

Land to the east of Clitheroe Road, Barrow

Full Planning Application for the Proposed
Residential Development of 1 no. Dwellings
and Associated Works

PLANNING STATEMENT

September 2017

PWA_17-413_PS01

Report Control

Document: Planning Statement

Project: Land to the east of Clitheroe Road, Barrow

Client: Reilly Developments Ltd

Job No.: 17_413

File storage: Z:\Client files\17-316 to 17-600\17-413 Plot 8 Clitheroe Road, Barrow\3. Application

Document Checking

Primary Author:	Joshua Hellowell	Initialled:	JH
Contributor:		Initialled:	
Reviewer:	Daniel Hughes	Initialled:	DH

Revision Status

Issue	Date	Status	Checked for issue
1	21.09.2017	Draft	JH
2	26.09.2017	Final	DH
3			
4			

1 INTRODUCTION

- 1.1 PWA Planning is retained by Reilly Developments Limited ('the Applicant') to progress a full planning application for the proposed residential development of 1 no. bungalows ('the Proposed Development') at land located east of Clitheroe Road, Barrow, Lancashire ('the Application Site'). This Planning Statement's purpose is to assess and conclude on the acceptability of the proposal in terms of relevant national and local planning policy, along with any material considerations.
- 1.2 The planning application is made to Ribble Valley Borough Council (the local planning authority) as a full detailed application and relates to the red edge application site boundary illustrated in the submitted Location Plan (drawing ref 1224-PL01B). The proposal land, which benefits from existing consent for a single dwelling (app ref: 3/2016/0645), is located immediately south of a recently completed development site for seven dwellings associated with planning application 3/2014/0725.
- 1.3 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise. This Planning Statement will demonstrate that the proposals accord with the provisions of the relevant policies of the development plan, and moreover that there are other significant material considerations which indicate that planning permission ought to be granted. In addition, there are no technical reasons which could hinder the grant of planning permission.
- 1.4 This Planning Statement, alongside a review of the site history and relevant policies, provides a description of the Proposed Development together with an appraisal of the planning merits of the scheme as a whole.
- 1.5 The statement should be read in conjunction with the submitted application package, which includes the following documents: -
- 1 APP form, relevant certificates and notices;
 - Drawn information: -
 - Location Plan (drawing ref. 1224-PL01B);
 - Existing Site (drawing ref. 1224-PL02A);
 - Proposed Site Layout (drawing ref. 1224-PL06);
 - Proposed Floorplans (drawing ref. 1224-PL07);
 - Proposed Elevations (drawing ref. 1224-PL08);
 - Planning Statement (this document); and
 - Tree Survey.
- 1.6 The aforementioned documentation reflects the local and national validation requirements of the Borough Council as those necessary to ensure the application's validation. In summary, for reasons identified in this statement it is considered that the Proposed Development is consistent with national and local planning policy, and that the scheme represents sustainable development and that planning permission ought to be granted.
- 1.7 The remainder of this report is structured as follows: -

- Section 2 - Site Description;
- Section 3 - Proposed Development;
- Section 4 - Planning History;
- Section 5 - Planning Policy Assessment;
- Section 6 - Material considerations;
- Section 7 - Conclusions.

2 SITE DESCRIPTION

- 2.1 The Application Site comprises a small grassland plot with mature vegetation planting along its eastern perimeter. To the west is Clitheroe Road, further to which are other residential properties and agricultural land, similarly land to the east is predominately agricultural though immediately east of the site is land associated with Whalley Industrial Park. The adjoining plot of land to the north has been developed for residential use as part of planning permission 3/2014/0725 and as noted in the previous section the land in question already benefits from extant permission for the erection of a 4-bed detached dwelling.
- 2.2 A location plan showing the site within its wider setting is provided with the supporting documents (drawing ref. 1224-PL01B) and for an aerial image of the site within its closer setting please see Figure 1 below.

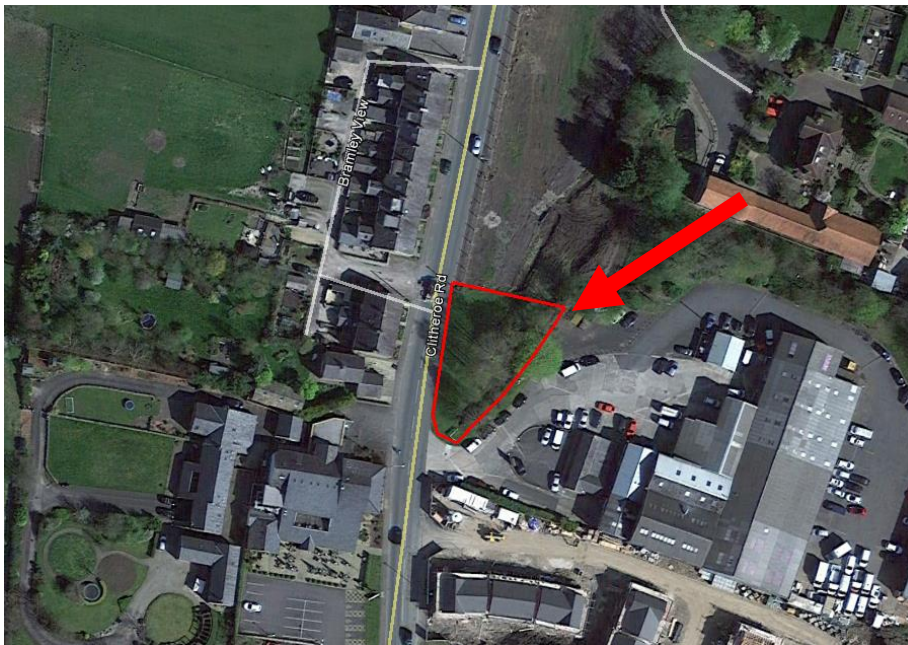


Figure 1: Aerial image showing the location of the site (not to scale)

- 2.3 A variety of local services are available in Barrow, being the nearest settlement, such as a bar/restaurant and function venue, primary school, public house and a place of worship. The site is well connected by public transport, various bus services run along Clitheroe Road, the closest of which is within 15m of the site's western boundary. This service provides frequent and direct services to Clitheroe centre whilst services traveling in the opposite direction provide access to Blackburn and Burnley along with serving other smaller settlements in the wider area.
- 2.4 As noted above the Proposed Development will be accessed directly off Clitheroe Road, which is in connection with the A59, a significant transport route within Lancashire providing fast links to the wider region. Approximately 500m off the western boundary of the site lies the local train line; the nearest station on this line is located in Whalley, less than 1.3km south of the site, from here or indeed from other stations on the line journeys can be made across the wider region and country. The site is not within an area identified by the Environment Agency's flood risk map as being subject to flooding.

3 PROPOSED DEVELOPMENT

- 3.1 It is proposed to develop land to the east of Clitheroe Road to provide a single detached bungalow, and in this respect please refer to the Proposed Site Layout (drawing ref. 1224-PL06), which is provided in the supporting documents to this application.
- 3.2 Outline planning permission has previously been granted on the site in August 2016 (see planning application ref 3/2016/0645), for the development of a detached dwelling. This proposal seeks to deliver a similar development but for a bungalow rather than a standard two storey detached home, furthermore this application is submitted for in full. The submitted bungalow scheme is considered to be preferable to that previously consented, in that the visual impact of the proposal would be reduced and there is an obvious demand in the Ribble Valley for bungalow accommodation given its association with those over 55 years of age. Though it may be worth noting it is not proposed to limit the sale of the proposed property to any set category of buyer.
- 3.3 The site takes direct access from Clitheroe road, at the west of the application site, which will represent a safe and convenient access with wide visibility splays. This is similar to access consented to as part of the previous application and as such has already been determined as acceptable in the context of a development of this size.
- 3.4 The proposed bungalow will have two bedrooms and will benefit from a separate detached garage as well as garden space. It is the applicant's intention to deliver a scheme which respects the vernacular and enhances the local sense of character, therefore the design of the property will seek to reflect adjacent properties as will the choice of materials. In addition, the scheme will also seek to ensure that the amenities of existing and future residents will not be compromised by the proposals.
- 3.5 The proposals look to retain the existing landscaping, namely the mature trees and shrubs which are situated along the site's eastern boundary. Its proposed that a stone wall 0.9m in height will sit along the site frontage, as will a new footpath which will be constructed to adoptable standards. As can be seen from the supplied layout, the siting of the Proposed Development, has been chosen carefully so as to minimise the impact on visual amenity and the environment. Great care has been given to design a scheme which works with the existing topography and built features in order to further minimise the impact of the development.

4 PLANNING HISTORY

4.1 The site and its immediate surroundings have been subject to a planning history search on the Ribble Valley Borough Council's planning register. The following applications are noted:

- **Planning application ref. 3/2016/0645** is the application which was previously submitted on the Application Site and also sought permission for one detached dwelling. The application was submitted with all matters reserved and was consented on the 23/08/2016. Further information regarding this consent is available in section 6.21 of this statement and within Appendix 2, which contains a copy of the officer's report.
- **Planning application ref. 3/2012/0617** relates to the land adjoining the Application Site to the north, which was later superseded by a full planning application (see below). The application was for outlined permission for seven homes and was approved subject to conditions on the 13/05/2013.
- **Planning application ref. 3/2014/0725** relates to same plot as referenced above, immediately to the north of the proposal site, which has recently been built out. This application was for full planning permission and was approved on 09/12/2014.
- **Planning application ref. 3/2016/0374** sought permission for nine dwellings on land approx. 135m north of the application site. The application was approved on the 22/12/2016.
- **Planning application ref. 3/2017/0603** relates to the same application site as that referred to in the above application. This also sought permission for 9 dwellings but looked to move to bungalow type accommodation. At the time of submission this application was yet to be determined.

4.2 There are no other applications evident from the planning register which are deemed relevant to the current proposals to which this planning application relates.

5 PLANNING POLICY ASSESSMENT

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that:

“where in making any determination under the planning Acts, regard is to be had to the Development Plan, the determination shall be made in accordance with the plan unless material consideration indicates otherwise”.

5.2 In this instance, the Development Plan for the Application Site comprises of the Ribble Valley Borough Council Core Strategy 2008 – 2028 (2014). Additionally, key policy documents that comprise ‘material considerations’ include to the National Planning Policy Framework (NPPF), National Planning Policy Guidance (NPPG) and the emerging Housing and Economic Development Plan Document (HED DPD). These material considerations are set out at Section 6 of this statement.

5.3 Currently the proposal maps published within the now replaced Districtwide Local Plan remain adopted until a revised set of plans are produced as part of the Housing and Economic Development DPD become adopted. An extract from the Districtwide Local Plan Proposals Map (1998) is provided at Figure 2, the site is located within the designated open countryside falling outside of the settlement boundary of Barrow.

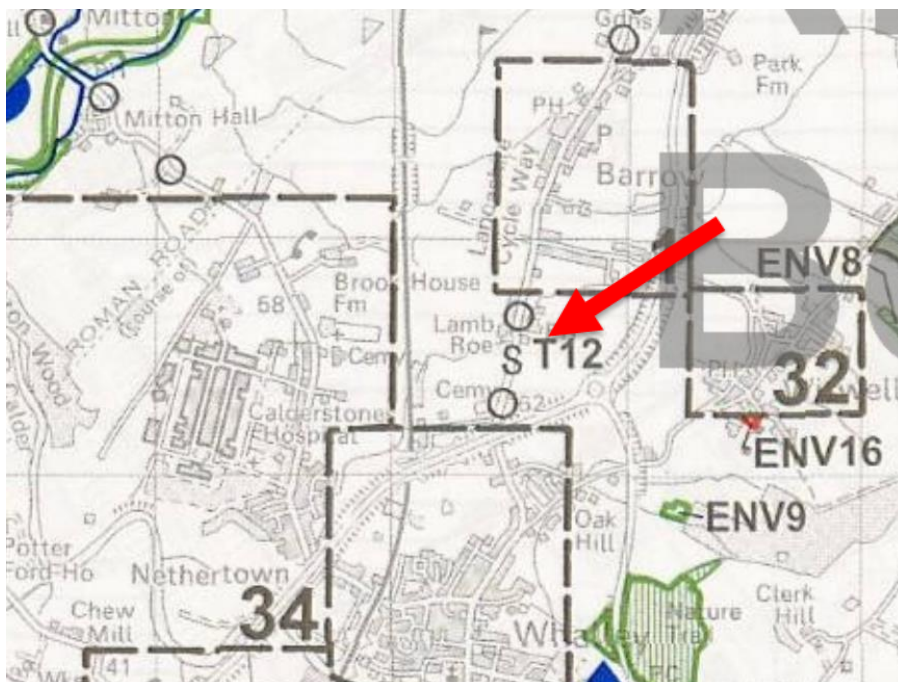


Figure 2: Extract from the Local Plan (1998) Proposals Map

Ribble Valley Borough Council - Core Strategy 2008 – 2028

5.4 The Ribble Valley Borough Council Core Strategy 2008 – 2028 was adopted in December 2014 and therefore can broadly be regarded as containing relevant and up to date policies in the consideration of this application. Furthermore, the following policies are considered to be relevant to the determination of the application, however they will be afforded weight in accordance with their consistency with the NPPF and this is discussed further in the Material Considerations section of the statement: -

- Key Statement DS1: Development Strategy;
- Key Statement DS2: Sustainable Development;
- Key Statement EN2: Landscape;
- Key Statement EN4: Biodiversity and Geodiversity;
- Key Statement H1: Housing Provision;
- Key Statement H2: Housing Balance;
- Policy DMG1: General Considerations;
- Policy DMG2: Strategic Considerations;
- Policy DME1: Protecting Trees and Woodlands;
- Policy DME2: Landscape and Townscape Protection;
- Policy DME3: Site and Species Protection and Conservation;
- Policy DMH3: Dwellings in the Open Countryside & the AONB;
- Policy DMB4: Open Space Provision.

5.5 **Key Statement DS1** seeks to outline briefly the locations in which growth will be focused. Whilst the statement refers to strategic sites already allocated for development, it does also infer that all other development will be focused around principal settlements and 'Tier 1' settlements, one of which is Barrow. The policy states that development in all settlements will be considered acceptable if they demonstrate regeneration benefits and are *'appropriate for consolidation and expansion or rounding-off of the built-up area'*. The proposal constitutes development in an area that, to a degree, is already built up and therefore represents a scheme far preferable to sporadic development in more rural areas or smaller 'Tier 2' settlements.

5.6 Clearly, based on the extant consent, the principle of the proposed development is already well established through the earlier consent granted for residential development which remains extant. Furthermore, as part of the previously mentioned Housing and Economic Development DPD the settlement boundary of Barrow has been subject to modification and as a result the Application Site is now incorporated within the settlement boundary, see appendix 1 of this statement for the relevant excerpt. Subsequently, whilst the DPD is not yet adopted, it remains a material consideration and therefore allows the proposal to be viewed favourably within the context of the above policy.

5.7 **Key Statement DS2:** Sustainable Development looks to mirror Paragraph 14 of the NPPF which details the sustainable development principle that seeks to guide both authorities and developers. Further to that it places emphasis on the council to develop proactive relationships with applicants to ensure that where possible applications are approved unless material considerations indicate otherwise. The proposal at hand is both well considered and respectful to the surrounding vernacular and as such the development is not thought to generate any adverse impacts. Based on this and the more extensive guidance outlined in the NPPF it is concluded the proposals constitute sustainable development and therefore adhere to this key statement.

5.8 **Key Statement EN2:** Landscape, mainly focuses on protection of the Forest of Bowland AONB through ensuring development contributes to the conservation of the area by enhancing and protecting the landscape and character. The statement does offer more general coverage by linking the policy to the protection of all landscapes outlining that the council expects all development to be in-keeping with the character of the landscape.

5.9 In the council's justification for the policy they state that:

“The Council will also seek to ensure that the open countryside is protected from inappropriate development. Developers should adopt a non-standardised approach to design which recognises and enhances local distinctiveness, landscape character, the quality of the built fabric, historic patterns and landscape tranquillity.”

- 5.10 As previously outlined the proposal would seek to use materials that are sympathetic to surrounding development. The proposed layout (drawing ref. 1224-PL06) and associated elevation drawing, detail the intention to develop a site which sits well within the surrounding development creating a home more in-line with the landscape character and local distinctiveness. On that basis, in the context of policy Key Statement EN2 Landscape, the proposed new dwelling is seemingly not in conflict with the development plan and therefore this policy would not represent justification to refuse this application. Moreover, this matter in principle is already well established through the earlier consent granted for a similar development which remains extant.
- 5.11 **Key Statement EN4:** Biodiversity and Geodiversity outlines that development should look to conserve and enhance the local biodiversity and geodiversity and any negative impacts should be avoided. The policy is in place mainly to add further protection to designated sites of environmental and ecological importance, of which the site is not. However, the overriding theme is that development should be able to mitigate any perceived negative impacts. The Application Site is a small maintained grassed plot that does not represent an ecologically sensitive location. Additionally, the proposal seeks to retain existing natural features where possible and as such is not thought to conflict with Key Statement EN4.
- 5.12 **Key Statement H1** focuses on housing provision, it states that the requirement for new homes will be delivered in line with the Council’s Strategic Housing Land Availability Assessment. Further to this it states the council will adopt a ‘plan-monitor-manage’ approach to guarantee the assessment is continually monitored to ensure a rolling five-year land supply is achieved and maintained.
- 5.13 The subsequent statement **Key Statement H2:** Housing Balance, follows on from the above to outline that planning permission will be granted when the proposal is in line with local demand as evidenced in the Strategic Housing Market Assessment (SHMA). The SHMA (2008) acknowledges that detached housing in rural and suburban areas such as that proposed is clearly in demand.
- 5.14 As noted the proposal seeks to deliver a detached 2-bed bungalow. There is an acknowledged need for such development in the borough as noted in the Council document: Addressing Housing Need in Ribble Valley - Housing Policy (2011). This document states that *“the market has developed little bungalow accommodation”* and as such it details a requirement for 15% of the units built as part of 30+ dwelling developments to be bungalows for the elderly. The Strategic Housing Market Assessment (June 2013) notes a higher than average proportion of people of pensionable age in the Borough (approx. 3.9% higher than the national average). Table 6.1 of the document infers that between 2013-2028 the population increase of those aged 80-90 is between 76.5% and 91.7%. All this suggest further that there remains a demand for bungalow development within the borough.
- 5.15 The Wiswell and Barrow Housing Needs Survey (February 2011) also indicated that provision for older people will have to be enhanced on the basis over 40% of the respondents where over 55

years of age. Furthermore section 5.5/Chart 13 outlines that the almost 19% of new housing needs to be bungalows.

5.16 **Policy DMG1:** General Considerations assists in ensuring that development proposals are in line with numerous broad considerations by providing a series of overarching considerations regarding the quality of developments. The policy categorises the criteria under 6 headings which are as follows:

- Design;
- Access;
- Amenity;
- Environment;
- Infrastructure;
- Other.

5.17 The design of the proposed scheme is thought to be well-considered and of a high standard that both provides a quality addition to the local housing mix whilst being reflective and sympathetic to local character. The design has ensured the development is of a fitting scale in the context of surrounding development, particularly in relation to the immediate north which is currently being constructed by the applicant. Furthermore, as outlined in sections 5.14 and 5.15, there is clearly a demand for bungalow accommodation.

5.18 The policy summarises that regarding access that any proposals be safe, suitable and consider the potential traffic implications. Matters relating to access onto Clitheroe Road have been considered in detail as part of other adjacent developments which involved the introduction of a notable higher number of new vehicle trips than that associated with the proposal at hand. The dwelling will benefit from its own access which removes the need to make alterations to the private road to the immediate north which serves the existing property (Ashleigh) or the access associated with the Whalley Industrial Park.

5.19 The Application Site sits within an area characterised by development. As noted previously new residential properties exist to the north with other existing dwellings also sitting along the other side of Clitheroe Road to the west. Subsequently it's clear the proposed bungalow will be viewed in the context of the existing levels of development and residential nature of the surround. It is therefore considered that any impact on amenity of views would be minor allowing the developer to deliver a well-designed scheme where the principle of residential development is already established, without impeding the local amenity of others when assessed against any of the criteria outlined in Policy DMG1. In the context of the section of the policy which refers to environmental considerations the site does not sit within any local or national landscape/ecological designations.

5.20 **Policy DMG2** outlines further strategic considerations. The policy assists in the interpretation of the Development Strategy and underpins the settlement hierarchy for the purposes of delivering sustainable development. The policy also states that within the Open Countryside development will be required to be in keeping with the character of the landscape and acknowledge the special qualities of the area by virtue of its size, design, use of materials, landscaping and siting. As mentioned previously it is anticipated this has been achieved within the proposal at hand.

5.21 There will be no requirement for the clearance of woodland and nor will there be any substantial impacts on existing trees located within or on the boundary of the development site. Nevertheless,

to provide confidence in the proposals the application is accompanied by a tree survey which details the location and value of the onsite trees. On the basis that none of the documented trees are of significant A-grade value and the development will largely allow for the retention were possible of the existing vegetation it is thought that the proposal adheres to **Policy DME1: Protecting Trees and Woodlands**.

5.22 **Policy DME2: Landscape and Townscape Protection** states the proposals which induce significant harm to important landscape or landscape features. Such features are outlined as including:

1. *Traditional Stone Walls.*
2. *Ponds.*
3. *Characteristic Herb Rich Meadows and Pastures.*
4. *Woodlands.*
5. *Copses.*
6. *Hedgerows and Individual Trees*
7. *Townscape Elements such as the Scale, Form, and Materials that Contribute to the Characteristic Townscapes of the Area.*
8. *Upland Landscapes and Associated Habitats Such as Blanket Bog.*
9. *Botanically Rich Roadside Verges (That are Worthy of Protection)."*

5.23 As with previous policies, its considered that the supporting information details sufficient data as to qualify the proposals impact as acceptable. Effort has been made as to ensure disruption to existing features is minimal and the development sits well within the local area. With development at the site previously being consented it is believed that site has already been adjudged as acceptable against such policies and that the value of the land in terms of Landscape and Townscape is not seen as a significant constraint to development.

5.24 The next policy detailed in the plan, **Policy DME3: Sites and Species Protection and Conservation**, follows on from the above. As with DME2 it seeks to protect elements of any proposal site which have notable value, with a focus on relevant ecological designations such as Special Protection Areas and SSSIs. Further to this it also places emphasis on the protection of priority habitats. The development site is not covered by and local or national ecological designations and modest scale of the proposal and urban nature of the surround suggest the impacts of the development on local ecology will be insignificant.

5.25 The development site lies within an area that is shown to be Open Countryside on the proposals map. Whilst these maps are due to be updated, in line with the Core Strategy, they remain adopted and as such **Policy DMH3: Dwellings in the Open Countryside and AONB** is deemed relevant to the application. As previously stated, the Application Site benefits from an extant planning permission for the erection of a dwelling hence it is considered that Policy DMH3, which concerns the principle of development, has previously been dealt with and the Council found that there were other material considerations which demonstrated the proposal is acceptable. Furthermore, as noted in the subsequent section, regard was had for the emerging Housing and Economic Development DPD which looks to incorporate the Application Site within the settlement boundary of Barrow, thus removing it from the Open Countryside.

6 MATERIAL CONSIDERATIONS

National Planning Policy Framework (2012)

- 6.1 The NPPF is a material consideration in planning decisions as per Paragraph 2 of the Framework and Section 38(6) of the Planning and Compulsory Purchase Act 2004.
- 6.2 The golden thread running throughout the NPPF is the Government's presumption in favour of sustainable development (Paragraph 14) whereby proposed developments which correctly balance the requirements of economic, social and environmental issues should be granted planning permission unless there are strong reasons that permission should not be granted. The NPPF also strongly supports economic and housing development.
- 6.3 Sustainable development is broadly defined in Paragraph 7 of the Framework as having three dimensions; namely economic, social and environmental. Paragraph 17 sets out the core planning principles which include the need 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...”*
 - *Always seek to secure high quality design and a good standard of amenity for all existing and future occupants of land and buildings...*
 - *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...”*
- 6.4 In terms of economic benefits, the proposals would make a positive contribution to housing land supply in Barrow and the surrounding rural area. The scale of the development is in keeping with the locality and will clearly provide a not insignificant economic boost locally through the development of a new dwelling.
- 6.5 The social aspect of sustainability is met, in that the proposal will result in the creation of a high-quality environment, and comprises a compatible use in keeping with the neighbouring uses in the immediate surrounds of the site. The development will contribute to the general market availability as well as providing a house type for which there is a clear demand for within the borough.
- 6.6 As outlined earlier in this statement the site lies just outside the boundary of Barrow and therefore offers a location with excellent access to local services. With proposed vehicular access to the new dwellings being taken from Clitheroe Road and the associated bus services, the development can promote the use of sustainable transport modes and reduce reliance on the private car.
- 6.7 Turning to the environmental aspect of sustainability, the site is not subject to any statutory ecological designations, Tree Preservation Orders, Heritage assets or protected species. It is not within an area at risk of flooding as defined by the Environment Agency.

- 6.8 The Application Site comprises informal grass land with little ecological or landscape value. The Proposed Development is intended to retain existing trees and other landscape features of interest where possible, and will also provide new planting as part of the development.
- 6.9 It is considered that the Proposed Development will result in an overall improvement in the visual aspect of the site from the neighbouring properties and from the highway, and that there are no significant adverse environmental impacts which arise from the proposed development.
- 6.10 Paragraph 14 of the Framework establishes a presumption in favour of sustainable development. The site would help meet current housing needs of Ribble Valley Borough Council in a manner which does not compromise the ability of future generations to meet their own needs. The proposals therefore have the potential to comprise sustainable development and accordingly would benefit from the presumption in favour of such development as stated in Paragraph 14 of the Framework.
- 6.11 This statement and supporting documents have demonstrated that this application is consistent with the above statement, in that the development will not generate significant adverse impacts and should therefore be subsequently approved.
- 6.12 Chapter 4 of the Framework, Promoting Sustainable Transport, at Paragraph 32 states that development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe. It is clear that this is not the case with the proposal now before the council.
- 6.13 Paragraph 34 of the Framework requires that Local Planning Authorities ensure that 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. The site is located on a main transport corridor close to Barrow and benefits from the associated accessibility to various sustainable means of transport.
- 6.14 A further aim of the Framework is to boost significantly the supply of housing. Paragraph 47 of the Framework sets out a number of requirements to be undertaken by local authorities to help achieve this aim; bullet points 1 and 2 are worthy of consideration:

Para 47. "To boost significantly the supply of housing, local planning authorities should:

- use their evidence base to ensure that their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework, including identifying key sites which are critical to the delivery of the housing strategy over the plan period;*
- identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. 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.”

- 6.15 Paragraph 56, in relation to design, states that good design is a key aspect of sustainable development. This statement considers the design principles in detail, ensuring that the Proposed Development is compliant with the requirements of the Framework in that it contributes positively to making places better for people.
- 6.16 Chapter 10 of the Framework considers climate change, flooding and coastal change. Paragraph 100 states that inappropriate development in areas at risk of flooding should be avoided by directing development away from areas at highest risk. Paragraph 103 states that when determining planning applications, Local Planning Authorities should ensure flood risk is not increased elsewhere. The site is located entirely within Flood Zone 1 and therefore it is not considered the proposal poses any additional risk to flooding in the local area.
- 6.17 Paragraph 187 of the Framework states that Local Planning Authorities should look for solutions rather than problems, and that decision takers at every level should seek to approve application for sustainable development where possible.
- 6.18 Paragraph 197 states that in assessing and determining development proposals, Local Planning Authorities should apply the presumption in favour of sustainable development.
- 6.19 Paragraph 215 states that due weight should be given to relevant policies in existing plans in accordance to their degree of consistency with the Framework, in that the closer the policies in the plan are to the policies in the Framework, the greater the weight that should be afforded.

Other Relevant Local Guidance

Housing and Economic Development DPD (HED DPD)

- 6.20 The HED DPD was submitted to the Secretary of State for Independent Examination on 28th July 2017. As such it is accepted the document is at a progressed stage and subsequently represents a material consideration.
- 6.21 Largely the features of the document aren't of great significance to the project however one area of note are its implications on the defined settlement boundaries. As part of the DPD the settlement boundaries have been subject to alteration, one such alteration sees the Application Site included within the settlement boundary of Barrow. This clearly has ramifications in the weight afforded to the Open Countryside policy which currently covers the site. In the officer's report associated with the previous consent, significant weight was given to the proposed modifications to the settlement boundary in so far as the proposal was considered as falling within a Tier 1 Settlement, with the open countryside policies not considered as relevant to the proposals determination. A copy of the officer's report is included in Appendix 2.

Strategic Housing Market Assessment report (2013)

- 6.22 This report was produced as an update to the adopted 2008 assessment. The report is similar to the previous version in that it looks to assess the suitability and effectiveness of the relevant housing policy in aiding the council achieve its housing provision targets.
- 6.23 The report summarises that the most common type of homes in the region are detached, only 8% were flats which is over 14% lower than the national average. Additionally, the Private Rented Sector is thought to have grown 60% between 2001-2011, with the proportion of homes in the sector supported by Housing Benefit/Local Housing Allowance being 5% lower than the national average. The average house price within the area (£246,519), was shown to be higher than the average for the North West and England.
- 6.24 Whilst the annual homes target has been increased since the assessment was produced, from 250 to 280 per annum, the report is still broadly applicable as to the regions housing market. The assessment outlines that 30% of the regions new housing should be affordable, however this could be subject to alteration should the region exceed its annual target. It also acknowledges that for smaller developments and those below the thresholds set out in the core strategy, other mechanisms for contribution to the affordable housing market should be available.

Strategic Housing Land Availability Assessment Report (2013 Update)

- 6.25 As with above this assessment is an update to one previously completed and adopted by RVBC, the documents primary aim is identifying amount and location of land available and suitable for future housing development.
- 6.26 As part of the updated report there was a further 'call for sites' which led to the submission of 110 potential development plots, this was in addition to a number of sites that were carried forward from the 2009 assessment. This was reduced once sites were subjected to the SHLAA methodology criteria alongside considerations over site availability and achievability.
- 6.27 The conclusion was that there is enough land for 6,130 dwellings that could be developed within 6-10 years from the time the assessment was conducted. This alongside other future projections for the rest of the plan period suggested there was no need to outline additional future locations for development.

7 CONCLUSION

7.1 PWA Planning is retained by Reilly Developments Ltd to prepare and submit a full planning application for the erection of 1 no. dwellings at land to the east of Clitheroe Road, Barrow, Lancashire. The description of the development as per the submitted 1APP form is as follows:

“Erection of 1no. Bungalow and Associated Works.”

7.2 The works would result in a number of key benefits which are deemed relevant to the determination of the application, namely: -

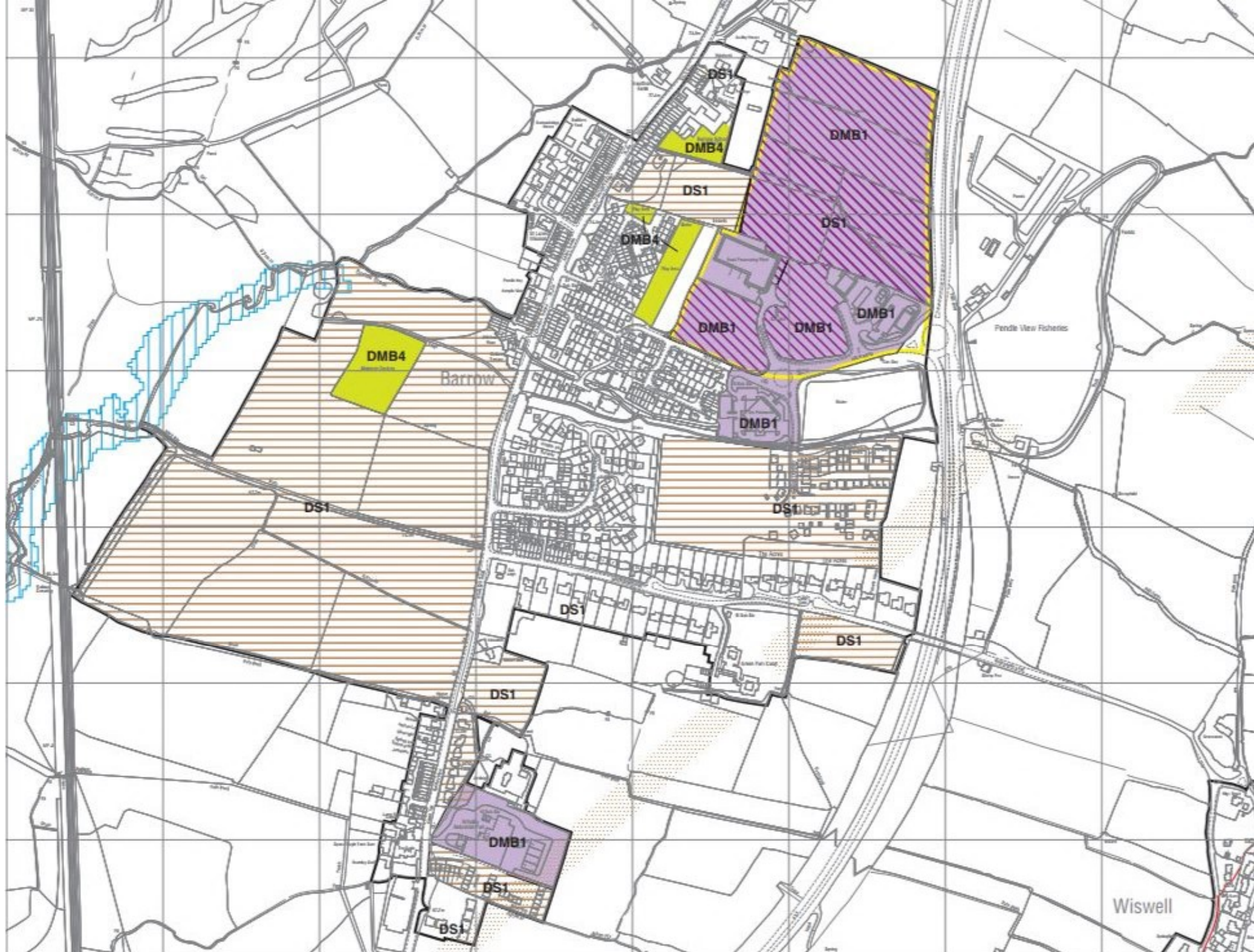
- Delivery of a much-needed bungalow home, assisting the Authority in meeting their objectively assessed needs;
- The enhancement of local character and distinctiveness through the implementation of sensitive landscaping measures;
- Support for existing businesses and suppliers in the area during construction, contributing to the local economy.

7.3 As addressed earlier within this statement, it is clear that the proposals represent a sustainable development which is consistent with adopted planning policy and which should therefore be supported.

7.4 This Planning Statement has reviewed the scheme against relevant development plan policy as well as other relevant planning guidance, including the National Planning Policy Framework and identifies broad compliance with relevant policies. Furthermore, it is clear that there would be no harmful impacts resulting from the Proposed Development and hence no reason that planning permission ought not to be granted. In addition to that there are other material considerations which support the granting of planning permission and which should be afforded significant weight in the determination of the application.

7.5 For the reasons identified within this Statement, it is considered that detailed planning permission for the Proposed Development should be granted and the application is commended to the authority.

Appendix 1 – Draft HED DPD Proposals Map Excerpt



Appendix 2 – Officer’s Report for application 3/2016/0645

Report to be read in conjunction with the Decision Notice.

Application Ref:	3/2016/0645	 Ribble Valley Borough Council <small>www.ribblevalley.gov.uk</small>
Date Inspected:	27/07/16	
Officer:	RM	
DELEGATED ITEM FILE REPORT:		APPROVAL

Development Description:	Outline planning for the erection of one residential dwelling with all matters reserved.
Site Address/Location:	Whalley Industrial Park, Clitheroe Road

CONSULTATIONS:	Parish/Town Council
<p>Object to the proposal for another dwelling in the village of Barrow. There is no provision for additional housing in Barrow and a similar proposal for a new dwelling was recently refused in Barrow on this basis.</p> <p>The information contained within the application is very limited and there are serious concerns in respect of the small size of the plot and the lack of adequate off-street parking provision.</p>	

CONSULTATIONS:	Highways/Water Authority/Other Bodies
LCC Highways:	
<p>No objection to the principle of residential development on this site, subject to imposition of a number of conditions.</p> <p>Whilst this is an outline application with all matters reserved the applicant is requested to submit an indicative plan showing that the required sight lines can be achieved.</p>	
Countryside Officer:	
<p>There are trees within influencing distance of the site and therefore the reserved matters application will need to be accompanied by an Arboricultural Impact Assessment Report in respect of these trees.</p>	
Environmental Health:	
<p>No objection provided the dwelling is constructed in accordance with submitted acoustic strategy (dated 16th August 2016).</p>	

CONSULTATIONS:	Additional Representations.
<p>Letters of objection have been received from three nearby residents. The points raised are summarised below:</p> <ul style="list-style-type: none"> • The site forms part of the visibility splay for the neighbouring Industrial park; • The proposed dwelling would be disproportionate to the size of the plot; • The orientation and design of the house is unclear from submitted plans; • Enough houses being built in Barrow; • There is no room on the site for construction vehicles and the house to be built, this will 	

- result in vehicles parking on the road;
- Impact on the adjacent trees (two trees have already been felled prior to the submission of this application);
- Visual impact of the dwelling and its parking area;
- Loss of light and views;
- Highway safety;
- Noise disturbance during construction phase;
- Repositioning of telegraph pole;
- There is a drainage ditch to the rear of the site;
- The dwelling would be sited very close to the road;
- Vehicles will struggle to gain access in and out of this site;
- Devaluing of nearby properties.

RELEVANT POLICIES AND SITE PLANNING HISTORY:

Ribble Valley Core Strategy:

Key Statement DS1 – Development Strategy
 Key Statement DS2 – Sustainable Development
 Key Statement H1 – Housing Provision
 Key Statement H2 – Housing Balance
 Key Statement DMI2 – Transport Considerations
 Policy DMG1 – General Considerations
 Policy DMG2 – Strategic Considerations
 Policy DMG3 – Transport & Mobility
 Policy EN2 – Landscape & Townscape Protection
 Policy DME1 – Protecting Trees & Woodland
 Policy DME3 – Site and Species Protection and Conservation

National Planning Policy Framework (NPPF)

Relevant Planning History:

3/2014/0725 (adjacent site to north) - Proposed erection of 7 no. dwellings and associated works – granted subject to conditions

ASSESSMENT OF PROPOSED DEVELOPMENT:

Site Description

The application relates to a vacant plot of grassland fronting onto Clitheroe Road in Barrow. The site measures 335sq m and is bounded to the west by the highway of Clitheroe Road and to the north by a recently completed residential development for seven detached dwellings facing onto Clitheroe Road in a linear formation (3/2014/0725).

Towards the eastern boundary of the site is an existing drainage ditch and on the opposite side of this is a row of mature trees which separate the application site from the neighbouring Whalley Industrial Estate.

The application site is located outside of the 1998 Settlement Boundary of Barrow but is within the

Proposed Draft Settlement Boundary.

Proposed Development for which consent is sought:

The application seeks outline consent for the erection of one dwelling on this plot of land, with all matters reserved.

An indicative layout plan has been submitted to show the possible siting of the dwelling, however this is for illustrative purposes only and such matters would be considered by any future reserved matters application.

The application would include the provision of a new footway on Clitheroe Road, achieved by extending the new footway that has been constructed for the dwellings directly to the north. To allow for this footway an existing telegraph pole would need to be relocated.

Principle of Development:

The application site is located within the Proposed Draft Settlement Boundary of Barrow, which is categorised as a Tier 1 Village in Key Statement DS1 of the Ribble Valley Core Strategy. Key Statement DS1, along with Policy DMG2, both seek to ensure new housing is located within the three principal settlements, the strategic site or the nine Tier 1 Villages which are considered to be the more sustainable of the 32 defined settlements.

Whilst it is accepted that there is a 0 residual need for additional housing in Barrow, as the residual need has been met by extant planning consents, the residual need should not be considered to be the maximum amount of dwellings permitted in a settlement and thus it is considered that it would be unsustainable to refuse an application for one additional dwelling. The Parish Council have made reference to an application for a dwelling that was refused in Barrow on the basis that there was an over provision of houses in the settlement. The Parish Council have not given the address or reference number for this application and no planning record of such a decision has been found. The Council have refused applications for new dwellings that are located outside the Draft Settlement Boundary of Barrow on the grounds of unsuitability, but to my knowledge no applications have been refused within the Draft Settlement Boundary on the basis of an over provision of house numbers.

In view of the above, it is considered that the principle of developing this site for residential use, in a residential area within a Tier 1 Settlement, complies with Key Statements DS1 and DS2, along with Policy DMG2 of the Core Strategy.

Impact Upon Residential Amenity:

As the application is made in outline only with all matters reserved, the design, appearance and siting/layout of dwelling is yet to be established. Nevertheless, the front elevations of the terrace dwellings on the opposite side of Clitheroe Road are sited 21m from the front of the application site and therefore a dwelling can be erected on the site without significantly impacting upon the residential amenity of the houses opposite.

To the north is the end dwelling of the seven recently constructed properties fronting onto Clitheroe Road. This dwelling has an integral garage close to the boundary shared with the application site and the side elevation of this property contains no window openings facing the application site.

To the south and east of the site is the Whalley Industrial Park and the impact of this commercial use on the potential residents of the proposed dwelling must be considered. The application is accompanied by an acoustic strategy which details the measures that will be incorporated into the proposed dwelling to ensure that noise from this neighbouring use does not impact upon residential amenity. Such measures include the window glazing specifications and acoustic trickle vents, and these measures are identical to what was approved at the dwellings directly to the north. A condition has been attached to the recommendation requiring these measures to be implemented within the proposed dwelling and provided this condition is adhered to the proposed residential use of the site is considered to be compatible with the neighbouring industrial estate.

In summary, it is considered that a dwelling of some kind can be accommodated/sited on this plot without having a detrimental impact upon neighbouring residential amenity in accordance with Policy DMG1.

Visual Amenity/External Appearance:

Similar to the above, the application does not seek consent for the layout, design/external appearance or scale of the proposed dwelling and such issues would be considered in full detail as part of the reserved matters application.

The outline application was accompanied by an indicative layout plan showing the possible siting of the dwelling on this site, however the LPA did not consider this layout (even though it was indicative only) to be acceptable as the building as shown would have been forward of the established building line to the north. As such, due to the constrained nature of this site, being relatively small (335 sqm) with a drainage ditch and trees at the eastern boundary and a strong building line to the west (provided by the dwellings to the north), the LPA contacted the applicant's agent and requested that the outline application be amended to include layout as a detail for which consent was sought, so as the LPA could be sure that a dwelling could be acceptably located on this site – the LPA did not want to approve an application for outline consent when it was of the opinion that a house could not be acceptably located on this site.

In response, the applicant refused to include layout as a detailed matter and submitted a revised indicative layout plan showing a dwelling that would not project beyond the building line, but it would appear to be built over the existing ditch at the rear of the site, so as to demonstrate that a dwelling can be sited on this plot.

In view of the above, the LPA have to assess the outline application as submitted, with all matters reserved, and whilst the LPA still have reservations in respect of the siting, scale and size of the dwelling that could be provided on this site, it cannot definitively state that "a dwelling" could clearly not be located on this site to an extent that would justify refusing the application. The LPA has therefore made the applicant's agent aware that at this stage they are not entirely convinced that a dwelling could be located on the site, but accepts that this is an issue that would be fully assessed and considered once layout, scale and appearance were submitted as part of a reserved matters application. The LPA has informed the applicant that it is unlikely that the layout shown on either of the indicative plans would be acceptable at reserved matters stage, however given that this is an outline application for all matters reserved, the LPA are only considering the principle of residential development on this site, and hence the only plan to be considered at this stage is the site edged red/location plan.

In view of the above, as the applicant has refused to apply for layout as a detailed matter, the LPA are only considering the principle of development on this site, and as detailed elsewhere in this report the principle of the development is considered to be acceptable within the settlement of Barrow. The LPA has however made the applicant's agent aware of their concerns in respect of the

ability to provide a dwelling on this site that would reflect the size and layout of the adjacent properties and the surrounding area in general.

Highways:

The application does not include details of access, however it is extremely likely that the property will be accessed directly off Clitheroe Road. The Highway Officer has raised no objection and requested that an indicative plan be submitted showing that acceptable sight lines could be provided.

The indicative plan has been submitted showing the sight lines are achievable and provision of off-street parking spaces within the curtilage. In view of this the Highway Officer has no objection to the proposal subject to the imposition of conditions.

Trees/ecology:

There are a number of trees located to the rear boundary of the site, on the opposite side of the drainage ditch. The submitted plan shows the root protection areas for these trees and the Council's Countryside Officer is satisfied with the level of information submitted at outline stage. However it is requested that the reserved matters application, which will show the exact siting and scale of the dwelling, is accompanied by an Arboricultural Impact Assessment.

Other issues:

The Parish Council and objectors have raised concerns over the size of the dwelling, its orientation and siting within the site, however these plans are indicative only and such issues would be considered as part of the reserved matters application. The relocation of the telegraph pole is a private matter to be resolved between the applicant and the provider and the two trees that appear to have been recently felled on the site were not covered by a tree preservation order.

Observations/Consideration of Matters Raised/Conclusion:

Considering all of the above and having regard to all material considerations and matters raised, the principle of residential development on this site is considered to be acceptable and subsequently the application is recommended for approval, subject to conditions.

RECOMMENDATION:

That planning consent be granted.

