 Accordingly, the development plan is the starting point for the determination of applications and applications must be determined in accordance within the development plan unless material considerations indicate otherwise.

3.03 The development plan for Ribble Valley currently comprises the Core Strategy ('CS') 2008 – 2028 (adopted December 2014) together with the proposals maps which accompanied the Districtwide Local Plan 1998. These maps will remain in place until a revised set of plans are produced as part of the Housing and Economic Development DPD ('HE DPD').

3.04 Other important material considerations comprise the following documents:

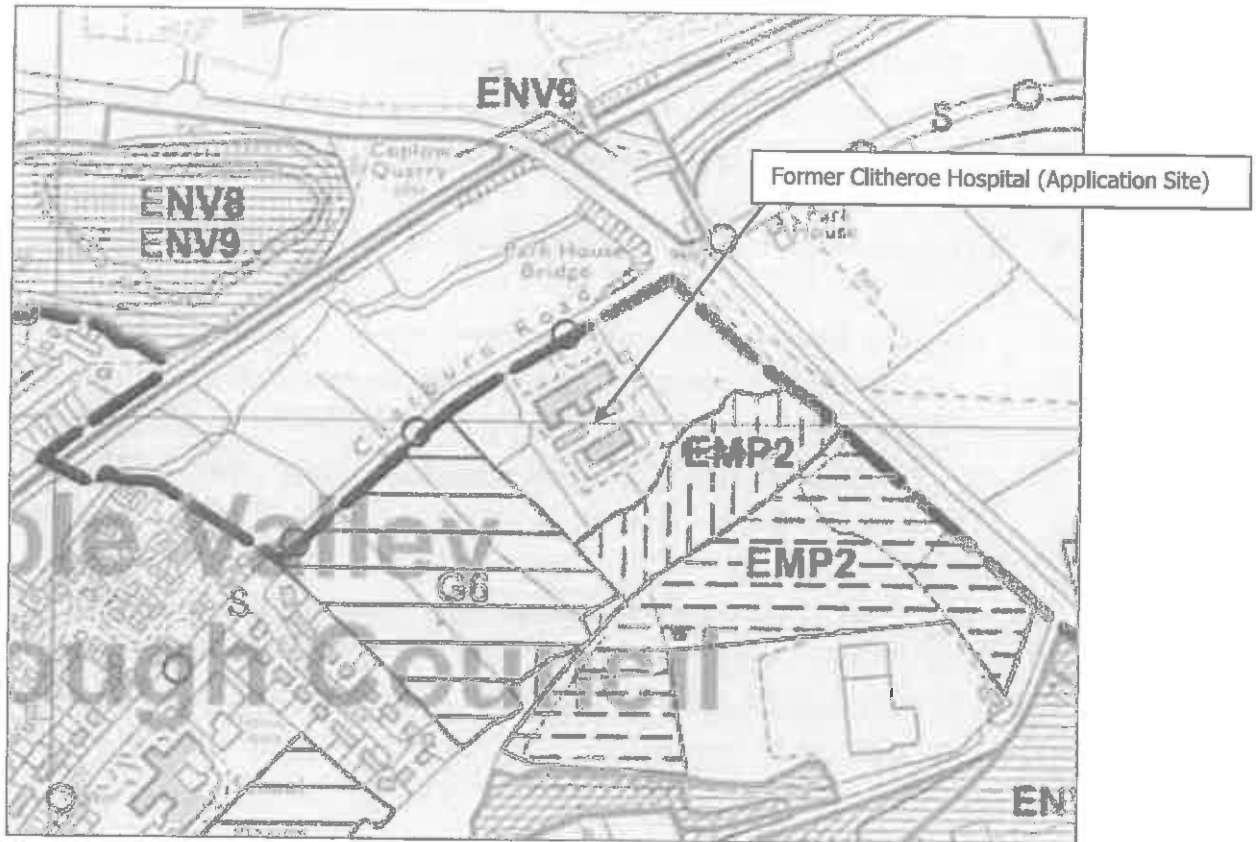
- National Planning Policy Framework (NPPF);
- National Planning Practice Guidance (PPG); and
- The evidence base for the Core Strategy including: Strategic Housing Land Availability Assessment (SHLAA), Strategic Housing Market Assessment (SHMA), Housing Needs Survey (HNS) and the Ribble Valley Annual Monitoring Report (AMR).

3.05 We have provided a full planning policy review at **Appendix 4**, which fully sets out the policies of relevance from both the adopted Development Plan and also from the NPPF and NPPG. We provide a summary of the key findings from the policy review below.

The Development Plan

3.06 The Core Strategy was formally adopted by the Council in December 2014. The application site is unallocated within the adopted Development Plan and as such, there are no specific development management policies relating to the site. The excerpt from the proposals map below shows the site (shown as the former use as a hospital).

Figure 3.1: Excerpt from Policy Proposals Map



3.07 The site is located within the defined settlement boundary (shown as the thick black dotted line). To the rear of the site is an allocated employment site, which is now occupied by Link 59 Business Park, situated off Deanfield Drive.

3.08 Having regard to the specific nature of the proposal, the following policies of the Core Strategy are of relevance to the planning case:

- Key Statement DS1: Development Strategy;
- Key Statement DS2: Presumption in Favour of Sustainable Development;
- Key Statement EN4: Biodiversity and Geodiversity;
- Key Statement EN5: Heritage Assets;
- Key Statement H1: Housing Provision;
- Key Statement H2: Housing Balance;
- Key Statement H3: Affordable Housing;
- Key Statement DMI1: Planning Obligations;



- Key Statement DMI2: Transport Considerations;
- Key Statement DMG1: General Considerations;
- Key Statement DME1: Protecting Trees and Woodlands;
- Key Statement DME4: Protecting Heritage Assts;
- Key Statement DME6: Water management; and
- Key Statement DMB4: Open Space Provision.

3.09 We summarise the key relevant policies in relation to housing developments below.

- **Key Statement H1** – ‘Housing Provision’ sets out an overall requirement of 5,600 dwellings for the plan period between 2008 and 2028, equating to 280 dwellings per year;
- **Key Statement H2** – ‘Housing Balance’ then goes on to state that planning permission will only be granted for residential development where it can be demonstrated that it delivers a suitable mix of housing which accords with the projected future household requirements and local need; and
- Finally, in terms of affordable housing, **Key Statement H3** states that within Clitheroe, the Council will seek affordable housing provision at 30% of units on the site but will use open book viability assessments within its consideration of affordable housing provision where the thresholds are not met.

3.10 In terms of the non-designated heritage assets present on the application site, the following policies are of relevance:

- **Key Statement EN5** – ‘Heritage Assets’ states that there will be a presumption in favour of the conservation and enhancement of the significant of heritage assets and that they will be conserved and enhanced in a manner appropriate to their significant for their heritage value, their important contribution to local character, distinctiveness and sense of place and to wider social, cultural and environmental benefits; and
- **Key Statement DME4** – ‘Protecting Heritage Assets’ states that the local planning authority will assess the significance and opportunities for enhancement of non-designated heritage assets through the development management process.

3.11 A summary with regard to all other planning policies are included at **Appendix 4**, including those relating to design, environmental considerations, highways and traffic and wider material benefits.



National Planning Policy Framework (NPPF)

- 3.12 The NPPF was published by the Government in 2012. It sets out the Government's planning policies for England and how these are expected to be applied. Paragraph 14 of the NPPF recognises that at the heart of the document is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.
- 3.13 Section 6 of the NPPF relates to the delivery of a wide choice of high quality homes. Key policy guidance is as follows:
- **Paragraph 47** states that local authorities should boost significantly the supply of housing and sets out a series of methods by which this can be achieved; and
 - **Paragraph 49** states that housing applications should be considered in the context of the presumption in favour of sustainable development and that policies relating to 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.
- 3.14 In terms of the non-designated heritage assets present on the application site, the following policies are of relevance:
- **Paragraph 131** states that in determining planning applications, local authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets;
 - **Paragraph 132** states that the more important the asset, the greater the weight should be; and
 - **Paragraph 135** relates specifically to non-designated heritage assets and states that the effect of an application on the significance of a non-designated heritage asset should be taken into account. When weighing up applications that affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of harm or loss and significance of the heritage asset.
- 3.15 Other key policies of relevance from the NPPF are as follows:
- Paragraphs 6, 7, 8 and 9 – 'sustainable development';
 - Paragraphs 11, 13 and 14 – 'presumption in favour of sustainable development';
 - Paragraph 17 – 'core planning principles';
 - Paragraphs 32, 34, 35, 36 and 38 – 'promoting sustainable transport';
 - Paragraphs 47 and 49 – 'delivering a wide choice of high quality homes';



- Paragraphs 56, 57, 60 and 61 – ‘requiring good design’;
- Paragraph 111 – ‘the reuse of brownfield land’;
- Paragraphs 128, 131, 135, 136 and 141 - ‘heritage assets’; and
- Paragraphs 186 and 187 – ‘decision making’.

National Planning Policy Guidance (NPPG)

- 3.16 The NPPG provides further guidance on how Councils should assess their housing and economic development needs, and how to identify the appropriate land to meet development needs. We summarise the key guidance on housing below in Section 4.0 under ‘meeting housing needs’. In terms of other technical matters covered by the NPPG, these are referred to within the associated technical reports submitted with the application.



4.0 Meeting Housing Needs in Ribble Valley

4.01 The requirement to meet housing need is so great that it is now a national priority. The Government has re-emphasised the importance of meeting housing needs in the Autumn 2016 Statement by HM Treasury, which recognises the importance of accelerating new housing supply. A new Housing White Paper is expected in January 2017, and which will provide the full details with regard to the Government's plans for tackling the housing crisis and delivering one million homes by 2020. Sajid Javid, Secretary of State for the CLG, stated in October that the new administration would be taking 'unprecedented steps to open up the market'.

4.02 Paragraph 47 of the NPPF states that:

'in order to boost significantly the supply of housing, local planning authorities should... identify and update annually a supply of specific deliverable sites sufficient to provide five years worth of housing against their housing requirements. 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. Where there has been a record of persistent under delivery of housing, local planning authorities should increase the buffer to 20% (moved forward from later in the plan period) to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.'

4.03 In relation to the national policy requirement to demonstrate a five year supply of housing land, paragraph 49 of the NPPF states:

'Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to-date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites.'

4.04 Paragraph 49 refers to the presumption in favour of sustainable development, which itself is set out at paragraph 14. It states:

'where the development plan is absent, silent or the relevant policies are out of date, the presumption is that planning permission ought to be granted unless the adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the policies of the Framework as a whole.'



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- 4.05 The planning judgement within the NPPF is that planning permission should be granted for proposals that meet housing need unless doing so would cause both significant adverse impacts and that those impacts would demonstrably outweigh the benefits of meeting that need.
- 4.06 The Council has a duty to ensure a 5 year supply of deliverable housing land (NPPF paragraph 47). The issue of five year supply continues to be a key matter in the determination of planning applications and appeals and is debated throughout both. Housing land surveys are conducted on a regular basis and reports produced which monitor housing development across the Borough and set out the latest supply position in relation to the relevant strategic requirement. On occasion updates are produced in the interim to inform major appeals.
- 4.07 The Council's latest Annual Monitoring Report ('AMR') dated August 2016, monitors the delivery of housing provision and whether the permitted schemes and dwellings completed are meeting the adopted annualised requirement from within the Core Strategy.
- 4.08 Section 3 of the AMR specifically considers housing supply in the Borough and whether the Council is meeting the yearly housing delivery requirements. The information confirms that the target is the completion of 280 units per year and that in 2015/2016, a total of 300 were completed. However, when looking at the number of dwellings completed annually since 2008, the figures are substantially lower, as demonstrated in Table 4.1 below. Since the monitoring started in 2008, the Council has only delivered the required amount within two of the recorded years, which is likely to be due to the economic climate between the years of 2008 and 2013 in the UK.

Table 4.1: Housing Delivery Monitoring

Monitoring Year	No. Dwellings Completed	Cumulative Total	Annual Average
2008/2009	75	75	75
2009/2010	89	164	82
2010/2011	69	233	78
2011/2012	147	380	95
2012/2013	172	552	110
2013/2014	183	735	123
2014/2015	345	1,080	154
2015/2016	300	1,380	173
Total 2008-2015	1,080	-	173

- 4.09 Table 4.1 above demonstrates the substantial under-delivery of dwellings in the first eight years of the life of the plan period. Whilst the past two years have seen an increase in housing delivery, which is expected due to the substantial improvements in the housing market over the past few years and the requirement to deliver substantial amounts of housing across the country. However, it is clear that the Council is struggling to deliver the housing need as set out within the Core Strategy and that there is a



requirement to boost significantly the delivery of housing in the short to medium term, to ensure that the Council can maintain its five year housing land supply as required by national and local planning policy.

- 4.10 WYG provided representations on the emerging Housing DPD in October 2016. In its current form, the consultation document proposes sites to deliver the residual requirements only in the settlements of Chatburn, Mellor and Wilpshire. The calculation of the residual requirement appears to be based upon a number of sources including: existing completions; allocations; and sites with planning permission or awaiting the completion of an s106 agreement. These sources allow for a 2% buffer of 114 dwellings over the Core Strategy requirement of 5,600 dwellings. With the additional residual dwellings proposed within the consultation document, the buffer increases to 4% (or 228 dwellings).
- 4.11 WYG supports RVBC in their allocation of a buffer, particularly as this increases the robustness of the plan and the likelihood of RVBC achieving their aims and housing targets. However, it is suggested that a 4% buffer does not provide adequate protection, and considering the complex nature of some of RVBC's allocations, it is recommended that the buffer is increased to 20%. The need for a buffer of this size is supported by the recent Local Plan Expert Group, which recommended a 20% buffer of reserve sites be provided to ensure that the plan can maintain a five year supply and respond flexibly and rapidly to change.
- 4.12 In order to provide a 20% buffer on the housing supply, sites to accommodate a further 900 dwellings would be required in the Borough in addition to those included within the consultation document. Therefore in the interests of boosting the delivery of sustainable housing; in accordance with the NPPF, those sites which are available, achievable and with a realistic prospect of delivering a sustainable development within the plan period should be granted planning permission without delay.
- 4.13 The former Clitheroe Community Hospital provides a sustainable development opportunity within RVBC's principle settlement, to assist them in meeting their housing target with an additional 20% buffer.
- 4.14 The Council produced a 'Housing Land Availability Schedule' in April 2016. The Schedule provides details of housing sites within the Borough which have planning permissions for residential development but also provides an updated housing land calculation as of 31 March 2016. The figures calculated by the Council within the Schedule are provided in Table 4.2 below.



Table 4.2: Housing Land Calculation

Annualised Requirement	Number of Dwellings
Planned provision 2008-2028	5,600
Annual equivalent	280
Five year requirement	1,400
Plus 20% buffer	1,680
Completions since 2008 (8 years)	1,380
Shortfall to date	860
Total five year requirement	2,540
Annual requirement	508

4.15 The Council then goes on to provide a five year housing supply calculation at page 11 of the document. This calculation is based on sites with permission and not yet started, sites under construction and deducts those dwellings on large sites which are deliverable beyond a five year period. The Council concludes that there is a 5.36 year housing supply within the Borough.

4.16 In any event, it is important to note that the adopted Core Strategy housing requirement is identified as a minimum and not a maximum. As such, even if the Council can continue to demonstrate a five year housing land supply, this does not preclude the granting of permission for other residential schemes, particularly when applications relate to brownfield and sustainable sites located within the development boundary (i.e. not within the Greenbelt) and can be delivered in the short term in accordance with the requirements of deliverability within the NPPF.

Strategic Housing Market Assessment Update 2013 (SHMA 2013)

4.17 The Council completed an update to their 2008 Strategic Housing Market Assessment in 2013 and justification was provided for several of the assumptions made within the Core Strategy. The findings within the SHMA that are relevant to the proposals are discussed within this section. The importance of the evidence within the SHMA is clear within Policy H2 of the adopted Core Strategy which addresses the housing balance and requires development to accord with future household requirements.

4.18 Paragraph 029 of the NPPG clearly states:

‘The total affordable housing need should then be considered in the context of its likely delivery as a proportion of mixed market and affordable housing developments, given the probable percentage of affordable housing to be delivered by market housing led developments. An increase in the total housing figures included in the local plan should be considered where it could help deliver the required number of affordable homes.’



4.19 Chapter 6 of the SHMA outlined the required breakdown of affordable housing as:

'In terms of the accommodation required to provide housing market balance over the long-term, the model which is based on secondary data, suggests that of the new housing required up to 2028 (3,750 dwellings in total), 70% should be market dwellings, 6% shared ownership, 19% Affordable Rent and 5% new social rented dwellings.'

4.20 In terms of the policy implications of the findings of the SHMA, paragraph 7.8 relates to affordable and states that the level of need in the Borough is very high at 404 homes per year. In terms of the mix of housing required, the analysis suggests that just 20% of households could afford Affordable Rented accommodation. This is virtually double the 264 affordable homes identified in the 2008 SHMA. The appeal scheme includes 104 affordable homes.

4.21 In terms of the nature of the dwellings required and the number of bedrooms, the 2013 SHMA indicates that 37.2% of new market dwellings should be two bedroom and 34.1% three bedroom houses. In terms of the size of accommodation required in the Affordable Rented sector, as there is very little of this tenure in existence, almost all of it will be new. The findings of the SHMA indicate that the majority, or 70.5%, should be two and three bedroom properties.

Summary and Conclusions

4.22 The purpose of this section of the Statement is to set out the current situation with regard to housing and how the Council is approaching the national policy requirement to specifically meet housing need and deliver housing for an increasing population within the Borough and Clitheroe in particular.

4.23 The Council's latest evidence based documents demonstrate that the Borough is underperforming in terms of its ability to deliver the annual requirement of housing since the plan period started. The AMR identifies that the Council has a current shortfall of 860 dwellings when applying the Sedgefield method and therefore, the revised annual requirement is now set at 508 dwellings per annum. Section 5.0 below provides further details with regard to how the proposed development at the former Clitheroe Hospital will go some way towards meeting the current shortfall in housing, whilst ensuring that a key brownfield site is brought back into viable use and helping to avoid the added pressure on both Greenfield and Greenbelt sites for residential development, particularly in light of the historic nature of Clitheroe and the associated constraints and development limitations.

4.24 The Council's SHMA also indicates that the requirement for two and three bedroom dwellings is high and that there is a substantial requirement for affordable housing within the Borough. Our analysis in

Planning Statement



Section 5.0 below will also demonstrate how the proposed development will go towards meeting these specific requirements.



5.0 Planning Assessment and Principle of Development

Introduction

- 5.01 Section 38(6) of the Planning and Compulsory Purchase Act 2004 refers to the development plan as a whole and requires planning applications to be determined in accordance with the development plan unless material considerations indicate otherwise.
- 5.02 This is complemented by the presumption in favour of sustainable development set out in National Planning Policy Framework (paragraph 14), which requires planning applications to be determined on the basis of:
- i) Whether a proposed development is in accordance with the relevant saved policies of an up to date development plan - in which case planning permission should be granted without delay; and, if relevant development plan policies are absent, silent or not up to date, on the basis that; and
 - ii) 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 as a whole, or specific policies in the Framework indicate that development should be restricted.
- 5.03 On this basis, the planning issues to be considered in determining the planning application are as follows:
- The principle and benefits of housing development;
 - Affordable housing and viability;
 - Economic and social considerations; and
 - Technical and environmental matters (such as heritage, trees, ecology, ground etc).
- 5.04 These are considered in turn below.

The principle and benefits of housing development

- 5.05 Key Statement 1 of the Core Strategy relates to housing provision and sets out the Council's intention to ensure that land is made available to deliver 5,600 dwellings over the development plan period, estimated at an average annual completion rate of at least 280 dwellings per year.



5.06 The Council's AMR from August 2016, demonstrates that the Council is not meeting the annual requirement as set out within the adopted development plan. Between 2008 and 2015, the Council delivered 173 dwellings per year on average, which falls considerably below the annual target. There is therefore a clear requirement to increase the delivery of dwellings now to meet the Core Strategy targets.

5.07 The proposal will deliver up to 50 dwellings in the short term and we will provide evidence below which confirms that the site is deliverable now in accordance with footnote 11 of the NPPF. As such, the proposed development will considerably assist the Council in meeting a shortfall in housing delivery, to ensure it continues to identify a five year housing land supply.

Deliverability

5.08 The definition of 'deliverable' is set out within footnote 11 of the NPPF and identifies that a site must be available now, in a suitable location for development with a reasonable chance of being delivered within the next five years.

5.09 The vacant site is owned by the applicant and the intention is for the applicant to dispose of the site to a housebuilder in the financial year 2016/2017. The costs associated with the disposal of the site will then feed directly back in to the NHS. We provide further details on this matter below.

5.10 The site is therefore available now and there are no constraints or wider implications that could delay the delivery of the site.

Affordable housing and viability

5.11 Key Statement 3 of the Core Strategy states that within Clitheroe, the Council will seek an element of affordable housing on all schemes of 10 or more units. The Policy states that where the 30% threshold is not being met, the Council will use open book viability assessments to assess the level of affordable put forward by the applicant. The Policy goes on to then state that the minimum that will be accepted is 20%, where it can be demonstrated that a lower level is viable.

5.12 Affordable housing will be provided on the basis of 30% of the total floor area of the dwellings to be erected on the site in excess of the total floor area of the existing buildings (42,765 sq. ft.) to reflect the vacant building credit. This accords with the requirements as set out within the 2013 SHMA.



- 5.13 However, since the Council's policy was drafted, there has been a substantial change in the national policy situation in relation to Vacant Building Credit. Paragraph 021 of the NPPG on Planning Obligations defines Vacant Building Credit ('VBC') and states:

'National policy provides an incentive for brownfield development on sites containing vacant buildings. Where a vacant building is brought back into any lawful use, or is demolished to be replaced by a new building, the developer should be offered a financial credit equivalent to the existing gross floorspace of relevant vacant buildings when the local planning authority calculates any affordable housing contribution which will be sought. Affordable housing contributions may be required for any increase in floorspace.'

- 5.14 Paragraph 023 then goes on to explain when VBC can be applied. It states:

'The vacant building credit applies where the building has not been abandoned. The policy is intended to incentivise brownfield development, including the reuse or redevelopment of empty and redundant buildings. In considering how the vacant building credit should apply to a particular development, local planning authorities should have regard to the intention of national policy.'

- 5.15 The VBC means affordable housing contributions should be sought on the net increase in development floorspace only. A financial credit equivalent to the gross floorspace of any vacant building being brought back into lawful use or demolished should apply when calculating the amount of affordable housing contribution.

- 5.16 The application of VBC has recently been accepted by a Planning Inspector at planning inquiry in April 2016 (ref. APP/T0355/W/15/3139531). The Inspector refers directly to the VBC within the decision letter, and states at paragraph 13 that:

'However, notwithstanding this, the Government's Planning Practice Guidance (PPG) confirms that following the Order of the Court of Appeal dates 13 May 2016 legal effect is now given to the policy set out in the Written Ministerial Statement of 28 November 2014. This policy states that for sites involving the removal of a disused building, as in this case, a developer may offset the relevant floorspace against that of the proposed development in calculating the appropriate proportion of affordable housing. This is known as a vacant building credit.'

- 5.17 The Inspector then goes on to conclude at paragraph 14 that: **'Therefore an affordable housing contribution would not be in accordance with the PPG in this case'**.

- 5.18 The VBC has been applied to the application site when calculating the amount of affordable housing required. Full details with regard to the viability matters are provided in the viability evidence produced by BNP included with this application.

Sustainable Development

- 5.19 Paragraph 14 of the NPPF states that the presumption in favour of sustainable development is at the heart of the framework, and Paragraph 8 states that to achieve sustainable development economic, social and environmental gains should be sought jointly and simultaneously through the planning system. This section details the economic, social and environmental benefits of the proposed development.

Economic

- 5.20 The proposals will provide up to 50 new homes which will contribute to the local economy in numerous ways. The proposals would provide employment during the construction phase of the development. The provision of additional houses will also support local businesses as future occupiers will access and use local services and facilities ensuring they remain viable. The provision of modern quality housing meeting all current standards will create an attractive place to live and so support inward investment.
- 5.21 Based on the figure of 50 dwellings, and an estimated rate of 2.4 people per dwelling, it is calculated that the proposed development will increase the population of the development locally by 120 people. The latest Retail Study for Ribble Valley was undertaken by NLP in June 2013. The 2013 Study identified that within Clitheroe, the average spend per capita on convenience goods is estimated to be £1,953 per person at 2018 and for comparison goods it is estimated to be £2,897 per person. The proposed development therefore has the potential to increase the available convenience expenditure by £234,360 a year and the comparison expenditure by £347,640 a year, or £582,000 in total. We would expect the majority of the convenience expenditure will be spent at shops in Ribble Valley and Clitheroe in particular, and a high proportion of the comparison expenditure. In addition, we would typically expect that 20-30% of the convenience expenditure would be spent as top-up shopping, at convenient locations close to the development, or approximately £58,590.
- 5.22 Furthermore, additional spending on local leisure services will be available, including hair and personal grooming, supporting local service businesses.



- 5.23 The construction of the proposed development would also trigger financial payments in the form of the New Homes Bonus. The properties would provide a significant amount of revenue for Ribble Valley through the payment of council tax per property through the lifetime of the development.
- 5.24 Furthermore, the land on which the site is proposed is currently surplus to requirement to the NHS, and by developing this site for housing, revenue would be generated for the NHS through the Property Services. One key part of the company's role is the efficient management and disposal of properties which are no longer required by the NHS for the delivery of services, ensuring that best value is achieved from any disposal, for reinvestment directly back in to the NHS.
- 5.25 The decision as to whether one of the properties is surplus to NHS operational requirements resides with the commissioners, i.e. NHS England or a clinical commissioning group (CCG). A property will only be released for disposal by NHS Property Services once commissioners have confirmed that it is no longer required for the delivery of NHS services.
- 5.26 NHS Property Services ensures that market value is achieved in the sale of assets through an arm's length, open market process. Any property to be disposed of is first listed on the Electronic Property Information Mapping Service (ePIMS) website, which allows other public sector bodies to purchase it. Properties are listed on this website for forty working days and if no other public sector organisation expresses an interest then they will be marketed locally.
- 5.27 Principally the proposal will help to boost the supply of housing within Ribble Valley ensuring the required five year supply of housing is achieved.

Social

- 5.28 The proposal will deliver a mix of market and affordable housing which addresses the identified housing need within South Ribble and Clitheroe within the latest SHMA. Affordable housing will be provided on the basis of 30% of the total floor area of the dwellings to be erected on the site in excess of the total floor area of the existing buildings (42,765 sq. ft) to reflect the vacant building credit. This accords with national planning policy requirements.
- 5.29 The application site is well placed to make use of public transport systems including buses and trains. The site is sustainably placed to make use of and support existing services and local amenities by sustainable transport methods. The development offers the opportunity to promote modal shift by placing development within a well serviced and established community. A plan included at **Appendix 6** provides details of the main facilities and amenities in close proximity to the application site,



demonstrating how the new residents will have easy access to a wide range of retail, leisure and education facilities.

Technical and environmental matters

- 5.30 The following summarises the key considerations with regard to all technical and environmental matters of relevance to the application site and the proposed development. Full details with regard to each of the technical matters are included within the supporting application documents submitted with the application. We also provide a summary of the relevant development plan and NPPF policies in relation to each technical matter and demonstrate how the proposal complies with these policies.

Accessibility and Highways Considerations

- 5.31 Key Statement DMI2 relates to transport considerations and states that new developments should be located to minimise the need to travel. Furthermore, the Policy states that the development should incorporate good access by foot and cycle and have convenient links to public transport to reduce the need for travel by private car.
- 5.32 The submitted Transport Assessment is compiled by WYG (Highways). The development proposals will provide up to 50 residential dwellings with vehicular access being provided via Chatburn Road. An appropriate number of parking spaces will be provided for all dwellings in accordance with the relevant guidance. The submitted Highways Statement concludes that:
- The site is located just 1km north of the northern boundary of Clitheroe town centre thereby providing easy access to local amenities and services by foot;
 - The site is well located in the context of surrounding land uses and has various employment, educational and community facilities, retail, and leisure facilities all located within reasonable walking and cycling distance;
 - The proposed development site is very close to bus stops that provide regular bus services to Clitheroe town centre, Whalley, Preston, Sawley and a number of other areas in the vicinity of the site. These services provide the opportunity for future residents of the proposed development to travel by public transport for a number of trip purposes;
 - The proposals are forecast to generate only 29 two-way trips during the weekday morning and evening peak hours, which is equivalent to only one additional vehicle every two minutes. Even in 2016, the highest increase in traffic that the development is expected to result in at a junction included within the study area is just two percent which is not considered to be significant, let alone severe in NPPF terms; and



- Junction capacity assessments undertaken at the proposed site access junction show that the proposed junction can more than accommodate the estimated level of traffic that will be generated by the proposals.

5.33 Overall, the Transport Statement demonstrates that the proposed development complies with Policy DM12 of the Core Strategy and paragraph 32 of the NPPF, in that it will not have a severe impact on the local highways network and that the proposed development is highly accessible by a range of means of public transport. Furthermore, the scheme can be suitably designed to ensure both pedestrians and vehicle users are safe.

Design

- 5.34 Policy DMG1 of the Core Strategy relates to general considerations with regard to development in the Borough. The Policy states that development must consider the density, layout and relationship between buildings and use sustainable construction techniques where possible.
- 5.35 The Design and Access Statement ('D&A'), produced by WYG Urban Design, explains the philosophy of the proposed design. The statement explains how the applicant has considered the proposal and understands what is appropriate and feasible for the site in its context. It clearly explains and justifies the design and access principles that will be used to develop future details of the scheme. The design and access statement considers the principles outlined within the design guide and demonstrates how the proposed development is in conformity with Policy DMG1.
- 5.36 The D&A Statement communicates the design constraints and opportunities found on site and provides a vision for different character areas within the development.
- 5.37 Prior to the commencement of design proposals a thorough visual appraisal of the locality was undertaken to fully understand the local character, local designations and key viewpoints related to the site and potential visual receptors. The design proposals were also clearly informed by the existing viewpoints and the character of the surrounding buildings. The D&A Statement communicates all of these constraints and opportunities and provides a vision for different character areas within the development. The characteristics of each of the character areas have been put forward in a series of townscape principles that will establish the site's development, in accordance with local character and identity.
- 5.38 We have demonstrated that the proposed development will be designed to appropriately and sympathetically reflect the surrounding land uses and other constraints across the site itself. Full



detailed designs of the site and the dwellings will be provided at reserved matters stage, and will be agreed with the local planning authority. However, we can confirm that the proposals will comply with the general design policies of the development plan and in particular Policy DMG1 of the Core Strategy and paragraph 63 of the NPPF.

Heritage considerations

- 5.39 Key Statements EN5 and DME4 relate to the protection of heritage assets within the Borough. These policies relate to all types of heritage assets, including listed buildings, designated heritage assets, non-designated heritage assets and designated conservation areas. Paragraph 135 of the NPPF specifically relates to the effect of applications on the significance of non-designated heritage assets and states that in weighing applications that affect directly or indirectly non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.
- 5.40 Local planning authorities may identify non-designated heritage assets. These are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets. In some areas, local authorities identify some non-designated heritage assets as 'locally listed'.
- 5.41 A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage interest for their significance to be a material consideration in the planning process.
- 5.42 The proposed development involves the loss of two non-designated heritage assets as well as other buildings and structures which are not heritage assets. The two non-designated heritage assets proposed for demolition are the former Workhouse and Infirmary buildings (known collectively as the former Clitheroe Union Workhouse).
- 5.43 They have been assessed as being of low/local heritage significance, primarily for their aesthetic and historical values. Their loss would result in a substantial, negative impact, which when combined with the heritage significance of the buildings, gives rise to a minor adverse effect. It is noted that this magnitude of effect is towards the lower end of the scale.
- 5.44 As noted above, none of the existing buildings are listed or are they in a Conservation Area. An application for listing was made in 2008 but rejected by English Heritage for the following reasons:



'The former workhouse, hospital block and surviving original outbuildings have been executed in a relatively modest architectural style.'

The former workhouse is a late example of a 'corridor type' workhouse and as such it does not display any innovative or historical developments in its construction. The addition of somewhat brutal lift shafts to both the main buildings has significantly compromised the aesthetic appeal of the respective elevations of these buildings, whilst other additions to the rear of the former workhouse have further compromised its original plan. Demolition of some original buildings and the construction of modern healthcare buildings and link corridors has significantly altered the original layout of the workhouse complex.'

- 5.45 We acknowledge that the proposed demolition of these two non-designated heritage assets would, however, be contrary to strategic spatial policy EN5 and development management policy DME4 in the Core Strategy. However, there are other material considerations relevant to the proposed development to be factored in to the planning decision. These include the justification for the demolition, which is required by paragraph 132 of the NPPF, as well as a balanced judgement on the application having regard to the scale of the loss and the significance of the non-designated heritage assets, as required by paragraph 135 of the NPPF.
- 5.46 Turning firstly to the requirements of paragraph 132 of the NPPF, the guidance states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. The Heritage Statement demonstrates that when considering the level of the heritage asset, combined with the magnitude of impact of their demolition, this gives rise to a minor adverse effect, which is towards the lower end of the scale of adverse effects. As stated above, the buildings, although classified as non-designated heritage assets, have been assessed as being of low/local heritage significance, primarily for their aesthetic and historical values.
- 5.47 Turning to paragraph 135 of the NPPF, we demonstrate in more detail below under the 'planning balance' that the proposed development will deliver a wide range of positive benefits which outweigh any loss of the non-designated heritage assets. Of particular importance is the provision of housing and specifically affordable housing, which could not be viably delivered if the non-designated heritage assets were retained. Furthermore, detailed marketing evidence has demonstrated that the retention of the buildings is not a viable option for house builders due to the costs associated with the refurbishment and redevelopment of the buildings to create marketable dwellings. As such, the current scheme ensures that the development is delivered and that both market and affordable housing is

brought forward on this important brownfield site within Clitheroe, thus reducing any future pressure of having to develop on Greenbelt or Greenfield sites elsewhere.

- 5.48 Photographic recording of the interior, exterior and immediate surroundings of former Workhouse and Infirmary buildings is recommended, as required by paragraph 141 of the NPPF. The installation of some interpretation about the former Clitheroe Union Workhouse on the application site as part of the landscaping scheme is also recommended, which will mitigate the loss of some of the historical values of the non-designated heritage assets to some extent. These matters can be agreed by condition, potential as part of landscaping reserved matters.

Flood Risk

- 5.49 Policy DME6 relates to water management within the Borough and states that development will not be permitted where the proposal would be at an unacceptable risk of flooding or exacerbate flooding elsewhere. Furthermore, the policy goes on to state that applications for development should include appropriate measures for the conservation, protection and management of water such that development contributes to the prevention of pollution and the reduction in risk of surface water flooding.
- 5.50 A Flood Risk and Foul Drainage Assessment ('FRA') has been produced by WYG in support of the application. The conclusions made within the FRA are as such:
- The application site is located in Flood Zone 1 of the EA Statutory Flood Maps;
 - The proposed development is classified as 'more vulnerable';
 - The closest main river to the application site is an unnamed watercourse located approximately 110m to the north west of the site, which flows in a south westerly direction;
 - There are no historical records of any flooding within the application site;
 - The application site is considered to be at low risk of flooding from fluvial sources, and at low risk of flooding from ordinary watercourses, sewer flooding, overland flooding, groundwater sources, and reservoir failure; and
 - It is proposed to dispose of surface water run off from the site to the tributary to Mearley Brook to the north east. It is proposed to provide attenuation in form of SUDs components, for example attenuation ponds, swales, and permeable paving. However, if it is not reasonable and viable when compared against meeting the drainage requirements of the Building



Regulations to provide attenuation in this form, it could be provided using underground attenuation storage structures such as below ground cellular tanks or oversized pipework.

- 5.51 Overall, the conclusions made within the FRA are that the proposed development would not increase the risk of flooding elsewhere and would not put at harm the proposed residents of the dwellings on the site. Furthermore, there are suitable drainage methods to suitably deal with surface water runoff, details of which will be agreed with the Council and relevant consultees at reserved matters stage.
- 5.52 The FRA demonstrates that the proposal is compliant with Policy DME6 of the Core Strategy and paragraph 100 of the NPPF.

Trees

- 5.53 Policy DME1 of the Core Strategy relates to the protection of trees and woodlands. The Policy seeks to protect and avoid the removal of broad-leaved woodland for development purposes and that applications which are likely to have a substantial effect on tree cover will require tree survey information.
- 5.54 A Tree Survey report, which relates to the application site has been submitted with this application and produced by WYG. This identifies the trees and comments on their current condition and provides recommendations as to where development should take place on the site and where any development should be avoided due to vegetation and tree constraints. We have also since been notified of a new Tree Preservation Order which covers the trees towards the front of the site along Chatburn Road.
- 5.55 The proposed indicative site layout has been designed specifically to avoid any damage to any of the trees protected by the TPO. A copy of the TPO is included at **Appendix 5** for reference, which clearly shows which trees are to be protected. Full details with regard to how the scheme has evolved to ensure that as many trees are retained on site is provided within the D&A Statement. Further details with regard to landscaping will also be agreed at the reserved matters stage.
- 5.56 We have demonstrated that the proposed development will not have a substantial effect on protected trees and that the indicative masterplan has been specifically designed to ensure that the important historic vegetation along the frontage of the site along Chatburn Road, is maintained and protected. The proposal is in accordance with Policy DME1 of the Core Strategy and paragraph 118 of the NPPF.



Ecology

- 5.57 Key Statement EN4 of the Core Strategy relates to biodiversity and geodiversity and states that negative impacts on biodiversity through development proposals should be avoided. Policy DME3 relates to site and species protection and states that developments which are likely to affect wildlife species protected by law should not be granted planning permissions. Where proposals may adversely affect a site, the development will only be permitted where the developer can demonstrate that the negative effects of a proposed development can be mitigated or at least compensated for.
- 5.58 A Protected Species Survey and Extended Phase 1 Habitat Survey and Daytime Building Inspection have been produced by WYG to respond to policy requirements with regarding to ecology matters. In terms of the Extended Phase 1 Habitat Survey, WYG provides a series of recommendations to ensure that any potential impacts on habitats and species are mitigated. Recommendations include the inclusion of fruit-producing species to replace felled orchard trees, that any tree work is avoided during the bird nesting season, that a pre-construction badger survey is submitted prior to start on site and a management plan to beat invasive species is submitted.
- 5.59 In addition to the above, further surveys of protected species were also commissioned by the NHS, the findings of which are contained in a separate document submitted with the application. The findings of the Protected Species Surveys are as follows:
- Great crested newt – no further survey or mitigation required;
 - Reptiles – no further survey or mitigation required;
 - Bats -- some of the buildings were found to support bat roosts and therefore an EPS licence is required to allow these works to proceed. In terms of other locations around the site, suitable mitigation is proposed;
 - Common toad and hedgehog – any toads and hedgehogs found should be carefully captured using gloved hands and released into suitable nearby vegetation; and
 - Nesting birds – it is recommended that tree works and any works to the buildings and vegetation with nesting bird potential are avoided during bird nesting season.
- 5.60 By taking account of the above mitigation measures, the supporting ecology reports demonstrate that the proposed development accords with Policy EN4 of the Core Strategy and paragraph 118 of the NPPF.



Noise

- 5.61 Policy DMG1 of the Core Strategy states that in determining planning applications, development must not adversely affect the amenities of the surrounding area.
- 5.62 A Noise Impact Assessment ('NIA') has been produced by WYG to establish the existing noise environment at and around the proposed residential development at the application site. With regard to noise and planning within the NPPF, the policy at paragraph 123 states that noise should be avoided which could give rise to significant adverse impacts on health and quality of life as a result of new development and that any potential adverse impacts on health and quality of life arising from new development should be mitigated.
- 5.63 Overall, the NIA concludes that based on the assessment, the proposed development is not expected to have an adverse impact on access to areas of tranquillity and that with appropriate mitigation measures such as double glazing, the development will accord with the relevant noise planning policies within the development plan and the NPPF.

Land Contamination

- 5.64 In terms of land contamination, Policy DMG1 of the Core Strategy states that in determining planning applications, development should consider environmental implications and that suitable mitigation measures should be introduced to address any potential implications.
- 5.65 A Phase 1 Desktop Study has been carried out by WYG (Ground Investigations) and is submitted with the application. The Report provides a preliminary assessment of potential geo-environmental issues and implications for the proposed use of the site, together with recommendations for any further investigations.
- 5.66 The Report concludes that the site has had limited historical potential contaminative uses and that it is considered that the site would not pose a significant risk. Furthermore, the contamination risk posed by offsite and onsite sources to all receptors are considered to be generally low, and the risk posed by the fuel tanks to controlled waters and ground gas are considered to pose a low to moderate risk. The risk from the natural ground sources is considered to pose a moderate risk to human health. As such, based on the desk based information, it is not considered that further intrusive site investigations are required and this was confirmed by pre-application conversations with the Contaminated Land Officer at Ribble Valley.



- 5.67 It is recommended that a ground investigation is undertaken during the detailed planning stage in particular to determine gas risk site users and that a targeted assessment to determine if the fuel tanks have caused any localised impact is undertaken, plus a geotechnical investigation to aid foundation design.
- 5.68 The Report demonstrates that in terms of ground contamination matters, the proposed development accords with both local and national planning policies.

The Planning Balance

- 5.69 Paragraph 9 of the NPPF states that pursuing sustainable development involves seeking positive improvements to the quality of the built, natural and historic environment as well as peoples' life. One of the ways the Government envisages that this will happen is by widening the choice of high quality homes.
- 5.70 Key Statement DS1 states that the majority of new housing development will be located in the three key settlements of South Ribble, the principle settlement being Clitheroe. Key Statement DS2 states that the Council will work proactively with applicants 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.
- 5.71 The proposed development is contrary to Key Statement EN5 of the Core Strategy, inasmuch as the proposal seeks the demolition of the non-designated heritage assets within the site. However, Section 38(6) of the of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 states that applications must be determined in accordance with the development plan, unless material considerations indicated otherwise.
- 5.72 This Planning Statement and the supporting environmental and technical reports submitted with the planning application, clearly demonstrate that the proposed residential development and associated ground remediation and provision of informal public open space, is in accordance with the relevant saved policies of the development plan to which full weight can be afforded. We acknowledge that the proposal does not comply with Key Statements EN5 and DME4 of the development plan but we have demonstrated above that the loss of the non-designated heritage asset will not be of substantial harm to the historic and built environment within Clitheroe. Furthermore, as is demonstrated above and in the Viability Statement, if the former hospital buildings were retained on the site, no affordable housing could viably be provided. This scheme therefore ensures that affordable housing can viably be



provided, and that the local requirement for affordable housing forms part of the wider scheme, creating a residential development that meets a wide range of needs.

- 5.73 The brownfield site is a suitable and appropriate location for new housing, and the proposed scheme will create a high quality sustainable development that will make a valuable contribution to meeting housing needs in Clitheroe and the wider Borough. It will provide a range of family homes, including a number of larger 'aspirational' properties, at locally affordable prices and will deliver significant and compelling social, economic and environmental benefits to the local community and wider economy. Furthermore, the site is deliverable now and can provide much needed housing within Ribble Valley.
- 5.74 In addition, the proposal is for the re-use of an existing developed site, which accords with objectives for developing on brownfield land. The proposed use meets an identified need, it will relieve pressure on Green Belt and green field sites for housing development.
- 5.75 The NPPF advises LPAs to favour proposals for sustainable development unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits. In this case the benefits of the scheme are considerable and demonstrate that the loss of the non-designated heritage asset are substantially outweighed. In particular, the development would:
- Boost the supply of housing in the Borough by delivering a high quality residential development in a sustainable location within an established settlement in close proximity to the town centre;
 - Provide affordable housing to meet local needs, which otherwise could not be provided;
 - Protect trees which are protected via the Tree Preservation Order on the site, ensuring that this important vegetation is retained in the long term and adds to the local setting;
 - Make efficient use of previously developed land and maximise the development potential of the site through housing density and mix while responding to local character and context with respect to layout, type, scale and materials;
 - Deliver a contemporary, innovative and high quality design which raises standards locally and contributes to local distinctiveness following the loss of the building;
 - Provide dedicated off-street car parking to ease the demand for on-street parking in the locality;
 - Integrate with surrounding uses to ensure that the development has no adverse impact on the amenity of existing occupiers and would achieve suitable living conditions for future residents; and



- Have no adverse ecological impact and would not adversely affect the favourable conservation status of protected species.
- 5.76 The applicant has been committed to ensure the site is brought back into beneficial use through a scheme which replaces the existing hospital buildings with a development of substantial architectural merit which will represent an enhancement to the local area and street scene.
- 5.77 The scheme would deliver a development with substantial economic and social benefits which would integrate sympathetically with its environment in accordance with the objectives of the NPPF and the development plan.

Summary and Conclusion

- 5.78 We have demonstrated that the proposed development will deliver a number of positive material benefits which outweigh any potential harm on the non-designated heritage asset. Furthermore, the full analysis of the non-designated heritage assets, demonstrate the buildings are of limited historical and architectural significance, as justified by the refusal to formally list the buildings by the English Heritage. In any event, the Heritage Statement demonstrates that when considering the level of the heritage asset, combined with the magnitude of their demolition, this gives rise to a minor adverse effect which is towards the low end of the scale of adverse effects. Furthermore, Policy EN5 states that heritage assets should be conserved and enhanced in a manner appropriate to their significance. We have demonstrated that it is not viable to retain the non-designated heritage assets and that they have limited historic significance in any event.
- 5.79 The series of positive benefits which can be delivered as part of this scheme, which otherwise could not be delivered (particularly if the buildings were retained), substantially outweigh and potential adverse impacts (however minimal) which may occur as a result of demolishing the buildings. Positive benefits include the delivery of much needed housing to assist the Council in meeting the local housing need requirements and the provision of affordable housing, which again could not be possible if the buildings were retained due to financial viability reasons. Other benefits include the retention of the vegetation and trees along the frontage of the site and ensuring the long term protection of those trees covered by a Tree Preservation Order, and the provision of 0.5ha of public open space.
- 5.80 We have also demonstrated that the proposed development meets all other planning policy requirements within both the development plan and the NPPF and is an important brownfield and sustainable location for residential development within Clitheroe.



6.0 Summary and Conclusions

- 6.01 The NPPF advocates the need to significantly boost the supply of housing. The Council has demonstrated that it has struggled to deliver the required level of housing since the start of the development plan and as such, there is a need to boost the supply and delivery of housing in the short to medium term. Planning permission should be granted unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, or specific policies in the Framework indicate development should be restricted.
- 6.02 The proposal will increase both the supply of market and affordable housing within the Borough. This is a key positive benefit of the scheme which outweighs any potential impacts of the loss of the non-designated heritage assets.
- 6.03 The design and layout of the scheme reflects the character of the area and the provision of open space meets local requirements. The proposed development will not result in any adverse impacts on the highway network.
- 6.04 The development of the site proactively drives and supports sustainable economic development delivering homes that meet the needs of the local area. It will also result in a number of economic benefits including job creation, investment and increased spending in the local area.
- 6.05 The submitted Technical Reports demonstrate that the proposed development can be accommodated on this land and that there are no adverse impacts which could outweigh any benefits.
- 6.06 The site provides the perfect opportunity for a high quality residential environment which respects the character of Clitheroe, and responds positively and sympathetically to its built and environmental context and the character and appearance of the surrounding area. The proposal will provide much needed family housing and address the shortage of market and affordable housing. The scheme will also accord a very wide range of lasting benefits to the local and wider area through increased demand for shops and services.
- 6.07 Any items referred to in this Statement which require further reports or information can be the subject of planning conditions and dealt with at the reserved matters stage and in the light of the detailed scheme then to be put forward.



Planning Statement

6.08 The benefits of the proposed development far outweigh any adverse impacts. It is therefore concluded that planning permission should be granted in accordance with the development plan and the NPPF.

Planning Statement



Appendices

Appendix 1 – Planning History



Appendix 1

Planning History Summary

1. Application ref. 3/2008/0878 was refused on 22 May 2009 for outline permission for residential development, open space, roads, access and related infrastructure.
2. The application was validated on 14th October 2008 and was submitted by the former East Lancashire Primary Care Trust. It sought outline consent for residential development comprising a total of 52 houses of various house types including a mixture of detached, semi-detached and town houses ranging from 2 to 2.5 and 3 storeys in height. The scheme involved the demolition of the former Infirmary and Workhouse buildings, and all other existing buildings on the site. Public open space at 0.45 hectares was also included. The density of the site was 26 units per hectare including the public open space and 33 units per hectare without. The scheme sought to include the mature trees and existing lawned areas to the front of the site.
3. The officer's recommendation is not known as the committee report is not available online. The application was however refused on 22nd May 2009. The only reason for refusal was:-

'The demolition of the building would result in the loss of the building of considerable architectural quality and result to the detriment of the visual amenities of the locality and as such be contrary to Policy G1 of the District wide Local Plan.'
4. The second application, ref. 03/2012/0785, was validated on 4 October 2012 and was submitted by East Lancashire Building Partnership NHS East Lancashire. It sought outline consent for the erection of 57 units of varying sizes and types. The proposals involved the demolition of all but the front block of the hospital (the former workhouse). The former Infirmary building was proposed for demolition. The former workhouse was proposed to be converted to 18 residential apartments, some of which have rear gardens.
5. The illustrative masterplan proposed a mixture of 2, 3 and 4 bedroomed detached, semi-detached and town houses ranging from 2 to 3 storeys, plus the 18 apartments within the converted building. The density of the illustrative scheme was 27.5 units per hectare. The concept of the layout was based upon maintaining the existing mature trees and lawns to the frontage of the existing main hospital building as open space. This was in part to act as a buffer zone from the road to help reduce noise levels from passing traffic. The existing



eastern access off Chatburn Road was proposed to be removed to extend the area of soft landscaping. The existing western access off Chatburn Road was maintained and improved to provide adequate access to the proposed new residential scheme.

6. The application received a resolution to grant consent on 6th December 2012 subject to the signing of a Section 106 agreement for:
 - Affordable Housing (total number of units to be 17 with a mix of 3 bed and 3 bed apartments and properties, 9 affordable rent and 8 shared ownership);
 - Education (a contribution of up to £250,000);
 - Highways (a contribution of £6,000 towards travel plan); and
 - Open Space (a contribution be made towards off-site contribution of £40,000).

7. It is understood that the Section 106 was never signed and the application was finally disposed of by the Council.

Planning Statement



Appendix 2 – Environmental Screening Opinion



RIBBLE VALLEY BOROUGH COUNCIL

please ask for: ROBERT MAJOR
direct line: 01200 414516
e-mail: robert.major@ribblevalley.gov.uk
Our ref: 3/2016/1071
your ref:
date: 05 December 2016

Council Offices
Church Walk
CLITHEROE
Lancashire BB7 2RA

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Dear Ms Lindley-Clapp

TOWN AND COUNTRY PLANNING ACTS
Screening opinion under the Town and Country Planning (Environmental Impact Assessment) Regulations 2011

Proposed development of former Clitheroe Hospital Site for residential development.

I refer to the above request received by the local planning authority on 18th November 2016 for a screening opinion pursuant to Regulation 5 of the Town and Country Planning (Environmental Impact Assessment) Regulations 2011. The application was accompanied by an EIA Screening Opinion Request Document and a site edged red.

This application constitutes the formal screening opinion of the local planning authority in respect of the above development based on the information provided. In accordance with the Regulations and having regards to the National Planning Practice Guidance Annex: Indicative Screening Thresholds (Paragraph 057 Reference ID: 4-057-20140306) the Local Planning Authority has adopted the screening opinion that the proposal is not EIA development, the reasoning for which is set out below.

Characteristics of Development

As described in your letter, the proposal relates to the redevelopment of the site for housing, including the demolition of the former hospital buildings. Any future application would include a mixture of dwelling types within the application site, although the road frontage would remain undeveloped, with the existing trees and vegetation at the front retained. A full planning application would be needed for the proposed development and the visual impacts, amongst all other planning considerations, would be accessed as part of any subsequent application.

Landscape and Visual Impact

The application site is not located within the AONB (a "sensitive area") and is within the settlement boundary of Clitheroe, as such the site is viewed in connection with surrounding developments and does not represent an isolated location within the landscape. As mentioned above, the submission states that the existing trees and vegetation along the front boundary, shared with Chatburn Road, would be retained,

and it is considered that the proposed development would have a minimal impact upon longer distance views.

In relation to this consideration under the EIA Regulations, the Council does not consider that the effects of the proposed development upon the local landscape would be "significant".

Ecology

The site is not within any statutory designation area but there are two Sites of Special Scientific Interest (SSSI's) within 250m of the site (Coplow Quarry and Salthill & Bellman Park). Due to the distance between these designated sites and the type of development proposed (residential) it is not considered that the proposed development would have any significant effects upon the ecology that they seek to protect. With regard to the effects upon the immediate ecology, within and directly adjacent to the site, these issues would be considered as part of any formal planning application.

In view of the above, the Council does not consider that the effects of the proposed development upon ecology would be 'significant'. Notwithstanding this, any works under taken on site that would impact upon protected species is covered by statutory legislation and it is likely that any planning application would need to include a phase 1 ecological survey.

Cultural Heritage/Archaeology

The Council accepts that in relation to this consideration under the EIA Regulations, the proposal will not have 'significant' effects upon the nearest listed buildings at Pimlico Farmhouse and Bellman Farmhouse, due to the 650m distance from these buildings to the development site.

Within the application site itself is the Hospital building, and the submission states that this building is to be demolished. The Hospital building is not a listed building and whilst it does have some local interest, the merits of this demolition can be assessed as part of any planning application (which will include a Heritage Statement) and would not require EIA. It is also considered unlikely that the proposal would have any significant effect upon undiscovered archaeological remains.

Noise and Vibration

There would be potential for noise and vibration impacts during the construction period, however due to the nature of the development such impact would not be significant.

Flood Risk

The development site is not within Floodzone 2 or 3 and the proposal would not have any significant impact in respect of this consideration.

Conclusion

Having screened the proposal against the selection criteria in Schedule 3 and evaluated the potential significance of the likely environmental effects, the local planning authority is of the opinion that the proposed development is not likely to have significant effects on the environment and as such, is not EIA development within the meaning of the Regulations.

It should be noted that amongst other validation requirements, comprehensive ecological surveys, including appropriate mitigation, enhancement and compensatory measures, along with a tree survey, would be required to be submitted with any subsequent planning application(s).

You are advised that the local planning authority's opinion on the likelihood of significant environmental effects is reached only for the purpose of adopting this screening opinion under the Environmental Impact Assessment Regulations 2011. This screening opinion is given without prejudice to any subsequent consideration by the planning authority through the planning application process of the impacts of the proposed development and assessment of the acceptability or otherwise of the proposed development relative to development plan policy and other material considerations.

Yours sincerely

John Macholc (Head of Planning Services)

Ms H Lindley-Clapp
Quay West at MediaCityUkTrafford
Wharf Road
Trafford Park
Manchester
M17 1HH

Planning Statement



Appendix 3 – Pre-Application Response



RIBBLE VALLEY BOROUGH COUNCIL

Officer:	Rachel Horton	Tel:	01200 414501	Council Offices	
Email:	Rachel.horton@ribblevalley.gov.uk			Church Walk	
Our Ref:	RV/2016/ENQ/00129			Clitheroe	
Proposal:	Proposed development of approx. 48 dwellings at the former Clitheroe Hospital, Clitheroe			Lancashire BB7 2RA	
Date:	1 st November 2016			Tel: 01200 425111	Fax: 01200 414487
				DX: 4501	

Pre-Application Enquiry Response

Dear Ms Lindley-Clapp

I am writing in response to your pre-application enquiry regarding the proposed demolition of Clitheroe Hospital and erection of approx. 48 dwellings. A meeting was also held on the 4th of October in which the following people were in attendance:

- Heather Lindley Clapp – WYG
- Hanna Hardy – NHS
- David Elstob - NHS
- Robert Major – Principal Planning Officer RVBC
- Philip Dagnall – Assistant Planning Officer RVBC
- Colin Hirst – Head of Regeneration and Housing RVBC
- Rachael Stott – Housing Strategy Officer RVBC
- Rachel Horton – Pre-Planning Advice Officer

At this stage of enquiry only an indicative concept masterplan has been submitted for consideration and from the discussion that was held it would appear that the intention is to submit an outline application for all matters reserved apart from access. On this basis, my response will aim to establish the principle of development and any other material considerations that are relevant to the proposal.

Relevant Policies:

- DS1 – Development Strategy
- H1 – Housing Provision
- H2 – Housing Balance
- H3 – Affordable Housing
- EN5 – Heritage Assets
- DMG1 – General Considerations
- DMG2 – Strategic Consideration
- DME2 – Landscape and Townscape Protection
- DME4 – Protecting Heritage Assets
- DMB4 – Open Space Provision
- National Planning Policy Framework (NPPF)

Principle of Development:

The overall development strategy for the borough is set out in Key Statement DS1 of the Core Strategy which aims to promote development in the most suitable locations in the borough, and has been informed by evidence base work which classifies settlements into Principal, Tier 1 and Tier 2 settlements. With Key Statement DS2 setting out the presumption in favour of sustainable development contained in the National Planning Policy Framework. In this case, the site proposed for residential development is located within the settlement boundary of Clitheroe and therefore accords with key statement DS1 of the Core Strategy.

Notwithstanding that the principle of the scheme is deemed acceptable there are a number of material considerations that are relevant if an application is forthcoming.

Loss of the former Clitheroe Hospital building and infirmary:

The viability assessment carried out by BNP submitted with the application states that there is no demand from developers to retain the frontage building as part of a residential development of the site. Furthermore, BNP considers that if the frontage building is to be retained as part of the redevelopment of the site, it is not viable for the scheme to provide any affordable housing.

It was stressed at the meeting that the loss of the former Clitheroe Hospital building and associated buildings which was historically a workhouse and infirmary block has been raised as a very strong concern when previous applications have been submitted on the site. For information, Conservation Officer Adrian Dowd has informally expressed strong concern with regards to the loss of the former workhouse building and his comments will be taken into consideration by the case officer. Given the previous strong objection to the demolition of these buildings early engagement with relevant bodies would be advisable such as 'The Victorian Society', 'Clitheroe Civic Society' and the local Parish Council.

Whilst the former workhouse building and infirmary is not listed or is within a Conservation Area it is of significant historical and local interest. On this basis, it should be clearly demonstrated that the loss of the building is necessary to achieve substantial public benefits that outweigh the harm or loss (refer to para. 133 of the NPPF).

Affordable Housing:

Planning permission will only be granted for residential development providing it can be demonstrated that it delivers a suitable mix of housing that accords with the projected future household requirements and local need across the Ribble Valley as a whole (refer to H2 of the Core Strategy). A scheme for 48 dwellings as proposed would require 30% of the units to be affordable housing. Furthermore, 15% of the units will be sought to provide for older people. Within this 15% figure a minimum of 50% would be affordable and be included within the overall affordable housing threshold of 30%. The remaining 50% (i.e the remaining 50% of the 15% older people's element) will be for market housing for older people (refer to H3 of the Core Strategy).

The number of affordable units proposed is 7 based upon the Vacant Building Credit. Housing Strategy Officer Rachael Stott stressed that she would be keen to see a greater number of affordable/older persons accommodation than currently suggested and more akin to the general requirement as set out above. Older persons bungalows if provided should be to lifetime homes standard and a mix of affordable home ownership and affordable rent in line with the Local Housing Association achieved. I stressed in our most recent conversation that given the previous objection to the demolition of the former hospital block, this issue may arise once again if an application is submitted. On this basis, I am of the opinion that any subsequent scheme should clearly demonstrate the public benefit of the proposal which could include the provision of more affordable/ older persons units than currently proposed.

Proposed Layout / Visual Appearance:

I understand that an outline application for access only will be submitted with detailed design being dealt with at reserved matters stage, hence the absence of any detailed plans at this stage of enquiry. Notwithstanding this, please be aware that the general design and appearance of a development should be sympathetic to existing and proposed land uses in terms of its size, intensity and nature as well as scale, massing, style, features and building materials (refer to DMG1 of the Core Strategy).

What is apparent on this site is the maintenance of the tree lined frontage and grounds which is considered to be a positive feature of the site and should be retained as part of any subsequent application.

Parking / Access:

It is noted that the main access to the site is to be constructed in a different position than the one that is existing. I noted from my site visit that this will involve the partial demolition/removal of a stone wall and works are likely to be within the root protection zone of a number of trees. For information, Stewart Gailey of LCC Highways has given an informal response in which he states that:

- Transport statement likely to be sufficient for a development of this size.
- Concern over the visibility splay and would need to be addressed/clearly shown on scaled submission documents
- A 2.4m wide footpath should be provided at the front (on Chatburn Road) and this can reduce to 1.8m wide away from the access point.

Ecology:

As previously stated the tree lined frontage of the site and landscaped garden is a positive feature and contributes to the character of the area, therefore the Authority would seek its retention as part of any subsequent application. There is a general presumption against work which may harm important landscape features such as traditional stone walls, hedgerows and individual trees other than in exceptional circumstances (refer to DME2 of the Core Strategy). Works to create the new access and footway as shown on drawing no. A094939-P002 appears to be within close proximity of a number of mature trees, and RVBC Countryside Officer Dave Hewitt has raised initial concerns about these works. An Arboricultural Impact Assessment /Tree Constraints Plan should be submitted with the application and has to inform any detailed proposals including density of development, the routing of services, access roads and plot locations. Due to the significance of the trees on the site RVBC Countryside Officer Dave Hewitt has been informed of the application and has provided his informal comments as outlined below:

- an updated phase 1 habitat survey and detailed protected species survey of existing buildings will be required as it is likely that a Natural England licence will be required
- provision of building dependent species of conservation concern i.e. bats/swifts will be made a condition of any planning permission
- biodiversity offsetting for the two local nature reserves in Clitheroe will be made a condition of any planning permission, the process for calculating an amount is carried out by an independent ecology service using a standard biodiversity metric
- any landscape details submitted as part of a planning condition for landscaping will need to reflect the landscape character of the area.

Conclusion

The broad principle of erecting 48 dwellings on the site is acceptable in principle. Notwithstanding this, I am mindful that the scheme proposed involves the total demolition of the former Clitheroe hospital which was not previously looked upon favourably and has still been raised as a significant concern by the Conservation Officer.

Whilst acknowledging the Vacant Building Credit and that the scheme is 'acceptable in principle' I am of the opinion that any subsequent scheme should clearly outline the public benefits of the development which in your opinion would outweigh any harm. The provision of more affordable units and older persons accommodation than proposed would most likely be seen as benefits of the scheme, in addition to the retention of the existing tree lined access points and open landscaped gardens to the frontage of the site.

Submission Requirements:

Should you proceed to submission of a formal application irrespective of my advice, based on the nature of the proposal/site constraints it is my opinion that the Local Planning Authority would require the following information to accompany such an application:

- Bat Survey
- Phase 1 Habitat Survey
- Heritage Statement
- Draft S.106 agreement
- Flood Risk Assessment
- Design and Access Statement
- Drainage Report
- Noise Impact Assessment - Given the close proximity of the development to light industrial B1 units to the north of the site.
- Ecological Appraisal
- Location Plan
- Sustainability Statement
- House Types – to include scaled elevations, floor plans and materials
- Site plan
- Site Layout
- Supporting Statement
- Site Topography
- Arboricultural Impact Assessment / Tree Constraints Plan to BS5837 standard.
- Proposed Landscaping scheme
- Transport statement
- Contamination Statement – For information a Demolition Notice will need to be submitted to Building Regulations and only with this approval can works commence on site.
- Energy / Sustainability Statement – Statement outlining how a minimum of 10% of the energy requirements generated by the development will be achieved by renewable energy production methods.

For information, I have enclosed a UU drainage map and would suggest that if you have any queries relating to drainage on the site you contact them directly.

The Authority no longer consults The Environment Agency for advice in relation to pre-app enquiries; therefore please ensure that you contact them directly.

Please note this aforementioned required information may not be exhaustive and is provided on the basis of the level of information submitted. Failure to provide required information is likely to result in an application being made invalid until such information is received or potentially refused on the basis of insufficient information.

Please be advised that Lancashire County Council Highways department will no longer be supplying Pre-Application advice at this time and they are currently considering charging for such advice. If you require any additional information with regards to Highway issues, you will be expected to request this information through your own initiative and contact LCC direct for further advice.

The above observations have been provided on the basis of the level of information submitted and the comments contained within this response represent officer opinion only, at the time of writing, without prejudice to the final determination of any application submitted.

Should you wish to discuss any of these matters further please do not hesitate to contact me.

Yours Sincerely

Mrs Rachel Horton
Pre-Application Advice Officer

Ms Heather Lindley-Clapp
WYG
Quay West at MediaCityUK
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Planning Statement



Appendix 4 – Planning Policy Review



Appendix 4

Review of Relevant Planning Policy

Requirements of the Development Plan and NPPF

1. Section 38(6) of the Planning and Compulsory Purchase Act 2004 indicates that decisions must be taken in accordance with the development plan unless material considerations indicate otherwise.
2. Relevant to these proposals, the development plan comprises the Core Strategy 2008 – 2028 (adopted December 2014) together with the proposals maps which accompanied the Districtwide Local Plan 1998. These maps will remain in place until a revised set of plans are produced as part of the Housing and Economic Development DPD. Material considerations comprise National Planning Policy Framework (NPPF), National Planning Practice Guidance (PPG) and the evidence base for the Core Strategy including SHLAA, Strategic Housing Market Assessment (SHMA), Housing Needs Survey (HNS) and the Ribble Valley Annual Monitoring Report (AMR).

Core Strategy 2008 – 2028 A Local Plan for Ribble Valley Adoption Version

3. The Core Strategy's Vision is as follows:
 - **'The Ribble Valley will be an area with an exceptional environment and quality of life for all, sustained by vital and vibrant market towns and villages acting as thriving service centres, meeting the needs of residents, businesses and visitors.**
 - **We will seek to create an area with unrivalled quality of place, respecting the unique natural, social and built heritage of the area.**
 - **New development to meet the needs of the area for growth, services and quality of life will be managed to ensure the special characteristics of the area are preserved for future generations.'**
4. This vision seeks to capitalise on existing environmental assets, build upon the vibrancy of existing centres and ensuring necessary growth is managed in a way which minimises its impact upon the natural environment.

Strategic Objectives

5. This vision is underpinned by a number of strategic objectives, these include:

- **To increase the supply of affordable and decent homes in the borough to help meet identified needs.**

The Council has an up-to-date evidence base to ensure that sufficient land is identified to provide in excess of five years of housing land.

- **Ensure a suitable proportion of housing meets local needs.**

The Local Plan is supported by a robust evidence base that identifies the type, tenure and location of housing needed. A key strategic objective is ensuring that housing delivered meets these identified needs.

- **Ensure neighbourhoods are sought after locations by building cohesive communities and promoting community safety.**

This will be delivered through development management policies elsewhere in the Core Strategy.

6. These strategic objectives are the overarching themes of the Development Strategy.

Development Strategy

7. Statement DS1: Development Strategy sets out the locations for major housing, employment and retail and leisure development. It states that:

'The majority of new housing development will be:

- **concentrated within an identified strategic site located to the south of Clitheroe towards the A59; and**
- **the principal settlements of:**
 - **Clitheroe;**
 - **Longridge; and**
 - **Whalley.**

8. It is clear that Clitheroe is seen as a focus for housing development.

9. It then goes on 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.'

10. The policy identifies that the residual number of houses required for Clitheroe is **240** (excluding strategic allocation and commitments) over the plan period.



11. Key Statement DS2: Presumption in Favour of Sustainable Development reiterates the Council's commitment to taking a positive approach to sustainable development and to working proactively with applicants to find solutions. In effect, this reiterates Paragraphs 11, 14, 186 and 187 of the NPPF.

12. Key Statement EN4: Biodiversity and Geodiversity states that:

'The Council will seek wherever possible to conserve and enhance the area's biodiversity and geodiversity and to avoid the fragmentation and isolation of natural habitats and help develop green corridors. Where appropriate, cross-Local Authority boundary working will continue to take place to achieve this. Negative impacts on biodiversity through development proposals should be avoided. Development proposals that adversely affect a site of recognised environmental or ecological importance will only be permitted where a developer can demonstrate that the negative effects of a proposed development can be mitigated, or as a last resort, compensated for. It will be the developer's responsibility to identify and agree an acceptable scheme, accompanied by appropriate survey information, before an application is determined. There should, as a principle be a net enhancement of biodiversity.'

13. This highlights the importance that the Council places on enhancing biodiversity in the Borough as an integral part of economic, social and environmental development.

14. Key Statement EN5: Heritage Assets states that:

- **'There will be a presumption in favour of the conservation and enhancement of the significance of heritage assets and their settings. The Historic Environment and its Heritage Assets and their settings 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; and to wider social, cultural and environmental benefits.**
- **This will be achieved through:**
- **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.**
- **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.**
- **Requiring all development proposals to make a positive contribution to local distinctiveness/sense of place.**



15. Ribble Valley has a high quality historic environment that must be preserved and enhanced for a variety of reasons; the historic environment should continue to inform and inspire new development of high quality.
16. Key Statement H1: Housing Provision sets out the overall housing targets over the plan period. These are treated as minimum targets, and the requirement is lower than nationally projected requirements to reflect the impacts of the economic slowdown and to reduce the impact upon neighbouring housing markets.
17. Key Statement H2: Housing Balance states that:
 - **'Planning permission will only be granted for residential development providing it can be demonstrated that it delivers a suitable mix of housing that accords with the projected future household requirements and local need across the Ribble Valley as a whole as evidenced by the Strategic Housing Market Assessment.**
 - **Determination of planning applications for residential development will be informed by the most recent Housing Needs Surveys, Addressing Housing Needs statement and the most recently adopted SHMA, to identify the type, tenure and size of residential dwellings, required at different locations throughout the borough as well as reference to relevant housing market information as appropriate.'**
18. The Council has a robust up-to-date evidence base and seeks to utilise this as a mechanism to ensure new housing marries up with identified housing need.
19. Key Statement H3: Affordable Housing states that:
 - **'Within the settlement boundaries of Clitheroe and Longridge, on housing developments of 10 units or more dwellings (or sites of 0.5 hectares or more, irrespective of the number of dwellings) an element of affordable, local needs housing will be required on all schemes. The Council will seek affordable housing provision at 30% of units on the site....**
 - **Providing housing for older people is a priority for the Council within the Housing Strategy. Within the negotiations for housing developments, 15% of the units will be sought to provide for older people on sites of 10 units or more. Within this 15% figure a minimum of 50% would be affordable and be included within the overall affordable housing threshold of 30%. The remaining 50% (ie**



the remaining 50% of the 15% older people's element) will be for market housing for older people.....

- **Developers will be expected to provide affordable housing on site as part of the proposed development unless Ribble Valley Borough Council and the developer both agree that it is preferable to make a financial or other contribution towards the delivery of affordable housing on another site. Older people's housing should meet the Lifetime Homes standard as a minimum.'**

20. The Strategic Objectives touched upon the fact that Ribble Valley is a desirable place to live; affordability is an issue, and the borough also has an aging population. As such, Key Statement H3 seeks to encourage an element of housing for older people.
21. Policy DMG1 then relates to general application considerations and sets out a series of criteria that new development must meet. This includes high design standards, being sympathetic to surrounding uses, considering the potential traffic and car parking implications, not adversely impacting on amenities and considering the environmental implications of proposals.
22. Policy DMG3 relates specifically to transport and mobility and states that proposals should make provision for pedestrian and cyclist access and promote development which is highly accessible. Furthermore, the policy states that proposals should provide adequate car parking.
23. Policy DME1 relates to the protection of trees and woodlands and states that developments should not have a substantial effect on tree cover and that detailed tree protection plans should be submitted with appropriate levels of detail.
24. Policy DME3 then relates to site and species protection and states that developments which are likely to affect wildlife species protected by law or priority habitats or species identified in the Lancashire Biodiversity Action Plan should not be granted planning permission.
25. Policy DME6 relates to water management within the Borough and states that development will not be permitted where the proposal would be at an unacceptable risk of flooding or exacerbate flooding elsewhere. Furthermore, the policy goes on to state that applications for development should include appropriate measures for the conservation, protection and management of water such that development contributes to the prevention of pollution and the reduction in risk of surface water flooding.



26. Policy DMH1 relates specifically to affordable housing criteria and states that where proposals involve the provision of affordable housing units, the residential must development must be expressly for the following groups of people:

1. First time buyers currently resident in the Parish or adjoining Parish;
2. Older people;
3. Those employed in the Parish;
4. Those who have in the Parish for any 5 of the last 10 years;
5. Those about to take up employment in the Parish; and
6. People needing to move to the area to help support and care for a sick, older person or infirm relative.

27. In terms of open space provision, Policy DMB4 states that on all residential schemes of over 1 ha, the layout will be expected to provide adequate and usable public open space.

National Planning Policy Framework (NPPF)

28. National guidance is set out within the NPPF which has consolidated and replaced almost all previous policy statements, circulars and guidance notes. The main theme or 'golden thread' running through the NPPF is that there should be a 'presumption in favour of sustainable development.'

29. Paragraph 2 sets out the primacy of the Development Plan but stipulates that the NPPF should be taken into account in preparing Local Plans and is a material consideration in planning decisions, meaning that the NPPF is integral in plan-making and decision-taking.

30. During the preparation of the Core Strategy, guidance within the NPPF was taken into account in drawing up the policies.

Sustainable Development

31. Paragraph 6 indicates that the definition of 'sustainable development' should ultimately be determined with reference to the policies provided in Paragraphs 18 to 219 of the NPPF. Paragraph 7 also identifies that there will be three separate dimensions.

32. Paragraph 7 states that:

- 'These dimensions give rise to the need for the planning system to perform a number of roles:



- An economic role – contributing to building a strong, responsive and competitive economy, by ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure;
 - A social role – supporting strong, vibrant and healthy communities, by providing the supply of housing required to meet the needs of present and future generations; and by creating a high quality built environment, with accessible local services that reflect the community's needs and support its health, social and cultural well-being; and
 - An environmental role – contributing to protecting and enhancing our natural, built and historic environment; and, as part of this, helping to improve biodiversity, use natural resources prudently, minimise waste and pollution, and mitigate and adapt to climate change including moving to a low carbon economy.'
33. Paragraph 8 stipulates that to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system.
34. Paragraph 9 notes that pursuing sustainable development involves seeking positive improvements in peoples life's through (amongst other things) widening the choice of *high quality* homes (our emphasis).
35. Paragraph 11 indicates that the starting point for decision-making remains the development plan. It states that:
- 'Proposed development that accords with an up-to-date Local Plan should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise.'**
36. Paragraph 13 clarifies that the NPPF constitutes guidance for LPAs and decision makers in both plan making and decision taking.
37. Paragraph 14 explains that, for planning applications, this means approving development proposals that accord with the development plan without delay.

38. Paragraph 17 of the NPPF sets out 12 core land-use planning principles which should underpin both plan-making and decision-taking. The principles include a requirement for planning (amongst other things) to:
- proactively drive and support sustainable economic development to deliver the homes, business and industrial units, infrastructure and thriving local places that the country needs. Every effort should be made objectively to identify and then meet the housing, business and other development needs of an area, and respond positively to wider opportunities for growth. Plans should take account of market signals, such as land prices and housing affordability, and set out a clear strategy for allocating sufficient land which is suitable for development in their area, taking account of the needs of the residential and business communities;
 - always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings;
 - take account of the different roles and character of different areas, promoting the vitality of our main urban areas, protecting the Green Belts around them, recognising the intrinsic character and beauty of the countryside and supporting thriving rural communities within it;
 - support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change, and encourage the reuse of existing resources, including conversion of existing buildings, and encourage the use of renewable resources (for example, by the development of renewable energy);
 - encourage the effective use of land by reusing land that has been previously developed (brownfield land), provided that it is not of high environmental value;
 - conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations; and
 - actively manage patterns of growth to make the fullest possible use of public transport, walking and cycling, and focus significant development in locations which are or can be made sustainable.

39. The above core policies quotes are those that are relevant to these proposals.

Promoting Sustainable Transport

40. Paragraph 32 relates to developments which generate significant amounts of movement which would include major developments. Paragraph 32 states that in addition to the



requirement to submit a Transport Assessment (TA) or Transport Statement (TS), decisions should take account of whether:

- the opportunities for sustainable transport modes have been taken up depending on the nature and location of the site, to reduce the need for major transport infrastructure;
- safe and suitable access to the site can be achieved for all people; and
- improvements can be undertaken within the transport network that cost effectively limit the significant impacts of the development. Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe.

41. This guidance suggests that whilst accessibility is a key factor in promoting sustainable travel choices, the nature and location of the site is a determining factor in respect of whether take up is feasible. It also indicates that mitigation can be utilised to off-set impacts provided that the residual cumulative impacts are not severe.

42. Nevertheless, Paragraph 34 goes on to stipulate that:

'Plans and decisions should ensure developments that generate significant movement are located where the need to travel will be minimised and the use of sustainable transport modes can be maximised. However this needs to take account of policies set out elsewhere in this Framework, particularly in rural areas.'

43. Again this emphasises the importance of accessibility, but suggests an element of flexibility for rural locations.

44. Paragraph 35 relates to opportunities available for exploiting opportunities for the use of sustainable travel modes. In order to achieve this, it states that developments should be located and designed where practical to (relevant to these applications):

- give priority to pedestrian and cycle movements, and have access to high quality public transport facilities;
- create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones;
- incorporate facilities for charging plug-in and other ultra-low emission vehicles; and



- consider the needs of people with disabilities by all modes of transport.

45. Paragraph 36 states that a key tool to achieve the above objectives will be a Travel Plan.

46. Paragraph 38 states that for large scale residential developments in particular, key facilities such as primary schools and local shops should be located within walking distance of most properties.

Delivering a wide choice of high quality homes

47. Paragraph 47 of the NPPF instructs LPAs to utilise their evidence base to ensure that they identify a supply of 'specific, deliverable sites' for growth for years 6 – 10 and where possible, for years 11-15 to significantly boost the supply of housing.

48. Paragraph 49 states that:

'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.'

49. Paragraph 50 puts the onus on the LPA to deliver a wide choice of high quality homes by planning for a mix of housing based on market trends and identified needs to reflect local demand and set policies for affordable housing which should be sufficiently flexible to take account of changing market conditions over time.

Requiring good design

50. Paragraph 56 indicates that the Government sees good design as a key aspect of sustainable development.

51. Paragraph 57 states that it is important to 'plan positively' for the achievement of high quality and inclusive design for all development, including individual buildings, public and private spaces and wider area development schemes. This suggests a presumption in favour of development which achieves these objectives.

52. Paragraph 58 seeks to ensure that decisions should aim to create developments that:

- will function well and add to the overall 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, work and visit;
- optimise the potential of the site to accommodate development, create and sustain an appropriate mix of uses (including incorporation of green and other public space as part of developments) and support local facilities and transport networks;
- 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.

53. The above criteria are important aspects of successful place making.

54. Paragraph 60 states that decisions should not:

'...attempt to impose architectural styles or particular tastes and they should not stifle innovation, originality or initiative through unsubstantiated requirements to conform to certain development forms or styles'

55. Notwithstanding the above, the paragraph then goes on to state that it is proper for LPAs to seek to reinforce local distinctiveness. The underlying message is that provided the resultant design reinforces local distinctiveness LPAs will not be in a position to insist on particular architectural styles.

56. Paragraph 61 invites those involved in the planning process to appreciate that although:

'....visual appearance and the architecture of individual buildings are very important factors, securing high quality and inclusive design goes beyond aesthetic considerations. Therefore, planning policies and decisions should address the connections between people and places and the integration of new development into the natural, built and historic environment.'

57. This suggests an integrated approach is required in the evolution of the design process.

Brownfield land

58. Paragraph 111 relates to brownfield land. It states that



'decisions should encourage the effective use of land by re-using land that has been previously developed (brownfield land)'

Conserving and enhancing the historic environment

59. Paragraph 128 relates to supporting information relating to heritage assets submitted in support of planning applications. It states that LPAs 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.'

60. Paragraph 131 states that in determining planning applications, LPAs should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- the desirability of new development making a positive contribution to local character and distinctiveness.

61. Paragraph 135 relates to non-designated heritage assets. It states that:

'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.'

62. Paragraph 136 relates to both designated and non-designated heritage assets. It states that:

'Local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.'

63. Where the loss of a heritage asset is justified, Paragraph 141 indicates that LPAs should require developers to record and advance understanding of the significance of any heritage assets to be lost in a manner proportionate to their importance and the impact.



Decision making

64. Paragraph 186 states that:

'Local planning authorities should approach decision-taking in a positive way to foster the delivery of sustainable development. The relationship between decision-taking and plan-making should be seamless, translating plans into high quality development on the ground.'

65. Paragraph 187 adds to this by stating that:

'Local planning authorities should look for solutions rather than problems, and decision-takers at every level should seek to approve applications for sustainable development where possible. Local planning authorities should work proactively with applicants to secure developments that improve the economic, social and environmental conditions of the area.'

66. The Government has set clear criteria against which LPAs will be judged.

Strategic Housing Land Availability Assessment (SHLAA)

67. The initial SHLAA was published in 2009 and updated in 2013. The hospital site was not identified in either SHLAA although the adjacent site was. This is referenced as site 012 'adjacent Clitheroe Hospital' and was described as comprising 'fields and school playing fields'. The site was stated to be 4.18 hectares, greenfield in nature and able to accommodate approximately 167.2 dwellings.
68. The site was included in the 2009 SHLAA following initial filtering and this designation was carried into the 2013 version of the SHLAA too. It is relevant that in the 2009 SHLAA all but six of the 25 'included' sites in Clitheroe comprised greenfield land. This amounted to 11.27 hectares from a possible 52.2 hectares (21.5%). Of the six brownfield sites, two were in operational employment use resulting in only 5.35 hectares of brownfield land which was not in active employment use. A further site 0.9 hectares was described as comprising numerous garages and sheds which could suggest multiple ownerships. A further site of 0.48 hectares was described as a Vauxhall dealership and another of 0.85 hectares as a plant hire. This would suggest that the sites were being used for other active uses. In summary, there was a short supply of available and suitable brownfield sites in Clitheroe in 2009 which could deliver housing land in order to meet the Council's housing requirements.



69. In the 2013 version only two of the previously identified brownfield sites were carried into the assessment because four of them had received planning permission. These are site reference 25, the Vauxhall dealership on Edisford Road (0.48 hectares) and site reference 32 B. Dent Ltd (Plant hire) at Littlemoor Mill, Whalley Road (0.72 hectares). In total, it was identified that the sites could provide 53.2 dwellings. The 2013 SHLAA seems to include 32 new sites in Clitheroe (site references 324 to 356, excluding 325) however very few details of these sites are known as the detail is contained in a 'book of sites' which is not available on line. It appears that 20 of these were carried forwards, however the remainder were excluded from further assessment. Site 355 refers to Clitheroe Hospital and was excluded from further assessment on the basis that at that time it benefited from a resolution to approve housing development. The SHLAA identified that using the methodology adopted by the SHLAA, the site could accommodate 76 dwellings, despite the proposed scheme at the time being for 57. It does appear that of the 32 sites only two which were carried forwards were identified as brownfield and they were identified as being capable of accommodating approximately 104 houses.

Strategic Housing Market Assessment Update 2013 (SHMA 2013)

70. The Council completed an update to their 2008 Strategic Housing Market Assessment in 2013 and justification was provided for several of the assumptions made within the Core Strategy. The importance of the evidence within the SHMA is clear within Policy H2 of the adopted Core Strategy which addresses the housing balance and requires development to accord with future household requirements.
71. The SHMA 2013 looks at the demography of the Ribble Valley and identifies (Page 6) that there is a larger than average number of persons at pensionable age than in the rest of the North West. This equates to 20.2% of the overall population compared to 16.6% across the rest of the North West and 16.3% in England.
72. Households with only 'Older Persons' equate to 11.2% of all households. This is again higher than the average of the 8.1% of households across the whole North West. The SHMA identifies (Page 65) that this ageing population is predicted to increase greatly by 2028 with the following increases in those aged over 55:
- Number of people aged 55 – 59 to increase by 15.0%
 - Number of people aged 60 – 64 to increase by 25.6%
 - Number of people aged 65 – 69 to increase by 7.3%
 - Number of people aged 70 – 74 to increase by 20%



- Number of people aged 75 – 79 to increase by 33.3%
- Number of people aged 80 – 84 to increase by 76.5%
- Number of people aged 85 – 89 to increase by 70.0%
- Number of people aged 90+ to increase by 91.7%

69. Table 5.10 identifies that of the 'households in need' 28.3% comprise one-person households, 23.9% comprise couples with no children and 18.7% comprise lone parents. Table 5.11 identifies that 59.2% of the net annual need for additional units are required to be one-bedroom properties. The next highest need is two bedroom properties at 24.9%.

70. The SHMA report justifies the level of affordable housing provision outlined within Policy H1 by stating that:

"The level of housing need in the Borough, as set out in chapter 5, is very high at 404 affordable homes per year. This represents 202% of the total planned additional dwellings in the Borough each year; however this figure does not equal the number of new affordable units to be built. The need will be met through a wide range of sources – but particularly make better use of vacant, making better use of the existing stock and through the continued use of the benefit-supported private rented sector as alternative affordable housing."

Clitheroe Housing Needs Survey 2012

71. This report seeks to investigate the housing need specifically for Clitheroe. The key points regarding the housing market and its context in Clitheroe parish are identified in the report as follows: -

- ✦ Clitheroe has proportionately more housing stock in the lower two bands of A and B (54%) compared to Ribble Valley (33%) and slightly less than Lancashire's (58%) profiles.
- ✦ The 'average sale price' of properties (totalling 73) within Clitheroe as £180,823 for 1st October 2011 to 29th March 2012. The lowest sale price in Clitheroe's postcode area during this period was £67,000 for a 2 bed-roomed terraced house. From research into the current advertised open market values, at the time of research, the lowest advertised sale price in the Clitheroe parish was £74,950 for a one bedroom terrace house. The median sale house price for Clitheroe Parish was £182,750 for a four bedroom terraced house.
- ✦ The average sale price achieved for Clitheroe houses are 16% lower than Ribble Valley and 21% higher than the whole of Lancashire.



- The largest numbers of respondents in housing need are families (39%).
- Of those who responded and identified a housing need; 65 (29%) are couples.
- Most people in housing need would prefer to buy their own home (59%).
- 8% would consider a property under the New Build Homebuy Scheme or a Shared Ownership Scheme , while 39% would prefer to rent.
- 13% of housing within Clitheroe is classified as affordable housing either owned by the Ribble Valley Homes or other Registered Providers.
- Although there is high demand for affordable properties, the number of respondents in housing need who have registered with the local authority and housing providers is low (21).
- 70% of respondents in housing need state that their net earnings are below £385 per week.
- The survey shows that of those households that responded, 60% are in favour of more housing being developed if it were affordable and for local people.
- The median affordable mortgage (based on net earnings and a 95% mortgage) for the Parish is £55,575.
- The average mean affordable mortgage (based on net earnings and a 95% mortgage) for the Parish is £66,868.

Addressing Housing Need in Ribble Valley – Housing Policy (2012)

72. This document is a revision of the previously published 'Affordable Housing Memorandum of Understanding'. The document seeks to address not only the issue of affordability in the borough but in addressing the identified housing needs of the elderly.
73. Paragraph 1.2 of the Housing Needs Survey identifies the importance of addressing housing need for an ageing population in Ribble Valley:

"This document seeks to address not only the issue of affordability in the Borough but in addressing the identified housing need, the needs of the elderly will also take priority."

"Ribble valley has an ageing population, which is projected to increase by 49% in the next 15 years. The market has failed to meet the housing needs of this age group, and therefore accommodation appropriate for the elderly will be delivered through Section 106 agreements."

74. This is further supported in section 5.1 of the survey which states:



'Providing housing for the elderly has been a priority within the Housing Strategy for many years. However the market has not met the needs of the elderly and there (sic) preferred accommodation type. Therefore there is a requirement for 15% of large developments to be units for the elderly (over 55 yr olds) built to lifetime homes standard. This will be achieved by:

- **On sites of 30 units or more a requirement for 15% of the units to be for the elderly;**
- **Of the 15% elderly accommodation a minimum of 50% would be affordable and included within the affordable offer of 30%;**
- **The remaining 50% of the elderly accommodation could be market housing and be sold at market value or rent. A local connection requirement would be applied to these units.'**

Planning Statement



Appendix 5 – Tree Preservation Order

Form of Tree Preservation Order

Town and Country Planning Act 1990

The Clitheroe Old Hospital, A671, Chatburn Rd, Tree Preservation Order 2016

The Ribble Valley Borough Council, in exercise of the powers conferred on them by section 198 of the Town and Country Planning Act 1990 make the following Order—

Citation

1. This Order may be cited as Clitheroe Old Hospital, A671, Chatburn Rd, Tree Preservation Order 2016

Interpretation

2.— (1) In this Order “the authority” means the Ribble Valley Borough Council.
(2) In this Order any reference to a numbered section is a reference to the section so numbered in the Town and Country Planning Act 1990 and any reference to a numbered regulation is a reference to the regulation so numbered in the Town and Country Planning (Tree Preservation)(England) Regulations 2012.

Effect

3.— (1) Subject to article 4, this Order takes effect provisionally on the date on which it is made.

(2) Without prejudice to subsection (7) of section 198 (power to make tree preservation orders) or subsection (1) of section 200 (tree preservation orders: Forestry Commissioners) and, subject to the exceptions in regulation 14, no person shall—

(a) cut down, top, lop, uproot, wilfully damage, or wilfully destroy; or

(b) cause or permit the cutting down, topping, lopping, uprooting, wilful damage or wilful destruction of,

any tree specified in the Schedule to this Order except with the written consent of the authority in accordance with regulations 16 and 17, or of the Secretary of State in accordance with regulation 23, and, where such consent is given subject to conditions, in accordance with those conditions.

Application to trees to be planted pursuant to a condition

4. In relation to any tree identified in the first column of the Schedule by the letter “C”, being a tree to be planted pursuant to a condition imposed under paragraph (a) of section 197 (planning permission to include appropriate provision for preservation and planting of trees), this Order takes effect as from the time when the tree is planted.

Dated this 25th day of November 2016

Signed on behalf of the Ribble Valley Borough Council

A handwritten signature in black ink, appearing to read 'John Heap', written over a horizontal dotted line.

John Heap
Director of Commercial services

Authorised by the Council to sign in that behalf]

SCHEDULE
Specification of trees

Trees specified individually
(encircled in black on the map)

<i>Reference on map</i>	<i>Description</i>	<i>Situation</i>
[N/A]	[N/A]	[N/A]

Trees specified by reference to an area
(within a dotted black line on the map)

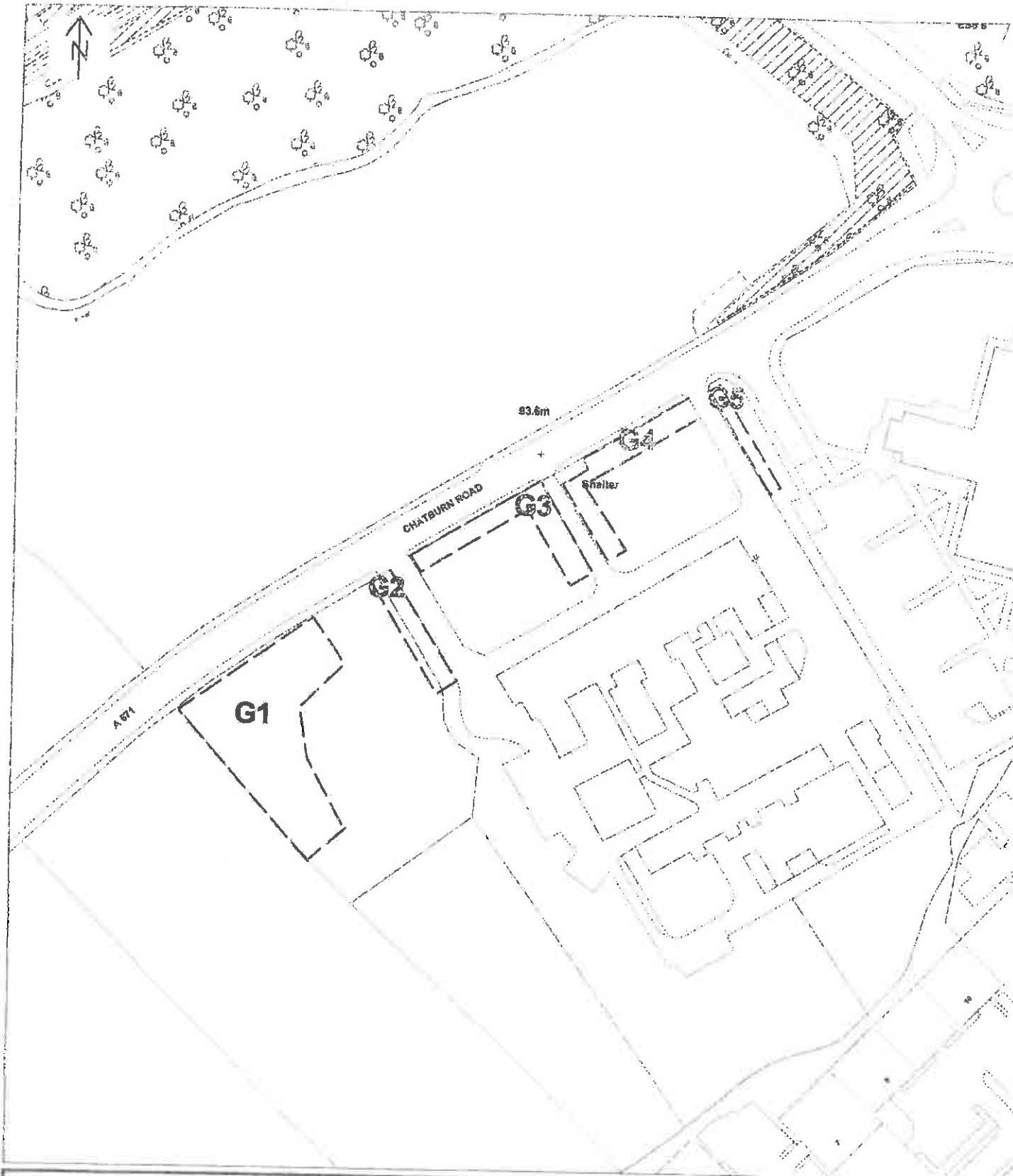
<i>Reference on map</i>	<i>Description</i>	<i>Situation</i>
[N/A]	[N/A]	[N/A]

Groups of trees
(within a broken black line on the map)

<i>Reference on map</i>	<i>Description (including number of trees of each species in the group)</i>	<i>Situation</i>
[G1]	[2 Ash, 15 Beech]	[Clitheroe Old Hospital]
[G2]	[7 Lime, 2 Beech]	[Clitheroe Old Hospital]
[G3]	[15 Lime, 1 Elm]	[Clitheroe Old Hospital]
[G4]	[8 Lime, 1 Elm]	[Clitheroe Old Hospital]
[G5]	[4 Lime, 1 Ash]	[Clitheroe Old Hospital]

Woodlands
(within a continuous black line on the map)

<i>Reference on map</i>	<i>Description</i>	<i>Situation</i>
[N/A]	[N/A]	[N/A]



RIBBLE VALLEY BOROUGH COUNCIL TREE PRESERVATION ORDER NO./NOS. 7/19/3/203 - 2016
 TOWN & COUNTRY PLANNING ACT 1990
 TOWN & COUNTRY PLANNING (TREES) REGULATIONS 1999

LOCATION: CLITHEROE OLD HOSPITAL
 PARISH: CLITHEROE

OS SHEET: SD7543SW

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Scale 1:1250

Regulation 5 Notice



Ribble Valley
Borough Council

www.ribblevalley.gov.uk

**IMPORTANT – THIS COMMUNICATION MAY
AFFECT YOUR PROPERTY**

TOWN AND COUNTRY PLANNING ACT 1990
TOWN AND COUNTRY PLANNING (TREE PRESERVATION)
(ENGLAND) REGULATIONS 2012

Tree preservation order: Clitheroe Old Hospital, A671, Chatburn Rd
Ribble Valley Borough Council

THIS IS A FORMAL NOTICE to let you know that on 25/11/2016 we made the above tree preservation order.

A copy of the order is enclosed. In simple terms, no one is allowed to cut down, top, lop or uproot without our permission any of the trees described in the 1st Schedule of the order and shown on the map.

Some information about tree preservation orders is in the enclosed leaflet, *Protected Trees: A Guide to Tree Preservation Procedures*, produced by Communities and Local Government.

We have made the order because the land on which the trees are located is the subject of an outlining planning application for residential development and the trees which are of visual amenity value are of a material consideration.

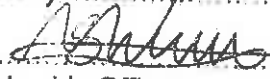
The order came into force, on a temporary basis, on 25/11/2016 and will remain in force for six months. During this time we will decide whether the order should be given permanent status.

People affected by the order have a right to object or make comments on any of the trees or woodlands covered before we decide whether the order should be made permanent.

If you would like to make any objections or comments, please make sure we receive them in writing by 23/12/2016. Your comments must meet regulation 6 of the Town and Country Planning (TREE PRESERVATION) (ENGLAND) Regulations 2012 (a copy is attached). Please send your comments to the Countryside Officer, Planning Section, Council Offices, Church Walk, Clitheroe, Lancashire, BB7 2RA. We will carefully consider all objections and comments before deciding whether to make the order permanent.

We will write to you again when we have made our decision. In the meantime, if you would like any more information or have any questions about this notice, please contact the Countryside Officer, Planning Section, Ribble Valley Borough Council, Council Offices, Church Walk, Clitheroe, Lancashire, BB7 2RA, tel: 01200 414 505.

Dated: 25/11/2016

Signed: 

Countryside Officer
Ribble Valley Borough Council
Council Offices
Church Walk
CLITHEROE
Lancashire BB7 2RA

COPY OF REGULATION 6 OF THE TOWN AND COUNTRY PLANNING (TREE PRESERVATION) (ENGLAND) REGULATIONS 2012

Objections and representations

6. (1) *Subject to paragraph (2), objections and representations:*
- (a) *shall be made in writing; and*
 - (i) *delivered to the authority not later than the date specified by them under regulation 5(2)(c); or*
 - (ii) *sent to the authority in a properly addressed and pre-paid letter posted at such time that, in the ordinary course of post, it would be delivered to them not later than that date;*
 - (b) *shall specify the particular trees, groups of trees or woodlands (as the case may be) in respect of which such objections and representations are made; and*
 - (c) *in the case of an objection, shall state the reasons for the objection.*
- (2) *The authority may treat as duly made objections and representations which do not comply with the requirements of paragraph (1) if, in the particular case, they are satisfied that compliance with those requirements could not reasonably have been expected.*

EXPLANATORY NOTE

(This note is not part of the Regulations)

These Regulations, which apply in relation to England only, substantially revoke and replace the Town and Country Planning (Trees) Regulations 1999, to the extent to which they apply to England. They also revoke the Town and Country Planning (Trees) (Amendment) (England) Regulations 2008 and the Town and Country Planning (Trees) (Amendment No. 2) (England) Regulations 2008.

Part 2 prescribes the form of tree preservation orders and the procedure for their making, provisional effect, confirmation, variation and revocation. The prescribed form is set out in the Schedule to the Regulations.

Part 3 of the Regulations sets out prohibited activities in relation to a tree protected by an Order and exceptions. Under regulation 13 a tree protected by a tree preservation order may not be cut down, topped, lopped, uprooted or wilfully damaged or destroyed without the consent of the local planning authority, unless an exception applies. These exceptions are set out in sections 198(7) and 200(1) of the Town and Country Planning Act 1990, and in regulation 14 of the Regulations.

Section 198(7) provides exceptions relevant to section 39(2) of the Housing and Planning Act 1986 (c.63) (saving for effect of section 2(4) of the Opencast Coal Act 1958 (c. 69) on land affected by a tree preservation order despite its repeal) and section 15 of the Forestry Act 1967 (c.10) (licences under that Act to fell trees comprised in a tree preservation order).

Section 200(1) provides that a tree preservation order does not have effect in respect of anything done by or on behalf of Forestry Commissioners on land placed at their disposal in pursuance of the Forestry Act 1967 or otherwise under their management or supervision or anything done by or on behalf of any other person under a plan of works approved by the Forestry Commissioners under a forestry dedication covenant (as defined in section 5 of the Forestry Act 1967) or under conditions of a grant or loan made under section 1 of the Forestry Act 1979 (c. 21).

Regulation 14 contains exceptions to the requirement for consent and regulation 15 contains exceptions for trees in conservation areas.

Part 4 of the Regulations prescribes the procedure for applications for consent under tree preservation orders.

Part 5 prescribes the procedure for appeals and for their determination. Regulation 19 grants a right of appeal in respect of a refusal to grant consent, a grant of consent subject to conditions or a failure to determine an application for consent within the prescribed time period.

In Part 6, regulation 24 provides for compensation claims, subject to exceptions, to be made where loss or damage has been incurred as a consequence of a refusal to grant consent, a grant of consent subject to conditions or a refusal of approval required under a condition.

Part 7 contains miscellaneous provisions. Regulation 25 provides that the prescribed time for the purposes of sections 206(1)(b) (replacement trees) and 213(1)(b) (enforcement of controls as respects trees in conservation areas) is whenever the cutting down or uprooting of a tree is authorised only by virtue of regulations 14(1)(a)(i) or 14(1)(c) (dead or dangerous trees).

Regulation 26 revokes the Town and Country Planning (Trees) Regulations 1999, the Town and Country Planning (Trees) (Amendment) (England) Regulations 2008 and the Town and Country Planning (Trees) (Amendment No.2) (England) Regulations 2008, subject to transitional, transitory and saving provisions in respect of certain classes of order. This regulation also saves regulation 17 of the Town and Country Planning (Trees) Regulations 1999 (amendment to the Town and Country Planning General Regulations 1992).

Under section 193 of the Planning Act 2008 (c. 29), all tree preservation orders made prior to the date on which these Regulations come into force take effect with the omission of all of their provisions other than any that identify the order or identify the trees, groups of trees or woodlands to which the order applies.

A full impact assessment of the effect that this instrument will have on the costs of business, charities and the voluntary sector has been prepared in relation to these Regulations. The assessment has been placed in the Library of each House of Parliament and is published with the Explanatory Memorandum alongside the instrument on www.legislation.gov.uk. The assessment may also be accessed at www.communities.gsi.gov.uk.

Planning Statement



Appendix 6 – Local Amenities Plan

