



Land East of Clitheroe Road, Barrow, BB7 9AQ.

Outline planning application for the erection of 1no. dwelling

PLANNING STATEMENT

September 2019



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/1 INTRODUCTION

1.1. PWA Planning is retained by Reilly Developments ('the Applicant') to progress an outline planning application for a residential development of 1no. dwellings ('proposed development') on land located east of Clitheroe Road, Barrow, Lancashire, BB7 9AQ ('application site'). The planning application is made to Ribble Valley Borough Council ('the Local Planning Authority') as an outline application and relates to the red edge application site boundary defined by the Location Plan (drawing no. 1305-PL01). This application relates to a proposed development comprising the erection of a single dwelling and associated access.

1.2. Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise. This Planning Statement will look to demonstrate that the proposals accord with the provisions of the relevant policies of the Development Plan, and moreover that there are other significant material considerations which indicate that planning permission ought to be granted. In addition, the statement will seek to demonstrate that there are no technical reasons which could hinder the grant of planning permission. This statement should be read in conjunction with the submitted application package, which includes the following documents: -

- 1 APP form, relevant certificates and notices;
- Drawn information: -
 - Location Plan (ref. 1305-PL01);
 - Proposed Sketch Scheme (ref. 1305-Sk05);
- Planning Statement (this document);
- Tree Survey with Impact Assessment.

1.3. The documentation reflects the validation requirements of Ribble Valley Borough Council.

/2 SITE DESCRIPTION

- 2.1. The application site comprises a small plot of land currently being utilised as a construction compound to facilitate the erection of residential development to the north which was consented to under application 3/2017/0603. Given its current use, the land is unsightly and detracts from the wider area which is becoming increasingly defined by new build residential development. In addition to the ongoing construction to the north, adjacent to the site's western boundary are 7no. dwellings which were recently constructed as part of planning permission 3/2014/0725. To the east lies an area of mature tree coverage.
- 2.2. A location plan showing the site within its wider setting is provided with the supporting documents (drawing no. 1305-PL01). An aerial image of the site within its closer setting is included below as Figure 1.

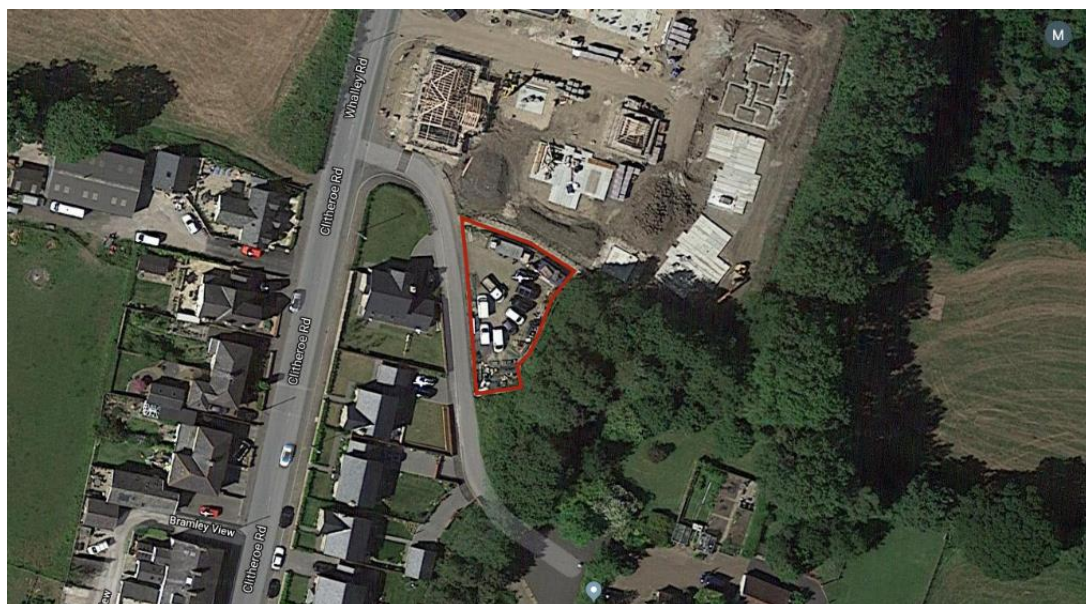


Figure 1: Aerial image showing the location of the site (not to scale)

- 2.3. There are no ecological or landscape designations associated with the site. The site is not located within a Flood Risk Zone. There are also no active Tree Preservation Orders

thought to exist within the red line boundary, though trees off the eastern boundary may benefit from protected status, though the mapping provided by the Council is inconclusive on this matter. The nearest listed building is the Grade II listed Wiswell Shay Cross located approximately 86m south east of the application site.

- 2.4. A variety of local services are available in Barrow, being the nearest settlement, such as a bar/restaurant and function venue, primary school, public house and a place of worship. The site is well connected by public transport, various bus services run along Clitheroe Road, with the closest bus stop being within 155m of the site's western boundary. This service provides frequent and direct services to Clitheroe centre whilst services traveling in the opposite direction provide access to Blackburn and Burnley along with serving other smaller settlements in the wider area.
- 2.5. As noted above the proposed development will be accessed using the existing driveway which serves the dwelling known as Ashlea and leads directly off Clitheroe Road, which is in connection with the A59, a significant transport route within Lancashire providing fast links to the wider region. Approximately 500m off the western boundary of the site lies the local train line; the nearest station on this line is located in Whalley, less than 1.4km south of the site, from here or indeed from other stations on the line journeys can be made across the wider region and country. The site is not within an area identified by the Environment Agency's flood risk map as being subject to flooding.

/3 PLANNING HISTORY

3.1. The site and its immediate surroundings have been subject to a planning history search on the Ribble Valley Borough Council website.

- Planning Application ref. 3/2018/0500 was a full application for 10no. dwellings and associated works located to the north east of the development site. The application was granted full planning permission on the 3rd April 2019.
- Planning application ref. 3/2017/0937 was a full application for 1no. dwelling at land at the entrance to Whalley Industrial Park, Clitheroe Road, immediately south of the proposed development site. Application approved 29th March 2018.
- Planning application ref. 3/2017/0603 was an application for 9no. dwellings and associated works directly to the north of the site. This application was approved on 12th October 2017 and was for full planning permission.
- Planning application ref. 3/2014/0725 relates to a development on land to the immediate east of the proposal site, which has recently been completed. This application was for full planning permission for 7no. dwellings and was approved 9th December 2014.

3.2. Whilst other applications are prevalent in the wider locality none are thought to be of any notable pertinence to the application at hand.

/4 PROPOSED DEVELOPMENT

- 4.1. The proposed development comprises the residential development of a 1no. bungalow. The design of the proposal is indicated within the supporting drawings.
- 4.2. The sketch site layout (drawing no. 1305-Sk05) illustrates how a dwelling could comfortably be accommodated on site whilst still leaving sufficient space for parking and amenity garden space. The proposal is flanked by residential development to the north, south and east. This allows for the proposal to be viewed as a conventional infill development which utilises a plot of land currently used as a construction compound serving the adjoining development to the north.
- 4.3. The site already benefits from mature screening and tree coverage along the eastern boundary of the site, which is to remain in place. Ample curtilage is included to the rear of the development in order to provide sufficient amenity space for future residents and to ensure the site does not appear over developed. The public right of way running along the northern boundary of the site is to be maintained and enhanced, with the dwelling and its curtilage positioned to allow plenty of space for pedestrians.
- 4.4. Access is proposed off the existing road serving neighbouring properties, which connects to Clitheroe Road to the west. Parking is to be provided to the front of the bungalow, with the driveway offering space for 2 carparking spaces in line with the Council's parking standards.

/5 TECHNICAL CONSIDERATIONS

5.1. This planning application is supported by the relevant technical details which demonstrate that the proposed development is capable of being implemented without significant adverse impacts arising from site constraints. These are summarised below.

Arboriculture

5.2. The planning application is accompanied by a Tree Survey and Arboricultural Impact Assessment (AIA). The tree survey found that the trees on site would be unaffected by the proposals and the proposal would therefore not cause any negative impacts in relation to arboricultural matters.

/6 PLANNING POLICY CONTEXT

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

"Where in making any determination under the Planning Acts, regard is to be had to the Development Plan, the determination shall be made in accordance with the plan unless material considerations indicate otherwise."

Development Plan

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

Ribble Valley Borough Council - Core Strategy 2008 – 2028

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

- Key Statement DS1: Development Strategy;
- Key Statement DS2: Sustainable Development;
- Key Statement EN2: Landscape;
- Key Statement Policy EN4: Biodiversity and Geodiversity;

- Key Statement H1: Housing Provision;
- Key Statement H2: Housing Balance;
- Policy DMG1: General Considerations;
- Policy DMG2: Strategic Considerations;
- Policy DMG3: Transport and Mobility;
- Policy DME1: Protecting Trees and Woodlands;
- Policy DME2: Landscape and Townscape Protection; and
- Policy DMH3: Dwellings in the Open Countryside & the AONB.

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

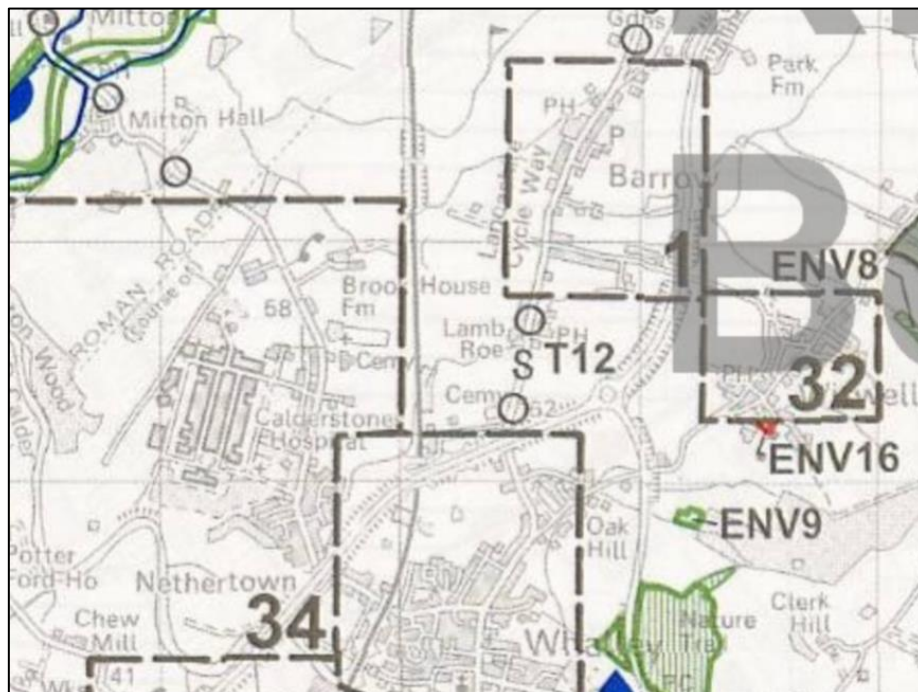


Figure 2: Extract from the Local Plan (1998) Proposals Map

- 6.5. **Key Statement DS1** seeks to outline briefly the locations in which growth will be focused. Whilst the statement refers to strategic sites already allocated for development, it does also infer that all other development will be focused around principal settlements and 'Tier 1' settlements, one of which is Barrow. The policy states that development in all settlements will be considered acceptable if they demonstrate regeneration benefits and are 'appropriate for consolidation and expansion or rounding-off of the built-up area'.
- 6.6. **Key Statement DS2:** Sustainable Development looks to mirror Paragraph 11 of the NPPF which details the sustainable development principle that seeks to guide both authorities and developers. Further to that it places emphasis on the council to develop proactive relationships with applicants to ensure that where possible applications are approved unless material considerations indicate otherwise.
- 6.7. **Key Statement EN2:** Landscape, mainly focuses on protection of the Forest of Bowland AONB through ensuring development contributes to the conservation of the area by enhancing and protecting the landscape and character. The statement does offer more general coverage by linking the policy to the protection of all landscapes outlining that the council expects all development to be in-keeping with the character of the landscape.
- 6.8. In the council's justification for the policy they state that:
- "The Council will also seek to ensure that the open countryside is protected from inappropriate development. Developers should adopt a non-standardised approach to design which recognises and enhances local distinctiveness, landscape character, the quality of the built fabric, historic patterns and landscape tranquillity."*

- 6.9. **Key Statement Policy EN4:** Biodiversity and Geodiversity, outlines how the council will conserve and enhance the area's biodiversity and geodiversity and to avoid the fragmentation and isolation of natural habitats. Negative impacts on biodiversity through development proposals should be avoided.
- 6.10. **Key Statement H1:** focuses on housing provision, it states that the requirement for new homes will be delivered in line with the Council's Strategic Housing Land Availability Assessment. Further to this it states the council will adopt a 'plan-monitor-manage' approach to guarantee the assessment is continually monitored to ensure a rolling five-year land supply is achieved and maintained.
- 6.11. The subsequent statement **Key Statement H2:** Housing Balance, follows on from the above to outline that planning permission will be granted when the proposal is in line with local demand as evidenced in the Strategic Housing Market Assessment (SHMA). The SHMA (2008) acknowledges that detached housing in rural and suburban areas such as that proposed is clearly in demand.
- 6.12. **Policy DMG1:** General Considerations assists in ensuring that development proposals are in line with numerous broad considerations by providing a series of overarching considerations regarding the quality of developments. The policy categorises the criteria under 6 headings which are as follows: Design, Access, Amenity, Environment, Infrastructure and Other.
- 6.13. **Policy DMG2** outlines further strategic considerations. The policy assists in the interpretation of the Development Strategy and underpins the settlement hierarchy for the purposes of delivering sustainable development. The policy also states that within the Open Countryside development will be required to be in keeping with the character of the landscape and acknowledge the special qualities of the area by virtue of its size, design, use of materials, landscaping and siting.

- 6.14. **Policy DMG3:** Transport and Mobility, details how weight will be attached to the availability and adequacy of public transport and associated infrastructure moving to and from the development. Developments will also be required to provide adequate car parking in line with currently approved standards.
- 6.15. **Policy DME1:** Protecting Trees and Woodlands details that there will be a presumption against the clearance of broad-leaved woodland for development purposes. Where applications are likely to have a substantial effect on tree cover, the borough council will require detailed arboricultural survey information and tree constraint plans.
- 6.16. **Policy DME2:** Landscape and Townscape Protection states the proposals which induce significant harm to important landscape or landscape features. Such features are outlined as including:
1. *"Traditional Stone Walls.*
 2. *Ponds.*
 3. *Characteristic Herb Rich Meadows and Pastures.*
 4. *Woodlands.*
 5. *Copses.*
 6. *Hedgerows and Individual Trees*
 7. *Townscape Elements such as the Scale, Form, and Materials that Contribute to the Characteristic Townscapes of the Area.*
 8. *Upland Landscapes and Associated Habitats Such as Blanket Bog.*
 9. *Botanically Rich Roadside Verges (That are Worthy of Protection)."*
- 6.17. **Policy DMH3:** Dwellings in the open countryside outlines that residential development within the open countryside will be limited to the following:
1. *"Development essential for the purposes of agriculture or residential development which meets an identified local need. In assessing any proposal for an agricultural,*

forestry or other essential workers' dwellings a functional and financial test will be applied;

- 2. The appropriate conversion of buildings to dwellings providing they are suitably located and their form and general design are in keeping with their surroundings. Buildings must be structurally sound and capable of conversion without the need for complete or substantial reconstruction;*
- 3. The rebuilding or replacement of existing dwellings subject to the following criteria:*
 - The residential use of the property should not have been abandoned;*
 - There being no adverse impact on the landscape in relation to the new dwelling;*
 - The need to extend an existing curtilage."*

/7 PLANNING POLICY ASSESSMENT

Principle of Development

7.1. Whilst the proposal sits within the open countryside, the reality is that the application site represents a small triangular parcel of land which, on two sides, lies immediately adjacent to the emerging settlement boundary of the village of Barrow. Moreover, the dwelling would sit in a logical position between two previous phases of development, also undertaken by the applicant of this submission and as such would represent an in-keeping addition to the immediate locality.

7.2. As part of the most recent development consent obtained by the applicant (application 3/2018/0500). The Council advised as follows as part of the report to committee:

"Table 4.12 apportions 710 dwellings to Barrow over the plan period (2008-2028). It is acknowledged that the figures contained with table 4.12 represent a minimum housing requirement. In the settlement of Barrow, the Council's position in terms of the combined number of dwellings with planning permission and homes completed since 2008 has fluctuated as a result of changes to house numbers on individual development sites. The Council's internal monitoring of residual requirements for both the Principal and Tier 1 settlements as of 12th September 2018 confirms that the residual remains unmet in Barrow with a housing requirement for an additional 43 units."

7.3. Whilst this statement is now over a year old and additionally the aforementioned development was consented leading to a contribution of 10 units, it is still considered there remains a significant likelihood that a residual requirement still exists within Barrow.

7.4. It is not disputed that the application site lies outside the Barrow settlement boundary in an area defined as open countryside where Core Strategy Policies DMG2 (Strategic

Considerations) and DMH3 (Dwellings in the Open Countryside & the AONB) apply. However the settlement boundary of Barrow, as shown on the emerging HED DPD proposal maps, shows that the opportunity for available land to come forward to meet any unmet need within the main settlement is somewhat limited and as such, on balance, the proposed development, on the edge of the main settlement, is considered to be acceptable in principle and the benefits of the scheme outweigh the conflict with policies DMG2 and DMH3 in this case. This is a position that the Council have taken previously on development sites in this location, namely that consented under application 3/2018/0500. Moreover, the Council's housing requirements represent a minimum number and as such irrespective of any residual need in Barrow, the application site represents a logical windfall site whereby the harm generated through development will be negligible. The application should not be resisted solely on the parameter that the Council are presently able to meet their minimum housing targets.

- 7.5. In terms of the site's proximity to services, the site should be viewed as being sustainably located. The provision of 1no. additional dwellings adjacent to the settlement of Barrow would represent a minor addition to the settlement and would not result in any quantifiable or measurable harm to the Development Strategy presented by Key Statement DS1 of the Core Strategy, particularly given that it seeks to focus some new housing development towards the tier 1 settlements.
- 7.6. With reference to the NPPF, it is important to note that Paragraph 7 is clear that the purpose of the planning system is to contribute to the achievement of sustainable development. At Paragraph 8 it is stated that: "*Achieving sustainable development means that the planning system has three overarching objectives which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives)*".
- 7.7. Firstly, in terms of economic benefit, given the small nature of the proposal it is considered that before and during construction, the development would contribute to

the local economy directly through the employment of local companies to facilitate the build. This includes the planners and architects/designers used as a part of this application, local contractors involved in the physical build and the local supply chain through the provision of materials. Once occupied, new residents of the proposals would use and support the growth of local services. It is considered that the proposed development would therefore assist in achieving the economic aims of sustainable development.

- 7.8. The social aspect of sustainability is met, in that the proposal will result in the creation of a high-quality environment and comprises a compatible use in keeping with neighbouring residential properties in the immediate surrounds of the site. The site also lies in a sustainable location, given it lies close to the settlement boundary of Barrow a short distance from Clitheroe. Excellent transport links to the A59 and M6 are available providing easy access to Preston, Lancaster and routes through to Manchester. The site sits on a bus route along Clitheroe Road which provides regular routes into Clitheroe Town Centre.
- 7.9. Turning to the environmental aspect of sustainability, the site is not subject to any statutory ecological designations or heritage assets. It is not within an area of flooding as defined by the Environment Agency flood map.

Design and Technical Considerations

Design

- 7.10. The application is submitted in outline form, as such matters regarding the detailed design of the scheme cannot be considered until such a time as a reserved matters submission is made, should the Council be minded to grant outline planning consent.
- 7.11. Notwithstanding the above the intention of the applicant is to provide a dwelling which is appropriately sized to fit the application site and of a design which mirrors and

complements the surrounding dwellings, which were also largely constructed by the applicant of this application. The proposal is therefore deemed not to give rise to any unacceptable impacts and accords with Policy DMG1.

Landscape and Visual Impact

- 7.12. Core Strategy Policy EN2 aims to ensure developments are appropriate and don't induce harm on the open countryside. The site is bound by residential development on two fronts and is largely made up of informal hardstanding which has been utilised as a construction compound throughout the recent development of adjoining land. As a result, the proposed dwelling represents development in an area defined by residential land uses on a site which makes no positive contribution to the wider landscape.
- 7.13. The proposal also retains the existing trees along the western boundary of the site and includes a sizable curtilage whilst maintaining the existing landscape features of the site in line with Policy DEM2.

Transport and Highways

- 7.14. It is considered that the proposed development for one dwelling would cause negligible impact upon the surrounding highway network. The proposed access from Clitheroe Road already provides a safe access for surrounding dwellings with clear visibility splays and is therefore deemed an appropriate access point for the dwelling.
- 7.15. There is adequate space on the site to cater for two parking spaces, in accordance with the Council's parking standards outlined within Policy DMG3.

Arboriculture

- 7.16. As part of submission a Tree Survey and Arboricultural Impact Assessment was undertaken. The reports found the trees on site would be unaffected by development and the proposal would therefore not cause any negative impacts in relation to

arboricultural matters. The proposal is therefore deemed to accord with the requirements of Policy DME1.

Ecology

- 7.17. The application site is considered to have limited ecological value given the land is currently utilised as a construction compound for further housing development. The protection of trees on the site boundary will promote wildlife diversity and encourage a wider variety of wildlife to use the site than already occurs. Given the proposals nominal impact on ecology and biodiversity, it is deemed to be in accordance with Policy EN4.

Flood Risk and Drainage

- 7.18. The site lies within Flood Zone 1 where the risk from flooding is at its lowest. The proposal is for a single dwelling, inferring it can be deemed to have a minimal impact on the drainage of the site. Given the site's location close to a number of new -build properties and adjacent to a minor watercourse, it's likely a number of options exist to survey the drainage needs of the proposed dwelling.

The Planning Balance / Summary

- 7.19. This section of the Planning Statement has succinctly detailed how the proposed development can be adjudged as acceptable in the context of the Development Plan and the Framework.
- 7.20. The proposal is deemed to raise minor conflicts with Policies DS1 and DHM3 on the basis the site sits outside the settlement boundary of Barrow. However, in referring to the revised settlement boundaries put forward as part of the emerging HED DPD it is prudent to note the application site abuts the settlement in every direction other than the west where the site adjoins an existing line of mature vegetation. Further to this, the site has over the last few years been utilised as a construction compound in association with adjoining housing developments and henceforth at present represents an unsightly element within the immediate locality. The site has a functional relationship

with Barrow and would allow for the delivery of 1no. dwelling without generating any quantifiable harm which suggests that any policy conflicts ought not to provide determinative.

- 7.21. The proposed development would provide a small but valuable boost to the supply of housing in the area and result in economic and social benefits. It makes use of an existing access point and is clearly of an appropriate size to accommodate the level of development being proposed.
- 7.22. Taking the above into account, it is considered that the principle of the proposed development can be viewed as acceptable, there are no material or technical considerations which indicate otherwise.

/8 CONCLUSION

- 8.1. PWA Planning is retained by Reilly Developments to progress an outline planning application on land East of Clitheroe Road, Barrow, BB7 9AQ.
- 8.2. The proposed development is of a small scale and constitutes the rounding off development within a location characterised by new build dwellings permitting for the proposal to be viewed as appropriate development within the open countryside. Once the application site has served its purpose as a construction compound it will have no obvious future use or value to the wider landscape. Henceforth, its use for the provision of a further dwelling can be considered to constitute sustainable development and any limited harm as a result of the scheme is not considered to demonstrably outweigh the benefits of the proposal.
- 8.3. There are no technical constraints which would preclude the development of this site for residential use.
- 8.4. Given the above, the proposed development is considered acceptable and should be approved without delay.



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