



P Wilson & Company
Chartered Surveyors

Planning Statement (incorporating design and access statement)

Planning Application For:
The Erection of Four Lodges with Associated Infrastructure

Located at:
Fishes and Peggy Hill Farm, Clitheroe BB7 3BY

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2.0 Introduction and the Application Site

2.1 We have been instructed to prepare and submit this revised Application for 4no. Lodges on behalf of Messrs Ashworth (hereafter referred to as 'the Applicants') who own and occupy Fishes & Peggy Hill Farm, Henthorn Road, Clitheroe BB7 3BY.

2.2 The Lodges are to be located on the northern boundary of the Applicant's holding, as shown edged red, on the Site Location Plan in Appendix 1 (hereinafter referred to as the Application Site) and extending to circa 2494 square metres.

2.3 Fishes & Peggy Hill Farm is a dairy farm totalling circa 254 acres. The dairy farming operation involves milking circa 240 cows.

Fishes & Peggy Hill Farm Planning History

2.4 The following historic applications have been submitted to Ribble Valley Borough Council:

3/2021/1179 – Proposed roof to cover a feed area for cows at the back of an existing cow shed. – prior approval not required.

3/2021/0858 – Proposed erection of six holiday lodges with associated access road and parking. – withdrawn.

3/2020/1068 – Proposed erection of a steel portal framed roof over existing silage clamp – approved with conditions.

3/2012/0139 – construction of silage clamp and associated roadway – approved with conditions.

3/2012/0138 – construction of new machinery store and associated roadway – approved with conditions.

3/2012/0137 – construction of new 100 cow cubicle house and associated yard/roads and slurry lagoon – approved with conditions.

3/2006/1037 – conversion of traditional stone built barn into office accommodation and ex-agricultural building currently used for light industrial storage into a light industrial workshop – approved with conditions.

Application Site & Environs

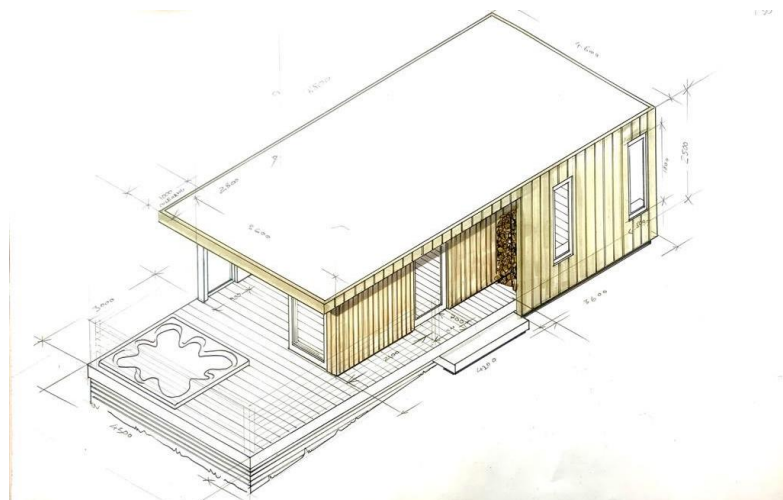
2.5 The proposed Application Site is located to the north of Fishes & Peggy Hill Farm as shown on the plan provided at Appendix 1 of this planning statement. The Application Site adjoins the northern boundary of the Applicants ownership, which is marked by a drystone wall. A mature woodland is located to the north, fields, shrubs and railway to the east and Fishes & Peggy Hill Farm to the south. The majority of the field boundaries comprise hedge/shrubs thus enclosing and screening the Application Site.

2.6 The Application Site lies between 45 and 50 metres above sea level and gently slopes towards the River Ribble. The Government's Flood Risk Map for planning indicates that the Application Site is located within Flood Zone 1, and therefore has a less than 1 in 1,000 annual probability of river or sea flooding.

2.7 The Application Site is accessed from Henthorn Road.

3.0 Proposal

- 3.1 This revised application is for the proposed erection of 4no. Lodges as shown on the Site Layout Plan in Appendix 2. An example of the proposed Lodges is detailed below. Elevations & Floorplans are provided in Appendices 3 & 4.
- 3.2 The Applicants consulted the council on the proposal, utilising the Pre Application Advice service. A copy of the response (dated 27 October 2020) provided by Ribble Valley Borough Council is provided in Appendix 7.
- 3.3 It should be noted that the Pre Application Advice response raised concerns of the original siting, being located within Flood Zones 2 and 3. Therefore, The Applicants have moved the Application Site to a location within Flood Zone 1 removing any concerns.
- 3.4 A full planning application was submitted to Ribble Valley Borough Council in August 2021 under application 3/2021/0858. This was



subsequently withdrawn due to the scale of the proposal (seeking consent for 6 Lodges) was deemed too great in the Local Planning Authorities (LPA) opinion.

The concerns the LPA outlined are as follows:

- i. The siting of the proposed development being located away from the main holding.
- ii. The scale of the development being too great.
- iii. Use of tarmac and other hard surfaces
- iv. A desire to understand the business case more

This revised application addresses the concerns raised and benefits from a reduced scale and further screening, which has subsequently been reviewed and approved by one of the LPA planning officers.

The Need

- 3.5 The Applicants run a modern dairy farm which supports the family (three generations).
- 3.6 The price the Applicants receive for the milk is highly volatile and fluctuates often, making the Applicant's business volatile.
- 3.7 The phasing out of the Basic Payment Scheme (a financial support package for farmers) and the unknown future of agricultural/environmental support schemes the Applicants business forecast/budgets are not sustainable. Without providing precise figures, the Basic Payment Scheme used to provide the farm with a support payment of circa £25,000 per annum.
- 3.8 Matters are compounded further by the increase (over 50%) in gas and electricity alongside general inflation forecasted to rise to

13% by the end of 2022. There are further significant increases in agricultural inputs such as feed and fertiliser.

- 3.9 The Applicants are looking to diversify their business to spread risk & obtain additional revenue through different means.
- 3.10 The Applicants wish to support their business through the letting of holiday lodges, like many other farming business' have done in the borough. Holiday lodges are low risk and will help provide an ancillary income to the farming business as well as a much needed facility.
- 3.11 The proposal will help meet the increased demand generated by the COVID 19 pandemic, which has encouraged the public to take "staycations" and by the increased number of flights being delayed making holidays abroad unreliable and expensive. It is the Applicant's opinion that this demand will continue due to the rise in inflation pricing out overseas holidays.
- 3.12 The proposed holiday lodges, based on other available sites (AirBnB and National Trust), will generate the Applicants an additional revenue of circa £60-£80 per night. Considering the average price per night being circa £70 and using an occupancy

rate of 50%, each unit will provide additional revenue of circa £12,500 per annum.

- 3.13 This additional income will de-risk the business during periods of particular difficulty such as the increase of costs, or when the milk price is pushed below the cost of production as it has been in the recent past.

4.0 Planning Policy & Guidance

- 4.1 Section 3A (B) of the Planning & Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the development plan unless material considerations indicate otherwise. The Applicant should consider the following documents when applying for planning permission:
- **The Ribble Valley Borough Council Core Strategy (adopted December 2014).**
 - **The National Planning Policy Framework 2021 (NPPF).**
- 4.2 Ribble Valley Borough Council Core Strategy. The relevant Core Strategy policies include (emphasis added):

DS1 Development Strategy.

Development that has a recognised regeneration benefit, is for identified local needs or satisfies neighbourhood planning legislation, will be considered in all the borough's settlements, including small scale development in small settlements that are appropriate for consolidation and expansion or rounding off of the built up area.

Through this strategy, development opportunities will be created for economic, social and environmental wellbeing and development for future generations.

DS2 Presumption in Favour of Sustainable Development.

When considering development proposals, **the Council will take a positive approach that reflects the presumption in favour of sustainable development contained within the National Planning Policy Framework.** It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

Planning applications that accord with the policies in this Local Plan will be approved without delay, unless material considerations indicate otherwise.

EN3 Sustainable Development & Climate Change.

In adapting to the effects of climate change it is expected that proposals for development will demonstrate how sustainable development principles and sustainable construction methods, **such as the use of sustainable drainage systems, will be incorporated.**

New development in vulnerable areas should ensure that risks can be managed through suitable measures, including through the conservation of biodiversity, improvement of ecological networks and the provision of green infrastructure.

EN4 Biodiversity and Geodiversity

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. Where appropriate, cross-Local Authority boundary working will continue to take place to achieve this.

Negative impacts on biodiversity through development proposals should be avoided. Development proposals that adversely affect a site of recognised environmental or ecological importance will only be permitted where a developer can demonstrate that the negative effects of a proposed development can be mitigated, or as a last resort, compensated for.

EC3 Visitor Economy.

Proposals that contribute to and strengthen the visitor economy of the Ribble Valley will be encouraged, including the creation of new accommodation and tourism facilities for the conversion of existing buildings or associated with existing attractions. Significant new attractions will be supported, in circumstances where they would deliver overall improvements to the environment and benefits to local communities and employment opportunities.

DMG1 General Considerations.

Design:

i) to be of high standard of build and design which considers the building in context principles

ii) to be sympathetic to the existing and proposed land uses in terms of its size, intensity and nature as well as scale, mass, style, features and building materials.

iii) 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 surrounding, including impact on landscape character as well as the effects of development on existing amenities.

Access:

i) consider the potential traffic and car parking implications.

ii) ensure safe access can be provided which is suitable to accommodate the scale and type of traffic likely to be generated.

iii) considering the protection and enhancement of public rights of way and access.

Amenity:

i) not adversely affect the amenities of the surrounding area.

ii) provide adequate day lighting and privacy distances

DMG2 Strategic Considerations.

Development should be in accordance with the Core Strategy development strategy and should support spatial vision

Within the tier two villages issues and outside the defined settlement areas development must meet at least one of the following considerations:

iv) development for small scale tourism or recreational developments appropriate to the rural area;

Within the open countryside, development will be required to be in keeping with the character of the landscape and acknowledges spatial qualities of the area by virtue of its size, design, use of materials, landscaping and siting;

<p><i>In protecting the designated Area of Outstanding Natural Beauty, the Council will have regard to the economic and social wellbeing of the area. However, the most important consideration in the assessment of any development proposals will be the protection, conversion and enhancement of landscape and character of the area avoiding where possible habitat fragmentation.</i></p> <p><i>Development will be required to be in keeping with the character of the landscape and acknowledges the special qualities of the AONB by virtue of its size, design, use of materials, landscaping and siting.</i></p>
<p>DMG 3 Transport and Mobility</p> <p><i>All development proposals will be required to provide adequate car parking and servicing space in line with currently approved standards.</i></p>
<p>DMB 1 Supporting Business Growth and the Local Economy</p> <p><i>Proposals that are intended to support business growth and the local economy will be supported in principle.</i> Development proposals will be determined in accord with the core strategy and detailed policies of the Ldf as appropriate.</p>
<p>DMB 3 Recreation And Tourism Development</p> <p><i>Planning permission will be granted for development proposals that extend the range of tourism and visitor facilities in the borough.</i> this is subject to the following criteria being met:</p> <ol style="list-style-type: none"> <i>1. the proposal must not conflict with other policies of this plan;</i> <i>2. the proposal must be physically well related to an existing main settlement or village or to an existing group of buildings, except where the proposed facilities are required in conjunction with a particular countryside attraction and there are no suitable existing buildings or developed sites available;</i> <i>3. the development should not undermine the character, quality or visual amenities of the plan area by virtue of its scale, siting, materials or design;</i> <i>4. the proposals should be well related to the existing highway network. It should not generate additional traffic movements of a scale and type likely to cause undue problems or disturbance. where possible the proposals should be well related to the public transport network;</i> <i>5. the site should be large enough to accommodate the necessary car parking, service areas and appropriate landscaped areas; and</i> <i>6. the proposal must take into account any nature conservation impacts using suitable survey information and where possible seek to incorporate any important existing associations</i>
<p>DME 6 Water Management</p>

<p><i>Development will not be permitted where the proposal would be at an unacceptable risk of flooding or exacerbate flooding elsewhere.</i></p> <p><i>Applications for development should include appropriate measures for the conservation, protection and management of water such that development contributes to:</i></p> <ol style="list-style-type: none"> <i>1. preventing pollution of surface and / or groundwater</i> <i>2. reducing water consumption</i> <i>3. reducing the risk of surface water flooding (for example the use of sustainable drainage systems (suds))</i> <p><i>As a part of the consideration of water management issues, and in parallel with flood management objectives, the authority will also seek the protection of the borough's water courses for their biodiversity value.</i></p> <p><i>All applications for planning permission should include details for surface water drainage and means of disposal based on sustainable drainage principles. The use of the public sewerage system is the least sustainable form of surface water drainage and therefore development proposals will be expected to investigate and identify more sustainable alternatives to help reduce the risk of surface water flooding and environmental impact.</i></p>
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4.3 National Planning Policy Framework 2021 (emphasis added):

Paragraph 11	<p><i>Plans and decisions should apply a presumption in favour of sustainable development. For plan making this means that:</i></p> <p><i>a) all plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects;</i></p>
Paragraph 38	<p><i>Local Planning Authorities should approach decisions in a positive and creative way.</i></p>

Paragraph 81	<i>Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.</i>
Paragraph 84	<i>Planning policies and decisions should enable:</i> 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.
Paragraph 85	<i>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 any opportunities to make a location more sustainable (for example by improving 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.</i>

4.4 DS1 Development Strategy encourages development that meets local identified needs, is of small scale and satisfies planning policies. It is our opinion that the proposal for 4 Lodges meets all three of these requirements. This has been welcomed & acknowledged by the LPAs planning officer when the application was subsequently revised and reviewed.

4.5 Policy EC3 Visitor Economy, encourage proposals that contribute to and strengthen the visitor economy within the Ribble Valley.

The proposed application does this by providing unique, character appropriate, high quality tourist accommodation.

4.6 The proposal will help meet the increased demand generated by the COVID 19 pandemic which has encouraged the public to take “staycations” rather than risk travelling abroad. Furthermore the increase in inflation may price out many families from travelling abroad. They will then seek accommodation in the UK.

4.7 Policy DMG2 also supports small scale tourism developments. Reference to size, scale and design is discussed in greater detail

- in Section 5 and as shown on the plans in Appendices 2, 3, 4, 5 & 6. However, it should be highlighted that the Lodges have been designed to look similar to agricultural buildings to ensure they are character appropriate.
- 4.8 Due to the reduced scale of the proposal and compact design of the lodges it is deemed the proposal will not be detrimental to landscape and character of the area. The Principal Planning Officer confirmed this to be the case in the Pre Application Advice Response. However, this resubmission of Application 3/2021/0858 has a reduced number of units to ensure there is no impact on the landscape character (which has again been subsequently welcomed & acknowledged by the planning officer). This is expanded further in Sections 5.6- 5.8.
- 4.9 We consider the proposal to form sustainable development and be compliant with Policy DS2 by improving the Applicant's financial position through providing an alternative source of income (helping de-risk his business) during a period of uncertainty in the agricultural sector. It will also improve the income of the local residents and in turn the local economy through visitor's spending money in shops and villages.
- 4.10 This policy is supported further by Paragraph 84a of the NPPF which confirms sustainable growth and expansion of all types of business in rural areas through well-designed new buildings will be supported.
- 4.11 The Applicant has instructed a local company to design and construct the lodges, thus it is evident that the development improves the economic and social conditions in the area.
- 4.12 The proposed lodges complies with Policy EN3 by being constructed and positioned to ensure the development is not detrimental to local biodiversity. The Applicants propose planting a hedgerow as detailed on the Site Layout Plan in Appendix 2, which will help improve biodiversity as confirmed within the ecological report in Appendix 9.
- 4.13 It is considered that the proposed development will not have any negative impacts on the biodiversity and geodiversity of the Application Site. This is supported by the Ecological Appraisal detailed in Appendix 9 which does not identify signs of protected or endangered species thus the proposal complies with Policy EN4.
- 4.14 The Applicant wishes to achieve a high quality product to entice customers to the area in line with Policy DMG1. Therefore, the design will be key to achieving this. The Applicant has provided detailed plans of what is envisaged in terms of layout and design. Further details are listed under Section 5 of this report.
- 4.15 The Applicant's property already benefits from a tarmacked lane running down the eastern boundary of his land. Policy DMG1 requires the Applications to give due consideration to the potential traffic and access provisions. The proposal will benefit from the existing access, which is more than adequate as detailed within the Transport Statement in Appendix 8. The Transport Statement also satisfies the policies detailed within Policy DMG 3.
- 4.16 The proposal will not result in large amounts of surface water run off therefore it is considered that the amount of water which will run off will drain into the surrounding fields and soaked up by the

proposed hedgerows. Therefore the proposal will be compliant with Policy DME 6.

4.17 Policy DMB 3 confirms planning permission will be granted for development proposals that extend the range of tourism and visitor facilities within LPA subject to the following criteria:

- i. *The proposal must not conflict with other policies within the plan* – this has been demonstrated within this planning statement.
- ii. *The proposal must be physically well related to an existing main settlement or village or to an existing group of buildings, except where the proposed facilities are required in conjunction with a particular countryside attraction and there are no suitable existing buildings or developed sites available* – The Application Site has been chosen to be as physically related to the buildings as other constraints will allow. This is addressed specifically in Section 5.6 – 5.8 and at 6.1 & 6.2.
- iii. *the development should not undermine the character, quality or visual amenities of the plan area by virtue of its scale, siting, materials or design* – The proposal has been reduced in scale on two occasions from receiving the pre-application advice. The lodges have been designed specifically to suit this location and landscape character. The compact design of the lodges removes the requirement for additional comfort facilities.

The remainder of the criteria is set out and met within Section 5 of this report.

4.18 Paragraph 84b&c of the NPPF is also supportive of development/diversification of agricultural business and sustainable rural tourism, such as this, which respects the character of the countryside.

4.19 **The NPPF forms a more recently recently produced plan than the LPAs core strategy therefore the policies within the plan should be given more weight and consideration.**

4.20 This Planning Statement confirms the proposal meets the relevant policies set in the Core Strategy and therefore it should be approved without delay in line with Policy DS2 DMB 3 and Paragraph 11, 81 84 & 85 of the NPPF 2021.

5.0 Evaluation

Design

5.1 The design of the proposed lodges are in keeping with the rural / agricultural environment they are to be positioned in having been specifically designed for the Application Site. The rustic timber clad box like shape and timber cladding is comparable to an agricultural building clad in Yorkshire boarding.

5.2 The lodges provide a rustic feel yet provide a high standard of accommodation which will encourage visitors into the area. Each plot provides adequate space for customers to enjoy and experience the countryside. The compact design also minimises the visual impact of the scheme on the surrounding countryside through removing the need for additional buildings to house comfort facilities.

Use

- 5.3 Although the Application Site forms part of the agricultural unit it is positioned on Applicants land so as to be an acceptable distance away from the existing farmyard and commercial lettings. This is key to ensure the safety of visitors whilst also positioning the site in an attractive location that will encourage visitors to stay.
- 5.4 Furthermore the boundary of the Application Site will comprise as follows; North - tipwall and woodland, south – new hedge, east- new hedge, and west – existing hedge. This is detailed within the Site Layout Plan (Appendix 2) and Indicative Landscaping Plan (Appendix 6).

Amount & Scale

- 5.5 The dimensions of the proposed lodges are:-

Length	11.8m
Width	4.5m
Height	2.5m

The resubmission of application 3/2021/0858 has allowed the Applicant to reduce the number of units to 4 in line with Council guidance and planning policy. The proposed lodges will each occupy a floor area of 53.1m².

Siting and Layout

- 5.6 The land to the east rises up leaving the Application Site in a discreet location with higher land behind. Furthermore, the location is positioned in Flood Zone 1 as opposed to Flood Zone 2 and 3 in its original siting for the Pre-application advice request.

- 5.7 The location of the Application Site is away from the working farm and other commercial activities to ensure the safety of both the occupants and livestock. It is not desirable to have visitor accommodation in close proximity to such activities.

- 5.8 The Application Site has been chosen, to minimise the visual impact of the proposed scheme. The development cannot be seen from any other aspect other than from the west. It is not visible from the north due to the tip and woodland, the view to the east is restricted due to the distance, positioning of trees and the land rising up. The south is also screened by the farmyard and trees.

Landscaping

- 5.9 There are no sensitive receptors which would be harmed by this proposal as there is sufficient natural screening (trees and dry stone walls) provided within the Application Site. Therefore, no additional landscape provisions are deemed necessary. However, the Applicant has proposed a Landscaping Scheme which is detailed in Appendix 6 and shown on the Site Layout in Appendix 2.

Access

- 5.10 The Application Site will be accessed from the public highway along the existing Lane. There are no proposals to alter the existing access arrangements as a private Transport Consultant has deemed the proposal to have a minimal impact on highways if any as shown in Appendix 8.
- 5.11 Access from the existing lane to the Application Site comprises 3.5 metre road with a passing place (6 metres wide) at the mid point. The lane is to be constructed out of a permeable material. This is detailed on the Site Layout Plan in Appendix 2.

6.0 Material Considerations

6.1 The Local Planning Authority has set a precedent with similar planning applications for Holiday Lodges and Shepards huts which are sited away from existing settlements & from farm yards. Three examples of these are detailed below:

1. Site adjacent to the Black Bull Public House, Langho
2. The Wigwam, off Moorgate Lane, Dinkley
3. Lodges at Hobbit Hill, Milton

As such this application should not be judged as non-compliant (as previously suggested by the officer of the LPA) on the issue of the siting when a clear precedent has been set and there are valid policy compliant reasons for the chosen site.

6.2 The National Planning Policy Framework 2021 is a more recently published document than Ribble Valley Borough Councils Core Strategy and therefore can be used as a material consideration when determining this application.

7.0 Conclusion

7.1 This planning statement shows that the proposal complies with both local and national planning policy.

7.2 The NPPF sets out its guidance for Councils to follow in respect of pre-application engagement and front loading in paragraphs 39 to 46, which the Applicants have utilised.

7.3 It is not considered this proposal would cause harm or have a negative impact on the character of the landscape due to the minimal impact on the surrounding land uses (agricultural use).

7.4 This application satisfies criteria (b & c) under Paragraph 84 of the NPPF and all relevant Ribble Valleys Planning Policies.

7.5 The design of the lodges and their siting are suitable for and will have minimal impact on this agricultural landscape.

7.6 The proposal will deliver the environmental benefits set out in this submission the local economy outlined earlier in this report.

7.7 It has been demonstrated in this planning statement that the proposal meets the relevant Policy and therefore the Application should be approved.

APPENDIX 1