

# PLANNING STATEMENT

LAND AT OSBALDESTON LANE, OSBALDESTON  
DANIEL THWAITES PLC





# Rural Solutions

## PLANNING STATEMENT

### LOCATION

LAND AT OSBALDESTON LANE, OSBALDESTON

### PROPOSAL

CONSTRUCTION OF FOUR DWELLINGS

### APPLICANT

DANIEL THWAITES PLC

### ISSUE DATE

22<sup>ND</sup> AUGUST 2018

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## EXECUTIVE SUMMARY

This proposal seeks permission to develop a carefully designed housing scheme which delivers four dwellings on the application site. The dwellings are well-conceived, complement and enhance (by reason of providing accommodation for additional households) the village of Osbaldeston, and fully support the broader sustainability of the village.



### POLICY

- Different opportunities for achieving sustainable development in different areas – Paragraph 9 of the NPPF.
- Housing should be located where it will enhance or maintain the vitality of rural communities ...where there are groups of smaller settlements, development in one village may support services in a village nearby – Paragraph 78 of the NPPF.
- Decisions should be considered in the context of the presumption on favour of sustainable development – Paragraph 11 of the NPPF.
- If unable to demonstrate a five year supply of housing, permission should be granted unless the adverse effects of doing so would significantly and demonstrably outweigh the benefits - Paragraph 11 (d), Footnote 7 and Paragraph 14 of the NPPF.



### MATERIAL CONSIDERATIONS

The proposed development will provide four dwellings adjacent and opposite existing dwellings in Osbaldeston. This provision promotes sustainable development in this rural area and helps maintain and will enhance the vitality of both Osbaldeston and the surrounding villages.

There are no adverse impacts arising from the proposed development in terms of heritage, landscape, highways or environmental impacts which would significantly and demonstrably outweigh the clear benefits.

Opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in decision-making – Paragraph 103 of the NPPF.



## BENEFITS

- Proposed housing provision which can be delivered efficiently to meet identified local demand.
- Assist in building and maintaining a mixed and balanced community to sustain and enhance vitality of community life in both Osbaldeston and surrounding villages.
- Housing units that attract new families to this housing market and the community will bring new vibrancy and contribute to local activities, groups and events.
- New homes to be accessed by those seeking to access the housing market locally, rather than being forced to move away due to the lack of suitable, available housing - this will help provide a more balanced community for all ages.
- A wide range of high-quality homes of high-quality design with green infrastructure creating a pleasing and healthy place to live.
- Retention and enhancement of existing village facilities.
- An extensive landscaping scheme which promotes biodiversity objectives for the district.
- Provision of additional dwellings in this particular area of the village, would utilise an area of land which is sited between existing buildings and houses.



## PLANNING BALANCE

The Development Plan Policies from the Core Strategy of Ribble Valley are out of date; there is no five year supply of land (as defined in Footnote 7, Paragraph 11(d)) and Paragraph 14 of the NPPF and as such there is a presumption in favour of sustainable development.

There are no impacts arising from the development which significantly and demonstrably outweigh the benefits of the proposal. Therefore the development should be approved without delay.

The proposals accord with paragraphs 8, 9, 11 incl. Footnote 7, 14, 38, 47, 59, 61, 78, 83, 91, 92, 102, 103, 108, 109, 110, 117, 118, 122, 124, 127, 127, 131, 170 and 175 of the NPPF. At the heart of the NPPF is a presumption in favour so that suitable development is pursued in a positive way.

The development of this proposals takes local circumstances into account (paragraph 9 of the NPPF) 'to reflect the character, needs and opportunities of each area'.

Opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in decision-making.

## I. INTRODUCTION AND APPROACH

- I.1: Rural Solutions is a nationwide planning and development specialist. We are a multi-disciplinary company providing business advisory services which focus on estate management and rural diversification schemes and provide both planning and architectural services.
- I.2: This planning application is submitted on behalf of the owners of the land: Daniel Thwaites PLC.
- I.3: Daniel Thwaites PLC is a major company which has headquarters based in Mellor Brook which is in close proximity to the site. The applicant has been a brewer of beer and pub owner since 1807. With presence primarily in the north, the applicant currently has over 240 pubs and associated land holding, including eight Inns of Character, six 4 star holes and Grade I listed buildings as part of its property portfolio. Consequently, the applicant has a strong regional presence from Cumbria to Lancashire and through to the West Midlands.

### DESCRIPTION OF DEVELOPMENT

- I.4: The proposal seeks outline planning permission to develop a well-conceived, carefully designed housing scheme which will deliver four dwelling units on the site to complement and enhance this village location and the biodiversity of the locality whilst supporting the broader sustainability of the village.
- I.5: Only matters of access to the site are to be considered with all other matters – i.e. layout, scale, appearance and landscaping being reserved for future applications. Whilst the design and access statement provides illustrative examples of two storey dwellings which complement the development on the western side of Osbaldeston Lane, there is also the potential to provide for single storey dwelling if there is a preference to provide for single storey dwellings which take account of the individual house designs on the western side of the Osbaldeston Lane.
- I.6: Figure I overleaf shows the site boundaries and illustrates how the parcel of well-located land can be appropriately developed to reflect the established character of the locality.





Figure 1: The proposed layout

## CONTEXT

- 1.7: Section 2 of this document along with the Design and Access Statement provides a description of the site and its surroundings along with the details of the proposed planning application submission and how it has evolved through the design process. It should be noted that a Phase I Ecology report is also submitted as part of the application.
- 1.8: Section 3 informs of the planning history of the site.
- 1.9: An assessment of the social and economic profile of the village and locality will be discussed in Section 4 with commentary on the community vitality which will be derived from the additional housing.

- 1.10: Section 5 of this report provides a planning appraisal of the proposal with reference to the planning policy position and material planning considerations.
- 1.11: A summary is provided at Section 6 which encompasses the planning balance of the scheme and highlights the social, economic and environmental benefits of the proposals.

## 2. SITE AND SURROUNDINGS

- 2.1: The site is 0.43 hectare and is located in the village of Osbaldeston in Ribble Valley. The site is linear in form, is currently undeveloped land, and is sited adjacent (to the north) of an existing public house, and opposite and to the south of a number of varying style dwellings.
- 2.2: The site slopes gently from east to west and is within flood zone 1<sup>1</sup>. There are no statutory designated nature conservation sites within the red edged line and it is currently mown grassland. A species poor hedgerow currently forms part of the northern, southern and eastern boundaries of the site. Scattered trees are also evident along the eastern boundary – these trees range in maturity but do not include any ancient or veteran specimens.
- 2.3: Beyond the red edged line is a mature belt of trees which run along the western boundary and lead down to the stream.

### LOCATION

- 2.4: The site is located on the western side of Osbaldeston Lane where dwellings and a public house are already sited. Along the eastern side of Osbaldeston Lane, a linear form of existing detached dwellings of varying styles are evident.
- 2.5: There is no nearby Conservation Area. The nearest listed building is St Marys Catholic Church and Primary School, which is within relatively close proximity to the site however, the building nor its setting are impacted by the proposed development. As detailed later in this statement, the proposal sustains the significance of the heritage assets and creates no harm to the heritage assets within the village and as such, is considered to be acceptable in terms of impacts on the historic environment.

### SITE ACCESSIBILITY

- 2.6: Mellor Brook, a larger Tier 1 settlement<sup>2</sup> with a population of 2,467<sup>3</sup> is located 2 kilometres (1.3 miles) to the south/southwest of Osbaldeston. To the west, along the A59 and the A677 lies Preston which is 12.8 kilometres (8 miles away). This is where the nearest major stop of the west coast main train line is which has frequent train services to London (Euston), Scottish Cities, Liverpool, Leeds

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<sup>1</sup> Environment Agency Website

<sup>2</sup> Ribble Valley Core Strategy

<sup>3</sup> 2011 ONS Census

and Bradford. Blackburn, a former mill town with a population of over 117,000 is sited 8.5 kilometres (5.3 miles) to the south of Osbaldeston.

2.7: The Tier 1 villages of Mellor and Mellor Brook provide local services to Osbaldeston and the cluster of villages in this locality. Each distinct village has however some facilities which support local services. Osbaldeston Village itself has a public house, a place of worship, a primary school and a car dealership. It is also located in very close proximity to the large employment hosting site of BAE Samlesbury and the newly opened headquarters office of Daniel Thwaites PLC.

2.8: The provision of housing in this well-located rural area is supported by policy 78 of the NPPF. Indeed, in the determination of a planning appeal for a dwelling at Brent Pelham<sup>4</sup> the inspector identified that clusters of villages can be shared between smaller communities. In the example given, the Inspector in that instance considered that the Pelhams, Hare Street and Great Hornead were a cluster of villages where amenities are shared. In November 2017, another further inspector when considering six houses on a different appeal site in the same village opined that:

Whilst I note that Brent Pelham has few facilities it is, though, an established settlement.... I have had regard to the council's point that the East Herts Village Hierarchy Study of 2016 Brent Pelham scored very low relatively against sustainability criteria. There is only a limited bus service and residents must largely rely on private vehicles for most of their daily needs. Nonetheless, paragraph 55<sup>5</sup> of the Framework actively promotes housing in rural communities where it would support the local economy, particularly in cases where amenities are shared between local villages such as is the case here.

2.9: This outline planning application seeks permission for the construction of four dwellings which have been designed to reflect the established character of this part of Osbaldeston Lane whilst also seeking to protect, conserve and significantly enhance the biodiversity on the site and on the parcels of land which surround the site. Indeed, the dwellings have been conscientiously designed to reflect the layout of those properties which already exist on the eastern side Osbaldeston Lane.

2.10: The proposed four units are located within a red edged line which mirrors the established housing development on the eastern side of Osbaldeston Lane. This red edged line forms a definitive boundary to development in order to protect the mature trees to the west and ensures a suitable buffer is retained to the established public house, The Bay Horse. Appropriate landscaping, based on native species, will also help enhance this area of the village.

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<sup>4</sup> Appeal reference : APP/J1915/W/15/3130591 Land adjacent to The Causeway and 5 Lower Cottages, Brent Pelham

<sup>5</sup> Now Paragraph 78 of the revised NPPF

- 2.11: Accesses to the site have been minimised. There are two accesses to the site which were granted planning permission in 2017 to allow access from Osbaldeston Lane. The minimising of the accesses ensures that the scheme blends into a rural landscape setting by the provision of a more relaxed built form which leaves larger gaps between each of the proposed housing.
- 2.12: Indeed, the two permitted accesses which have been proposed lead directly from Osbaldeston Lane but are set behind a landscaped area which also facilitates the provision of a footway across the frontages of the proposed houses. This creates a footpath route across the whole of the site frontage and leads to the bus stop which is evident outside The Bay Horse.
- 2.13: Although this application is an outline one with matters of design and appearance reserved for future consideration, the submitted illustrative plans indicate that the design of the houses can be carefully considered to reflect the vernacular of the surrounding locality and the character of Osbaldeston as a whole. The submitted Design and Access Statement (DAS) highlights this careful attention to detail which has been taken to ensure that these units are of a scale, design and appearance which is wholly appropriate to the locality and which will enhance the visual appearance of the street scheme in this central location.
- 2.14: Evidence is also provided via a preliminary ecology assessment to fully show that there will no impacts on biodiversity at the site or in the surrounding site. Instead, there will be measurable net gains for biodiversity.

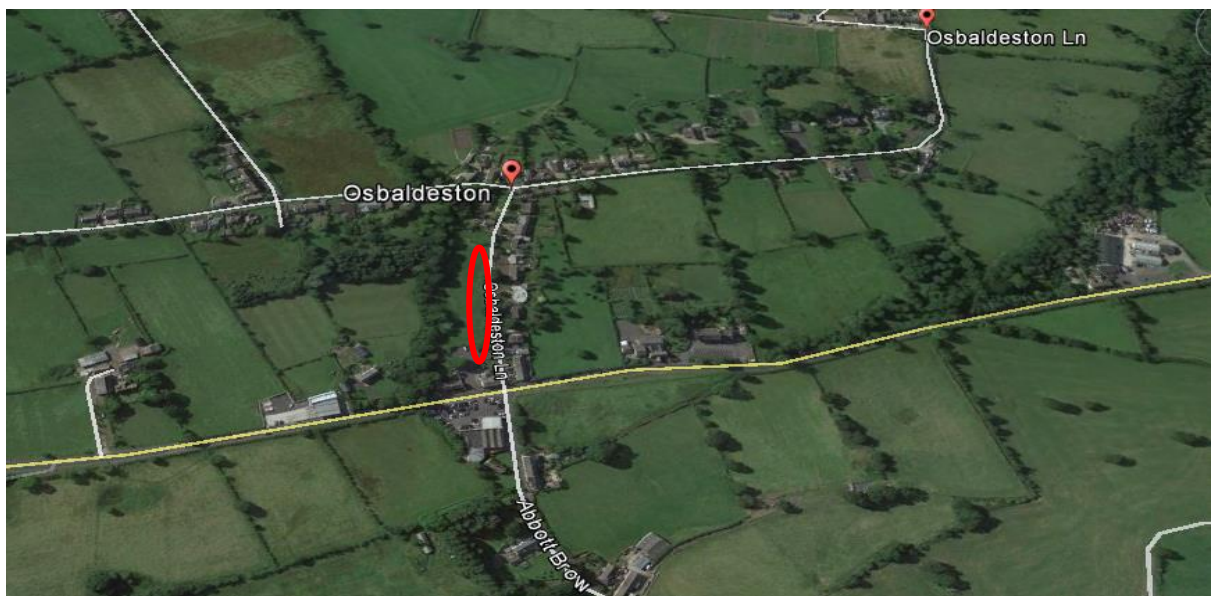


Figure 2.1 above highlights the wider context of the site.

Source: Google Maps



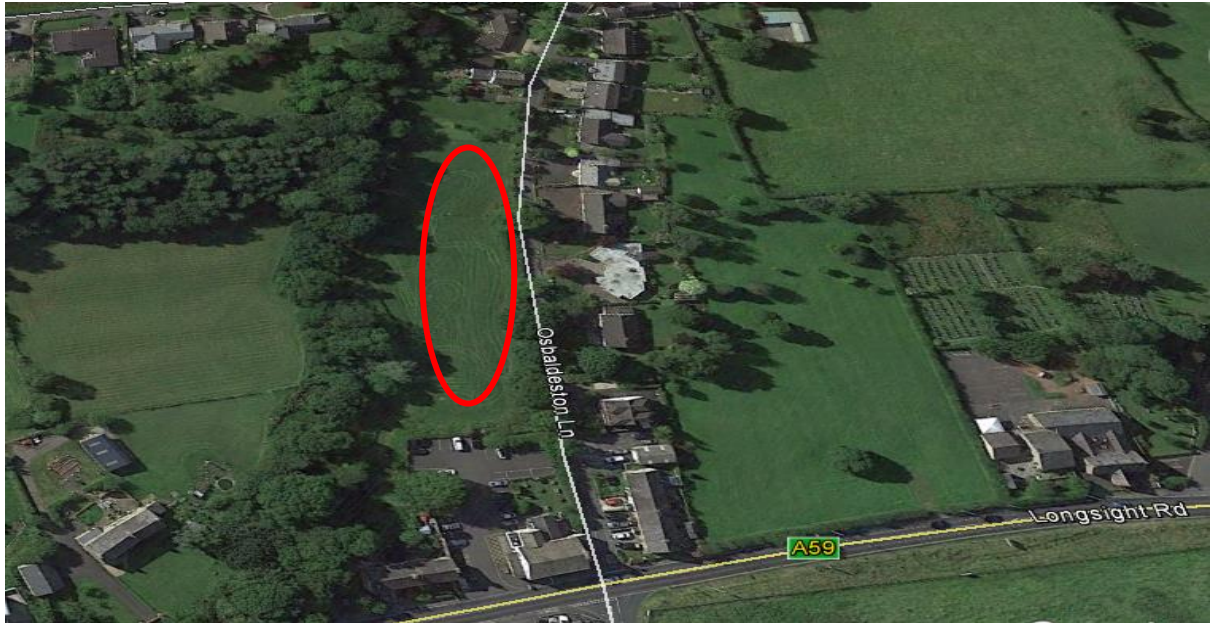


Figure 2.2 shows the more immediate context. The red circle defines the approximate location of the site. Source: Google Maps

### 3. PLANNING HISTORY

- 3.1: There is no history of housing development on this parcel of land.
- 3.2: A planning application (reference 3/2017/0206) for the creation of two vehicle access points leading to/from Osbaldeston Lane to the site was granted planning permission on 19<sup>th</sup> May 2017.
- 3.3: This permission has now been lawfully implemented following the discharge of the details of condition 04 of permission 3/2017/0206.
- 3.4: Below is the approved site plan for the creation of the two accesses.

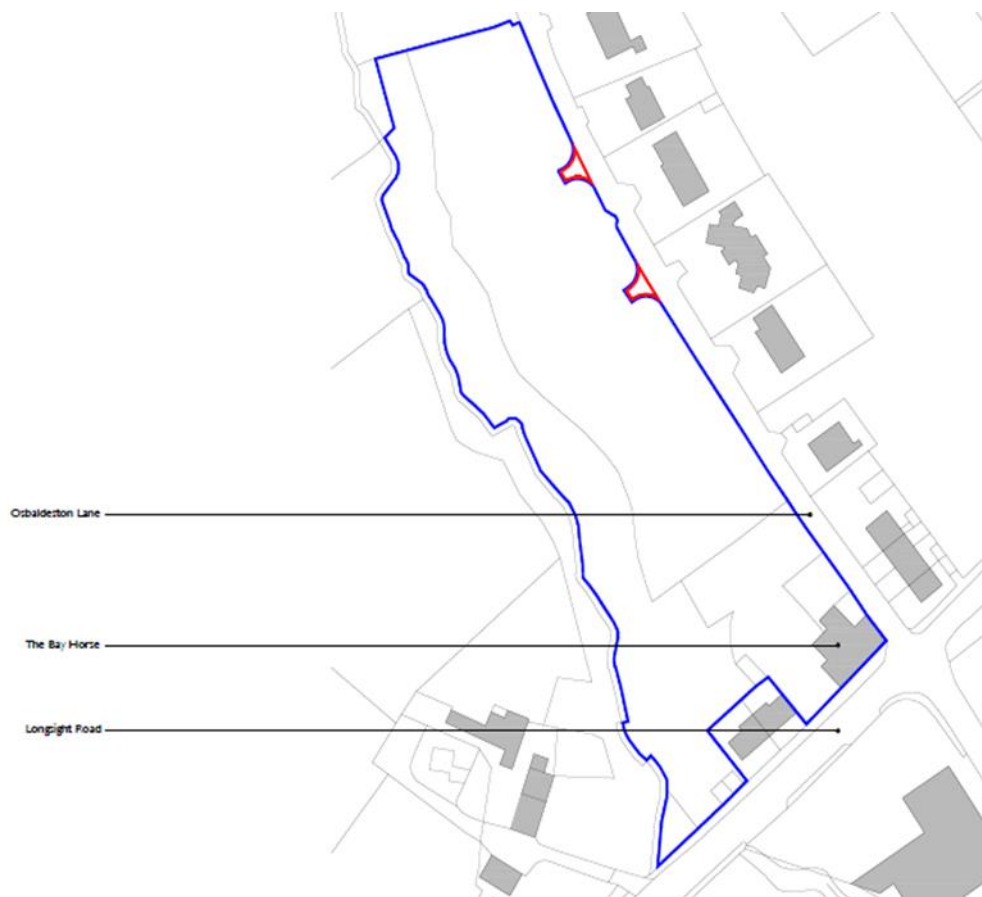
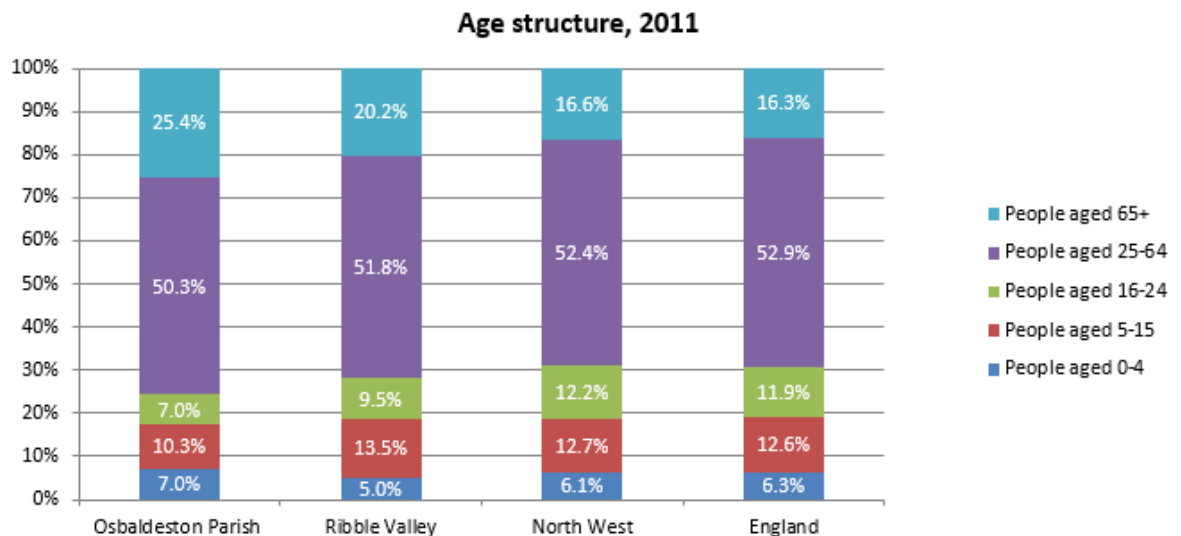


Figure 3.1: The approved site plan granted planning permission under reference 3/2017/0206.

## 4. SOCIAL AND ECONOMIC PROFILE

- 4.1: This section provides high level information and commentary on community vitality and economic activity. It includes statements around the social and economic benefits that will arise from the proposal and how these benefits will enhance and maintain future vitality with reference to paragraph 78 of the National Planning Policy Framework (NPPF) July 2018.
- 4.2: Paragraph 78 of the NPPF states that to promote sustainable development in rural areas, housing should be located where it will **enhance** or **maintain** the vitality of rural communities. Sustainable development is defined in paragraph 8 and comprises three dimensions: an economic role, a social role and an environmental role.
- 4.3: The social role of sustainable development is defined as supporting 'strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being'.
- 4.4: Demographic characteristics and change experienced by communities are an important influence on vitality. The age profile of a community influences the level and value of demand for different services and the social capacity of that community, including the propensity to provide clubs, activities and events, and the capacity of the community to manage community owned assets.
- 4.5: Figure 4.1 overleaf highlights that in comparison to Ribble Valley district as a whole, Osbaldeston has a much higher proportion of person aged 65+. However, it has a lesser proportion of persons aged 5-15 (at 10.3% in Osbaldeston and 13.5% for the district). It is important for the future vitality of the parish that this demographic profile, in particular, the lack of young persons within the community, are addressed through the provision of appropriate additional housing to suit a variety of needs. It is also notable that there are also less 16-24 year olds and 25-64 year olds than in the rest of the district.

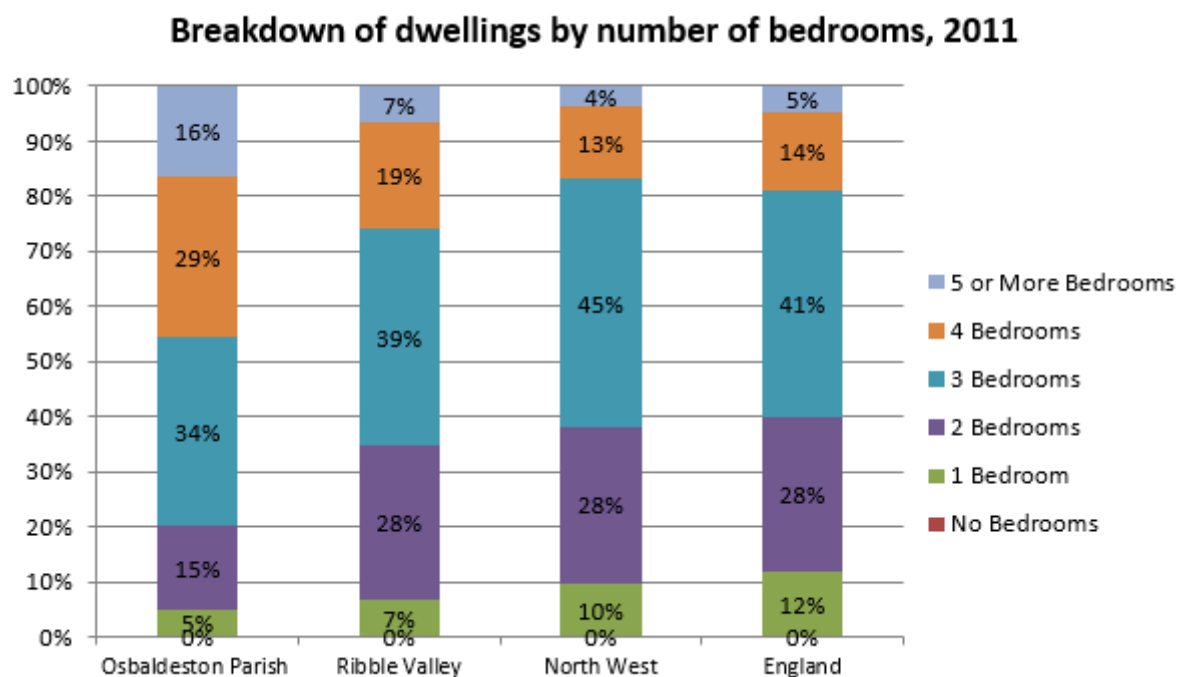
Figure 4.1: Age Structure



Source: ONS Census

4.6: Figure 4.2 below highlights the size of the existing dwellings in Osbaldeston. Due to the character of this part of the village which consists of larger detached houses, the development proposal seeks to provide for additional five bedroomed properties which will help provide more choice for families seeking larger housing in the village. The provision of more family housing will aid the retention of services and facilities in the village especially the local school.

Figure 4.2: Number of Bedrooms



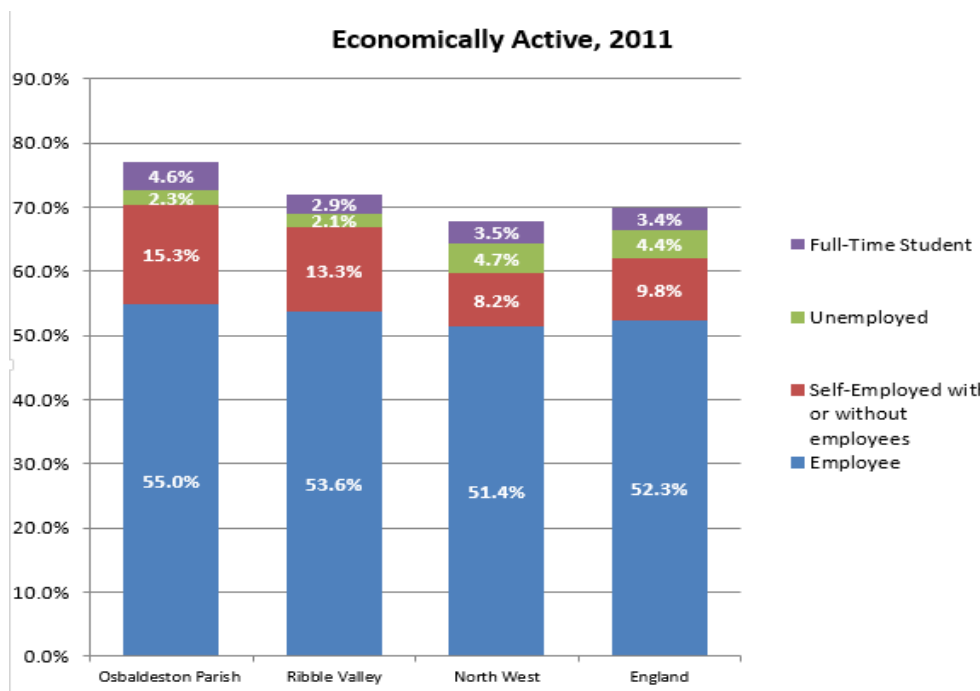


- 4.7: Osbaldeston and Mellor Brook and many of the small surrounding village parishes have active Parish Councils which meet regularly. In the case of Osbaldeston, the council meets every quarter. There is a church and primary school which provide a location for community activities and events along with a public house, which plays an important role in the community. Both of these facilities are located within 350 metres of the centre of the application site.
- 4.8: Throughout the year numerous events are held at the school and church buildings and there are plenty of opportunities for the community to come together, integrate and engage with one another through activities and community events<sup>6</sup>. As such, it is clear that Osbaldeston has demonstrable vitality. The surrounding small parishes also have demonstrable vitality and each village has services which help support the communities as a whole.
- 4.9: The population of Osbaldeston are economically active with just over 70% of the population in employment (either employed or self-employed). This is comparable to the district average of just over 67%. The split of employed and self-employed shows a greater proportion of Osbaldeston Parish residents (15.3%) are self-employed. For comparison, the district average is 13.3%. Figure 4.3 overleaf illustrates these facts.

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<sup>6</sup> <http://www.osbaldeston.org.uk>

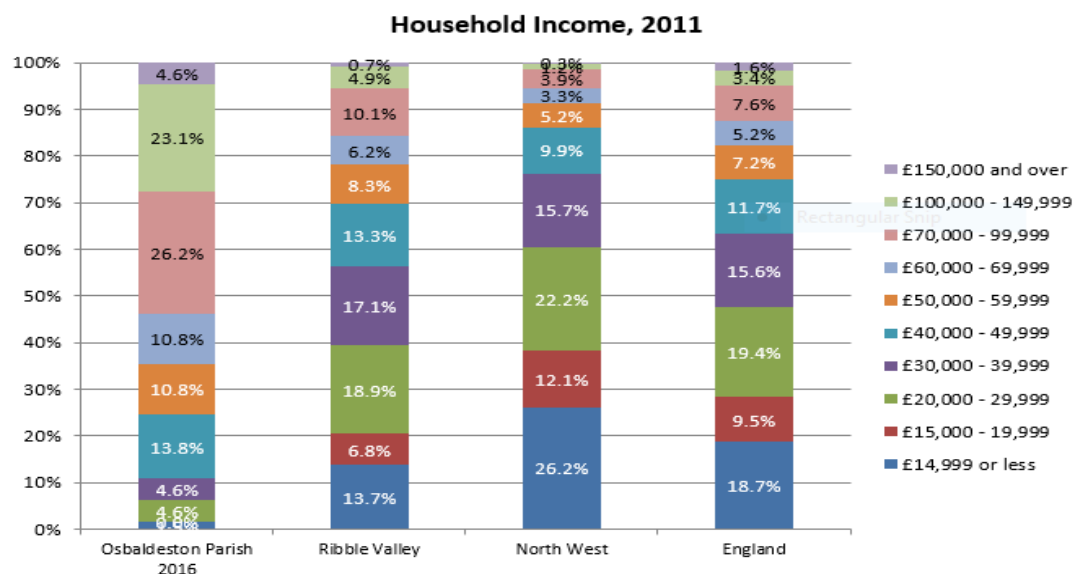
Figure 4.3: Economically Active



Source: ONS Census

4.10: Osbaldeston attracts a high proportion of high earners. This is evidenced in figure 4.4 below which details household incomes. As highlighted in figure 4.2 the village has a number of larger properties which reflects the increased proportion of higher earners in the village.

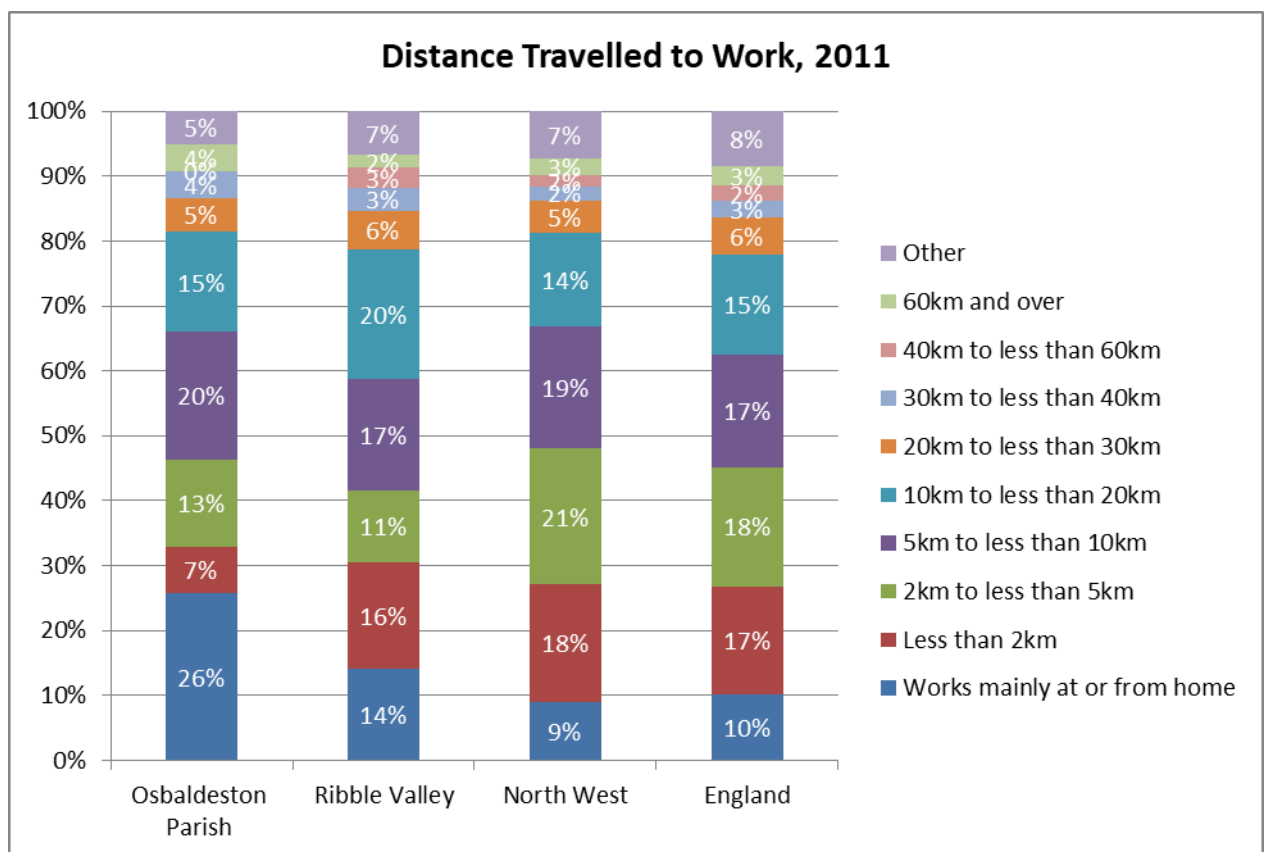
Figure 4.4: Household Income



Source: ONS Census

- 4.11: As evidenced in figure 4.3, there are a high number of economically active persons in Osbaldeston. The ONS Characteristic Home Worker 2014 report states that 4.2 million people (13.9% of those in work) are now classified as home workers and that this figure was an increase of 1.3 million since home working was first measured in 1998. Evidence in figure 4.5 (below) highlights the significant number of home workers in Osbaldeston, 26%, in contrast to the district and the region which are 14% and 9% respectively. Osbaldeston is clearly a suitable place for home working to be successfully undertaken.
- 4.12: It is evidenced that Osbaldeston is an appropriate place for new housing. The appropriate type and design of housing, as proposed within this application, can attract younger families / population to the village which will aid the potential to capitalise to a greater extent on the region's economic potential.

Figure 4.5 Distance travelled to work



Source: ONS Census

- 4.13: Osbaldeston is in close proximity to numerous nearby employment opportunities. In particular there is the BAE at Samlesbury and the new headquarters building for Thwaites at Mellor Brook.
- 4.14: Preston is 12.8 kilometres (7.9 miles) away from the application site and there are main industrial sites within the town – namely Roman Way, Rough Hey Road, and Robert Pink & Co. In Blackburn, which is 8.5 kilometres (5.2 miles)

away from the site, there are a significant number of employment hosting sites. These include Lower Audley, Appleby, Furthergate, Greenbark, Stancliffe Street and Whitebirk Industrial estates.

## 5. PLANNING APPRAISAL INCLUDING PLANNING POLICY

### PLANNING CONTEXT

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

if regard is to be had to the development plan for the purposes of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise.

### LOCAL PLAN POLICY

5.2: The statutory development plan is made up of:

- The Core Strategy 2008-2028 (Adopted December 2014).

5.3: The Housing and Economic Development Plan Document (DPD) is currently being progressed with new hearing dates have been set to commence on the 19<sup>th</sup> November 2018.

5.4: It is noted that there is no neighbourhood plan being prepared by Osbaldeston Parish.

5.5: In due course, the council have documented their intention to progress a Local Plan which will replace the existing Development Plan. The purpose of this Local Plan is to provide the strategic overview for the borough and set out the key policy designations, statements and Development Management policies. The Local Development Scheme shows that the Local Plan is due to be adopted in July 2020 however no significant progress seems to have been made to date.

5.6: The local planning policies relevant to this application are set out in the adopted Core Strategy and include those listed below:

- DS1 – Development Strategy
- DS2 – Presumption in Favour of Sustainable Development
- EN2 – Landscape
- EN4 – Biodiversity and Geodiversity
- H2 – Housing Balance
- H3 – Affordable Homes

- DMI2 – Transport Considerations
- DMG1 – General Considerations
- DMG2 – Strategic Considerations
- DMG3 – Transport/Mobility
- DME1 – Protecting Trees/Woodland
- DME2 – Landscape/Townscape
- DME3 – Site and Species Protection and Conservation
- DMH3 – Dwelling in the Open Countryside and AONB

5.7: Although reference is made in this planning statement to these policies, in effect these policies are rendered out of date due to the fact that Ribble Valley do not have a five year supply of land<sup>7</sup>. Indeed in a decision notice dated 22<sup>nd</sup> May 2018, Inspector Wildgoose when considering an appeal at land at Higher Road, Longridge stated that

When having regard to my above findings with respect to the disputed sites, the Council's housing land supply is reduced by a further 136 dwellings in total during the five year period. As a consequence, I find that on the basis of evidence before me the deliverable housing land supply demonstrated is approximately 4.5 years, including the application of a 20% buffer, the existing shortfall of delivery, 1% slippage applied to sites with planning permission not started and a windfall allowance, in accordance with the Framework.<sup>8</sup>

5.8: The Inspector further opined that

Having regard to all of the above, I conclude that the development would conflict with Key Statement DSI and Policies DMG2 and DMH3 of the CS in terms of their objectives relating to the location and supply of housing. However, the restrictions in those policies are not consistent with national policy objectives in the Framework to boost significantly the supply of housing in circumstances where a five-year supply of housing land has not been demonstrated and therefore, they are not up-to-date. In that respect, to conclude on the compliance of the proposal with the development plan and the Framework as a whole as part of the planning balance, it is necessary to firstly consider any other matters that are relevant to the proposal.<sup>9</sup>

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<sup>7</sup> APP/T2350/W/17/3186969

<sup>8</sup> Paragraph 30 of the decision notice

<sup>9</sup> Paragraph 31 of the decision notice

- 5.9: The Landscape Strategy for Lancashire identifies the different landscape character areas of the district and provides guidance on preserving and enhancing the local distinctiveness and character of the landscape outside the main settlements.
- 5.10: In terms of landscape character assessment, the proposal lies within the Undulating Lowland Farmland area which lies between the major valleys and the moorland fringes. The underlying geology is largely masked by heavy boulder clays and hedgerows predominate over stone walls. There are many mixed farm woodlands, copses and hedgerow trees, creating an impression of a well wooded landscape from ground level and a patchwork of wood and pasture from raised viewpoints on the fells<sup>10</sup>.
- 5.11: The assessment notes that
- some of the most picturesque stone villages of the county occur within this well settled landscape type. The area is also identified as having ‘many country houses whose boundary walls and designed landscapes add to the species diversity and visual appeal
- and that
- there is a high density of farms and scattered cottages outside the clustered settlements the ridges themselves support a mosaic of mixed farmland and woodland which provides a textural backdrop to the surrounding lowlands.
- 5.12: The local vernacular is clustered stone built villages with scattered outlying cottages and farmsteads strung out along local roads but the assessment informs that
- more recent ribbon development and new houses display an incongruous mix of materials.

#### NATIONAL PLANNING POLICY

- 5.13: National planning policy is set out in the NPPF and paragraphs 8, 9, 11, 14, 38, 47, 59, 61, 78, 83, 91, 92, 102, 103, 108, 109, 110, 117, 118, 122, 124, 127, 127, 131, 170 and 175 are particularly relevant.
- 5.14: Footnote 7 is referenced as part of paragraph 11(d) is also key because Ribble Valley Council cannot demonstrate a five year supply of deliverable housing sites.

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<sup>10</sup> Landscape Strategy for Lancashire

- 5.15: Indeed, the appeal<sup>11</sup> which granted planning permission for a four-bedroomed dwelling on Land adjacent to 1 The Causeway, Brent Pelham, the inspector acknowledged that policies of the Local Plan with regard certain villages<sup>12</sup>

allows only specific types of development land where new residential development is considered unacceptable. However, the East Hertfordshire Council was unable to demonstrate a five-year supply of housing land, and in this instance Paragraph 49 of the Framework states that policies concerned with the supply of housing should not be considered up to date. I consider Policy GBC3 to be such a policy. Consequently, Policy GB3 is out of date, and I also note that it was adopted some time before the Framework was published.

Note: the paragraph referred to in the above sentences have now changed and have become paragraph 11 (d) with reference to Footnote 7 of the NPPF 2018.

- 5.16: The inspector further opined:

Given these circumstances, I have considered the appeal in the light of Paragraph 14 of the Framework which stated that permission should be granted for development unless the adverse effects of doing so would significantly and demonstrably outweigh the benefits unless specific policies in this Framework indicate development should be restricted.

- 5.17: Earlier in this statement, evidence has been given to show that additional housing in Osbaldeston can help promote the broader principles of sustainable development in rural areas in accordance with paragraph 9 of the NPPF. Guidance in the National Planning Policy Guidance (NPPG) states that 'all settlements can play a role in delivering sustainable development'. Furthermore, Paragraph 78 of the Framework does not require development to be located where there is access to a specific list or level of services; 'housing should be located where it will enhance or maintain the vitality of rural communities'.

- 5.18: The local services available within Osbaldeston, including a place of worship, a primary school and a public house, have been identified and we consider that the proposal will contribute to these services and to the vitality of the rural community being maintained. The NPPG gives guidance for councils in how to consider rural housing policies and states

a thriving rural community in a living, working countryside depends, in part, on retaining local services and community facilities such as schools local shops, cultural venues, public houses and places of worship.

- 5.19: Paragraph 78 also states that 'where there are groups of smaller settlements, development in one village may support services in a village nearby'. The nearby

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<sup>11</sup> APP/J1915/W/15/3130591

<sup>12</sup> East Herts Local Plan, Second Review 2007



Tier 1 settlements of villages Mellor Brook and Mellor and Tier 2 village of Balderstone provide post office facilities, further primary schools, pre-schools, recreation facilities in addition to a choice of community venues, a place of worship and a further public house. A Spar store is also in the cluster of villages/settlements along with a filling station.

- 5.20: Paragraph 78 of the NPPF actively promotes housing in rural communities where it would support the local economy, particularly, as in this case, where amenities are shared between clusters of villages. Although the development could add to the level of car dependency within the village, this minor harm is not sufficient to outweigh the benefits of providing an additional dwelling, when considered against policies in the Framework as a whole.
- 5.21: Paragraphs 103 and 108 address objectives around sustainable transport, giving people a real choice about how they travel, but recognise that 'opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-taking' (paragraph 103), and that 'appropriate opportunities to promote sustainable transport modes can be- or have been-taken up, given the type of development and its location' (paragraph 108).
- 5.22: In determining an appeal for development of six houses on a site at East Hertfordshire, the inspector<sup>13</sup> acknowledges that:

There is only a limited bus service and residents must largely rely on private vehicles for most of their daily needs. Nonetheless, paragraph 55 (now paragraph 79) of the Framework actively promotes housing in rural communities where it would support the local economy, particularly in cases where amenities are shared between local villages such as it the case here ....whilst the development would add to the level of car dependence within the village I note that the local highway authority has not raised objections, subject to the imposition of appropriate planning conditions... I therefore conclude that any harms arising from reliance on the car would not be so significant as to outweigh the benefits of providing additional dwellings in this particular area of the village.

- 5.23: It is repeatedly acknowledged by decision takers that the use of private cars will form part of people's travel patterns and that a reliance on the car does not make a development unsustainable.
- 5.24: The inspector in a case at Feniton<sup>14</sup> expressed this clearly when he wrote:

The future occupiers of the currently proposed housing would be likely, then, to be dependent at least to some extent on the use of a car, so the effect of permitting any of the proposal would be to increase the number

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<sup>13</sup> APP/J1915/W/17/3178674

<sup>14</sup> APP/U1105/A/13/2191905

of trips made to and from Feniton by private vehicle...It is worth noting that this is also likely to be the case, albeit to varying extent, in most of the district's rural settlements; the NPPF explicitly recognises that development in rural areas is unlikely to offer the same opportunities for promoting sustainable modes of transport as is development in urban areas. That is not, of course, reason in itself to focus all new development on the urban areas, because the 'sustainability' of putting development in a particular location is about much more than just the accessibility of that location.

- 5.25: In this instance the opportunity for many journeys to be short, and for longer journeys to include multi-modal methods of transport, also counts in favour of the development.
- 5.26: It is also the case that many of the car based journeys that will arise from the proposed development will be substitution rather than additional. The 2014 Lyons Housing Review reminded us that 'typically the vast majority of people (72%) move home within a 10 mile radius' (page 5245). Many of these journeys will already be made in other parts of the district. The move to Osbaldeston may be an opportunity for people to move closer to their social networks, places of work or children's school than they do now.
- 5.27: There is nothing in the NPPF that talks of the need to travel by car. The definition of Sustainable Transport Modes in the glossary of the NPPF includes low and ultra-low emission vehicles and car sharing. In accordance with paragraph 110 of the NPPF, the applicants welcome the attachment of a condition requiring a scheme to be provided which incorporates facilities for the charging plug-in and other ultra-low emission vehicles prior to occupation of any of the dwellings. Such a condition can help influence the future behaviour of residents when buying new (to them) cars.
- 5.28: Further to the arguments advanced above for the additional housing in Osbaldeston, given the existing local planning policy position, this scheme must also be considered in the context of advice set out in the NPPF. The delivery of new homes is at the heart of national planning policy and the NPPF clearly advises at paragraph 11(d) and Footnote 7 that decisions should 'apply a presumption in favour of sustainable development'.
- 5.29: At present the council is unable to demonstrate a five-year supply of housing land. As such paragraph 11 (d) and the associated Footnote 7 along with paragraph 14 of the NPPF are triggered. These state that permission should be granted for development 'unless any adverse effects of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole'.
- 5.30: A comprehensive Design and Access Statement has been provided for this proposal which outlines how the scheme has evolved with the housing types on

the site, at a density which is sensitive to the character of the local area and the context of the site.

- 5.31: The development site itself relates well to the existing built form of the village and allows for development to be built between existing built structures i.e. housing to the north and to the east and an established public house and cottages to the south. The site is well connected to the established residential properties and the layout of the proposed development site responds and reflects the existing built form of the village in this location.
- 5.32: The number of dwellings proposed is considered to be of a scale appropriate to the size of the village. There is nothing in the NPPF that specifically seeks to constrain growth in villages, provided of course that growth represents sustainable development. The development of new housing can, and will, provide additional enhancement to vitality. Provided that there are no dis-benefits or harm arising which outweigh this enhancement, development should be brought forward as it will make a positive contribution to the future vitality and to improve sustainability overall.
- 5.33: Inspector Christina Downes, in her decision allowing the appeal at Worcester Road, Drakes Broughton<sup>15</sup>, noted the positive effect that new inhabitants would have in terms of maintaining and enhancing the vitality of the local community, and the positive economic, social and environmental benefits that new housing provides.
- 5.34: The Government published its Rural Productivity Plan in August 2015, which backs up the interpretation of the Framework in this sustainability assessment, in that it (the Framework) is not intended to restrict development in rural villages to that which meets the needs only of the present population.
- 5.35: The scheme is well designed and in keeping with the character of the village. It is considered that the proposal does not represent an extension to the existing ribbon development as it mirrors the existing building form on the opposite side of Osbaldeston Lane. The loose form of the proposed dwellings and their layout on the site ensures that the openness of the countryside is not unduly impacted as the layout of the loose knit buildings allow vistas through to the woodland and fields beyond.
- 5.36: Bespoke houses are proposed which reflect and build upon the existing local vernacular. The scale and design of the buildings will not be detrimental to the amenity of any neighbouring property nor will any undue overlooking or loss of privacy be evident. The proposals take reference from local plan policies and from the requirements of the revised NPPF 2018 which seeks to appropriately raise the design of housing (paragraph 127).

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<sup>15</sup> Secretary of State Decision: APP/H1840/W/15/3008340.

- 5.37: An appropriate amount of car parking is proposed for each dwelling and that car parking has been very carefully designed to ensure that it integrates into the landscape. These hard surfaces will be permeable.
- 5.38: The submitted ecology appraisal<sup>16</sup> advises that no issues have been identified that would prevent the proposed development proceeding in line with planning policy and legislation relating to nature conservation. The report further advises that the proposed development offers opportunities to enhance biodiversity in accordance with both national and local planning policy.
- 5.39: In terms of landscaping, it is considered that the development would not seek to introduce uncharacteristic elements within the landscape therefore would result in a small change over a limited area affecting few landscape characteristics. It is considered that there will be a low magnitude of effect on the local landscape character area with no designated landscapes affected by the proposed development. Indeed, it is considered that the development at the application site would be appropriate in landscape and visual terms.
- 5.40: Overall, the proposal fully respects the natural environment principles of the NPPF and established local plan policies.

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<sup>16</sup> Preliminary Ecological Appraisals July 2018 – Naturally Wild

## 6. SUMMARY AND PLANNING BALANCE

- 6.1: Section 38 (6) of the Planning and Compulsory Purchase Act 2004 states that 'if regard is to be had to the development plan for the purpose of any determination to be made under the planning Acts the determination must be made in accordance with the plan unless material considerations indicate otherwise'
- 6.2: Policies DSI (development strategy), DMH3 (development in open countryside)<sup>17</sup> are policies which seek to restrict development in Tier 2 villages and within the open countryside by only allowing specific types of development and where new residential development is considered unacceptable.
- 6.3: The council is unable to demonstrate a five-year supply of housing land; as such, paragraph 11(d) and Footnote 7 along with paragraph 14 of the NPPF state that policies concerned with the supply of housing should not be considered up to date are triggered.
- 6.4: Paragraph 11(d) states that permission should be granted for development unless the effects of done so would significantly and demonstrably outweigh the benefits unless specific policies of the NPPF indicate development should be restricted.
- 6.5: The following social benefits will enhance and maintain the vitality of the community, as required by paragraph 78 of the NPPF. These benefits will include:
- The creation of housing provision for families which can be delivered efficiently and quickly, to meet identified local demand. The site has very few constraints and already has two accesses in place;
  - Assisting in building and maintaining a mixed and balanced community that will sustain and enhance the vitality of community life in Osbaldeston and the surrounding cluster of villages;
  - The provision of family housing units that will attract new families to this housing market and the community. New entrants to the community will bring new vibrancy and contribute to local activities, groups and events;
  - The provision of new homes to be accessed by the housing market locally rather than being forced to move away due to a lack of suitable available housing which will help provide a more balanced community for all ages;
  - The provision of the proposed type of new housing is likely to attract younger families and people of working age, who will help to maintain and enhance the future vitality of Osbaldeston by creating new demand for local services;

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<sup>17</sup> Ribble Valley Core Strategy 2008-2028

- The construction of bespoke high quality homes of high-quality design with green infrastructure that will create a pleasing and healthy place to live; and
- Providing larger family housing is expected to allow existing homemakers with children to move into the locality. This will help to respond to the challenges of a declining younger age population (aged 5-15 and 16-24 years), and help to provide support for existing services, facilities and community activities.

6.6: In accordance with paragraph 83 of the NPPF, it is considered that the development will support a prosperous economy by helping retain and develop local services and community facilities in Osbaldeston, its immediate environment and the surrounding cluster of villages.

6.7: The location of the site and its position in close proximity to services and facilities in the village itself and the cluster of nearby villages and to Mellor and Mellor Brook, will ensure that new residents provide economic support for the vitality and viability of businesses and service providers in this wider local area; this, in turn, will help to support the health, social and cultural wellbeing of the village.

6.8: Economic benefits arising from the proposal will include:

- The provision of housing – the proposed units will provide a suitable, sustainable choice for the wider market which is deliverable;
- Bespoke housing such as that proposed significantly helps the regeneration of economic sites in the nearby Tier 2 settlements;
- An increase in council tax receipts arising from each new dwelling constructed;
- New Homes Bonus payments;
- Retention and enhancement of existing village facilities;
- An increase in the number of households within Osbaldeston will increase expenditure in the village and wider economy;
- The creation of indirect jobs and economic activity from the increase in the number of homes in this locality;
- New population growth will bring new skills to the locality; and
- The benefits of construction jobs during the development of the site.

6.9: Paragraph 9 of the NPPF informs that local circumstances vary greatly and that influences the way in which contributions to sustainable development can be

made. Taking into account the requirement of paragraph 9 and the overarching themes of the NPPF to provide a supply of housing required to meet the needs of present and future generations, Osbaldeston is demonstrated to be a rural settlement where it is appropriate to accommodate new housing development. Sustainable development is about positive growth.

- 6.10: This application provides evidence that the proposed development in the manner proposed is indeed sustainable (as defined under paragraph 9 of the NPPF). The proposals are well designed and reflect the local vernacular (DMG1, DMG2 and DME3 of the Core Strategy).
- 6.11: The application provides evidence that the natural environment will be conserved and will be enhanced. The submitted ecology appraisal advises that there are no issues which have been identified that would prevent the proposed development proceeding in conformity with national or local planning policy and legislations relating to nature conservation (policies DME3 and DME1 of the Core Strategy) in so far as they take account of the principles of the NPPF.
- 6.12: There will be no undue impacts in this landscape from development being carried out in the manner proposed (policies DMG1 and DME2 of the Core Strategy).
- 6.13: The proposal ensures that the environmental benefits of the scheme protect and enhances the natural built and historic environment. This is achieved by the promotion of biodiversity, in the well-designed nature of the buildings and by the layout which is promoted. It is also achieved because the scheme sustains and enhance the significance of the existing heritage assets in the village (the Church of St Marys and Primary School).
- 6.14: The carefully considered development ensures that there is no undue impact on the village landscape especially since the proposed built form is essentially within the village built form being adjacent to existing dwellings and opposite an existing linear form of housing.
- 6.15: Furthermore, the loss of part of the hedgerow which fronts onto Osbaldeston Lane has been minimised. This is achieved by the use of the two accesses to the site which have already been granted planning permission. The insertion of these accesses by implementation of the existing planning permission is mitigated by the opportunities for the planting of a hedgerow around the proposed plots and surrounding woodland along with additional biodiversity enhancements.
- 6.16: There are no other material considerations which would prevent planning permission being granted:
- There are no residual cumulative impacts on transport grounds from this development which are severe (Paragraph 109 of the NPPF);
  - Sight lines are provided to accord with the Manual for Streets;

- Car parking provision is made in accordance with adopted standards; and
- There are no issues raised with regard to air quality matters (Paragraph 181 of the NPPF).

6.17: Overall, it is considered that the proposed development fully reflects the requirements of the NPPF in helping to provide suitable housing development in this rural locality. New housing will generate tangible social and economic benefits that will enhance future vitality of both this village and the wider locality and it has been fully evidenced that the proposal will not create any environmental harm.



## PLANNING BALANCE



### POINTS AGAINST

- Additional, but minimal traffic movements along Osbaldeston Lane.

### POINTS FOR

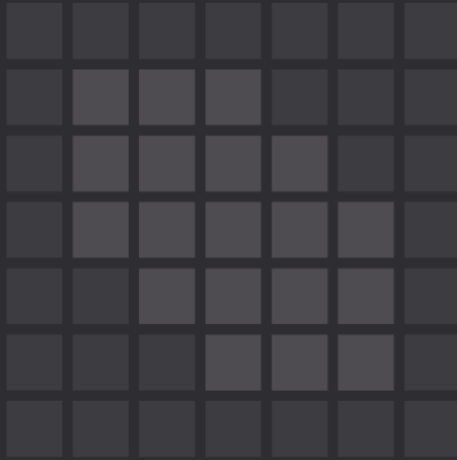
- Provision of housing units (4) which provide a sustainable additional to Osbaldeston which will enhance the vitality of this village and the surrounding cluster of villages;
- Well-designed dwellings which will fit into the local vernacular and which are considered to be a high standard of design which will not be detrimental to the character and appearance of the area;
- Additional tree planting to be provided along the boundaries of the application site;
- A minimum of 50 metres of new native hedgerow laid around the application site boundaries to be established in addition to hedgerow planting to define the individual plots (see Design and Access Plan for overarching strategy);
- Enhancement of the biodiversity of the site and locality in general;
- Development which fully complies with highway safety standards and provides a public footpath through the site frontage to the bus stop at the Bay Horse;
- Development which respects the amenities of existing residents; and
- Significant economic benefits by the provision of positive but limited scale growth

With reference to planning policy and other material considerations, there are no significant and demonstrable adverse impacts that would arise from the proposed development. The 'planning balance' is therefore weighed positively in weight of the proposal with reference to the benefits summarised above and set out within this Planning Statement. It is respectfully requested that planning permission should therefore be granted.

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