

**PLANNING STATEMENT**

**IN RESPECT OF A FULL PLANNING  
APPLICATION FOR THE DEVELOPMENT OF  
TWO HOLIDAY CHALETS**

**AT**

**LAND ADJACENT TO BEACON COTTAGE, CARR  
LANE, BALDERSTONE, BLACKBURN. BB2 7LN**

**Prepared by: Andrew Rothwell**  
**Our Client: Mr Robert Garnett**  
**Our Ref: Gar/999/3210/FP**  
**Date: August 2022**

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## **1. INTRODUCTION AND BACKGROUND INFORMATION**

- 1.1 Gary Hoerty Associates has been instructed by Mr Robert Garnett to submit a Planning Application on his behalf to permit the development of two holiday chalets upon land adjacent to Beacon Cottage, Carr Lane, Balderstone, Blackburn. BB2 7LN.
- 1.2 Mr Garnett lives at Beacon Cottage, Carr Lane, Balderstone, a property located within 100 metres of the application site. Our client is aware of the attractive nature of the Ribble Valley as a tourist destination and considers that the proposed development presents an opportunity to develop a holiday letting business to provide income and to utilise a small area of land at his property.
- 1.3 The Planning Authority have granted Planning Consent for many new tourist based self-catering accommodation ventures in recent years, including lodges, chalets and new build cottages, to provide for the rising demand for holiday properties in the Ribble Valley, and the Authority would appear to recognise the market which exists for such facilities.
- 1.4 We set out in this Planning Statement a description of the application site, a description of the proposed development, details of the relevant planning policies against which the development will be assessed and provide the planning case for the approval of the proposed development including reference to similar developments that have been approved by the Council.

## **2. PLANNING HISTORY**

- 2.1 A planning application search on the Council's website has revealed the following applications.
  1. 3/2021/0379 – Retention of unauthorized part agricultural/part amenity building. This application was approved on 10 June 2021

## **3. THE APPLICATION SITE**

- 3.1 The application site is located on the Southern side of Carr Lane, Balderstone, and immediately adjoins the metalled surface of the lane. It is separated from the highway by a barbed wire fence and narrows to a fencing boundary to the Western aspect. The Eastern side is again fenced, with a gated access. The land is currently undeveloped, being coarse unseeded grassland, and an area to the East is informally surfaced with tarmac planings to form a hardstanding, with two buildings situated upon it.

- 3.2 Within the Council's adopted Core Strategy, the site is within Open Countryside, Policy Env 3 but is not within either the Green Belt or the Forest of Bowland Area of Outstanding Natural Beauty (the AONB). It also falls within the applicable area for Saved Local Plan Policy G5 "Land outside main settlement/village boundaries".
- 3.3 The applicant's residential property at Beacon Cottage is situated to the Northern side of Carr Lane, within 50 metres of the application site, and constitutes the nearest dwelling.
- 3.4 Further dwellings are located to the East and West of the application site, but at a greater distance, in excess of 100m away from the site of the proposed holiday cottages.

#### **4. THE PROPOSED DEVELOPMENT**

- 4.1 The proposed development anticipates the erection of two "chalet type" detached holiday residences of single storey construction, with one living space/bedroom, a separate bathroom and an integral kitchen area. The chalets will be of timber construction with a corrugated metal sheet roof. The living space area will have bi-fold doors on the Southern aspect, opening onto a timber decking area with a hot tub for each chalet.
- 4.2 The chalets will be accessed immediately from the metalled surface of Carr Lane and will have off road vehicle parking within the application site. Hedges will be planted along the sides of the properties to mitigate visual impact and to provide privacy for the occupants. Metal railings will separate the two properties and glass panelled railings to the Southern aspect will preserve the views of open countryside from the decking areas. The designated parking area at the site will allow for vehicle turning to avoid vehicles reversing onto Carr Lane.
- 4.3 The market for holiday accommodation provision of the type proposed has significantly grown during recent years, as a consequence of the restrictions upon foreign travel, the desire for "staycation" type holidays, and the popularity of weekend or "mini breaks" in secluded areas of the countryside, where guests seek to holiday in quiet locations in accommodation sympathetic to its surroundings.
- 4.4 The small scale of the proposals also accords with the constraints of affordability, where larger and more expensive holiday rental properties are rendered unavailable to couples and retirees due to cost. Small single bedroom units such as those proposed within the application are considered to be more accessible by such users and are more suited to weekend breaks and short stays, and the popularity of such facilities continues to rise.

- 4.5 The development of the chalets represents a realistic and affordable business proposition for the applicants, whilst also satisfying a demand for this type of holiday.

## **5. PLANNING POLICY CONSIDERATIONS**

- 5.1. Local Planning Authorities are required to determine planning applications in accordance with the Statutory Development Plan unless material considerations indicate otherwise. If it is to be approved, a development must satisfy as far as possible guidance contained within the National Planning Policy Framework (NPPF 2021) and the relevant policies of the Council's Adopted Core Strategy.

- 5.2 We set out below extracts from the relevant documents to facilitate the assessment of the application proposal against the principal appropriate policies and guidance.

### **National Planning Policy Framework (NPPF 2021)**

- 5.3 The NPPF 2021 is the main national planning policy guidance influencing planning decision making in England. It states that the main purpose of the planning system in the country is the achievement of sustainable development; and that, for decision taking this means that proposals that accord with an up-to-date development plan should be approved without delay.

- 5.4 Section 6 of NPPF relates to "Building a strong, competitive economy" and paragraphs 84 and 85 are particularly relevant to this application as they relate to "Supporting a prosperous rural economy"

- 5.5 Paragraph 84 states:

*Planning policies and decisions should enable:*

- a) the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed new buildings;*
- b) the development and diversification of agricultural and other land-based rural businesses;*
- c) sustainable rural tourism and leisure developments which respect the character of the countryside; and*
- d) the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.*

5.6 The approval of this application will allow the establishment of a new small scale rural tourist accommodation business on a small piece of land. The proposed development will be screened by existing and proposed hedgerow and due to the sympathetic design and small scale development, the proposal will not harm the character of the countryside.

5.7 Paragraph 85 states:

*“Planning policies and decisions should recognise that sites to meet local business and community needs in rural areas may have to be found adjacent to or beyond existing settlements, and in locations that are not well served by public transport. In these circumstances it will be important to ensure that development is sensitive to its surroundings, does not have an unacceptable impact on local roads and exploits the scope for access on foot, by cycling or by public transport. The use of previously developed land, and sites that are physically well-related to existing settlements, should be encouraged where suitable opportunities exist.”*

5.8 Approval of this application will allow the establishment of a small scale, affordable and sustainable rural tourism business which will provide an attractive location for visitors to the Ribble Valley to stay. The building materials and site design have been sensitively selected and considered to blend well into the immediate vicinity, and to cause minimal visual or amenity impact. The NPPF clearly supports sustainable rural tourism and leisure development that respects the character of the countryside. The proposed development looks to align itself with those policy objectives.

### **Council’s Core Strategy 2008/2028 – A Local Plan for Ribble Valley - Adoption Version**

5.9 We will make comment below on the Key Statements and Policies within the Adopted Core Strategy that we consider to be relevant to the determination of this application.

#### **Key Statement DS2: Presumption in Favour of Sustainable Development.**

5.10 Key Statement DS2 identifies that the Council, when considering development proposals, should take a positive approach that reflects the presumption in favour of sustainable development contained in NPPF. The policy states that where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision, the Council will grant permission unless material considerations indicate otherwise, taking into account whether any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits when assessed against the policies in NPPF taken as a whole; or specific policies in that framework indicate that development should be

restricted. The proposed holiday chalets offers a sustainable and environmentally sympathetic form of accommodation and it is anticipated that visitors will explore the local area on foot or bicycle, helping to reduce car usage.

### **Key Statement EN2: Landscape**

- 5.11 Key Statement EN2 states that the landscape character of the Forest of Bowland Area of Outstanding Natural Beauty (the AONB) will be protected conserved and enhanced; and that, as a principle, the Council expect development to be in keeping with the character of the landscape, reflecting local distinctiveness, vernacular style, scale, style, features and building materials. We consider that the proposed development adequately addresses all the requirements of the Key Statement as applicable to a site that is not within AONB by providing high quality holiday chalets, constructed with appropriate external materials in an appropriate and sympathetic location. In view of the location, set against a backdrop of established hedges and trees, we consider that the proposed development will not appear either isolated or incongruous within the local landscape.

### **Key Statement EC1: Business and Employment Development**

- 5.12 Key statement EC1 states “*developments that contribute to farm diversification, strengthening of the wider rural and village economies or that promote town centre vitality and viability will be supported in principle*”. The proposed development is a form of farm diversification as the applicant keeps some hens, geese, ducks and sheep on his property and although only small scale nonetheless is farm diversification and will provide an additional source of income to the applicant. The occupation of the proposed holiday chalets will provide extra custom for local businesses and hospitality venues, thereby strengthening the rural and village economies.

### **Key Statement EC3: Visitor Economy**

- 5.13 This Key Statement relates specifically to the visitor economy stating that proposals that contribute to and strengthen the visitor economy of Ribble Valley will be encouraged. This proposal will strengthen the visitor economy by providing increased custom for local businesses, including public houses, restaurants, shops, and tourist attractions, not only in the countryside hospitality venues, but also in the larger villages and the core towns of Clitheroe and Ribchester.

## **Policy DMG1: General Considerations**

- 5.14. This is a general development management policy which states that, in determining planning applications, all development must satisfy a total of 20 criteria relating to the matters of design, access, amenity, environment and infrastructure. We consider only the following criteria to be of relevance to the consideration of this application:
- The development must be sympathetic to existing and proposed land uses in terms of its size, intensity and nature as well as scale, massing, style, features and building materials.
  - The development must consider the density, layout and relationship between buildings, which is of major importance. Particular emphasis will be placed on visual appearance and the relationship to surroundings, including impact on landscape character, as well as the effects of development on existing amenities.
  - The development must consider the potential traffic and car parking implications.
  - The development must ensure safe access can be provided which is suitable to accommodate the scale and type of traffic likely to be generated.
  - The development must not adversely affect the amenities of the surrounding area.
- 5.15 For reasons previously stated, we consider the proposed holiday chalets to be sympathetic to the existing landscape with regards to their design and external building materials. With regards to the matter of intensity/density/layout we consider that the proposed siting of the chalets close to the existing dwelling at Beacon Cottage will not result in a density and layout that will impact negatively on the landscape character of the area.
- 5.16 The site is located on Carr Lane, that runs off Commons Lane which ultimately links to the main A59 arterial road. As the A59 is the principal road in the Borough, the site is therefore ideally located for access to the M6 and the wider motorway network as well as to all the towns villages and countryside attractions of the Ribble Valley. Furthermore, we consider that the limited additional traffic generated by the two chalets would not have any material effects upon Carr Lane, Commons Lane or the wider local highway network.
- 5.17 Car parking provision within the application site is addressed by the provision of a single car parking space per chalet, and an area allowing the off road turning of vehicles to allow cautious entry from the properties onto Carr Lane. We consider this to be an appropriate level of parking provision, given the limited accommodation provided by the chalets.



- 5.18 It is our opinion, that the proposed development complies with the relevant intentions and requirements of Policy DMG1.

### **Policy DMG 2: Strategic Considerations**

- 5.19 Policy DMG2 requires development to be in accordance with the Core Strategy Development Strategy and to support spatial vision and identifies certain forms of development that are acceptable outside of the settlement areas, three of which are that the development (1) should be essential to the local economy or social well-being of the area; (2) should be for small scale tourism or recreational developments appropriate to a rural area; and (3) should be for a small scale use appropriate to a local area where a local need or benefit can be demonstrated.
- 5.20 As a proposal for the establishment of a business offering holiday accommodation in two small chalets, the development is a small scale tourism development. We also contend that there is no requirement under the Council's policies for the applicant to show a need or demand for the proposed holiday accommodation. However, as evidenced by the popularity and success of similar developments of holiday venues in the locality, we do consider there to be a demand for this type of holiday accommodation (indeed all types of holiday accommodation) from visitors seeking to enjoy the natural beauty and visitor attractions of the Ribble Valley.
- 5.21 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.' For reasons already given in this Statement, we consider that the proposal satisfies those requirements of Policy DMG2.

### **Policy DME 2: Landscape and Townscape Protection**

- 5.22 This policy identifies that development proposals will be refused which significantly harm important landscape features and sets out a list of relevant landscape features of which only "hedgerows and individual trees" might have been of any relevance to this application. Care was taken in the development of the holiday lodges proposal to work with the existing small trees and hedgerows and to retain them as positive aspects of the proposal. The proposed units are sited to ensure that the trees and hedges within the site are not disturbed and the application proposes the planting of further hedgerow. The site of the proposed chalets does not contain any trees or hedges that would require removal as a part of the development. The proposal does not therefore contravene any of the requirements of Policy DME 2.

### **Policy DME 3: Site and Species Protection and Conservation**

- 5.23 This policy states that development proposals that are likely to adversely affect any of eight specified species or habitats that are granted special protection will

not be granted planning permission. We do not consider that the application site constitutes any of the designated habitats, and that the development will not disturb any of the specified species.

### **Policy DMB 1: Supporting Business Growth and the Local Economy**

- 5.24 Policy DMB1 indicates that the Council will support proposals that are intended to support business growth in the local economy provided such proposals are in conformity with other relevant policies of the local plan. The proposed development is in full conformity with all the relevant policies and policy DMB1 clearly supports the proposed development.

### **Policy DMB 3: Recreation and Tourism Development**

- 5.25 Policy DMB3 states that planning permission will be granted for development proposals that extend the range of tourism and visitor facilities in the Borough subject to a number of criteria being met. As far as the criteria are concerned, the proposed development does not conflict with other policies of the plan. The proposal does not undermine the character, quality, or visual amenities of the plan area by virtue of its scale, siting, materials or design. The proposal is particularly well related to the highway network and would not create any adverse traffic problems.
- 5.26 The proposed development will support the development of tourism in the Ribble Valley region by providing high quality chalet type accommodation in a desirable location, and which will be used by visitors for holiday occupation purposes throughout the year when visiting the Ribble Valley.

## **6. OTHER SIMILAR DEVELOPMENT IN THE BOROUGH**

- 6.1 In recent years, as a reflection of the attractiveness of the Borough as a tourist destination, the Council has granted planning permission for numerous developments comprising self-catering accommodation ranging from camping pods, through caravans, chalets, and conversions of existing buildings to new-build holiday cottages. The fact that such applications continue to be submitted is evidence that there is a continued and growing demand for this type of holiday accommodation in the Ribble Valley area and the fact that they continue to be approved is evidence that the Council considers such proposals to be acceptable in planning policy terms. The Council has accepted that self-catering holiday accommodation is appropriate for the countryside areas of the Ribble Valley as it benefits existing local businesses such as public houses, restaurants, shops, and tourist attractions etc. and the local rural economy in general.
- 6.2 With regards to numerous recent planning applications, the Council has accepted that this type of self-catering holiday accommodation is appropriate for the countryside areas of the Borough and benefits existing local businesses such as

public houses, restaurants, shops and tourist attractions etc. and the rural local economy in general. Six examples of permissions for this type of development are as follows:

- 1) 3/2017/1024 – Five shepherds’ huts at The Red Pump, Bashall Eaves – Approved 19/01/2018
- 2) 3/2017/0103 – Eight camping pods at Moorgate Farm, Dinckley – Approved 26/06/2017.
- 3) 3/2019/0477 – Six additional camping pods at Moorgate Farm, Dinckley – Approved 02/08/2019
- 4) 3/2017/0957 – Five camping pods and an area for tents and a facilities building at Foxfields Farm, Whalley Road, Hurst Green – Approved 13/12/2017.
- 5) 3/2019/0894 - The siting of 12 holiday lodges, associated site office/reception and car parking area at Primrose Lane, Mellor – Approved 14/01/2020
- 6) 3/2021/0981 -The siting of four holiday lodges with associated parking, access and amenity areas at Pendleton Road, Mellor – Approved 17/03/2021

6.5 Whilst appreciating that each application must be considered on its own merits, this current proposal is for two holiday chalets that are similar in terms of its scale and commercial justification to those on the sites referred to above. We therefore consider this application to be acceptable both in respect of the principle of the proposal and with regard to the detailed matters of design, appearance, visual impact ensuring that the relevant policies are satisfied, and permission should therefore be granted.

## **7. SUMMARY AND CONCLUSIONS**

7.1 The Planning Application seeks consent to the proposed development of two single storey holiday chalets sited close to an existing dwelling and buildings that are also in the applicant’s ownership. We consider the design of the chalets to be appropriate for their purpose and location.

7.2 The application site is situated in an area designated as Open Countryside and is not in within either the Forest of Bowland AONB or the Green Belt.

7.3 We consider that we have demonstrated in this Planning Statement that the proposal represents sustainable development that is in compliance with NPPF and the relevant Policies of the Council’s adopted Core Strategy. We have also referred to two sites where recent permissions have been granted by the Council for the development of holiday cottages of similar scale and intention in other

open countryside locations in the Borough, and we are aware that more examples approved by the Local Authority exist

- 7.4 The development proposed by this application addresses a tourism sector which is not provided for by the larger hotel, inn and hospitality outlets, catering for independent short stays without the formality of serviced accommodation. The Ribble Valley has many fine hotels and inns which cater for the traditional visitor to the region, but this proposal provides for a quiet “bolt hole” type of break, where occupants enjoy the isolation and affordability.
- 7.4 To comply with paragraph 11 of NPPF and Core Strategy Key Statement DS2 we respectfully consider that permission should be granted subject to any reasonable conditions that the Council considers to be necessary.
- 7.5 If, however, the Council requires any amendments to the proposal, and/or the submission of any additional information in order for permission to be granted, we would ask that you give us the opportunity to address the same prior to the determination of the application.

**Signed** .....

**Date** .....

**Andrew Rothwell**