



**RIBBLE VALLEY BOROUGH COUNCIL**

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<b>Our Ref:</b>	RV/2018/ENQ/00079				
<b>Site Location:</b>	The Duke of York, Grindleton			Tel: 01200 425111	Fax: 01200 414487
<b>Proposal:</b>	Conversion of PH to dwelling (with ancillary offices); erection of holiday cottages; erection of detached garage and storage building				
<b>Date:</b>	5 <sup>th</sup> November 2018				

**Pre-Application Enquiry Response**

Dear Judith,

I write further to your submission of a request for pre-application advice at The Duke of York, Brow Top, Grindleton on behalf of Mr Stansfield.

The enquiry seeks the Council's views on the following:

- The conversion of the vacant public house to a single dwelling (with associated alterations);
- The erection of 3 new build holiday lets within the curtilage of the property;
- The use of the 2<sup>nd</sup> floor of the PH as an office in conjunction with Mr Stansfield's business; and
- The erection of a detached garage and storage building to the rear of the site

The site lies within the settlement boundary of Grindleton, with the majority of the village also washed over as AONB. The property is Grade 2 Listed and currently lies vacant, with no active or ongoing use as a public house within the last calendar year. The boundary of the Grindleton Conservation Area also encompasses the majority of the site, with the exception of a small section of the western boundary.

For the purposes of this response I will consider the above proposals as listed for ease of reference, considering the policy implications and constraints relating to each.

**Relevant Core Strategy Policies:**

- DS1 – Development Strategy
- DS2 – Sustainable Development
- EN2 – Landscape
- EN4 – Biodiversity and Geodiversity
- EN5 – Heritage Assets
- H1 – Housing Provision
- EC1 – Business and Employment Development
- EC3 – Visitor Economy
- DMG1 – General Considerations
- DMG2 – Strategic Considerations
- DMG3 – Transport and Mobility
- DME3 – Site and Species Protection & Conservation

- DME4 – Protecting Heritage Assets
  - DMH3 – Dwellings in the Open Countryside and AONB
  - DMH4 – The Conversion of Barns and Other Buildings to Dwellings
  - DMB1 – Supporting Business Growth and the Local Economy
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- National Planning Policy Framework (NPPF) – revised July 2018

## **Principle of Development:**

### Change of use to a single dwelling

The site as existing comprises the bar and seating area at ground floor with associated living accommodation at first floor. The loft is currently used for ancillary storage.

The development as proposed seeks to demolish more modern additions to the side and rear of the premises and undertake internal works to create a single family dwelling. No significant external works are proposed to the main building other than to make good those areas subject to the aforementioned demolition works and to erect a contemporary glazed addition to the rear of the building. The loft would also be converted to provide an office for circa 8 people, associated with the applicant's construction/development businesses. There are no landscape impacts associated with the proposed works in this regard; therefore the primary matter to consider is whether the principle of a new home is acceptable

Key Statement DS1 classifies Grindleton as a Tier 2 settlement. These areas are deemed to be less sustainable than their larger Tier 1 and Principal counterparts. As a result new development in such locations is generally limited and expected to meet proven local needs or deliver regeneration benefits. Policy DMH3 confirms that the provision of new dwellings within the AONB is limited to a number of listed criteria, including the appropriate conversion of buildings providing they are suitably located, capable of conversion and in keeping with the surrounding area. It is noted that the pre-application submission details circumstances in which it is considered that such benefits through new employment and the re-use of a heritage asset will occur.

Community facilities, such as public houses, are afforded protection through Key Statement EC2, Policy DMB1 and the Framework (para. 83 & 92). Policies DMB1 & DMR3 also confirm that the conversion of commercial premises outside of the main settlements should be supported by a statement and evidence relating to need and marketing which has taken place (for a minimum of 6 months). The pre-application submission includes information prepared by Westlake and Co outlining business activity at the site in recent years, highlighting a significant drop in takings, reduction in opening hours and a number of short term tenancy agreements prior to closure.

Formal marketing is confirmed to have commenced in Oct 2017 (though some direct marketing by the previous owners is understood to have taken place prior to this) comprising sale boards on site and distribution of particulars to approx. 602 parties by the Agent. Due to a poor response the price was reduced in Jan 2018 and again Feb, with all original parties re-notified and sales boards altered. Whilst some expressions of interest were made, it is advised that no formal offers for a continuation of the existing use came forwards, with enquiries primarily from persons seeking alternative uses.

It is presumed that this marketing activity ceased when the applicant purchased the site. It would be beneficial to include the respective dates within any forthcoming documentation to define the length of the active marketing period. Based on the information provided, it does appear that a comprehensive exercise was undertaken, including price reductions in an effort to generate further interest in maintaining the community use.

Taking this position, it is my view that the conversion of an existing building such as this, supported by a robust demonstration that the existing business is not viable through the provision of marketing information to satisfy Key Statement EC2 and Policy DMB1, would be sustainable in principle. The submission also indicates that the

site configuration was such that proprietor's living accommodation was located on site, above the bar area, something which was evident during my site visit. I have discussed this issue with the Council's Policy Team who have confirmed that they would not consider the scheme to represent the net addition of a further dwelling.

These issues aside, there are related heritage matters relating to the change of use following the appeal decision at the Dog and Partridge in Gisburn. This is something which I will seek to address in a separate detailed heritage response (including commentary on the proposed internal/external alterations) following a site visit and feedback from my colleague Adrian Dowd.

### Erection of holiday cottages

Key Statement EC3 of the Core Strategy confirms that proposals which contribute to and strengthen the visitor economy will be encouraged. This includes the creation of new accommodation and tourist facilities. Policy DMB1 supports business growth in principle and Policy DMB3 further encourages such facilities particularly where they are located within a defined village, settlement or adjacent to existing groups of buildings. This accords with the approach detailed within paragraphs 83 & 84 of the Framework.

The site lies within the defined boundary of a Tier 2 settlement and in this regard, development of the nature proposed could help to strengthen and contribute to the local economy of the village and surrounding settlements, which can be accessed on foot or by local bus services. I would suggest that any Planning Statement provided with a future application details the potential economic benefits which may arise as a result of the development and focus on the accessibility of services/facilities available to users of the accommodation.

The proposal seeks to utilise the existing car park area to the side of the premises to erect the holiday lets, which take the form of a single, two storey block, subdivided to provide 3 self-catering units. A small area of landscaping would be provided to the frontage along with an enclosed area to the rear for bins storage etc. Parking is provided within the plot with designated spaces for each unit.

Whilst the building would be a visible and prominent new addition to the street scene, particularly when travelling north along Grindleton Brow, I do not believe that the introduction of built form in this location is necessarily unacceptable. Interface distances and the relationship with adjacent dwellings appear to be acceptable in principle due to a stagger in the building lines and orientation of the main elevations.

A key issue will be how the development will impact on the character and appearance of the conservation area and the setting of the listed building. A 6m+ separation is to be provided between the gables of the units and the converted public house. The holiday lets would also be set slightly further forwards in the plot but would not obscure views of the principal elevation of the Duke of York. This will be considered in greater detail as part of the heritage response.

### Creation of an office

The proposed office will be a relatively modest, ancillary function within the existing dwelling and used as a base for the applicant's construction/development business. Policy DMB2, whilst not fully applicable to the proposal at hand due to its location within an established settlement, considers the use of barns and other rural buildings for employment uses.

Offices are general low impact uses, especially of the scale proposed. Subject to the provision of suitable parking availability for those working in the business, it is not considered that the proposal will generate any undue impacts for neighbours or affect the general amenities of the surrounding area. Should permission be granted for the development as a whole, a condition tying those elements together is likely to be required to avoid subdivision which may cause issues for future users of the site.

### Erection of a storage/garage building

A detached two storey building is proposed to the rear of the site, accommodating a 3 bay garage at ground floor and a store at first floor, accessed by an external staircase. The building itself would not be prominent or highly visible from public vantage points due to its location at the northernmost boundary of the plot.

It would be located immediately to the shared boundary with Townley House (also Grade 2 Listed). Due to level changes between the sites and the close boarded fencing, the uppermost part of the structure would be visible though it would not be so large as to unacceptably impact on the use of the adjacent curtilage by way of its scale and massing. For the reasons above it is also unlikely that the development would have any significant impacts on the setting of Townley House.

However, the use of the building for business storage, as described in the supporting statement does have the potential to generate disturbance for the immediate neighbours and possibly users of the holiday cottages. It is advised that the storage element is anticipated to be used for the following:

- Tools
- High value items which cannot be left on site
- Small plant
- Materials
- Generators
- Ladders & tower scaffold
- Plumbing & electrical materials

In practical terms a driver/labourer will arrive at the site at the beginning and end of each day to load/unload relevant items in to a company van. It is also expected that deliveries of such materials will be taken at the site in association with the commercial element. These functions currently take place at the company storage facility in Wilpshire. It was confirmed during our site meeting that it is intended to wholly relocate the business to Grindleton for reasons for efficiency.

Whilst I do not believe that the loading and unloading of tools for limited periods at the start and end of the working day is likely to raise significant disturbance, the moving of scaffolding, ladders and larger equipment may generate activity which would potentially impact on adjacent residents and users of the holiday lets. Equally the comings and goings of couriers and delivery services (whose timings are ultimately likely to be beyond the control of the applicant) may cause similar issues. I appreciate that the fall back of an active public house would have generated a certain type of noise and movements in to the evening (from the car park and the beer garden) and this will need to be given due weight in considering any future application.

In principle, the introduction of a builder's depot/storage unit within a modest settlement such as this could be considered to be an incompatible land use. However consideration of such a proposal must be carried out in the context of its scale and intensity. I would recommend that methods of control are considered which would allow the applicant to operate, but in a way which would not impact on this predominantly residential location. In the absence of such controls an open B8 type use could have a significant and adverse impact on residential amenity, particularly as ownership may change in the future.

### Summary

I have discussed all of the above with my colleagues in Policy who confirm that they have no issues in principle with the scheme, subject to the necessary balancing against potential harm to the designated heritage assets.

**Design & Layout:**

Provisional comments have been provided above in relation to design/layout and more detailed feedback will be provided in due course regarding the heritage aspects of the scheme.

**Landscape:**

Whilst the site is washed over as AONB, it is located within the established settlement and any works are to take place wholly within the developed curtilage of the site. Therefore it is my opinion that the scheme as shown would not have a significant or adverse impact on the special character of the Forest of Bowland or the wider landscape.

On a more localised level, the introduction of some landscaping to the frontage of the site would be welcomed to soften the predominantly hardsurfaced areas adjacent to the footway.

**Amenity:**

Comments on the potential impacts of various elements of the scheme are made earlier in this response. However, in the main it is unlikely that the development as a whole (storage unit aside) would generate significant or unacceptable amenity issues for existing residents. The lowering of the beer garden area, which is to become curtilage for the house, will improve the relationship with the dwellings on Greendale View and reduce potential overlooking.

**Ecology:**

As the scheme involves demolition and conversion works, an application should be supported by a bat survey to explore the potential for roosts/habitats within the site.

**Highways:**

As you will be aware, Lancashire County Council provide a separate, chargeable pre-application service for highway related matters. You should contact the County Council directly to discuss any such issues - <https://www.lancashire.gov.uk/business/business-services/pre-planning-application-advice-service/pre-planning-application-highways-advice-service>

In principle the development appears to provide a suitable level of parking for the respective elements of the scheme and a courtyard area in which to turn. LCC will provide any technical observations on the acceptability of the proposed new access point and internal roadway.

**Other Matters:**

Due to recent changes in planning legislation the Council must now seek the formal agreement of the applicant (or their agent) to impose pre-commencement conditions, should it be minded to grant planning permission.

Therefore, you may wish to consider providing a greater level of information at the outset for the Council to assess, in order to avoid the need for such conditions. A provisional validation checklist is provided below, however I'm sure you appreciate that requests for further technical information may be made by third party consultees during the application which cannot necessarily be anticipated at this stage.

**Conclusion:**

There are no objections to the scheme in principle, subject to further consideration of the relevant points detailed within this response. I'm sure you appreciate that these comments are made without direct input from Conservation colleagues, who will advise on site specific matters of design/setting etc. and any possible

issues relating to the loss of the existing public house from a heritage perspective, following the Dog and Partridge decision.

**Submission Requirements:**

Should you proceed to submission of a formal application (planning and listed building consent required), based on the nature of the proposal/site constraints identified above, it is my opinion that the Local Planning Authority would require the following information to accompany such an application:

- Application forms
- Location plan
- Site plan (existing and proposed)
- Elevations (existing and proposed)
- Technical details/sections/method statement relating to any works affecting the listed building
- Heritage Statement
- Planning Statement
- Marketing information
- Drainage strategy (if known at this stage)
- Bat Survey
- Any other documentation/details which you may wish to submit to avoid the need for pre-commencement conditions

Please note this aforementioned required information may not be exhaustive and is provided on the basis of the level of information submitted. Failure to provide required information is likely to result in an application being made invalid until such information is received or potentially refused on the basis of insufficient information.

The above observations have been provided on the basis of the level of information submitted and the comments contained within this response represent officer opinion only, at the time of writing, without prejudice to the final determination of any application submitted. Should you wish to discuss any of these matters further please do not hesitate to contact me.

Yours Sincerely

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