

**Report to be read in conjunction with the Decision Notice.**

<b>Application Ref:</b>	3/2018/0303	 Ribble Valley Borough Council <a href="http://www.ribblevalley.gov.uk">www.ribblevalley.gov.uk</a>
<b>Date Inspected:</b>	16/05/18	
<b>Officer:</b>	SK	
<b>DELEGATED ITEM FILE REPORT:</b>		<b>REFUSAL</b>

<b>Development Description:</b>	Erection of four new dwellings.
<b>Site Address/Location:</b>	Croftlands, Broad Meadow, Chipping PR3 2GH

<b>CONSULTATIONS:</b>	<b>Parish/Town Council</b>
The Parish Council object to the proposal concurring with the comments offered by objectors.	

<b>CONSULTATIONS:</b>	<b>Highways/Water Authority/Other Bodies</b>
<b>LCC Highways:</b>	
<p>LCC Highways have offered the following observations:</p> <p>With respect to the principle of this application we would not wish to raise any objections, however there are a number of areas of concern that will require addressing prior to full consent. These concerns may be dealt with at a later date subject to suitable conditions being added to the application approval.</p> <p>The turning head from which the proposed access is to be taken is already due to be altered under a previous application (2013/0571) using a Section 184 Agreement. In order to accommodate the additional access point that are to be created with this application we would propose that a scaled plan should be submitted showing how each of the 3 new accesses are to be accommodated at this location. This should also make reference to the line and means of access to the Public Right of Way that intersects the two properties under construction and existing dwelling Croftlands. It is expected that the whole of these works would be carried out under a section 278 agreement.</p> <p>There are concerns regarding the site layout, a suitable turning head is required to accommodate larger vehicles such as a Fire Engine and refuse collection vehicle. Whilst the dimensions of Fire Engine are not known Ribble Valley refuse collection vehicles are known to have 3 axle, be 9.25m in length and 2.35m wide. In relation to refuse collection the bin storage point is unacceptable, the distance from a number of the plots to the bin store is too great according to the Department of Transport's document Manual for Streets, this states that householder are not expected to carry waste for more than 30m to the bin store and that collection vehicles should not have to reverse more than 25m to the collection point.</p> <p>There will need to be some thought regarding the surface water drainage, it is unlikely that this will be allowed to simply tap into the end of the highway drain on Broad Meadow.</p> <p>Other concerns relate to the off street parking for the development and the existing dwelling. It is noted that the existing garage door will no longer be accessible when the new hedge line is planted, the existing dwelling is believed to be a 3 bedroomed property and as such under Lancashire's Structure Plan this should have 2 parking spaces. Similarly, under the parking strategy it is expected that the proposed dwellings should have 3 parking spaces each, these should be at least 5.5m long</p>	

by 2.4m wide. In order for a garage space to be included, the internal measurements of each garage space should be 6m by 3m to allow for car doors to be opened and still allow room for the storage of general gardening equipment and cycles in order to support sustainable transport solutions. In this instance if car ports are used, additional covered and secure storage would be expected for cycles and other such household items.

In order to progress the application we would expect further submissions showing measures to allay our concerns regarding the application as it has been submitted.

**United Utilities:**

No objection subject to the imposition of planning conditions

**CONSULTATIONS:**

**Additional Representations.**

Five letters of representation have been received objecting to the application on the following grounds:

- Previous development did not offer local economic benefits
- Land ownership/access issues
- Visual impact
- Current development has not been completed
- Poor public transport links
- Development is outside the settlement boundary and within the AONB
- Development is contrary to the Councils' Adopted Core Strategy
- Impacts upon ecology
- Insufficient ecological appraisal/investigative work has been undertaken

**RELEVANT POLICIES AND SITE PLANNING HISTORY:**

**Ribble Valley Core Strategy:**

Key Statement DS1 – Development Strategy  
Key Statement DS2 – Sustainable Development  
Key Statement DMI2 – Transport Considerations  
Key Statement EN2 - Landscape

Policy DMB5 – Footpaths and Bridleways  
Policy DMG1 – General Considerations  
Policy DMG2 – Strategic Considerations  
Policy DMG3 – Transport & Mobility  
Policy DMH3 – Dwellings in the Open Countryside & the AONB  
Policy DME1 – Protecting Trees & Woodland  
Policy DME2 – Landscape & Townscape Protection  
Policy EN2 – Landscape

National Planning Policy Framework (NPPF)

**Relevant Planning History:**

**3/2014/0347:**

Discharge of all conditions of planning consent 3/2013/0571. (Approved)

**3/2013/0571:**

Proposed erection of three dwellings. (Approved)

**ASSESSMENT OF PROPOSED DEVELOPMENT:**

**Site Description and Surrounding Area:**

The application site is located at the northern western extents of Broad Meadow, Chipping, located off Club Lane. The southern extents of the site falls within the settlement boundary of Chipping with the remainder to the north being located within the defined open countryside and Forest of Bowland AONB.

The south western extents of the site incorporate the footings/slab of one of the previously approved dwellings that were granted consent as part of application 3/2013/0571. The area of undeveloped land within the site area are greenfield in nature and used for the purposes of agricultural use. The site is delineated by a number of hedgerows to its eastern and western extents.

**Proposed Development for which consent is sought:**

Consent is sought for the erection of four new dwellings including associated garaging, carports, garden areas and vehicular manoeuvring area. The southern extents of the proposal site are located within the defined settlement boundary of Chipping, with the remainder of the site being located within the defined open countryside and Forest of Bowland AONB. Vehicular and pedestrian access will be provided via the existing access associated with 'Croftlands'.

The submitted details propose that the dwellings will be faced primarily in natural stone, with grey natural slate roofs, a number of the dwellings will benefit from single storey timber-cald extensions/outriggers.

Whilst employing varying configurations the proposed dwellings are of a relatively similar appearance with identical fenestrational arrangements being repeated throughout the development. Each of the dwellings also employ a similar if not identical eaves and ridge height, roof arrangement and overall footprint arrangement. The dwellings benefit from dedicated carport/garaging with carports being utilised as a linking device between plots 01 and 02.

The dwellings are arranged around a singular access cul-de-sac/courtyard arrangement with the submitted details proposing that portions of the courtyard will be surfaced in cobblestone paving with the remainder being surfaced in resin bound gravel.

Public Footpath 96 runs through the site on a north to south axis where it meets Footpath 97 to the north. It is proposed that the Public Right of Way (PROW) will be maintained and enhanced as part of the proposal. By virtue of the proposed works and layout the existing dwelling (Croftlands) will benefit from an extended residential curtilage with the property's existing garden area being enlarged northward into the defined open countryside and AONB.

**Principle of Development:**

The southern portion of the proposal site currently benefits from an extant consent for the erection of one dwelling which formed part of a larger consent for three dwellings as approved under application 3/2013/0571. The aforementioned consent has been commenced with two of the three dwellings having now been completed.

The remainder of the site area relating to the proposal is located outside the outside but partially adjacent to the defined settlement boundary for Chipping, being located within the defined open countryside and Forest of Bowland AONB. As a result three of the proposed dwellings (and associated garaging/carports) are located outside the defined settlement falling within the latter designations. In this respect, when assessing the locational aspects of development Policy DMG2 provides clear guidance stating that:

*Within the tier 2 villages and outside the defined settlement areas development must meet at least one of the following considerations:*

1. *The development should be essential to the local economy or social wellbeing of the area.*
2. *The development is needed for the purposes of forestry or agriculture.*
3. *The development is for local needs housing which meets an identified need and is secured as such.*
4. *The development is for small scale tourism or recreational developments appropriate to a rural area.*
5. *The development is for small-scale uses appropriate to a rural area where a local need or benefit can be demonstrated.*

Policy DMH3 provides further guidance in respect of those dwellings located outside of the settlement boundary and those located within the AONB clearly stating that:

*Within areas defined as open countryside or AONB on the proposals map, residential development will be limited to - Development essential for the purposes of agriculture or residential development which meets an identified local need. In assessing any proposal for an agricultural, forestry or other essential workers dwellings a functional and financial test will be applied.*

The Development Strategy for the Borough, as embodied within Key Statement DS1 of the Core Strategy aims to promote development in and guide development towards the most suitable locations in the borough. The classification of settlements into Principal, Tier 1 and Tier 2 settlements was ultimately determined by the preparation of an evidence base document, which assessed the sustainability of settlements that informed the overall Development Strategy for the Borough to aid in achieving sustainable patterns of development for the duration of the plan period.

The majority of the proposal site is located outside of a defined settlement boundary. The Development Strategy is clear in its approach that housing development outside of the 32 defined settlements or the principal settlements will only be acceptable, in principle, if it is for local needs housing or would result in measureable regeneration benefits. Policy DMG2 sets out the strategic considerations in relation to housing and states that residential development or the creation of new residential planning units outside the defined settlement areas must meet a number of criteria - none of which apply to the current proposal.

In respect of the dwellings being located within the open countryside and Forest of Bowland AONB, such proposals are assessed against the criterion of Policy DMH3 which seeks to resist such developments unless they are to meet an identified local need or specific criteria.

Development of this type in this location is in clear conflict with the Development Strategy for the borough by virtue of its location adjacent a tier 2 settlement. The proposal further fails to meet essential criterion contained within a targeted policy that deals with the creation of new dwellings in the open countryside and AONB (DMH3).

It is therefore considered the proposal, in a number of aspects, is in clear and direct conflict with the aims, objectives, and requirements of the adopted Development Plan. As such it is considered that approval of the proposal would fundamentally undermine a key sustainability element of the Development Strategy for the Borough and would additionally undermine the criteria and relevance of adopted policy relating to the siting/creation of new dwellings in the defined open countryside.

#### **Impact Upon Residential Amenity:**

Given the orientation of the proposed dwellings and their relationship with existing adjacent residential dwellings it is not considered that the proposal will be of detriment to existing or future residential amenity.

#### **Visual Amenity/External Appearance:**

The immediate area is largely defined by a linear pattern of single storey (bungalow) housing that runs south-east to north-west fronting Broad Meadow with the proposal site being located at its northern extents. The majority of the development in the area is of a low-lying single storey scale with a number of dwellings also incorporating living accommodation in the roofspace.

This affords the site and its approach a relative sense of visual openness complimented by the general spacing between the dwellings directly adjacent the site area.

The proposed development, in plan-form adopts a somewhat linear courtyard arrangement. With dwellings being linked by carport arrangements (plots 01-02). Plot 03 benefits from an attached quadruple car port arrangement. No details have been provided in respect of the aforementioned carport but it is assumed two parking bays will serve Plot 03 with the remaining two bays being allocated to Plot 02 given it has no dedicated parking provision on plot. The northern extents of the proposal site is relatively open, being greenfield in nature and being visible from footpath 97 to the north.

Taking account of the proposed layout/arrangement of the development and taking account that the dwellings will be two-storey in scale it is considered the proposal fails to take account of the inherent pattern, form and scale of development in the vicinity. By virtue of the car port arrangements and associated garaging, in turn with the overall site arrangement/layout it is considered that the proposal will be read as anomalous and discordant given its likely perceived visual density. Notwithstanding this matter the proposal represents a significant encroachment of built form into the defined open countryside and Forest of Bowland AONB, undermining both the character and visual amenities of the designated area.

Further concerns exist in relation to the significant extents of residential curtilage proposed and its encroachment into the defined open countryside and protected landscape. The extents of curtilage proposed raises concerns in respect of the likely visual impact of associated domestic paraphernalia such as sheds, washing lines, children's play equipment and fence lines, in that they would represent a suburban visual encroachment into the landscape, being of significant detriment of the character, appearance and visual amenities of the area.

#### **Landscape/Ecology:**

The application has been accompanied by both an Ecological Appraisal and statement in respect of

Biodiversity offsetting. The submitted ecological appraisal concludes that the plant species assemblages recorded at the site are all common in the local area and are therefore considered to be of low ecological value. The report further identifies that the hedgerow and tree-lines along site boundaries may be utilised by nesting birds between March and September, no other notable or protected species were recorded on the site.

The applicant has submitted a Biodiversity Offsetting Statement; the statement recommends that for every meter of hedgerow to be removed that three meters of new hedgerow planting should be undertaken. The statement also proposes new tree planting around the site and concludes that the newly created habitat as a result of the hedgerow and tree planting will result in a 100% increase in biodiversity/ecological uplift on site.

It is noted that no specific details have been provided in respect of the proposed landscaping at this stage.

**Observations/Consideration of Matters Raised/Conclusion:**

Taking account of the above matters and all material considerations it is considered that the proposal would result in the creation of new dwellings outside of a defined settlement boundary within the defined open countryside and Forest of Bowland AONB without sufficient or adequate justification.

It is considered that the proposal would result in the introduction of built form in the defined open countryside and Forest of Bowland AONB of a form, layout and to a degree that cumulatively, would have a visual suburbanising effect upon the landscape and erode the sense of openness that defines the character of the area and character and visual amenities of the defined open countryside and protected landscape in this location.

It is further considered that the proposal, by virtue of its level of encroachment and visual suburbanising effect, would result in a significant level of visual harm to the character and visual amenities of the Forest of Bowland AONB that would significantly outweigh the benefits of granting consent.

It is for the above reasons and having regard to all material considerations and matters raised that the application is recommended accordingly.

<b>RECOMMENDATION:</b>	That planning consent be refused for the following reason(s)
<b>01</b>	The proposal is considered contrary to Key Statements DS1, DS2, and Policies DMG2 and DMH3 of the Ribble Valley Core Strategy insofar that the granting of approval would lead to the creation of new residential dwellings within the defined open countryside and Forest of Bowland AONB without sufficient or adequate justification.
<b>02</b>	The proposal would lead to an unsustainable pattern of development adjacent to a Tier 2 location, without sufficient or adequate justification, that does not benefit from adequate walkable access to local services or facilities - placing further reliance on the private motor-vehicle contrary to the aims and objectives of Key Statement DM12 and Policies DMG2 and DMG3 of the adopted Core Strategy and the National Planning Policy Framework presumption in favour of sustainable development.

<b>03</b>	It is considered that the approval of this application would lead to the creation of an anomalous, discordant and incongruous pattern and form of development that would fail to protect, enhance or conserve the character and visual amenities of the AONB Landscape or character of the area contrary to Key Statement EN2 and Policies DMG1 and DMG2 of the Ribble Valley Core Strategy. It is further considered that the proposal would result in the introduction built form in the defined open countryside and Forest of Bowland AONB to a degree and of a scale that cumulatively, would have a visual suburbanising effect upon the landscape, resulting in the erosion of the sense of openness that defines the character of the area and being of significant detriment to the character, appearance and visual amenities of the defined open countryside and protected AONB landscape.
<b>04</b>	The proposal, by virtue of the extent and scale of proposed residential curtilages, driveway areas and the likely visual impact of associated domestic paraphernalia such as sheds, washing lines, children's play equipment and fence lines would represent a suburban visual encroachment into the landscape, being of significant detriment of the character, appearance and visual amenities of the area and the Forest of Bowland AONB contrary to Key Statement EN2 and Policies DMG1 and DMG2 of the Ribble Valley Core Strategy.

