



## **PLANNING STATEMENT**

### **LAND OFF PETRE WOOD CRESCENT, LONGSIGHT ROAD, LANGHO LANCASHIRE**

### **GREAT PLACES HOUSING GROUP**

**TOWN & COUNTRY PLANNING ACT 1990 (AS AMENDED) PLANNING AND  
COMPULSORY PURCHASE ACT 2004.**

Date: July 2019

Pegasus Reference: SW/AD/P19-0942

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## **1. INTRODUCTION**

- 1.1 Pegasus Group have been instructed by Great Places Housing Group (the applicant) to submit this full planning application in support of a proposed residential development (Phase 3) at Land at Petre Wood Crescent, Longsight Road, Langho.
- 1.2 Great Places are Ribble Valley Borough Council's preferred provider of affordable housing. They manage over 19,000 units across the North West and have a strong track record in terms of building new homes, having delivered nearly 6,000 in the last ten years across the North West of England. Their latest corporate plan sets ambitious targets to deliver 8,000 homes over the next 10 years. In 2018, Great Places welcomed a landmark strategic partnership (SP) with Homes England that will see the organisation build 750 additional affordable homes across the North over the next four years, enhancing existing funding in place to deliver 1,200 homes. The SP enables delivery of homes for social rent in areas of high affordability pressure of which Ribble Valley is one of only 7 in the North West. This scheme will be the first scheme in Ribble Valley to have grant funded Social Rent units in over 10 years.
- 1.3 This site has been part of ongoing discussions with RVBC over a number of years. Two phases of housing development have already been built as affordable homes, by Great Places. This would be the final phase of residential development and the scheme would reflect housing mix and tenure requirements in line with policy.
- 1.4 The proposal comprises 31no. units with a mix of 2no. and 3no. bedroom houses and 2no bedroom bungalows for Shared Ownership and Social Rent. This proposal is part of a phased development and Phase 1 was granted consent in 2007 for 45 residential units (3/2007/0555). Phase 2 was granted in outline in 2012 (3/2009/1011) for 24 dwellings with Reserved Matters granted under application 3/2013/0113. This will be phase 3 of the residential development accessed of Longsight Close.
- 1.5 The site was put forward in June 2017 by Dickman Associates Ltd as part of the Call for Sites for the HED DPD. Discussions have also taken place with Rachel Stott, the Council's housing Strategy Officer who has provided a letter of support for the proposed development.
- 1.6 The main points at the meeting were as follows (Source: Email from Luke Newland 06/03/19) Senior Development, Project Manager):
  - Ms Stott is pleased at the number of bungalows that are on the scheme. It was noted that Ribble Valley ask for a minimum of 15% of the total scheme to be bungalows which should meet Part M of Building Regulations. The proposed scheme currently have 50% as bungalows.
  - Ms Stott noted that there is another scheme which is located on the other side of the roundabout that is in for planning at the moment. The scheme is 42 units in total and of

which 18 will be affordable. A review of the mix of units was undertaken as part of the application and the client was happy to proceed with the site as over  $\frac{3}{4}$  of the affordable units on the alternative site are for 3 bed bungalows which are not provided in this scheme.

- Ms Stott also confirmed that due to the mix of Social Rent and Shared Ownership along with the proposal exceeding the requirements for bungalows, that she is happy to support the scheme and feels that the proposal will be successful through the planning process. It would be the first time in many years that Social Rent has been delivered in Ribble Valley and therefore this would provide a great benefit to the area.

1.7 Dickman Associates Ltd also undertook a pre-application consultation with RVBC in late 2018 / early 2019. Lee Greenwood responded on behalf of the Council on 11 January 2019. A copy of his response is included as part of the application package. At the time a total of 41 dwellings were being proposed. Mr Greenwood's response noted that the application would be submitted under the Council's exceptions policies and acknowledged that schemes which deliver 100% affordable units will generally be supported. However, he expressed concern that the number proposed in this location, beyond the existing settlement is of a scale which may generate conflicts with the overarching development strategy. He recommended that the overall scale and size of the development be reduced.

1.8 In line with this advice, the scheme has been revised so that it now comprises 31 units. This reduced number enables the development to align more closely with the Council's development strategy whilst ensuring that the number of units proposed works in financial and management terms for Great Places as the housing provider. It also allows for the creation of an attractive residential development which uses the space available efficiently and takes full account of the site constraints.

1.9 The Planning Statement draws together the key technical information from the suite of detailed reports submitted with the application and tests the proposals against the relevant planning policies and material considerations.

1.10 The purpose of this statement is to:

- Identify and address the most recent planning policies relevant to the development proposal within the National Planning Policy Framework and Local Development Plan;
- Confirm that the site represents a suitable development at the site; and
- Confirm the various benefits that will arise from developing the site.

### **The Application Submission**

1.11 In addition to this statement, the following documents are submitted in support of the application in accordance with the Local Validation Checklist requirement:

- Plans and elevations;
- Design and Access Statement;
- Arboricultural Report;
- Ecology Report;
- Noise Report;
- Phase 1 Site Investigation Report;
- Transport Report;
- Landscape Layout;
- Drainage Design;
- Cadent National Grid Assessment;
- Great Places Business Plan for the application site; and
- Luke Newlands Email dated 06/03/19 with note of support from Rachel Stott.

1.12 Lee Greenwood, the planning case officer, has confirmed that there is no necessity to submit a separate Head of Terms document at this stage. Due to the 100% affordable nature of the scheme he is content for this matter to be discussed in greater detail as part of the determination process. Great Places are aware of the potential for contributions to be required for highway infrastructure, education and open space but notes that these will be negotiated on a site by site basis depending on the individual circumstances of the development proposed and that the Council is pragmatic in its approach to such contributions.

### **Report Structure**

- 1.13 The remainder of this report includes the following sections:
- Section 2 introduces the site and surrounding area;
  - Section 3 details any planning history;
  - Section 4 outlines the development proposal;
  - Section 5 details the relevant national and local planning policy;
  - Section 6 assesses the development against the relevant planning policy; and
  - Section 7 provides a summary and conclusions.

## 2. SITE DESCRIPTION

- 2.1 The site lies outside but immediately adjacent to the settlement boundary of Langho (as existing and as submitted as part of the HED DPD). Therefore, the site is located within the open countryside on greenfield land. The site is a long slim triangular parcel of land, measuring 0.99 hectares, that runs parallel to the A59 located to the north. Residential properties, comprising Phases 1 and 2 of the Petre Wood developments, are located to the South West of the site and a mixture of uses are located to the South East including housing, a caravan park, a church, a community centre, a public house, a Petrol Filling Station and Open Space. Access to the site is off Petre Wood Close which has direct access to Whalley Road.
- 2.2 The site is located on the north eastern fringe of Langho, 1.1 miles north of the town centre, on the edge of the settlement and it is 0.9 miles south of Billington. In Ribble Valley the principle towns are Clitheroe, Longridge and Whalley. These are located 6.2 miles, 9 miles and 2 miles respectively.



Figure 1 Site Location in Relation to Surroundings

### ***Land Allocation***

- 2.3 The Ribble Valley Local Plan Map shows the site is located beyond the Langho settlement boundary and within the open countryside. This remains the same allocation within the emerging HED DPD.



Figure 2 Site Location in Ribble Valley Core Strategy Policy Map

- 2.4 The site comprises a single field of rough grassland, bounded by hedges and fences. It is relatively featureless and slopes generally down to the north with a higher plateau in the south of the site. The A59 lies to the north in a cutting and is separated from the site by an embankment. It has an acoustic barrier along this part of its length. There is agricultural grazing land to the north and east. There is no public access and the site offers little in the way of visual amenity.
- 2.5 It is crossed approximately halfway along its length by a medium pressure gas main. The easement for this pipeline has been considered in the proposed site layout and afford the opportunity for some open space and amenity planting. The Cadent National Grid Assessment has been submitted with this application.
- 2.6 According to the Environment Agency's Flood map the whole of the site is in Flood Zone 1 and therefore in the lowest flood risk category. As the site is less than 1 hectare a Flood Risk Assessment is not required.
- 2.7 The Ecological Survey notes that there are no Statutory or non-statutory protected sites within or adjacent to the site and no Protected Species were detected on the site.

### **3. PLANNING HISTORY**

- 3.1 Conducting desktop research on the Council's Online Portal identified the following planning applications to be relevant to the proposal.
- 3.2 **3/2007/0555/P** – Permission for an affordable housing development of 45 units on a former garden centre site adjoining the current application site. This development has been completed.
- 3.3 **3/2009/1011/P** – Outline permission (granted on 12 March 2012) to build 10no. two bed semi detached bungalows, 4no. semi detached and 2no. detached three bed dormer bungalows and 8no. three bed semi-detached houses on Land adjacent to Petre House Farm, Whalley Road, Langho.
- 3.4 **3/2013/0113/P** – Proposal for 25no. affordable homes to land off Petre Wood Close including associated landscaping and public footpath diversion at Petre Wood Crescent, Langho. Granted July 2013.



## 4. DEVELOPMENT PROPOSAL

4.1 This development proposes:

*31no. affordable residential units with a mix of 2no. and 3no. bedroom houses and 2no. bedroom bungalows for shared ownership and social rent at Petre Wood Crescent, Langho.*

4.2 Detailed planning drawings have been prepared by John McCall Architects Ltd.

4.3 The site measures approximately 0.99ha, this results in 31no. dwellings per hectare. Vehicle access would be taken off Petre Wood Crescent.

4.4 The scheme would involve the erection of 31no. detached and semi-detached 100% affordable residential units with a mix of 2no. and 3no. bedroom houses and 2no. bedroom bungalows for shared ownership and social rent. Please see the tenure plan below.



Figure 3 Tenure Plan

4.5 The accommodation schedule is:

House type	Storeys	Bedrooms	Square metres	Amount
HT1	2	2no. bed semi-detached.	70 m <sup>2</sup>	8no.
HT2	1	2no. bed semi-detached.	63 m <sup>2</sup>	10no.
HT3	1	2no. bed detached.	67 m <sup>2</sup>	1no.
HT4	2	3no. bed semi-detached.	83 m <sup>2</sup>	12no.
				TOTAL = 31no.

- 4.6 The layout is in a simple linear form that will assist wayfinding and will create an open frontage to make the most of the green space at the front of each of the properties whilst also providing a reasonable rear garden.
- 4.7 Two parking spaces are to be provided for each dwelling. Stacked parking is used so that driveways do not dominate the street scene with an integrated pedestrian access path. Level access will be provided to the front of all dwellings with secure access points to the back garden.
- 4.8 The houses are traditional in style with front and rear gardens which are well screened from the adjacent properties to prevent overlooking. Hard and soft landscaping will be utilised to create a pleasant outdoor space that encourages both play and socialisation.
- 4.9 The material design of the houses responds to the previous two phases which are finished in red brick, render and all have pitched roofs. The proposed scheme will be sympathetic to this by incorporating similar design and materials. Consequently, red brick has been selected with artstone features and rendering. This homogenises the street scene and creates a consistent development to existing neighbouring properties of Phase 1 and 2. Please refer below to the proposed elevations of the residential units.



Figure 4 Block 1 Front elevation

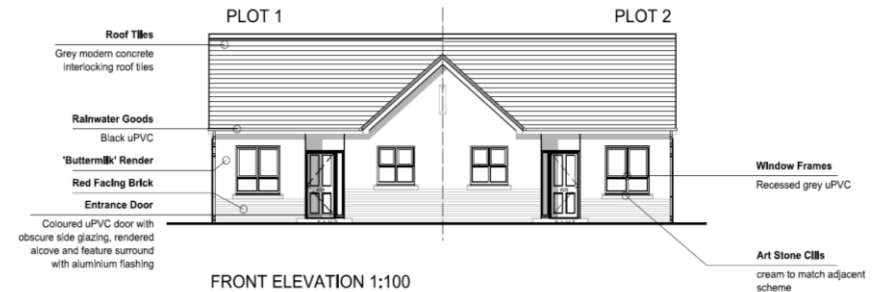


Figure 5 Block 2 Front Elevation



Figure 6 Block 3 Font Elevation



Figure 7 Block Type 4 Front Elevation

- 4.10 In relation to boundary treatment, the frontage of properties has been designed to be open to aid natural surveillance. The back garden boundaries are surrounded by closed boarded timber fencing between units and on the site boundary. On the extended road there will be an open frontage with new trees being planted.
- 4.11 Great Places have provided a Business Plan for the development which is attached as part of the planning application package. This states that Great Places wishes to deliver affordable housing on this site as it builds upon the previous two phases of residential development in this neighbourhood. They believe that the range of units provided on this phase will allow Great Places to offer affordable housing to a wide spectrum of people with various housing needs. The document notes that the offer of shared ownership and social rent has been agreed following on from Great Places' meeting on (26<sup>th</sup> February 2019) and subsequent discussions with Rachael Stott (Housing Strategy Officer at Ribble Valley Council). Ms Stott has provided an email of support for the application which is attached to the application.
- 4.12 The Business Plan notes that demand for both social rent and shared ownership has been high on the previous phases of the Petre Wood Development. The need for social rent properties was identified in the Council's *Housing Needs Study* (2011), whilst the shared ownership properties in Phase 2 of the development were all reserved within 10 months and attracted 126 interested potential owners for the 7 homes.
- 4.13 The social rent homes will be let via nominations from Ribble Valley Borough Council. Rent levels will be set in line with restrictions for social rent. There will be a minimal service charge and no ground rent payable on the scheme. Residents who are offered a property will have to complete a stringent affordability check to ensure they can afford the rent payments before they are allocated a property.
- 4.14 Great Places' sales provider, Plumlife have a good reputation in Ribble Valley and firmly believe that there is definitely a further need for more shared ownership in the area as the local high values have priced many first-time buyers out of the market. In order to ensure the units can be included in the Homes England's SP, the shared ownership dwellings will be sold to purchasers who meet the eligibility criteria as set out in the Homes England's Capital Funding Guide.
- 4.15 The homes will be managed by Great Places who are a trusted Registered Provider in Ribble Valley. Great Places are able to ensure confidence and reliability in the deliverability and ongoing management of the properties. Great Places are named within RVBC "Addressing Housing Need" (2012) document as having an existing partnership arrangement.

## **5. PLANNING GUIDANCE**

- 5.1 This section sets out the relevant planning policy considerations for the planning application from the adopted Development Plan, emerging local planning policy and the National Planning Policy Framework. The following only includes policy that is considered to be relevant to the application.
- 5.2 The Ribble Valley Borough Council Development Framework comprises the following:
- Core Strategy 2008-2028 A Local Plan for Ribble Valley;
  - Ribble Valley Proposal's Map; and
  - Housing and Economic Development – Development Plan Document.
- 5.3 The National Planning Policy Framework (NPPF), which was adopted in February 2019, is the Government's latest planning policy guidance and therefore represents a material consideration of significant weight in the determination of the application.

### ***National Planning Policy Framework***

- 5.4 The NPPF, outlines the Government's fundamental objectives for the planning system. Within the NPPF there is an overarching principle of sustainable development, outlined in Paragraph 8. This outlines three interdependent objectives for achieving sustainable development, which are to be pursued in mutually supportive ways. These are:
- a) *An economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;*
  - b) *A social objective – to support, 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; and*
  - c) *An environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.*
- 5.5 For decision-taking, the presumption in favour of sustainable development means: approving development that accords with an up-to-date development plan without delay; or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- If 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.

5.6 Paragraph 47 states that planning law requires that applications for planning permission are to be determined in accordance with the development plan, unless material considerations indicate otherwise. Decisions on applications should be made as quickly as possible and within statutory timescales unless a longer period has been agreed by the applicant in writing.

5.7 Furthermore, Paragraph 48 asserts that Local Planning Authorities may give weight to relevant policies in emerging plans according to:

- The stage of preparation of the emerging plan (the more advanced its preparation, the greater the weight that may be given);
- The extent to which there are unresolved objections to relevant policies (the less significant the unresolved objections, the greater the weight that may be given); and
- The degree of consistency of the relevant policies in the emerging plan to this Framework (the closer the policies in the emerging plan to the policies in the Framework, the greater the weight that may be given).

5.8 Paragraph 64 states that where major development involving the provision of housing is proposed, planning policies and decisions should expect at least 10% of the homes to be available for affordable home ownership. Exemptions to this 10% requirement should also be made where the site or proposed development (*inter alia*):

a) *is exclusively for affordable housing, an entry-level exception site or a rural exception site.*

5.9 Paragraph 77 of the NPPF provides guidance on providing affordable housing within rural areas. The NPPF states that in rural areas, planning policies and decisions should be responsive to local circumstances and support housing developments that reflect local needs. Local planning authorities should support opportunities to bring forward rural exception sites that will provide affordable housing to meet identified local needs and consider whether allowing some market housing on these sites would help to facilitate this.

5.10 Rural exception sites are defined in the NPPF as:

*"Small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. A proportion of market homes may be allowed on the site at the local planning authority's*

*discretion, for example where essential to enable the delivery of affordable units without grant funding”.*

- 5.11 Paragraph 78 states to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one village may support services in a village nearby.
- 5.12 Paragraph 127 requires that planning decisions should ensure development adds to the overall character of the area, are visually attractive as a result of good architecture, layout and appropriate and effective landscaping. Development should also optimise the potential of the site to accommodate and sustain appropriate amount and mix of development and provide a high standard of amenity for existing and future uses.
- 5.13 Paragraph 130 states where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development.
- 5.14 Paragraph 170 states that planning policies and decisions should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, minimising impacts on and providing net gains for biodiversity and preventing contribution to unacceptable levels of soil, air, water or noise pollution or land instability.

### ***Local Development Framework***

#### ***Adopted Core Strategy (16 December 2014)***

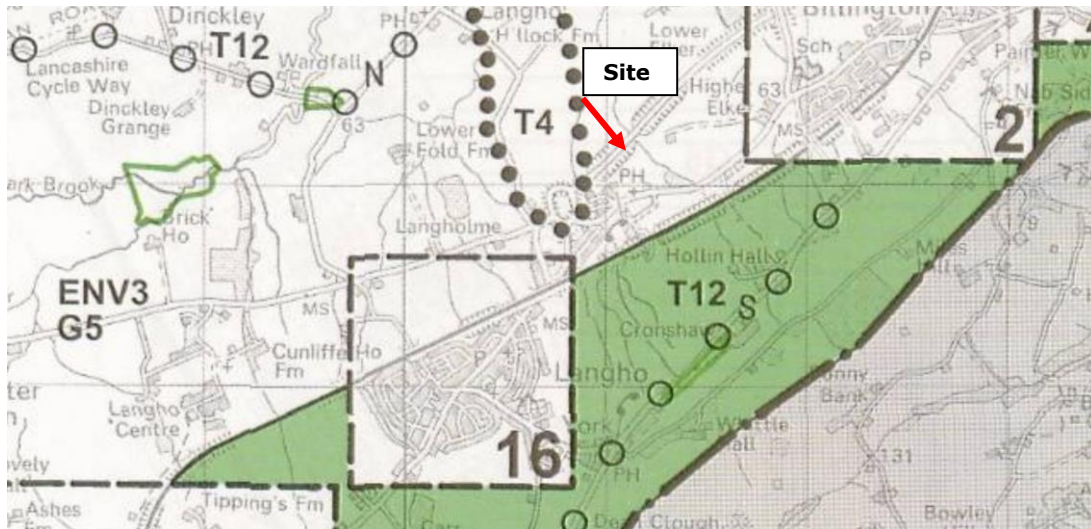
- 5.15 The adopted local plan comprises of the following documents:
- Core Strategy 2008 – 2028 A Local Plan for Ribble Valley (Adopted in December 2014 Version). This was not accompanied by a Proposals Map.
  - Saved Local Plan Policies in the Ribble Valley Borough Council Districtwide Plan 1991-2006 (saved in September 2007)
- 5.16 In order to replace the now outdated Local Plan policies (1991-2006) and its associated Proposals Map, the Council are advancing the Housing and Economic Development Plan Document (HED DPD).

#### ***Adopted and Emerging Proposals Map***

- 5.17 The adopted proposals map for the area (see below) is based on the old Districtwide Plan (1991-2006). It confirms that the site is outside the settlement boundary and within the Open Countryside.



The land is not within the Green Belt, AONB or any other environmental designation on the adopted proposals map.



### **Core Strategy**

- 5.18 The Core Strategy forms the central document of the Local Development Framework for Ribble Valley Borough Council and will guide development of the area to 2028. The Core Strategy was adopted on 16 December 2014. It will be more than 5 years old shortly. This is relevant in the context of the Borough's future housing requirement, which we address shortly.
- 5.19 **Key Statement DS1 (Development Strategy)** states that majority of new housing will be directed towards the principle settlements of Clitheroe, Longridge and Whalley. Development that has recognised regeneration benefits, is for identified local needs or satisfies neighbourhood planning legislation, will be considered in all the borough's settlements, including small-scale development in the smaller settlements that are appropriate for consolidation and expansion or rounding-off of the built-up area.
- 5.20 **Key Statement EN2 (Landscape)** states that as a principle the Council will expect development to be in keeping with the character of the landscape, reflecting local distinctiveness, vernacular style, scale, features and building material.
- 5.21 **Key Statement EN4 (Biodiversity and Geodiversity)** states that the Council will seek wherever possible to conserve and enhance the area's biodiversity and geodiversity and to avoid the fragmentation and isolation of natural habitats and help develop green corridors.
- 5.22 **Key Statement H1 (Housing Provision)** states that land for residential development will be made available to deliver 5,600 dwellings, estimated at an average annual completion target of at least 280 dwellings per year over the period 2008 to 2028 in accordance with baseline information. The Council will identify through the relevant "Strategic Housing Land Availability Study" (SHLAA), sites for residential development that are deliverable over a five-year period. By reference to the



housing land monitoring report and where appropriate Strategic Housing Land Availability Assessments, the Council will endeavour to ensure housing land is identified for the full 15-year period and beyond.

5.23 **Key Statement H3 (Affordable Housing)** states that affordable housing is broadly defined as that which is accessible to people whose income does not enable them to afford to buy or rent property suitable for their needs in the open housing market. All affordable housing provided must be made available to those in housing need and will remain affordable in perpetuity.

5.24 **Policy DMG1 (General Considerations)** states that in determining planning applications, all development must consider design, access, amenity, environment and infrastructure. This includes:

- Being of a high design standard and be sympathetic to the surrounding buildings.
- Consider traffic and parking implications;
- Not affect and mitigate the amenity of the surrounding area;
- Consider environmental implications;
- Not result in a loss of open space, and have regard to key infrastructure capacity; and
- Not prejudice future development which would provide environmental and amenity improvements.

5.25 **Policy DMG2 (Strategic Considerations)** states that development should be in accordance with the Core Strategy. Within the Tier 2 villages and outside the defined settlement areas, development must meet at least one of the following considerations:

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

5.26 Policy DMG2 also states that within the open countryside development will be required to be in keeping with the character of the landscape and acknowledge the special qualities of the area by

virtue of its size, design, use of materials, landscaping and siting. Where possible new development should be accommodated through the re-use of existing buildings, which in most cases is more appropriate than new build.

5.27 **Policy DMG3 (Transport and Mobility)** states that in making decisions on development proposals the local planning authority will, in addition to assessing proposals within the context of the development strategy, attach great weight to the availability and adequacy of public transport and associated infrastructure to serve those moving to and from the development.

5.28 **Policy DMH1 (Affordable Housing Criteria)** states that where proposals involve the provision of affordable housing units, the residential development must be expressly for the following groups of people:

- 1) First time buyers currently resident in the parish or an adjoining parish;
- 2) Older people currently resident in the parish or an adjoining parish;
- 3) Those employed in the parish or an immediately adjoining parish but currently living more than 5 miles from their place of employment;
- 4) Those who have lived in the parish for any of the last 10 years having left to find suitable accommodation and also with close family remaining in the village;
- 5) Those about to take up employment in the parish;
- 6) People needing to move to the area to help support and care for a sick or older person.

5.29 Policy DMH1 also states that providing housing for older people is a priority for the Council within the housing strategy. Therefore, within the negotiations for housing developments, 15% of the units will be for older people provision.

5.30 **Policy DMH3 (Dwellings in the Open Countryside and AONB)** states that within areas defined as open countryside or AONB on the proposals map, residential development will be limited to (*inter alia*):

- 1) Development essential for the purposes of agriculture or residential development which meets an identified local need.

5.31 **Policy DMB4 (Open Space Provision)** states that on all residential sites of over 1 hectare, the layout will be expected to provide adequate and usable public open space.

#### **Annual Monitoring Report (August 2017)**

5.32 This report monitors the success of the Council in following their prescribed goals within the Core Strategy. Within Policy H3 (Affordable Housing) the target for affordable housing was 75 dwellings and the actual amount was 104 dwellings.

### **Housing Land Supply**

- 5.33 The Council's 5 Year housing land supply position is somewhat blurred and complicated by the fact that the HED DPD is being examined under policies contained within the old NPPF. However, the approach for testing 5-year supply going forward under the new NPPF (for new local plans and current planning applications) is quite different in terms of determining what is the housing need/requirement over the next five years and what sites can be deemed 'deliverable' within the 5-year assessment. The NPPF has shifted the goal posts quite considerably.
- 5.34 At the HED DPD examination, the Council provided an update on the current and projected housing supply position in Ribble Valley, following the publication of the Housing Position Statement on the 5<sup>th</sup> December 2018. The Council is claiming that they have a 6.1-year supply of housing land using the 5% buffer with the base date of 30<sup>th</sup> September 2018. However, this buffer is based upon the approach adopted in the new NPPF.
- 5.35 In light of this, we are aware that Emery Planning have written a response to the HED DPD Inspector to ask for clarification as to which NPPF it will be examined under and what approach should be used when calculating the 5-year supply. Given the adopted Core Strategy is set to be renewed this year, the HED DPD Inspector may not have the appetite to go through this in detail which could lead to a further detailed site suitability/ selection process, as this risk extending HED DPD proceedings even further.
- 5.36 However, within a recent planning appeal decision between Gladman Development Limited v Ribble Valley Borough Council at Henthorn Road, Clitheroe (Ref 19/3221189) the 5-year Housing Supply was contested. The inspector accepted that there is a degree of subjectivity in the data on lead-in times and building rates provided by house builders. Equally, there was subjectivity in the use of comparable information and it was considered that the housing land supply should be reduced by 279 dwellings in total during the five-year period from that shown on the updated five-year housing supply table from 1<sup>st</sup> October 2018 to 30<sup>th</sup> September 2023. The number of dwellings should therefore be reduced to 2,106. As a consequence, the Inspector found that the deliverable housing land supply demonstrated is 5.07 years (2,106 divided by the agreed annual requirement of 415) dwellings per annum.

### **Strategic Housing Market Assessment (SHMA) (December 2008)**

- 5.37 Ribble Valley SHMA was released in December 2008 and may therefore be considered to be out of date.
- 5.38 Within this document in Section C it states that there is a clear shortage of good quality affordable housing, especially for social rent. Waiting lists are high and properties are in short supply, with low turnover and very low numbers of empty properties. The true number of households in need may be greater than the waiting list total of 856, as people may not register for social housing if they feel there is very little chance of being successful.

### **Emerging Policy - Housing and Economic Development Plan Document (HED DPD)**

- 5.39 Following the adoption of the Core Strategy in December 2014 the Council is preparing a Housing and Economic Development Plan Document (HED DPD). This plan will set out more detailed policy coverage for matters relating to housing and economy to fully implement the policies of the Core Strategy. The HED DPD will be accompanied by a Proposals Map which will show on an Ordnance Survey base the extent of allocations and designations arising from the adopted Core Strategy and the HED DPD. When adopted the HED DPD and Proposals Map will form part of the statutory development plan for the borough.
- 5.40 This plan is currently at the Examination in Public Stage (Regulation 24). The Council is proposing some additional housing sites as main modifications for the Inspector to consider as part of the Examination of the HED DPD. The Council has identified sites at Clitheroe, Simonstone and Langho. Details of the proposed additional sites are set out in the consultation document.
- 5.41 A six-week public consultation period was held on Friday 1<sup>st</sup> March and closed at 5pm on Friday 12<sup>th</sup> April 2019, during which comments were invited on the proposed main modifications. This consultation is now closed. Representations received after the closing deadline may not be considered.

## **6. PLANNING POLICY ASSESSMENT**

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act confirms planning applications must be determined in accordance with the adopted Development Plan for the area, unless material considerations indicate otherwise.
- 6.2 In this instance, The Ribble Valley Borough Council Local Development Framework (LDF) comprises the Core Strategy 2008-2028 A Local Plan for Ribble Valley, Ribble Valley Proposal's Map and the emerging Housing and Economic Development – Development Plan Document.
- 6.3 This section assesses the main issues associated with the proposed development against the adopted planning policy and material considerations discussed above.
- 6.4 The main issues to be addressed are:
- Principle of development;
  - Design;
  - Sustainability;
  - Geotechnical;
  - Noise;
  - Trees;
  - Ecology; and
  - Transport.

### **Principle of Development**

- 6.5 The application site is located within the Open Countryside. Key Statement DS1 (Development Strategy) states that majority of new housing will be directed towards the principle settlements of Clitheroe, Longrize and Whalley. Development that has recognised regeneration benefits, is for identified local needs or satisfies neighbourhood planning legislation, will be considered in all the borough's settlements, including small-scale development in the smaller settlements that are appropriate for consolidation and expansion or rounding-off of the built-up area. This section will expand on the required local need of this development.

### *Local Need*

- 6.6 As the proposal is for 100% affordable dwellings, Policy DMH3 states that outside main settlements planning permission will only be granted for small scale developments where there are local housing needs. Policy DMG2 also states that outside the defined settlement areas, development must address local housing which meets an identified need.

- 6.7 Therefore, in accordance with this, the submitted Great Places Business Plan notes that demand for both social rent and shared ownership has been high on the previous phases of the Petre Wood Development. The need for social rent properties was identified in the Council's *Housing Needs Study* (2011), whilst the shared ownership properties in Phase 2 of the development were all reserved within 10 months and attracted 126 expressions of interest for the 7 homes.
- 6.8 Great Places' sales provider, Plumlife have a good track recording selling in Ribble Valley and believe that there is definitely a further need for shared ownership in the area as the local high values have priced many first-time buyers out of the market.
- 6.9 The homes will be managed by Great Places who are a trusted Registered Provider in Ribble Valley. Great Places are able to ensure confidence and reliability in the delivery and ongoing management of the properties. Great Places are named within RVBC "Addressing Housing Need" (2012) document as having a partnership arrangement.
- 6.10 The proposal accords with Policy DMH3 (Dwellings in the Open Countryside and AONB) which states that within areas defined as open countryside on the proposals map, residential development will be limited to (*inter alia*) residential development which meets an identified local need. It is considered that as the proposal is for 100% affordable residential it does meet an identified need. This has confirmed by Ms Rachel Stott (RVBC Housing Officer) who stated that due to the mix of Social Rent and Shared Ownership along with the proposal exceeding the requirements for bungalows, that she is happy to support the scheme and feels that the proposal will be successful through the planning process. It would be the first time in many years that Social Rent has been delivered in Ribble Valley and therefore this would provide a great benefit to the area.
- 6.11 As stated within the Great Places' Business Plan, the social rent homes will be let via nominations from Ribble Valley Borough Council. According to the Local Authority's Housing Needs survey (2011) there is demand for this type and size of home. Rent levels will be set in line with restrictions for social rent. There will be a minimal service charge and no ground rent payable on the scheme. Residents who are offered the property will have to complete a stringent affordability check to ensure they can afford the rent payments before they are allocated a property. Previous demand for social rented properties on the previous phases has been high and there have only been 2 properties void (short term) since 2008 when the first phase was completed.
- 6.12 The Business Plan also states that the shared ownership units on past phases has been high, with the last phase having all units attract great interest within the first few months of marketing. The shared ownership dwellings will be sold to purchasers who meet the eligibility requirements as set out in the Homes England Capital Funding Guide. No other restrictions including nationally, or locally defined prioritisation criteria can be applied to the shared ownership other than a prioritisation for current and former member of the Armed Forces, this is because of the Homes England grant funded nature.

### *Older People's Housing Need*

- 6.13 Core Strategy Key Statement DMH1 states the design criteria for Affordable Housing must meet older people's housing needs to reach the Lifetime Homes standard. The Great Place's business plan confirms that bungalows on this scheme are aimed at older people and therefore meet the Lifetime Homes requirement.
- 6.14 In line with Policy DMH1, providing housing for older people is a priority for the Council within the housing strategy. Therefore, within the negotiations for housing developments, 36% of the units will be for older people provision.
- 6.15 Discussions have also taken place with Rachel Stott, the Council's Housing Strategy Officer who has provided a letter of support for the proposed development. Ms Stott is pleased at the number of bungalows that are on the scheme. It was noted that Ribble Valley ask for a minimum of 15% of the total scheme to be bungalows which should meet Part M of Building Regulations. The proposed scheme currently has 36% as bungalows which is more than double the 15% threshold prescribed in Policy DHM1.

### *Housing Mix*

- 6.16 The will consist of both social Rent and Shared Ownership with a 50:50 split and will contain a mix of dwelling types. There are:
- 8no. x 2no. bedroom / 4-person dwellings,
  - 10no. x 2no. bedroom / 3-person semi-detached bungalow
  - 1no. x 2no. bedroom / 3-person detached bungalow, and
  - 12no. x 3no. bedroom / 5-person dwelling.
- 6.17 This accords with Key Statement H2 which states that planning permission will only be granted for residential development providing it can be demonstrated that it delivers a suitable mix of housing that accords with the projected future household requirements and local need across the Ribble Valley as a whole as evidenced by the Strategic Housing Market Assessment (SHMA).
- 6.18 Additionally, it is important to note that from a strategic housing view, this proposal in terms of housing mix and tenure has been supported by Ribble Valley Borough Council's Housing Strategy Officer, Rachel Stott, via email.
- 6.19 The scheme will be funded by Homes England through Strategic Partnerships and as a result the design requirements include aiming to achieve a minimum of Building for Life score of 12. Also, all new homes should aim to be in line with the Nationally Described Space Standards (NDSS). This is an aim and is not mandatory. The bungalows on the scheme are above the NDSS and the 2/3 bed

houses are just below the NDDS but do not require written approval as they are over 85% of NDSS. The bungalows will be to lifetime homes standard.

- 6.20 The location of the site adjoins the existing affordable housing development provision of Phases 1 and 2 which therefore means this proposal would be a sensible “rounding off” of the development.
- 6.21 Therefore, it is considered that the principle of development complies with Policy DMH1, Policy DMH3 and Key Statement H2 and DS3 of the adopted Core Strategy and represents sustainable development as required by the NPPF.

### **Design**

- 6.22 As discussed in greater detail within the submitted design and access statement, the proposed layout of the scheme is in a linear manner to create a simple street scene with open frontages. This makes the most of the green space which are based on a traditional layout, with front and rear gardens. The rear gardens are mostly single aspect and will be screened from the adjacent properties to prevent overlooking. Hard and soft landscaping will be carefully integrated to create outdoor spaces that are safe and encourage social interaction.
- 6.23 In terms of material design, the houses are designed to be a continuation of the previous two phases that are finished with red brick and render, and all have pitched roofs. The materials sit comfortably within the location while allowing the scheme its own identity and modernity while providing a contemporary solution which is in keeping with its surroundings. Red brick has been chosen to complement the nearby red brick houses with artstone features as a traditional detail. There are also rendered units to break up the street scene and correspond with neighbouring properties. Therefore, this is in line with Policy Key Statement EN2 which states that as a principle the Council will expect development to be in keeping with the character of the landscape, reflecting local distinctiveness, vernacular style, scale, features and building material.
- 6.24 The frontages of the properties have been designed to be open and aid natural surveillance of the overall site. The rear garden boundaries will have closed boarded timber fencing between the units and around the site boundary.
- 6.25 The proposal also considers traffic and parking implications by providing two parking spaces for each dwelling. Stacked parking is used so that driveways do not dominate the street scene with an integrated pedestrian access path. Level access will be provided to the front of all dwellings with secure access points to the back garden. This level of parking provision was agreed with LCC for the most recent Phase 2 development at Petre Wood and hence it is considered appropriate for the proposed development.
- 6.26 Therefore, in terms of design, this proposal accords with Policy DMG1 which states that in determining planning applications, all development must consider design, access, amenity,



environment and infrastructure. The proposal is of a high design standard and is sympathetic to the surrounding buildings.

### **Sustainability**

- 6.27 The NPPF outlines three dimensions of sustainability, these being economic, social and environmental. It is therefore worthwhile analysing these three principles against the proposed development.

#### *Economic and Social*

- 6.28 The proposal will provide significant economic potential through the provision of jobs for local builders, increased spending in the local economy and providing benefits to the Council.
- 6.29 The proposed development would deliver 31no. affordable homes, designed to meet the identified need in the area, this represents a significant local benefit.
- 6.30 Additional residents in the village would also help maintain the viability of the Tier 1 Village Lango by supporting local business and service providers. This is recognised in paragraph 78 which states that to promote sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Planning policies should identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one village may support services in a village nearby.
- 6.31 Additionally, as discussed above, the proposal will provide affordable housing and older person's housing that addressed a local housing need. This will provide a social benefit as it will go towards ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations. The development is also well located to be accessible to services which will promote the well-being of the residents.
- 6.32 These economic and social benefits are individually and cumulatively substantial and in accordance with the NPPF, must be accorded significant weight.

#### *Environmental*

- 6.33 The site will provide environmental benefits by providing good architecture, layout and appropriate landscaping. The scheme would be sympathetic to the local character and incorporates a good level of open space. The proposal is an effective use of space by providing much needed affordable accommodation in a development that protects and enhances the natural and built environment.
- 6.34 The proposed dwellings would appear to nestle between the neighbouring Phase 1 and 2 built development. As stated above, the site is located within the Open Countryside. However, it is considered that the site does not contribute significantly to the change of the overall character, openness and appearance. Since it is Phase 3 of a development it would provide a logical "rounding

off" of the area. Additionally, the barrier of the A59 to the north is a logical boundary that will restrict views and will limit any further outward development.

### **Geotechnical**

- 6.35 A geotechnical survey and report were undertaken in support of this application on 1<sup>st</sup> March 2019. The investigation found that the site is currently an unused area of overgrown grassed land with areas of dense undergrowth, along with a mature tree in the southern area and further mature trees along the southern boundary. The investigation identified one area of bonfire waste containing charred wood and metal in the south western area. Localised plastic litter and general waste was also noted on the entire site.
- 6.36 The report concluded that the risk from ground contamination is considered low and the risk from ground gas is considered to be very low. The Phase I Site Appraisal showed that the site is suitable for the proposed development, assuming compliance with the recommendations contained within the report.
- 6.37 Therefore, in line with policy DMG1 (General Considerations) the development has considered design, access, amenity, environment and infrastructure.

### **Noise**

- 6.38 A noise survey and report were undertaken to assess the appropriate level of noise that should be provided as part of this development. The daytime survey was undertaken on 18<sup>th</sup> March 2019 during evening peak rush hour 17:00 – 18:30 hours and early night time 23:00 – 00:20 hours period.
- 6.39 The report concluded the noise climate in the area is dominated by road traffic using the A59, a busy route during daytime and evening periods. Proposed development near the A59 perimeter would present a Medium – High risk of adverse effect as relates ProPG assessment methodology.
- 6.40 The residential development should be protected by noise mitigation measures including:
- Acoustic double glazing to rooms on all elevations exposed to road traffic noise as item 5.1.
  - Zone V1 - Care taken with chosen mechanical ventilation system 3 or 4, acoustic trickle vents (background vent) and acoustically rated purge vents for the areas requiring the highest levels of noise protection.
  - Zone V2 and typically V3 - System 3 continuously running mechanical extract ventilation with acoustic trickle vents where road traffic noise would potentially be an issue if openable windows were relied upon as the sole method of ventilation.

- An acoustic barrier fence along the north west A59 perimeter should be considered. This would be a means to protect new residents from road traffic noise within outdoor amenity areas and provide screening to upper floor habitable rooms in dwellings further away from the A59.



Figure 8 Petre Wood Phase 3 Ventilation Zones

- 6.41 The report concludes that with the recommended noise mitigation measures (including a noise mitigation fence), the proposal would be in line with policy DMG1 (General Considerations) the development has considered design, access, amenity, environment and infrastructure.

### Trees

- 6.42 An Arboricultural Impact Assessment (AIA) has been submitted with this planning application to assess the development proposal in relation to trees. The report concludes that they are satisfied that the proposal has taken the long-term future of the trees into account and the layout is therefore in accordance with the NPPF.
- 6.43 The report states that in order to accommodate the proposed development it will be necessary to remove tree numbers 1, 2 & group 1. Tree number 1 is dead and tree number 2 is a post mature small Elder shrub with significant basal decay. As such both trees have been categorised as 'U' grade and should be removed for health and safety reasons irrespective of this development proposal. Group 1 are small diameter multi-stemmed Goat Willows that have naturally colonised this damp area of the site. They are small insignificant trees of no amenity or landscape value to

the locale. For this reason, they have been categorised as 'C' grade i.e. unremarkable trees of very limited merit. These trees should therefore not form a material consideration of this application.

- 6.44 The only significant tree surveyed is a mature Weeping Willow (T4) that is located within the rear garden of an adjacent residential dwellings beyond the SE boundary. This tree is a prominent landscape feature to the locale and is unaffected by this development. Tree protective fencing will be erected in order to prevent any potential damage to its roots structure during development.
- 6.45 Considering the above and the amount of proposed new tree planting that will provide an attractive landscaped housing estate, we can see no arboricultural grounds for refusal.

### **Landscaping**

- 6.46 A Landscaping Plan and AIA has been submitted in support of this application. This shows that there are a number of trees to be retained in line with Tree Solutions AIA recommendations. The plan shows in the northern section of the site is a SUDS installation of 375 m<sup>2</sup> wildflower wetland mixture. There will also be a native hedge mix planted around this area.
- 6.47 Within the front gardens and public areas, extra heavy standard trees will be planted, set in soft landscaping with irrigation pipe and double stake support. Within the rear gardens will be heavy Standard, 12-14cm girth, set in soft landscaping with irrigation pipe and double stake support. Between the front gardens will be ornamental hedges and ornamental shrub planting.
- 6.48 Therefore, in line with policy DMG1 (General Considerations) the development has considered design, access, amenity, environment and infrastructure.

### **Ecology**

- 6.49 An Extended Phase 1 Habitat Survey was conducted to support this planning submission. It aims to identify the habitats present on site, assess the potential for protected species to be present on the site or just outside the immediate site boundary and identify where further surveys may be necessary.
- 6.50 The report found there were no nationally, or locally rare plant species located in the survey area. There were also no statutory or non-statutory protected species sites located within the study area and because of this it was not considered that there will be any detrimental impact on the protected sites from the development. However due to the presence of hedgerows, these may represent the opportunity of nesting birds, so it was recommended a nesting bird survey is undertaken during the season (March – August).
- 6.51 Therefore, subject to compliance with the recommendations from the Phase 1 Habitat Survey, the proposal accords with Key Statement EN4 as the scheme will conserve and enhance the area's biodiversity and geodiversity. Additionally, in line with policy DMG1 the development has considered design, access, amenity, environment and infrastructure.

## **Transport**

- 6.52 A Transport Statement has been submitted to support the planning application for the proposed residential scheme.
- 6.53 The accessibility of the site by non-car modes is reviewed and it is demonstrated that there is very good opportunity for residents of the site to undertake trips on foot, by cycle and by public transport. This is fully in accordance with national and local policy aims and objectives.
- 6.54 A comprehensive appraisal of the transport impacts of the proposed development was undertaken. It was concluded that the proposed development is in accordance with national and local transport policies, and that there are no transport/highways reasons for refusal of planning permission.
- 6.55 Therefore, in line with policy DMG1 (General Considerations) the development has considered design, access, amenity, environment and infrastructure.

## **7. CONCLUSIONS**

- 7.1 This planning application has been prepared on behalf of Great Places Housing Group and seeks full planning permission for residential development of 31no. affordable homes on Petre Wood Crescent, Langho.
- 7.2 This statement should be read in conjunction with the supporting documents which clearly present the reasoning as to why the proposed development represents a sustainable and well-designed proposal within the Open Countryside that represents a rural urban exception site that will meet a local identified housing need in line with Paragraph 77 of the NPPF and Adopted Core Strategy Policies DMG2 and DMH1.
- 7.3 The application is responsive to local circumstances and provides a housing development that reflects local needs. Local planning authorities should support opportunities to bring forward rural exception sites that will provide affordable housing to meet identified local needs. The principle of the affordable housing has been supported by the Principle Housing Officer Ms Rachel Stott as confirmed in the report above.
- 7.4 Overall, the development can be considered an example of sustainable development as it contributes towards meeting the economic, social and environmental objectives of sustainable development outlined in the NPPF.
- 7.5 For these reasons the Local Planning Authority is requested to grant permission for the development.