



DESIGN AND ACCESS STATEMENT INCORPORATING A PLANNING POLICY STATEMENT

**FULL APPLICATION FOR
THE ERECTION OF 27 NO. INDUSTRIAL UNITS
(CLASS B1), OFFICE BUILDING, LAYOUT OF ESTATE ROAD
AND PARKING AREAS AND ASSOCIATED WORKS.**

**SITE AT : FORMER GOLF DRIVING RANGE, UPBROOKS,
LINCOLN WAY, CLITHEROE.**

February 2018

1 INTRODUCTION

- 1.1 This Design and Access Statement incorporating a Planning Policy Statement supports a full planning application for the erection of 27 no. industrial units and an office building with the associated estate road, car parking and associated works submitted to Ribble Valley Borough Council. It should be read in conjunction with the other submission documents and plans.
- 1.2 This statement will reference the previously approved industrial development at this site which is now partly implemented. It will describe the changes now proposed to that approved scheme with this redesigned development and address the appropriate planning issues and planning policy position that should be considered.

2 SITE AND SURROUNDINGS

- 2.1 The application site is situated on the east side of Clitheroe and joins onto the Upbrooks employment site with primary access through the Salthill Industrial Estate, all located to the north and west of the site. Adjacent to the west there are the large industrial style buildings of Ultraframe. To the east and south there is open countryside.
- 2.2 The previous industrial development granted planning permission on the site in 2016 (see history) has been partly implemented. Thus, Lincoln Way has been extended towards the site to base course level and some industrial units to the immediate south of the site now applied for have been commenced.
- 2.3 The site does not have any landscape, townscape or ecological designations within it. There are no public footpaths crossing the site or other protection areas that preclude development of any part of the site.
- 2.4 The site itself comprised a former golf driving range and so was mostly laid to grass but is now undergoing development to implement the approved industrial development of the site. The site has a gradual slope from south to north. There are some peripheral trees but otherwise the site does not contain any features of note.

3 PLANNING HISTORY

- 3.1 The site had previously been used as a golf driving range which had been in existence since the mid 1990's but ceased operation in 2014.
- 3.2 In 2016 planning permission was granted for a comprehensive industrial estate development on the site that comprised, in brief, some 21 industrial units of mixed B1 and B2 uses providing a total of some 10,455 sq.m. of floorspace with its associated car parking, new access road and landscaping. The local authority reference number for that application is 3/2015/0159 (the approved application).
- 3.3 Pursuant to the granting of that permission, application for the discharge of various conditions relating to various details of the development were approved under local authority application references 3/2016/0401; 0761 and 1089. The approved industrial development was then commenced in 2016/17 and the first part of the development,

referred to as Building 1 is now nearing completion.

4 THE PROPOSED DEVELOPMENT

- 4.1 This application is, in effect, an amendment to part previously approved development. The part to be amended is what was referred to on the approved application as 'Building 2' that was a single large building to be split into four units to the rear and five smaller units across the front and located on the northernmost part of the site. This redesign keeps the approved five units across the front of the building but redesigns the rear part of the building where four units were approved. On that part, these proposals now split that part of the building into two 'wings' with car parking in between, the whole to create a 'U' shaped building in place of the large block approved building (building 5). In addition, there are two new buildings proposed adjacent to the northern boundary (buildings 6 & 7); an additional building to the east of the approved building (building 4) and a new office building, also to the east of the approved building (building 3). The layout now proposed with this application maintains the approved access road route but redesigns the car parking and servicing areas accordingly.
- 4.2. This redesign of the approved development has come forward in response to market demand to provide for smaller industrial units. The approved scheme had four large units varying in size from 1,300 sq.m. to 2,600 sq.m. The area occupied by the four units on the approved scheme now has 12 units in their place but only of the size of 150 – 175 sq.m. In this scheme there are three new buildings, three that provide for 12 smaller industrial units and one that provides 8 no. self-contained office suites. In total therefore, this revised scheme provides for 24 industrial units and 8 offices together with car parking, servicing, access road and landscaping as shown on the application plans.

5 PLANNING POLICY CONTEXT

National Planning Policy Framework

- 5.1 This is to be found in the National Planning Policy Framework (NPPF) was published in March 2012, Paragraph 2 states that *"Planning law requires that applications for planning permission must be determined in accordance with the development plan, unless material considerations indicate otherwise. The National Planning Policy Framework must be taken into account in the preparation of local and neighbourhood plans, and is a material consideration in planning decisions"*.
- 5.2 Further guidance in respect of implementation is provided in Annex 1, which states that the policies of the NPPF are applicable from the day of publication and describes the desirability of having an up-to-date plan in place. It also gives guidance in respect of the relative weight to be given to policies in emerging plans, based on their stage of preparation with the more advanced the plan the greater the relative weight.

- 5.3 The NPPF describes the overarching aim of the planning system as being to secure sustainable development; paragraph 7 states that there are three dimensions to sustainable development, namely economic, social and environmental and expands on those aspects and issues that are encompassed by each. Moreover, (paragraph 8), they cannot be considered in isolation and sustainable development is only achieved where all are embraced, and (paragraph 9), the pursuit of sustainable development involves seeking positive improvements including making it easier for jobs to be created in cities, towns and villages.
- 5.4 The NPPF also details a presumption in favour of sustainable development, likening it to “... *a golden thread running through both plan-making and decision taking*” (paragraph 14). In respect of the determination of planning applications this requires
- *Approving development proposals that accord with the development plan without delay; and*
 - *Where the development plan is absent, silent or relevant policies are out-of-date, granting planning permission unless:*
 - *Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or*
 - *Specific policies in this Framework indicate development should be restricted.*
- 5.5 Paragraph 17 details 12 core planning principles. The following extracts are of particular relevance:
- *Plans should be kept up-to-date*
 - *Proactively drive and support sustainable economic development to deliver the homes, business and industrial units ... 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*
 - *Take account of the different roles and character of different areas, promoting the vitality of our main urban areas ...*
 - *Contribute to conserving and enhancing the natural environment and reducing pollution. Allocations of land for development should prefer land of lesser environmental value ...*
 - *Encourage the re-use of land*
 - *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*
- 5.6 Paragraphs 18-22 are concerned with building a strong, competitive economy. They note that the Government is committed to securing economic growth in order to create jobs and prosperity, and to ensuring that the planning system does everything it can to support sustainable economic growth, with planning operating to encourage rather than impede sustainable growth: “*Therefore significant weight should be placed on the*

need to support economic growth through the planning system” and “To help achieve economic growth, local planning authorities should plan proactively to meet the development needs of business and support and economy fit for the 21st century”.

- 5.7 *“Investment in business should not be over-burdened by the combined requirements of planning policy expectations”, and to this end the preparation of local plans should achieve a number of objectives including:*
- setting out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth
 - set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period
 - support existing business sectors, with policies flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances

Statutory Development Plan

- 5.8 This is to be found in the Core Strategy 2008-2028 A Local Plan for Ribble Valley which was adopted in December 2014.
- 5.9 The relevant Core Strategy Key Statements and Policies are detailed below:

KS DS1 – Development Strategy. Development will be directed towards the strategic site at Standen, the principal settlements including Clitheroe and the Tier 1 villages.

KS DS2 – Presumption in Favour of Sustainable Development. In the determination of planning applications the LPA will reflect the presumption in favour of sustainable development detailed in the NPPF.

KS EN3 – Sustainable Development and Climate Change. Development should meet an appropriate recognised sustainable design and construction standard where viable. All development will be required to demonstrate how it will contribute towards reducing the Borough’s carbon footprint. Other requirements include the adoption of sustainable development principles, construction methods and drainage principles, the need for conservation of biodiversity and green infrastructure, and minimising the use of energy through design.

KS EN4 – Biodiversity and Geodiversity. The LPA will seek to conserve and where possible enhance these matters, which include Sites of Special Scientific Interest (SSSI’s), Local Nature Reserves and Local Geodiversity Heritage Sites; negative impacts should be avoided or mitigated.

KS EC1 – Business and Employment Development.

“Employment development will be directed towards the main settlements of Clitheroe, Whalley and Longridge as the preferred locations to accommodate employment growth together with land at Barrow Enterprise Site, the Lancashire Enterprise Zone at Samlesbury and locations well related to the A59 corridor.

The Council, in line with the evidence it has gathered, will aim to locate an additional

8 hectares of land for employment purpose in appropriate and sustainable locations during the lifetime of this plan.

Land will be made available for employment use in order to support the health of the local economy and wider sustainable job creation ...

In considering the development of land for economic development and in determining where this land will be located, priority will be given to the use of appropriate Brownfield sites to deliver employment-generating uses including a preference for the re-use of existing employment sites before alternatives are considered ...

... the BAe Samlesbury site should be regarded as a regionally significant employment site ... As such the site is not considered part of the borough's general employment land supply".

KS DMI2 – Transport Considerations. New development should be located to minimise the need to travel and incorporate good access by foot and cycle and have convenient links to public transport.

Policy DMG1 – General Considerations. A number of development control criteria that will secure better standards of development in respect of design, access, amenity and environment.

Policy DMG2 – Strategic Considerations. Development should be in accordance with the Development Strategy of the Core Strategy. Settlement boundaries are due to be updated in a DPD and development in defined settlements should consolidate, expand or round-off development so that it is closely related to built-up areas, ensuring that it is appropriate in scale.

Policy DMG3 – Transport and Mobility. Considerations include having regard for the availability and adequacy of public transport and associated infrastructure including the relationship to the primary and strategic road network, provision of access for pedestrians, cyclists and those with reduced mobility, and proposals which promote development within existing developed areas or extensions to them and locations which are highly accessible by means other than the private car.

Policy DME1 – Protecting Trees and Woodlands. A tree survey should demonstrate that significant harm will not result, or that appropriate mitigation is proposed.

Policy DME2 – Landscape and Townscape Protection. Development proposals which significantly harm important landscape or landscape features such as trees and hedges will be refused.

Policy DME3 – Site and Species Protection and Conservation. Development that is likely to adversely affect matters including species protected by law and SSSI's will be refused.

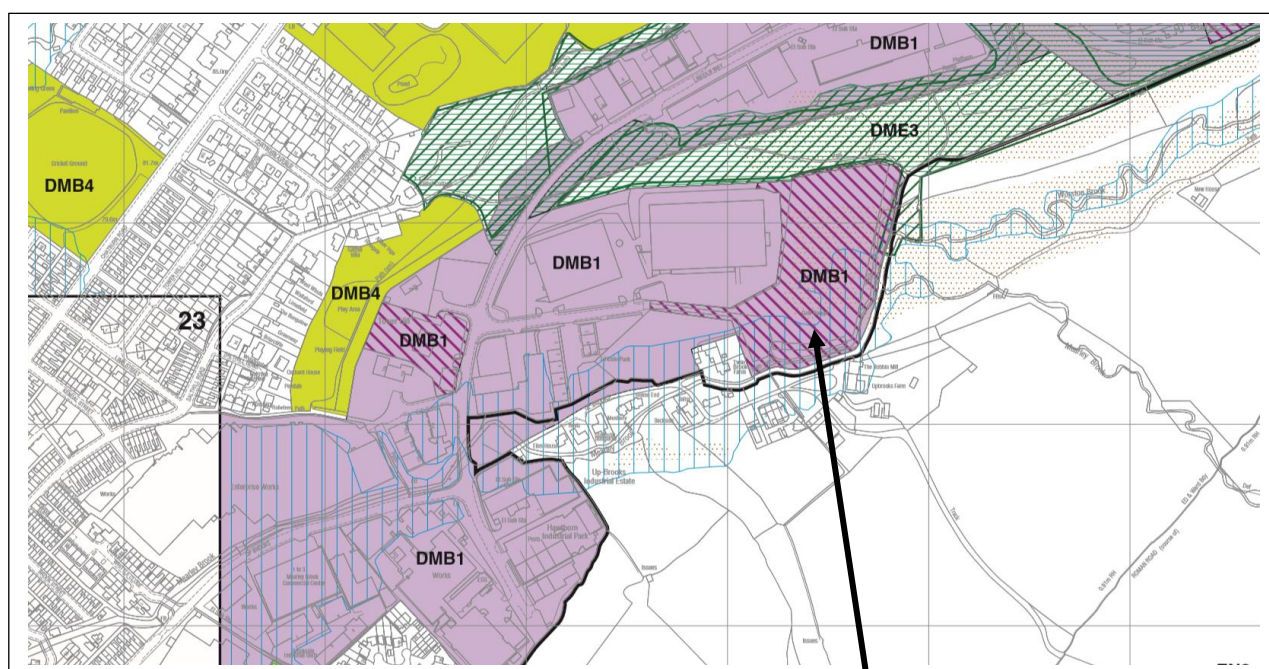
Policy DME6 – Water Management. Development will not be permitted that causes an unacceptable risk of flooding or exacerbates it elsewhere, and development proposals should include appropriate measures for the conservation, protection and management of water.

Policy DMB1 – Supporting Business Growth and the Local Economy. *"Proposals that*

are intended to support business growth and the local economy will be supported in principle. Development proposals will be determined in accord with the Core Strategy and detailed policies of the LDF as appropriate”.

Emerging Planning Policy

- 5.10 The Housing and Economic Development Development Plan Document. This plan sets out more detailed policy coverage to fully implement the policies of the Core Strategy and is accompanied by a proposals map showing the extent of allocations and designations arising from the adopted Core Strategy. The plan has been the subject of a recent Examination in Public and the Inspector's decision is awaited. It has not therefore been adopted and carries little weight in the determination of an individual planning application. However in relation to this site, the proposals map identifies it under a Policy DMB1 employment allocation as a committed employment site.



SHEET 4

Key

- Borough Boundary
- Inset Map Boundary
- Draft Settlement Boundary DS1
- Clitheroe Principal Shopping Frontage DMR1
- Committed Housing Site DS1
- Main Centre Boundary DMR1/DMR2
- Proposed Clitheroe Market Re-Development Site DMR1
- Standen Strategic Development Site DS1
- Committed Employment Sites DMB1
- Existing Employment Area DMB1
- Ancient Woodland DME1
- Area of Outstanding Natural Beauty (AONB) EN2
- County Biological Heritage Site DME3
- Existing Open Space DMB4

Application Site

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- 5.10 The Employment Land Study Refresh document 2013 sets out that there is a 5.56 hectare shortfall of employment land supply and that this additional need will be met in and around the Borough's existing major employment locations. In terms of the industrial market the Study identifies that there is a demand for accessible light industrial units of less than 3,000 sq.m. and that an extension to Salthill/A50 link with premises to modern specifications would fit this market. The Study goes on further to identify Salthill Industrial Estate as a key employment site to be safeguarded for B class uses. It identifies a need for the provision of a further 8ha of employment land in the period to 2028. It describes (paragraph 10.62) the Salthill Industrial Estate Extension as a potential future opportunity, and paragraph 10.66 confirms that the site meets the criteria for proximity to existing development and to the A59, and that it is capable of accommodating B1, B2 and B8 uses.

6 PLANNING ASSESSMENT

Principle of Development

- 6.1 The previous approval for industrial development at the site established the principle of such development by achieving the following main aims of the development plan:
- compliance with Key Statement EC1 – Business and Employment Development in the Core Strategy;
 - compliance with Policy DMB1 of the Core Strategy as a committed employment site
 - the site is in a sustainable location within the key settlement of Clitheroe;
 - compliance with the strategy of the Employment Land Study Refresh 2013;
 - compliance with the intended allocation of the site in the emerging Housing and Economic Development Plan Document for employment development.
- 6.2 Further, the changes now proposed to the development from that of the approved scheme to provide smaller units fits in with the thrust of the identified demand in the Employment Land Study Refresh 2013 document by providing units of less than 3,000 sq.m.

Comparison to Previously Approved Development.

- 6.3 The approved application on this part of the site was, in effect, for a single large building to be occupied by four large industrial units, broken down into three 1,300 sq.m units and one 2,600 sq.m units. This provided a floorspace of some 6,500 sq.m. on this part of the site. Whilst this scheme is to provide much more in terms of unit numbers and there are five new buildings proposed, because they are much smaller the total floorspace is a lot less for this part of the site than the approved development. The total floorspace proposed now is 4,669 sq.m, some 1,831 sq.m. less than with the approved application for the same site.

6.4 The approved application was, in effect, one large building on this part of the site, referred to as 'building 2'. A comparison plan showing the siting of the previously approved building to those now proposed is shown below.



6.5 The splitting of the site into several buildings allows internal service access to the individual units as shown. However the proposed scheme being smaller in footprint overall generates less demand for car spaces. The approved application proposed some 210 spaces, this scheme requires 174 spaces with 176 provided.

Sustainability

- 6.6. For the approved application, the Officer report recommending approval of the application recognised that the site is in a sustainable location and referred to Key Statement DS2 of the adopted Core Strategy which aims to promote development in the most suitable locations and stated :

‘ It is clear that the site is located in what can be regarded as a sustainable location being within the key settlement of Clitheroe closely related to the existing employment site.’

- 6.7. The matter of accessibility of the site was addressed by the approved application that required a travel plan with a payment of £12,000 to the Lancashire County Council Travel Plan Team and improvement highway measures within the vicinity of the site.
- 6.8. In terms of reduced energy usage, the approved application incorporated the use of solar panels on the expansive roof spaces. The use of solar panels will again be incorporated into the roofs of this development.

Appearance

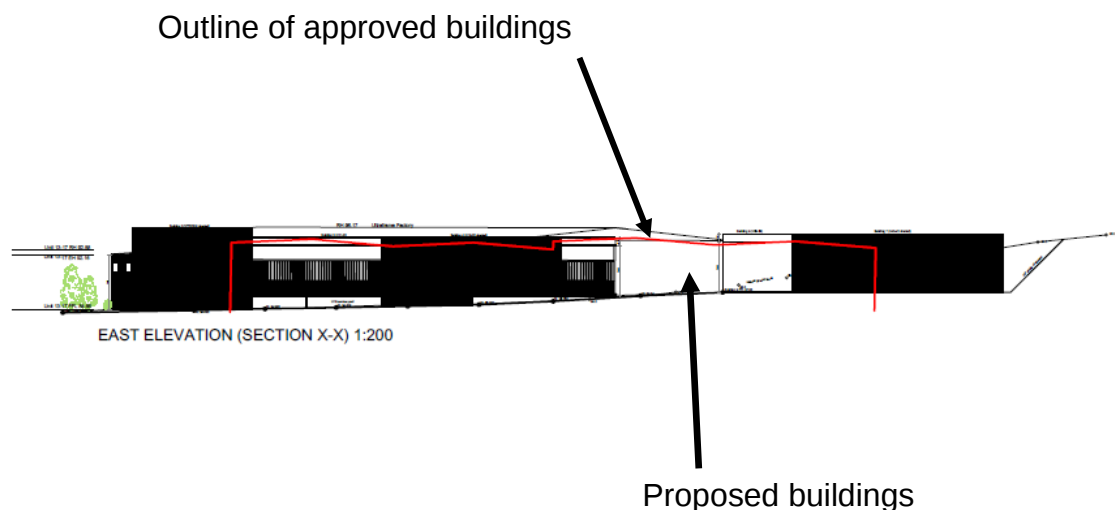
- 6.9. The proposed buildings of this scheme are within the design parameters of the approved development. The officer report on the approved application noted that the building are *...of a traditional industrial nature and would incorporate a mixture of brickwork with cladding with similar materials to that used in the adjacent locality’*. These proposals employ the same or very similar design and appearance to the approved application and are therefore within the design parameters already set for the site.
- 6.10 Overall these proposals move away from the previously approved single large mass of building (referred to as building 2) on the approved application to one of smaller buildings spread over the site. This allows a break up the general massing of the buildings on the site reducing overall building heights and increasing space about the buildings to reduce visual impact in any wider available views.
- 6.11 The approved application provided for extensive landscape buffers to the northern and eastern boundaries of the site. These are to be maintained in this development. Given these points, the Officer report of the approved application stated *‘Although the buildings will be visible I consider it to be a localised impact and given the backdrop of the existing buildings to represent an acceptable impact.’* These proposals will not increase the visual impact from the development of the site to any greater extent than those buildings that were accepted on the approved application.

Layout

- 6.12 The layout proposed for this application reflects the principals set on the approved application in that the access road through the site is the same as that previously approved which follows the southern and eastern edges of the site. The building mass is towards the western edge of the site, taking advantage of the proximity of the existing large Ultraframe building adjoining the site on that side. Parking and servicing is provided throughout the site in line with the individual building configuration, with the exception of some communal car parking along the south eastern boundary.
- 6.13 The site has a gradual slope and the buildings are sited and laid out to achieve levelled areas for the buildings following the site's profile. Thus, whilst some changes in ground profile area needed, as was the case with the approved application, there is generally little need for internal retaining features.

Scale

- 6.14 The scale of development with these proposals is less, in terms of building floorspace, than that which was given permission on the approved application. In terms of building footprint, the approved application for this part of the site had 5,200 sq.m of building footprint, representing about 32% site coverage. These proposals have 4,669 sq.m of building footprint, representing about 29% site coverage. Whilst more individual buildings are proposed therefore, the site coverage by buildings compares favourably to that previously approved.
- 6.15 The proposed buildings also have a shorter eaves height than the buildings in the approved application. This means that the building heights are within the scale of the building previously approved. The diagram below shows the relative height relationship of the proposed and previously approved buildings.



Landscaping

- 6.16. As with the approved application, these proposals maintain and provide extensive tree planting within the site with strong landscape buffers along the northern and eastern boundaries. Compared to the approved application, there are some identified retained trees to be now removed. These are T8;9;10 and G12. However these are all identified on the arboricultural report on the approved application as category C1, which are trees *considered to be of low quality that should not be considered a restraint to development*. In any event, trees T9 and 10 were subsequently permitted to be removed on the subsequent discharge of conditions of the approved application to allow for a new soakaway. Therefore, there is no further detriment to their removal in these proposals.
- 6.17 The approved application was originally given permission subject to a 'bio diversity' gain contribution by requiring conservation credits to be purchased for biodiversity off setting purposes. However, at a subsequent appeal, the Inspector removed that restriction commenting that the site did not have any significant biodiversity value and that the planting proposed would not constitute acceptable enhancement. The buffer landscape boundaries proposed are therefore more than adequate to maintain landscape character.

Residential Amenity.

- 6.18 The approved application was for class B1 (light industrial) and B2 (general industrial) uses. These proposals are not only for much smaller unit sizes but are also intended for light industrial occupiers and thus can be restricted to class B1 use. In terms of residential amenity, this represents an improvement to any nearby occupiers as B1 uses are deemed to be able to be carried out in residential areas. The approved application carried out noise assessments in relation to the B2 use provision but as these are no longer proposed, a revisit to noise requirements is not considered necessary.
- 6.19 The office report on the approved applications concluded in respect of residential amenity that *subject to appropriate restrictions relating to hours of operation, I am satisfied that the scheme would not significantly impact residential amenities*. Given the units proposed occupation by B1 uses, no further loss of amenity would result to nearby residents.

Highways and Access.

- 6.20 The main principles of access to the site has been resolved on the approved application, which required upgrading of some local footpaths; a travel plan; and various improved highway measures within the vicinity of the site. Given that these proposals are on part of the same site as the approved application but less floorspace is now proposed, the access from Lincoln Way that serves the site is more than adequate to serve the development.

- 6.21 The internal layout of the site maintains the car parking to floorspace ratio as on the approved application, which is 1 space per 50 sq.m. of development with 5% being dedicated for disabled parking, 5% cycle and 5% motorcycle parking.
- 6.22 The transport statement that accompanies the application sets out that the internal arrangements of the site to accommodate vehicle movement and turning can be achieved.

7 CONCLUSIONS

- 7.1 These proposals change the approved development from one of larger scale general industrial units to smaller scale light industrial units. This fits in with the demand in the area for accessible light industrial units, as identified in the Council's Employment Land Study 2013. Whilst this means that more individual units are now proposed, the footprint and scale of development remains within those amounts on the approved application.
- 7.2. These provisions generally fulfil the Council's stated employment policy ambition to provide business and employment development in an accessible location together with the associated employment benefits to Clitheroe and its surrounding hinterland.