

APPLICATION NO: 3/2017/0674/P

GRID REF: SD 371966 446630

DEVELOPMENT DESCRIPTION:

DEMOLITION OF THE MOORCOCK INN AND ERECTION OF FOUR DWELLINGS INCLUDING ASSOCIATED DRIVES, GARDENS AND EXTERNAL LANDSCAPING WORKS. CREATION OF WORK FROM HOME OFFICE/STUDIO SPACE AT THE MOORCOCK INN, SLAIDBURN ROAD, WADDINGTON BB7 3AA



PARISH COUNCIL:

Parish Council position remains the same and supports the redevelopment and understands that the two borough Councils' representatives also support the scheme. However, they query why it was refused last time when there is so much pressure for the Council to build new homes.

It is an eyesore and this reason alone should be enough to warrant consent.

ENVIRONMENT DIRECTORATE (COUNTY SURVEYOR):

The Highway Development Control Section does not have any objections regarding the proposed demolition of The Moorcock Inn and erection of four dwellings and are of the opinion that the proposed development should have a negligible impact on highway safety and highway capacity in the immediate vicinity of the site.

Based on the car parking recommendations in the Joint Lancashire Structure Plan and the Ribble Valley Parking Standards, the Highway Development Control Section is of the opinion that the applicant has provided adequate off road parking provision for this type and size of development.

The access road to the site is a private road and is not subject to any future adoption agreement. The applicant should check with their solicitor that they have rights over this road to access the site.

From or mapping system "Mapzone", the proposed development does not affect any public rights of way.

The sight lines of 2.0 x 17m to be provided in both directions from the centre of each drive onto the private access road. The site line requirement is based on table 7.1 from Manual for Streets and an estimated wet road 85th percentile speed of 15mph.

The applicant should provide accurate details of the required sight line requirement, before determining the application, ensuring the entire sight line requirement is fully over land within the applicants control and to fully show all works which would be required to provide the sight lines. The sight line splays will require walls, fences, trees, hedges, shrubs, ground growth, structures etc. to have a maximum height of 1.0m above the height at the centre line of the adjacent carriageway.

The Highway Development Control Section recommends the following conditions as part of the formal planning decision: -

1. Before the access is used for vehicular purposes, any gateposts erected at the access shall be positioned 5m behind the back edge of the verge. The gates shall open away from the highway. Reason: To permit vehicles to pull clear of the carriageway when entering and exiting the site.
2. The layout of the development shall include provisions to enable vehicles to enter and leave the highway in forward gear and such provisions shall be laid out in accordance with the approved plan and the vehicular turning space shall be laid out and be available for use before the development is brought into use and maintained thereafter. Reason: Vehicles reversing to and from the highway are a hazard to other road users, for residents and construction vehicles.

3. The car parking and manoeuvring scheme to be marked out in accordance with the approved plan, before the use of the premises hereby permitted becomes operative and permanently maintained thereafter. Reason: To allow for the effective use of the parking areas.

LAAS:

No representation but previously advised that the 1st Edition Ordnance Survey (Yorkshire Sheet 182) surveyed in 1847 shows the site to comprise two much smaller buildings adjacent to the main road in the southeast corner of the site. Buildings of this date, if well preserved, might be considered to be of some limited archaeological interest where the preservation by record (building recording to English Heritage Level 2) would be appropriate. However in this instance, information contained in the Heritage Statement makes reference to the building having been badly damaged by fire in the 1970's and subsequently been rebuilt, and that little or no original features survived. Consequently LCAS has no objection to the proposed demolition nor does it consider it necessary to require the applicant to undertake any archaeological recording of the buildings.

PRINCIPAL AONB OFFICER:

No comments but previously advised in relation to the 7 residential dwellings that are built to reflect the local building scale and stone vernacular. In order to facilitate the proposed development, the existing building and its car park would be removed – actions which, on their own, would have significant beneficial effects for the local landscape character. The building is relatively large scale, appearance, large car park in close proximity to Slaidburn Road emphasise its presence in the landscape and combined to create significant unacceptable landscape character impacts.

By virtue of the domestic building scale, simple building design using materials and a style which mimics that of the area, alongside mitigation planting, the AONB Officer is satisfied that there would be no significant adverse effects on the landscape character of the AONB. In fact, removal of the Moorcock Inn and its car park, together with the reinstatement of previously lost landscape fabric are clear positive outcomes of the proposed scheme. The AONB Officer stated that two detailed aspects of the landscaping elements of the proposal needed to be amended. (Those points have been satisfactorily addressed on an amended landscaping scheme submitted to address the points made by the AONB Officer.)

With those changes having been made, the AONB Officer is of the opinion that the likely landscape and visual effects of the proposed scheme would be acceptable in landscape terms and that the purposes of AONB designation would not be compromised.

UNITED UTILITIES:

No representation received but previously raised no objection.

Lead Local Flood Authority (LCC).

No objections subject to appropriate conditions.

ADDITIONAL REPRESENTATIONS:

One letter of objections which whilst raising no objection to conversion or one large dwelling raises the following concerns and also asks for building to be made secure:

- Precedent and greenlight for people to buy rural buildings, demolish and then build dwellings.
- Concern regarding traffic and highway safety.
- Not sustainable.
- Visual detriment to the AONB and Waddington Fell.
- Still consider no change since previous refusal and dismissed appeal.

1. Proposal

- 1.1 The application seeks full planning permission for the demolition of the existing building and the redevelopment of the site (including the car park) to provide 4 detached dwellings with home studio office space, associated landscaping and garages.
- 1.2 The existing vehicular access will be used to gain access to the new dwellings with each unit having a separated gated entrance. One unit has an integral double garage and a first floor work unit with the others having double garages set into embankment which have grass flat roofs.
- 1.3 The buildings are two storey 5 bedroom units with 2 of the dwellings having the gable end fronting the site. One plot has a cat slide roof arrangement and another has a small 2 storey gable treatment at the front of the building. The maximum height of the buildings would be 10 m which allows for bedroom accommodation in the roof space.
- 1.4 The proposed external materials comprise a mixture of appearance and details including reclaimed natural stone for walls and new dressed stone for quoins and surrounds. Roofs would be finished with natural slate with grass roofs for the detached garages.

2. Site Location

- 2.1 The application relates to the former Moorcock Inn Public House and Hotel that is located on the northwest side of Slaidburn Road within the Area of Outstanding Natural Beauty approximately 2 miles north of Waddington Village. The buildings have not been in use since the business was ceased in the summer of 2010. The application site comprises the area upon which the buildings stand plus the large car park which, together, give a total area of approximately 1.8 acres. There are two dwellings relatively close to the application site, one to the west and one to the south west, otherwise there are few other buildings or properties within approximately 500m of the site.

3. Relevant History

3/2012/0356/P – Proposed conversion and redevelopment of the public house and hotel to form three private residential properties. Approved with conditions.

3/2012/0819/P – Proposed demolition of the redundant public house and hotel and the erection of three detached dwellings, three detached garages with annex accommodation over and the creation of garden and landscaped areas. Refused.

3/2013/0394/P – Proposed demolition of the redundant public house and hotel and the erection of three detached dwellings with three detached double garages with annex accommodation over and the creation of garden and landscaped areas (resubmission of 3/2012/0819/P). Withdrawn.

3/2014/0592 - Proposed demolition of the Moorcock Inn and the erection of 7 no. dwelling houses including associated drives, gardens and external landscaping works refused and dismissed on appeal

3/2014/1119 - Proposed demolition of The Moorcock Inn and the erection of one dwelling house including associated drive, garden and external landscaping works. Approved with conditions.

3/2016/0587- Proposed demolition of the Moorcock Inn and the erection of 4 no. dwelling houses including associated drives, gardens and external landscaping works creation of work from home office/studio space at the Moorcock Inn, Slaidburn Road Refused.

4. Relevant Policies

Ribble Valley Core Strategy (Adopted Version)

Key Statement DS1 – Development Strategy

Key Statement DS2 – Presumption in Favour of Sustainable Development

Key Statement EN2 – Landscape

Key Statement EN3 – Sustainable Development and Climate Change

Key Statement EN4 – Biodiversity and Geodiversity

Key Statement H1 – Housing Provision

Key Statement H2 – Housing Balance

Key Statement H3 – Affordable Housing

Key Statement DMI2 – Transport Considerations

Policy DMG1 – General Considerations

Policy DMG2 – Strategic Considerations

Policy DMG3 – Transport and Mobility

Policy DME2 – Landscape and Townscape Protection

Policy DME3 – Site and Species Protection and Conservation

Policy DMH3 – Dwellings in the Open Countryside and AONB.

National Planning Policy Framework (NPPF)

National Planning Practice Guidance (NPPG)

5. Environmental, AONB, Human Rights and Other Issues

5.1 Principle of Development

5.1.1 In the determination of this application I consider it appropriate to look briefly at the recent planning history of the site and in particular the recent appeal decision and then to consider whether the proposal is acceptable in principle in relation to the sustainability requirements of NPPF and whether or not there is an exception policy.

5.1.2 The main issue is the effect of the proposal on the character and appearance of the open countryside, bearing in mind the need to conserve the landscape and scenic beauty of the Forest of Bowland Area of Outstanding Natural Beauty and whether or not it is contrary to sustainable development given its location outside

of any main settlement. In assessing its impact it is right to consider the existing negative impact as well as the impact of any new development.

- 5.1.3 In protecting the designated Area of Outstanding Natural Beauty the Council will have regard to the economic and social well-being of the area. However the most important consideration in the assessment of any development proposals will be the protection, conservation and enhancement of the landscape and character of the area avoiding where possible habitat fragmentation. Where possible new development should be accommodated through the re-use of existing buildings, which in most cases is more appropriate than new build. Development will be required to be in keeping with the character of the landscape and acknowledge the special qualities of the AONB by virtue of its size, design, use of material, landscaping and siting. The AONB Management Plan should be considered and will be used by the Council in determining planning applications.
- 5.1.4 This policy assists the interpretation of the development strategy and underpins the settlement hierarchy for the purposes of delivering sustainable development. In establishing broad constraints to development the Council will secure the overall vision of the Core Strategy.
- 5.1.5 This proposal does not comply with the basic intentions of policy DMG2 of the Core Strategy.
- 5.1.6 In addition, paragraph 55 of the National Planning Policy Framework (NPPF) states that to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities.
- 5.1.7 It also states that Local planning authorities should avoid new isolated homes in the countryside unless there are special circumstances. Whilst one of these circumstances is "where the development would reuse redundant or disused buildings and lead to an enhancement to the immediate setting" these proposals would see the complete demolition of the existing inn with no retention (whereas the extant permission retained the best part of the building). Therefore, this proposal does not appear to be in compliance with the sustainability intentions of NPPF and the Core Strategy Development Strategy (policy DS1).
- 5.1.8 It is clear from the appeal decision in relation to 7 units that the Inspector considered there to be both visual harm to the AONB and that given its location considered the site to be in an unsustainable location. Although there is an introduction of a small work element I am firmly of the opinion that this reason for refusal remains. Furthermore the locational issues and sustainability concerns has recently been supported in an appeal for a single unit within Newton.
- 5.1.9 In relation to visual impact I recognise there has been some improvement since the appeal decision with an increase in the amount of open space and views of the AONB from within the site but no details have been changed since the latest refusal by Committee on the 22/08/16. In relation to national guidance I do not consider there to be any change in circumstances.

5.2 Highway Safety and Accessibility

5.2.1 It is evident that there is no objection from a highway safety perspective on this application and advice is given regarding the required visibility splay.

5.3 Landscape, Tree and Visual Impact

5.3.1 In relation to visual impact the intention of this application has been to create high quality development that would be appropriate to its AONB location. Having regard to the existing use and previous consents I am satisfied that the design and layout of the development is considered to be acceptable and that subject to appropriate landscaping would not have a harmful impact on the AONB. Previously the Countryside Officer considered the proposed landscaping to be appropriate and to a high standard; and the AONB Officer confirmed that he considers the proposal to be acceptable in relation to its landscape and visual effects.

5.4 Flood Risk and Drainage

5.4.1 No formal response has been received in relation to this matter but previously there were no issues with regards to any drainage or flood issues.

5.5 Residential Amenity

5.5.1 I note the previous comments of the objectors but do not consider there to be any harmful impact on residential amenity.

5.6 Affordable Housing

5.6.1 In relation to affordable Housing requirements no response has been received at the time of preparing this report. However, having regard to the number of dwellings and their gross floor space, the gross floorspace of the building to be demolished and the Vacant Building Credit I do not anticipate there to be any requirement in this instance.

5.7 Other issues

5.7.1 A comment has been received in relation to waste provision and bin carry distance advising that that there should be a turning point at Plot 1 or a designated communal collection point.

6. Conclusion

6.1 I am mindful of all other considerations including issues regarding the viability of the previously approved schemes, dereliction of the existing building and previous consents but conclude that due to its location it would result in appropriate unsustainable development contrary to the settlement strategy of the Core Strategy.

RECOMMENDATION: That planning permission be REFUSED for the following reason(s):

1. The proposed development is contrary to Key Statement DS1 and Policy DMG2 and DMH3 of the Ribble Valley Core Strategy as it would involve the construction of 4 dwellings in an isolated open countryside location that do not meet an identified local need. As such, the proposal would cause harm to the Development Strategy for the Borough as set out in the Core Strategy leading to unsustainable development.

2. Permission for the proposed development would create a harmful precedent for the acceptance of other similar proposals without sufficient justification which would have an adverse impact on the implementation of the Core Strategy of the Council contrary to the interests of the proper planning of the area in accordance with the core principles and policies of the NPPF.

Update following Planning and Development Committee Meeting on the 31 August 2017

Committee resolved at the previous meeting to be minded to approve the application and it was requested to go back to Committee with appropriate conditions to enable further consideration. Members, at that meeting expressed concerns regarding the condition of the building so one of the conditions I have suggested relates to the progress on the demolition of the building which I consider should be a priority if Committee wish to approve the scheme. The applicants agent has indicated he would accept a condition requiring demolition within 3 months of any permission.

Should Committee be minded to approve the application I would recommend the following conditions:

1. The development must be begun not later than the expiration of one year beginning with the date of this permission and demolition schedule including timescales submitted within 3 months of this permission.

REASON: Required to be imposed pursuant to section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

Plans and Further Details

2. The approval relates to drawing numbers:

Proposed Site Plan 4512-03/01 Rev D
Proposed Sectional Elevational 4512/03/07A
Proposed Plans and Elevations Plot 1 4512/03/02B
Proposed Plans and Elevations Plot 1 4512/03/03
Proposed Plans and Elevations Plot 1 4512/03/04
Proposed Plans and Elevations Plot 1 4512/03/05

REASON: For the avoidance of doubt and to clarify which plans are relevant to the consent.

Detailed Design/ Materials

3. Precise specifications or samples of all external surfaces including any replacement materials and surfacing materials of the development hereby approved shall have been submitted to and approved by the Local Planning Authority before their use in the proposed development. The approved details shall be implemented as part of the development.

REASON: In order that the Local Planning Authority may ensure that the materials to be used are appropriate to the locality in accordance with Policies DMG1 and DME4 of the Core Strategy.

Demolition

4. A demolition plan showing timescales and method statement including site clearance shall be submitted to and approved in writing by the LPA within 3 months of the date of this decision and full demolition and removal of materials within the site and land restored to the satisfaction of the L.P.A. within 12 months of the date of this decision unless otherwise agreed in writing by the Local Planning Authority.

REASON: In the interest of visual amenity and the residential amenities of the occupiers of nearby properties and in accordance with Policy DMG1 of the Ribble Valley Core Strategy.

Highways

5. No development shall take place until a Construction Method Statement has been submitted to and approved in writing by the local planning authority. For the avoidance of doubt the submitted statement shall provide details of:
 - A. The location of parking of vehicles of site operatives and visitors
 - B. The location for the loading and unloading of plant and materials
 - C. The location of storage of plant and materials used in constructing the development
 - D. The locations of security hoarding
 - E. The location and nature of wheel washing facilities to prevent mud and stones/debris being carried onto the Highway (For the avoidance of doubt such facilities shall remain in place for the duration of the construction phase of the development) and the timings/frequencies of mechanical sweeping of the adjacent roads/highway
 - F. Periods when plant and materials trips should not be made to and from the site (mainly peak hours but the developer to identify times when trips of this nature should not be made)
 - G. Days and hours of operation for all construction works.

The approved statement shall be adhered to throughout the construction period of the development.

REASON: In the interests of protecting residential amenity from noise and disturbance and to ensure the safe operation of the Highway in accordance with Policies DMG1 and DMG3 of the Ribble Valley Core Strategy.

6. The layout of the development shall include provisions to enable vehicles to enter and leave the highway in forward gear and such provisions shall be laid out in accordance with the submitted plan and the vehicular turning space shall be laid out and be available for use before the development is brought into use and maintained thereafter.

REASON: In order to ensure a satisfactory design of the building and in the interests of highway safety and comply with Policies DMG1 and DMG3 of the Ribble Valley Core Strategy as vehicles reversing to and from the highway are a hazard to other road users.

7. The car parking area and garaging shown on the submitted plans shall be made available, before the use of the premises hereby permitted becomes operative and permanently maintained thereafter.

REASON: In the interests of highway safety and comply with Policies DMG1 and DMG3 of the Ribble Valley Core Strategy.

8. Before the access is used for vehicular purposes, any gateposts erected at the access shall be positioned 5m behind the back edge of the verge. The gates shall open away from the highway.

REASON: In the interests of highway safety and comply with Policies DMG1 and DMG3 of the Ribble Valley Core Strategy.

9. Prior to commencement of the development a plan showing detail of the sight line visibility splay of each access shall be submitted to and approved in writing by the LPA. The sight line splays will require walls, fences, trees, hedges, shrubs, ground growth, structures etc. to have a maximum height of 1.0m above the height at the centre line of the adjacent carriageway.

REASON: In the interests of highway safety and comply with Policies DMG1 and DMG3 of the Ribble Valley Core Strategy.

10. For the full period of construction, facilities shall be available on site for the cleaning of the wheels of vehicles leaving the site and such equipment shall be used as necessary to prevent mud and stones being carried onto the highway. The roads adjacent to the site shall be mechanically swept as required during the full construction period.

REASON: In order to ensure a satisfactory design of the building and in the interests of highway safety and comply with Policies DMG1 and DMG3 of the Ribble Valley Core Strategy and to prevent stones and mud being carried onto the public highway to the detriment of road safety.

11. Prior to occupation of the units either a designated communal collection point for refuse collection shall be made available at an agreed location within the site or an improved turning area within plot 1 to allow refuse vehicles to manoeuvre in a safe manner.

REASON: In the interests of highway safety and comply with Policies DMG1 and DMG3 of the Ribble Valley Core Strategy.

Drainage

12. No development shall commence until details of an appropriate management and maintenance plan for the sustainable drainage system for the lifetime of the development have been submitted which, as a minimum, shall include:
 - a) the arrangements for adoption by an appropriate public body or statutory undertaker, management and maintenance by a Residents' Management Company
 - b) arrangements concerning appropriate funding mechanisms for its on-going maintenance of all elements of the sustainable drainage system (including mechanical components) and will include elements such as:
 - i. on-going inspections relating to performance and asset condition assessments

- ii. operation costs for regular maintenance, remedial works and irregular maintenance caused by less sustainable limited life assets or any other arrangements to secure the operation of the surface water drainage scheme throughout its lifetime;

c) Means of access for maintenance and easements where applicable.

The plan shall be implemented in accordance with the approved details prior to first occupation of any of the approved dwellings, or completion of the development, whichever is the sooner. Thereafter the sustainable drainage system shall be managed and maintained in accordance with the approved details.

The scheme shall be implemented in accordance with the approved details prior to first occupation of any of the approved dwellings, or completion of the development, whichever is the sooner. Thereafter the drainage system shall be retained, managed and maintained in accordance with the approved details.

REASON: To ensure that the proposed development can be adequately drained. To ensure that there is no flood risk on or off the site resulting from the proposed development. To ensure that appropriate and sufficient funding and maintenance mechanisms are put in place for the lifetime of the development to reduce the flood risk to the development as a result of inadequate maintenance and to identify the responsible body/bodies for the sustainable drainage system and comply with Policy DMG1 of the Ribble Valley Core Strategy.

13. No development shall commence until final details of the design, based on sustainable drainage principles, and implementation of an appropriate surface water sustainable drainage scheme have been submitted to and approved in writing by the local planning authority.

Those details shall include, as a minimum:

- a) Information about the lifetime of the development, design storm period and intensity (1 in 30 & 1 in 100 year + allowance for climate change see EA advice Flood risk assessments: climate change allowances), discharge rates and volumes (both pre and post development), temporary storage facilities, the methods employed to delay and control surface water discharged from the site, and the measures taken to prevent flooding and pollution of the receiving groundwater and/or surface waters, including watercourses, and details of floor levels in AOD;
- b) The drainage strategy should demonstrate that the surface water run-off must not exceed pre-development runoff rates. The scheme shall subsequently be implemented in accordance with the approved details before the development is completed.
- c) Any works required off-site to ensure adequate discharge of surface water without causing flooding or pollution (which should include refurbishment of existing culverts and headwalls or removal of unused culverts where relevant);
- d) Flood water exceedance routes, both on and off site;
- e) A timetable for implementation, including phasing as applicable;

- f) Evidence of an assessment of the site conditions to include site investigation and test results to confirm infiltrations rates;
- g) Details of water quality controls, where applicable.

The scheme shall be implemented in accordance with the approved details prior to first occupation of any of the approved dwellings, or completion of the development, whichever is the sooner. Thereafter the drainage system shall be retained, managed and maintained in accordance with the approved details.

REASON: To ensure that appropriate and sufficient funding and maintenance mechanisms are put in place for the lifetime of the development; to reduce the flood risk to the development as a result of inadequate maintenance and to identify the responsible organisation/body/company/undertaker for the sustainable drainage system and comply with Policy DMG1 of the Ribble Valley Core Strategy.

Landscape/Wildlife

- 14. Prior to commencement of any building work a scheme for the hard and soft landscaping of the site shall be submitted to and approved in writing by the local planning authority. The scheme shall incorporate the recommendations of the Visual Impact Assessment and Mitigation Report and Arboricultural Impact Report dated June 2016 and June 10th 2016 .

The approved soft landscaping scheme shall be implemented in the first planting season following occupation or use of the development unless otherwise required by the reports above, whether in whole or part and shall be maintained thereafter for a period of not less than 10 years to the satisfaction of the Local Planning Authority. This maintenance shall include the replacement of any tree or shrub which is removed, or dies, or is seriously damaged, or becomes seriously diseased, by a species of similar size to those originally planted.

The hard landscaping shall be implemented in accordance with the approved details prior to the occupation of the development and retained thereafter at all times.

REASON: To ensure the proposal is satisfactorily landscaped and in the interests of biodiversity and appropriate to the locality in accordance with Key Statements and Policies DMG1, DME1, DME2, DME3 and DME4 of the Ribble Valley Core Strategy.

- 15. Notwithstanding the submitted details, no development, including any site preparation, demolition, scrub/hedgerow clearance or tree works/removal shall commence or be undertaken on site until details of the provisions to be made for building dependent species of conservation concern, artificial bird nesting boxes and artificial bat roosting sites have been submitted to, and approved in writing by the Local Planning Authority.

For the avoidance of doubt the details shall be submitted on a building dependent bird/bat species site plan and include details of the locations and the numbers of artificial bird nesting boxes and artificial bat roosting.

The artificial bird/bat boxes shall be incorporated into individual buildings or trees or structures around the buildings during the construction of those buildings identified on the submitted plan and be made available for use before the site is occupied and

thereafter retained. The development shall be carried out in strict accordance with the approved details.

REASON: In the interests of biodiversity and to enhance nesting/roosting opportunities for species of conservation concern and to reduce the impact of development in accordance with Key Statement and Policies DMG1, DME1 and DME3 of the Ribble Valley Core Strategy

BACKGROUND PAPERS

https://www.ribblevalley.gov.uk/site/scripts/planx_details.php?appNumber=3%2F2017%2F0674

