

# Dog & Partridge Hesketh Lane Chipping PR3 2TH

Conversion of an existing restaurant/public house (Sui Generis) to create 1no. dwelling, 6no. apartments (C3) and the erection of four holiday lets to the rear.

**PLANNING STATEMENT (INCLUDING SUSTAINABILITY STATEMENT)**  
APRIL 2023



# REPORT CONTROL

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<b>Primary Author</b>	Paige Linley
<b>Contributor</b>	Graeme Thorpe
<b>Reviewer</b>	Graeme Thorpe

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## **/1 INTRODUCTION**

- 1.1. PWA Planning is retained by Home Life Developments Ltd ('the Applicant') to prepare a supporting Planning Statement to accompany a full application for the conversion of the existing public house into 1no. dwelling and 6no. apartments and the erection of 4no. holiday lets ('the proposed development') at the Dog & Partridge, Hesketh Lane, Chipping, PR3 2TH ('the application site'). The application is made to Ribble Valley Council ('the Local Planning Authority') (LPA) and relates to the red edge application site boundary defined by the submitted Location Plan.
- 1.2. Following a review of the site context and history, this Planning Statement will demonstrate that the proposals accord with the Development Plan for Ribble Valley, and moreover, there are other significant material considerations which indicate that permission ought to be granted.
- 1.3. This statement should be read in conjunction with the submitted application package, which includes the following documents: -
  - Application Form & Certificates;
  - Design & Access Statement;
  - Location Plan (ref: BBA\_189LP01 Rev A);
  - Existing Site Plan (ref: BBA\_189P01);
  - Proposed Site Plan (ref: BBA\_189P05 Rev B);
  - Existing Ground Floor Plan (ref: BBA\_189P10 Rev A);
  - Existing First Floor Plan (ref: BBA\_189P11 Rev A);
  - Proposed Ground Floor Plan (ref: BBA\_189P12 Rev A);
  - Proposed First Floor Plan (ref: BBA\_189P13 Rev A);
  - Proposed Floor Plan (ref: BBA\_189P14);
  - Proposed Garage (ref: BBA\_189P15 Rev B);
  - Existing Elevations (ref: BBA\_189P20 Rev A);
  - Proposed Elevations (ref: BBA\_189P21 Rev B);
  - Proposed Elevations (ref: BBA\_189P22 Rev B);
  - 3D Visuals
  - Preliminary Ecological Assessment;
  - Bat Roost Assessment;



- Biodiversity Net Gain Assessment;
- Phase 1 Ground Contamination Report;
- Flood Risk Assessment;
- Drainage Design & Drainage Strategy Report;



## /2 SITE DESCRIPTION

- 2.1 The application site, which extends to approximately 0.28ha in size, is located in the area of Chipping, situated on Hesketh Lane. The site features an existing large stone-built building that was formerly occupied as the Dog and Partridge public house. There are a number of existing outbuildings, including glass house storage space and to the east of the site is a large hard surfaced car park which was previously used in association with the pub. The pub has been closed since 2018 which was as a result of it no longer representing a viable use for the site.
- 2.2 A location plan showing the site within its wider setting is provided within the supporting documents. Figure 1 below provides an aerial image of the site within its immediate setting.



**Figure 1: Aerial image showing the location of the site (Source – Google Maps) (not to scale)**

- 2.3 Directly to the east of the site is an existing dwelling, Edencroft, and an associated kennels and cattery. The kennels and cattery have previously received consent (ref: 3/2022/0342) for the demolition of the buildings and incorporation of the land into the residential curtilage.



It is not known whether works have commenced in respect of the demolition of the existing kennels and cattery, however it is understood that it is the intention of the owner to demolish the buildings in line with the permission. The application was approved in November 2022 and therefore, the permission is extant.

- 2.4 To the west of the site are several residential properties situated in a ribbon form of development along Hesketh Lane. Directly adjacent the site to the south are two existing dwellings along Judd Holmes Lane and to the north of the site and beyond are agricultural fields.
- 2.5 The site is located sustainably with the Dog & Partridge bus stop situated approximately 100m away on Hesketh Lane, providing access to Clitheroe, Longridge and other local towns. The connectivity to the nearby settlements provides easy access to a wide range of services, including primary and secondary schools, health care facilities, shops and businesses, transport links, restaurants and other social facilities.
- 2.6 The site is situated within the Forest of Bowland Area of Outstanding Natural Beauty (AONB) and therefore the potential impacts upon the AONB have been considered as part of this application. There are no ecological constraints associated with the site, nor does the site feature any heritage constraints. The site is located within Flood Risk Zone 1 as identified on the Environment Agency's flood map for planning and therefore has the lowest probability of flooding.



### **/3 PLANNING HISTORY**

3.1 A planning search has been undertaken of Ribble Valley Council's online application search facility and the following applications were identified on the application site and the neighbouring site, which have been detailed below for reference.

3.2 Notably, planning permission was granted for the conversion of the existing restaurant/public house to create twelve apartments (C3) and the siting of four holiday lets. This application only seeks the creation of 1no. dwelling and 6no. apartments through the conversion of the existing building and the erection of 4no. holiday lets.

3.3 A list of the relevant past applications is set out below,

- **3/2018/0786** – Conversion of an existing restaurant (A3) to create twelve apartments (C3) and the siting of four holiday lets: Approved subject to a legal agreement 17<sup>th</sup> September 2019
- **3/2015/0405** – Demolition of existing garage and erection of new garage and store: Approved with conditions 2<sup>nd</sup> July 2015
- **3/2006/0477** – Proposed rear extension to provide coffee lounge and additional storage areas including 2no. new (external) fire escape stairs – Approved with conditions 31<sup>st</sup> July 2006
- **3/2004/0135** – Proposed first floor extension to provide additional living accommodation – Approved with conditions 5<sup>th</sup> April 2004
- **3/2022/0324** – Proposed change of use from kennels and cattery to single dwelling with garden – Edencroft Kennels and Cattery Hesketh Lane Chipping Preston PR3 2TH: Approved with conditions 1<sup>st</sup> November 2022





## **/4 PROPOSED DEVELOPMENT**

- 4.1 The proposed development consists of the conversion of the existing property into 1no. dwelling and 6no. apartments through the reconfiguration of the internal layout and a small infill extension to the ground floor. The proposal also comprises the erection of 4no. single storey holiday lets to the rear of the site.
- 4.2 The Proposed Site Plan (ref: BBA\_189P05 Rev B) demonstrates the proposed layout of the scheme, including the location of the proposed bin store and car parking area. The Proposed Floor Plans (ref: BBA\_189P12 Rev A, BBA\_189P13 Rev A & BBA\_189P14) provide further details of the units; it is proposed that the conversion would accommodate 1no. 3-bed dwelling, and 4no. 2 two-bed apartments and 2no. one-bed apartments, each with living/dining/kitchen, double bedrooms and a separate full bathroom. The internal layout of the 4no. holiday units will also consist of a living/dining/kitchen area with two bedrooms and two bathrooms set over a single storey. The proposed conversion works will remain within the existing GIA of the building.
- 4.3 The scheme incorporates landscaping with proposed grassed areas and shrubs to provide a level of outdoor amenity for future occupiers and also to assist with softening the visual impacts of the development from the AONB. The layout as demonstrated would provide an attractive scheme that can fit comfortably on the site and also make efficient use of the site. The layout will provide good amenity levels for the future occupiers of the site whilst also respecting existing development within the vicinity.
- 4.4 The proposed materials will allow for the scheme to respect the character of existing development within the vicinity, whilst providing an attractive and well thought out scheme. Further details on the design rationale have been included in the supporting Design and Access Statement. In brief, it is proposed that the main building would retain the stone to the front, and the front façade will largely be retained as per the existing with the demolition of the existing porch. It is also proposed to demolish the side and rear extensions. To the side elevation, the property will be rendered, which is representative of the existing use of materials. To the rear, the building will comprise composite rendering, some glazing to allow natural light and the incorporation of some metal edging. It is considered that the choice of materials are representative of the local area and the scheme respects the character of the area.



- 4.5 The layout will allow for the natural surveillance of the area which will assist residents and neighbours to live in a safe and secure environment. The gated access will also allow management of comings and goings which is considered appropriate in association with the holiday use to the rear.
- 4.6 Access will be taken off Hesketh Lane to the south of the site and lead into the car parking area, providing good visibility and sufficient space to allow for turning and exiting the site safely and in forward gear. The entrance to the site will be gated, which will allow for the controlled access by visitors and residents of the apartments. The dwelling will be accessed individually from the road through the external access onto the road.
- 4.7 The scheme will provide 18no. car parking spaces, which will provide just over 1.5 spaces per dwelling/apartment/holiday let. The bin store is located to the front of the site by the gated access, such that the bins can be easily transported to the roadside for collection. Refuse will be managed by a private refuse collection company to ensure that waste arrangements can be made to accommodate for the private access.



## **/5 TECHNICAL CONSIDERATIONS**

- 5.1. This section of the planning statement looks to address several technical considerations which are associated with the site. A number of technical consultants have been instructed to assess the impact of this proposal as it relates to their areas of expertise and their findings are summarised within their supporting reports.

### **Landscaping**

- 5.2. The supporting landscape plan demonstrates the ecological and visual amenity benefits to be achieved through the development. The scheme includes an indication of new tree and shrub planting, the retention of existing trees where possible and the introduction of maintained grassland. It is considered that the proposed landscaping scheme is commensurate with the extent of development proposed and would allow for a visually attractive garden area to be used by the residents of the proposed apartments and each of the holiday units and the dwelling will have access to an individual garden.

### **Energy/Sustainability Statement**

- 5.3. The scheme involves the conversion of the existing building and as such a significant level of the existing built development will be retained which will reduce the carbon footprint associated with the proposed development. Where new materials will be used construction will be undertaken sustainably using local contractors to limit emissions from travel to the site and deliveries of materials. It is considered that the scheme represents an energy efficient scheme that would allow for the creation of new residential units and holiday lets that will retain heat efficiently.

### **Flood Risk and Drainage Strategy**

- 5.4. The site is located wholly within Flood Zone 1 where risk is at its lowest and that there are no historic flooding incidents recorded around the site. A Flood Risk Assessment has been submitted with the application that confirms the development is acceptable in terms of impacts on flood risk.
- 5.5. A drainage strategy and design has been prepared which confirms how surface water and foul water will be discharged.



### **Amenity**

- 5.6. The scheme has considered potential impacts upon amenity levels of future occupiers of both the apartments and holiday lets. The scheme would allow for natural light into the properties by way of sufficient glazing including through the introduction of roof lights. It is considered that the scheme has provided a sufficient level of glazing to allow natural light, whilst also limiting any impacts on the character of the AONB.
- 5.7. It is considered that there will be no impacts in respect of noise, as the units will be set between existing residential properties and the scale of the development will not result in a noticeable increase in the noise levels associated with the site. In addition, since the previous permission, the neighbouring property has received consent to demolish the kennels and cattery and include the land within the residential curtilage. As such, any noise that would've been associated with the kennels and cattery is no longer considered to be relevant to the scheme as it is clearly the intention of the owner to demolish the building and simply use this land as part of the residential garden space.
- 5.8. It is not considered that there would be any overlooking impacts associated with the proposed development, as the properties to the rear are single storey and will only be used as holiday lets, therefore there will be no long term overlooking impacts. In respect of neighbouring properties, it is considered that as a previous application has been approved for second storey apartments the scheme proposed would not result in any impacts on overlooking over and above the previous scheme that would warrant the refusal of the application and due to the distance between the site and neighbouring properties, the potential impacts are negligible and actually represent a betterment over the previous approval.



## /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. The Development Plan for the application site comprises the Ribble Valley Core Strategy 2008 to 2028. Key policy documents that comprise 'material considerations' include the National Planning Policy Framework (2021), National Planning Policy Guidance (NPPG), and any local supplementary planning guidance documents and decisions considered relevant to the proposal.
- 6.3. According to the Local Plan Policies Map, as shown below in Figure 2, the site is situated within the AONB.



**Figure 2: Extract from Ribble Valley Council's Proposals Map (site shown with red arrow)**

- 6.4. The following policies are considered relevant to this proposal:



## ***Ribble Valley Core Strategy***

- 6.5. **Key Statement DS1 Development Strategy** states that the majority of new housing development will be:
- concentrated within an identified strategic site located to the south of Clitheroe towards the A59; and
  - the principal settlements of:
    - Clitheroe;
    - Longridge; and
    - Whalley.
- 6.6. It confirms that in general the scale of planned housing growth will be managed to reflect existing population size, the availability of, or the opportunity to provide facilities to serve the development and the extent to which development can be accommodated within the local area. Specific allocations will be made through the preparation of a separate allocations DPD. In allocating development, the Council will have regard to the AONB, Green Belt and similar designations when establishing the scale, extent and form of development to be allocated under this strategy. The relevant constraints are set out as part of the strategic framework included in this plan.
- 6.7. It goes on to state that development that has recognised regeneration benefits, is for identified local needs or satisfies neighbourhood planning legislation, will be considered in all the borough's settlements, including small-scale development in the smaller settlements that are appropriate for consolidation and expansion or rounding-off of the built-up area.
- 6.8. **Key Statement DS2 Presumption in Favour of Sustainable Development** states that when considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in 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 (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise. Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then 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 the National Planning Policy Framework taken as a whole; or
- specific policies in that Framework indicate that development should be restricted.

6.9. **Key Statement EN2 Landscape** states that the landscape and character of the Forest of Bowland Area of Outstanding Natural Beauty will be protected, conserved and enhanced. Any development will need to contribute to the conservation of the natural beauty of the area. The landscape and character of those areas that contribute to the setting and character of the Forest of Bowland Areas of Outstanding Natural Beauty will be protected and conserved and wherever possible enhanced. As a principle the Council will expect development to be in keeping with the character of the landscape, reflecting local distinctiveness, vernacular style, scale, style, features and building materials.

6.10. **Key Statement EN4 Biodiversity and Geodiversity** states that the Council will seek wherever possible to conserve and enhance the area's biodiversity and geodiversity and to avoid the fragmentation and isolation of natural habitats and help develop green corridors. 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. It will be the developer's responsibility to identify and agree an acceptable scheme, accompanied by appropriate survey information, before an application is determined. There should, as a principle be a net enhancement of biodiversity.

6.11. **Key Statement H1 Housing Provision** states that land for residential development will be made available to deliver 5,600 dwellings, estimated at an average annual completion target of at least 280 dwellings per year over the period 2008 to 2028 in accordance with baseline information. The Council will identify through the relevant "Strategic Housing Land Availability Study" (SHLAA), sites for residential development that are deliverable over a five-year period. By reference to the housing land monitoring report and where appropriate Strategic Housing Land Availability Assessments, the Council will endeavour to ensure housing land is identified for the full 15 year period and beyond.



- 6.12. **Key Statement H2 Housing Balance** states that planning permission will only be granted for residential development providing it can be demonstrated that it delivers a suitable mix of housing that accords with the projected future household requirements and local need across the Ribble Valley as a whole as evidenced by the Strategic Housing Market Assessment. Determination of planning applications for residential development will be informed by the most recent Housing Needs Surveys, Addressing Housing Needs statement and the most recently adopted SHMA, to identify the type, tenure and size of residential dwellings, required at different locations throughout the borough as well as reference to relevant housing market information as appropriate.
- 6.13. **Key Statement H3 Affordable Housing** states that in all other locations in the borough other than Clitheroe and Longridge, on developments of 5 or more dwellings (or sites of 0.2 hectares or more irrespective of the number of dwellings) the council will require 30% affordable units on the site. The Council will only consider a reduction in this level of provision, to a minimum of 20% only where supporting evidence, including a viability appraisal fully justifies a lower level of provision to the council's satisfaction. All affordable housing provided must be made available to those in housing need and will remain affordable in perpetuity.
- 6.14. **Key Statement EC3 Visitor Economy** states that proposals that contribute to and strengthen the visitor economy of Ribble Valley will be encouraged, including the creation of new accommodation and tourism facilities through 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.
- 6.15. **Key Statement DMI2 Transport Considerations** states that new development should be located to minimise the need to travel. Also it should incorporate good access by foot and cycle and have convenient links to public transport to reduce the need for travel by private car.
- 6.16. **Policy DMG1 General Considerations** sets out the general matters to be considered as part of any development proposal. It states that in determining planning applications, all development must comply with relevant criteria relating to design, access, amenity, the environment, infrastructure and any other relevant considerations.





- 6.17. **Policy DMH1 Affordable Housing Criteria** sets out the requirements for the provision of affordable housing including the proposed housing mix, percentage of affordable units to be provided, details on the provision of housing for older people and more information on the type of affordable housing required.
- 6.18. **Policy DMH3 Dwellings in the Open Countryside and AONB** states that within areas defined as in the AONB residential development will be limited a number of exceptions, the relevant one for this proposal is 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.
- 6.19. **Policy DMH4 The Conversion of Barns and Other Buildings to Dwellings** states that planning permission will be granted for the conversion of buildings to dwellings where they achieve the following:
- The building is not isolated in the landscape, i.e. it is within a defined settlement or forms part of an already group of buildings, and
  - There need be no unnecessary expenditure by public authorities and utilities on the provision of infrastructure, and
  - There would be no materially damaging effect on the landscape qualities of the area or harm to nature conservations interests, and
  - There would be no detrimental effect on the rural economy, and
  - The proposals are consistent with the conservation of the natural beauty of the area.
  - That any existing nature conservation aspects of the existing structure are properly surveyed and where judged to be significant preserved or, if this is not possible, then any loss adequately mitigated.
- 6.20. The building to be converted must also:
- Be structurally sound and capable of conversion for the proposed use without the need for extensive building or major alternation, which would adversely affect the character or appearance of the building. The council will require a structural survey to be submitted with all planning application of this nature. This should include plans of any rebuilding that is proposed;



- Be of a sufficient size to provide necessary living accommodation without the need for further extensions which would harm the character or appearance of the building, and
- The character of the building and its materials are appropriate to its surroundings and the building and its materials are worthy of retention because of its intrinsic interest or potential or its contribution to its setting, and
- The building has a genuine history of use for agriculture or another rural enterprise.

6.21. The policy goes on to state that the reuse of existing rural buildings provides an important opportunity to preserve buildings that contribute to the area's character and setting, can usefully provide a housing resource and promote sustainability. It is important however in an area such as Ribble Valley that this is carefully managed through the development management process and that clear guidance is offered. The conversion of buildings should be of a high standard and in keeping with local tradition. The impact of the development, including the creation of garden area and car parking facilities (or other additions) should not harm the appearance or function of the area in which it is situated. Access to the site should be to a safe standard and be capable of being improved to a safe standard without harming the appearance of the area. The creation of a permanent dwelling by the removal of any condition that restricts the occupation of dwellings to tourism/visitor use or for holiday use will be refused unless it can be demonstrated that the unit will meet an identified local/affordable housing need in accordance with policy DMH1.

6.22. **Policy DMB3 Recreation and Tourism Development** states that planning permission will be granted for development proposals that extend the range of tourism and visitor facilities in the borough. This is subject to the following criteria being met:

- The proposal must not conflict with other policies of this plan;
- 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 development should not undermine the character, quality or visual amenities of the plan area by virtue of its scale, siting, materials or design;
- 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;

- The site should be large enough to accommodate the necessary car parking, service areas and appropriate landscaped areas; and
- The proposal must take into account any nature conservation impacts using suitable survey information and where possible seek to incorporate any important existing associations within the development. Failing this then adequate mitigation will be sought.

6.23. The policy goes on to state that in the Forest of Bowland Area of Outstanding Natural Beauty the following criteria will also apply:

- The proposal should display a high standard of design appropriate to the area.
- The site should not introduce built development into an area largely devoid of structures (other than those directly related to agriculture or forestry uses).

6.24. The policy states that in the AONB it is important that development is not of a large scale. In the AONB and immediately adjacent areas proposals should contribute to the protection, conservation and enhancement of the natural beauty of the landscape. Within the open countryside proposals will be required to be in keeping with the character of the landscape area and should reflect the local vernacular, scale, style, features and building materials. Recreation and tourism development are often well suited to rural areas and there is a need to have in place effective measures to ensure that facilities and infrastructure can be enhanced in a sustainable way.

## **Material Considerations**

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

6.25. The NPPF sets out the Government's planning policies for England and how these should be applied. The Framework sets out the Government's presumption in favour of sustainable development (Paragraph 11) whereby developments which correctly balance the requirements of economic, social and environmental issues should be granted planning permission unless there are strong reasons that permission should not be granted.



- 6.26. Sustainable development is broadly defined in **Paragraph 8** of the Framework as having three overarching objectives: economic, social and environmental.
- 6.27. **Paragraph 11** of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development and that a presumption in favour of sustainable development is at the heart of the NPPF. For decision taking this means:
- c) "Approving development proposals that accord with an up-to-date development plan without delay; and*
  - d) Where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*
    - i. the application or policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
    - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole."*
- 6.28. **Paragraph 20** states that strategic policies set out an overall strategy for the pattern, scale and quality of places, providing for the needs of all, which includes items such as housing, retail and community facilities.
- 6.29. **Section 5** details the need to continually deliver a sufficient supply of homes. The section details guidance on affordable homes, small and medium development sites and rural housing amongst other matters.
- 6.30. **Paragraph 62** states that the need for housing for different groups including the need to provide affordable homes. Furthermore, **Paragraph 65** states that for major developments, planning policies and decisions should expect at least 10% of the proposed dwellings to be affordable.
- 6.31. **Paragraph 64** states that provision of affordable housing should not be sought for residential developments that are not major developments, other than in designated rural areas (where policies may set out a lower threshold of 5 units or fewer).



- 6.32. **Paragraph 84** states that planning policies and decisions should enable sustainable rural tourism and leisure developments which respect the character of the countryside.
- 6.33. **Section 9** of the NPPF seeks to encourage sustainable transport. It states that transport policies have an important role to play in facilitating sustainable development but also in contributing to wider sustainability and health objectives.
- 6.34. **Paragraph 111** states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 6.35. **Paragraph 119** states that planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.
- 6.36. **Paragraph 132** shows that design quality should be considered throughout the evolution and assessment of individual proposals. Early discussion between applicants, the local planning authority and local community about the design and style of emerging schemes is important for clarifying expectations and reconciling local and commercial interests.
- 6.37. **Paragraph 152** states that the planning system should support the transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change. It should help to: shape places in ways that contribute to radical reductions in greenhouse gas emissions, minimise vulnerability and improve resilience; encourage the reuse of existing resources, including the conversion of existing buildings; and support renewable and low carbon energy and associated infrastructure.
- 6.38. The Framework also offer guidance in relation to transport, making efficient use of land, achieving well-designed places and with regard to enhancing the natural environment.



## **/7 PLANNING POLICY ASSESSMENT**

### **Principle of Development**

- 7.1. This application seeks the conversion of the existing vacant pub to provide 1no. dwelling and 6no. apartments with the erection of 4no. new build single storey holiday lets. The existing building was formerly used as a public house, however the use ceased in April 2018 as the business no longer represented a viable use for the site. The site was marketed for a period of time, however there was no interest in the site for the continued use as a pub and therefore an application was submitted to convert the property into 12no. residential apartments, alongside the erection of 4no. holiday lets to the rear. That approval has since lapsed, however the policy position remains largely unchanged and therefore, it is considered that the principle of converting the site for residential use and the erection of holiday lets to the rear should still be considered acceptable by the Council.
- 7.2. The site is located outside of the main areas defined in **Key Statement DS1** of the Core Strategy in which new residential development will be generally directed towards. However, it is considered that the site would have recognised regeneration benefits in association with the conversion of the vacant property and would therefore assist in achieving the aims of **Key Statement DS1**.
- 7.3. **Policy DMH3** states that in the AONB, the conversion of buildings to dwellings will be accepted subject to them being suitably located, and their design being in keeping with the area. The Dog & Partridge is an attractive stone building which represents the type of development and use of materials associated with the properties situated along Hesketh Lane. The site falls within a stretch of ribbon development which mainly consists of other residential properties, and also includes a bus stop with access to several bus services. As such, the site is considered to be an appropriate location for residential development in that it is well served by public transport and is already largely residential in character.
- 7.4. The policy also states that the building must be structurally sound and capable of conversion without the need for reconstruction. The scheme seeks to retain the majority of the building and only seeks small elements of demolition resulting in a total of 53.73sqm of floor area to be demolished, this includes the side extension which appears to have been a later addition. The rest of the building will be retained, and minor upgrading works will be undertaken to allow for the conversion into apartments, with the total proposed floor area



falling within the existing GIA of the building. The building is in a good state of repair and has been well maintained, meaning there is no concern that the property would not be suitable for conversion, complying with the provisions of **Policy DMH3**.

- 7.5. The conversion of buildings in the AONB is further dealt with in **Policy DMH4** which lists the criteria in which conversion applications will be assessed against. Taking each point in turn; firstly the site falls in an area that forms ribbon development around Hesketh Lane, therefore whilst it is not within a defined settlement boundary it does form part of an area that is already characterised by existing buildings complying with point 1. Secondly, the scheme would not require the provision of any new infrastructure to facilitate the development. The proposal is fairly small scale and would be served by the existing public transport network, alongside the drainage provisions outlined in the supporting drainage strategy, therefore the scheme complies with point 2. It is considered that the landscape and impacts on the AONB would be limited due to the sensitive design of the properties, the retention of the majority of the front façade and existing building, limited extensions to the property and limited demolition. It is considered that the benefits of bringing back into use a site that is currently vacant and has been for a number of years, that is also considered to be a visually attractive building worthy of retention, would outweigh any limited impacts upon the AONB as a result of the conversion of the property, therefore it is considered on balance, the scheme complies with the provisions of point 3 and point 5. Point 4 deals with detrimental effects on the rural economy. Whilst it is appreciated that the building was previously used as a public house, which would be a use that contributes to the rural economy, the site has not been used as such since April 2018 and it no longer represents a viable use for the site. Therefore, the conversion and reuse of the site would not result in any detrimental effects on the rural economy in line with point 4. Finally, in respect of point 6, the site has been assessed in terms of its ecological merits and is considered to be acceptable, therefore the scheme is considered to comply with point 6.
- 7.6. The Policy goes on to state that the building must be structurally sound and capable of conversion and be of a sufficient size to provide living accommodation without the need for further extensions that would harm the character of the area. As stated previously, the existing building is in a good state of repair with only limited alterations proposed to allow the property to be used as apartments. The building will largely be retained, excluding the small porch and side and rear extensions which will be demolished. The remainder of the site will be retained and reconfigured internally to provide new layouts to accommodate the



apartments. As the previous application did not require a structural survey, it is considered that this application does not need to provide a structural survey and it is apparent from its existing condition that it would be suitable for conversion.

- 7.7. Externally, the scheme proposes new rendering and the introduction of additional fenestration to serve habitable rooms. A small extension is also proposed in the middle of the property in order to infill an existing corridor/walkway. The proposed minor extension would have no impact on the character of the building or on the wider character of the area. The policy also states that the existing building should be worthy of retention because of its intrinsic interest and contribution to the setting. It is considered that the property is visually attractive and representative of the area. It fronts onto Hesketh Lane and has a prominent position within the plot that is considered to positively contribute to the area and as such, would suggest it should be retained and enhanced. Finally, the policy states that the building should have a genuine history for a rural enterprise and as the Dog & Partridge was previously used as a public house, the scheme is considered compliant. For the reasons set out above, the scheme is considered to comply with the provisions of **Policy DMH4** in respect of converting rural buildings to dwellings.

#### *Affordable Housing*

- 7.8. Regarding affordable housing provision, the site is currently vacant and has not been used since 2018. A small portion of the site (175sqm) has however been used as accommodation for the owners of the site, however the remainder of the property has been unused. **Key Statement H3** and **Policy DMH1** deal with affordable housing and state that in areas other than the boundaries of Clitheroe and Longridge, on developments of 5 or more dwellings the Council will require 30% affordable units on the site. As the site is within the AONB it is within a designated rural area and therefore the requirement for affordable housing provision on schemes comprising 5 units or fewer could be applied.
- 7.9. Paragraph 64 within the NPPF however states that to support the reuse of brownfield land, where vacant buildings are being reused or redeveloped, any affordable housing contribution due should be reduced by a proportionate amount. Guidance within the National Planning Policy Guidance (NPPG) also states that national policy provides an incentive for brownfield development on sites containing vacant buildings. Where a vacant building is brought back into any lawful use or is demolished to be replaced by a new building, the developer should be offered a financial credit equivalent to the existing gross floorspace of relevant vacant buildings when the local planning authority calculates any





affordable housing contribution which will be sought. Affordable housing contributions may be required for any increase in floorspace. The site has been unused since 2018 and this scheme proposes to bring the building back into use through careful conversions restoring it such that it makes a positive contribution to the area.

- 7.10. A small part of the existing building is currently used to house the owners of the site; however, this is only 175sqm of the overall 760sqm of the existing property and is therefore a very small proportion of the site. As such, in this case, the extent of existing floor space to be redeveloped is 706sqm, when assessed against the proposed residential floor space, excluding the new build holiday lets that would not be subject to affordable provision, and the area of floorspace proposed to be demolished, the affordable requirement should be calculated based on 121sqm which is the floor area of the site that is currently in use and therefore not vacant. When factoring in the 30% provision of affordable housing, the total liable floor space for affordable provision would be 36.3sqm. The proposed apartments range from 143sqm to 55sqm, and this provision would therefore not even equate to a whole unit, therefore it is not possible to provide affordable housing on site. It is also considered that a financial contribution would not provide any tangible benefit to the provision of affordable housing within the Borough or enable the Council to tangibly provide affordable units within the borough. This is due to it likely comprising such a small amount factoring in any commuted sum being based on two-bedroom apartments which are likely to have low value and therefore contributions will be low. In addition, the current occupiers of the site will be relocating into the proposed dwelling unit of the scheme and as such this should be factored into the assessment. As such, it is considered that no affordable contribution should be requested as part of this scheme as it would not make a material contribution to the provision of affordable housing in the borough which is the purpose of affordable housing contributions.
- 7.11. Regarding the proposed holiday accommodation, **Key Statement EC3** supports proposals that will contribute to the visitor economy of Ribble Valley. It is considered that the provision of 4no. holiday lets in this location would assist in contributing towards the visitor economy of the borough and the general rural economy for Ribble Valley on a site that forms part of a former public house.
- 7.12. **Policy DMB3** also sets out the criteria for tourism development and each point has been addressed in turn below. This statement addresses how the scheme complies with the adopted Development Plan and therefore, it is considered that point 1 is addressed by way



of this statement. Regarding point 2, as stated previously the site is surrounded by existing development which is mainly residential in character and therefore the provision of holiday accommodation is considered entirely appropriate in respect of the surrounding development and therefore complies with point 2.

- 7.13. In respect of the design, it is considered that the scheme respects the character of the area and the AONB through the careful use of materials that match the materials proposed for the main building. The proposed holiday lets are set back within the site mainly behind the existing property therefore views from the street scene will be very limited. In addition, the previous permission at the property granted consent for two-storey properties. Whilst the units presented have a larger footprint than what was previously approved, the overall volume is 66m<sup>3</sup> less in total and therefore it is considered the scheme actually represents a less intrusive scheme than the previous permission. In addition, the proposal for single storey units opposed to two storey units means views from further distance within the AONB will be limited to views associated with the previous approval. It is considered that the scheme has been carefully thought out to respect the character of the area and therefore complies with point 3.
- 7.14. The site is located within a fairly sustainable location due to its links to the public transport network. A bus stop is situated around 100m from the site which allows travel into neighbouring villages/towns and would allow people to access facilities and services easily. The site can be easily accessed off Hesketh Lane and the proposal is of a small scale that is considered to have no negative impacts on the local highway network. The site also provides sufficient levels of car parking, refuse storage and landscape that would be expected for a development of this scale and therefore the scheme complies with points 4 and 5. The submitted ecology report provides deals with ecological impacts and therefore it is considered point 6 is complied with.
- 7.15. As the site is located within the AONB, the scheme must also achieve a high standard of design appropriate to the area and not introduce built development into an area largely devoid of structures. The site is situated within the grounds of a former public house of which some outbuildings are currently situated to the rear. The redevelopment of the rear of the site is considered to be acceptable and has previously been considered acceptable by the Council under application ref: 3/2018/0786. It is not considered that there have been any fundamental changes to planning policy or the existing position of the site that would



change the principle of developing the rear of the site for visitor accommodation and therefore it is expected that the Council's position would remain the same in this regard.

- 7.16. With specific regard to the design, as stated previously, careful consideration has been paid to the existing materials associated with the building and other existing buildings in the area. Alongside this, the properties have been designed to be single storey to limit any potential impacts upon the AONB. It is considered that the scheme is well designed and the submitted visuals demonstrate how it would interact with surrounding development and the AONB. The scheme represents overall a smaller volume of development than the previous holiday lets and therefore it is considered that any impacts associated with the development are reduced from the previous consent. The provision of tourism accommodation is therefore acceptable and the scheme complies with **Key Statement EC3** and **Policy DMB3**.
- 7.17. **Key Statement H1** sets out Ribble Valley's housing targets for the plan period, suggesting that 5,600 dwellings should be delivered over this period, equating to at least 280 dwellings per year. It is appreciated that the Council can currently demonstrate a sufficient supply of housing land, however it should be noted that the housing target is a minimum and the provision of additional homes over and above the housing targets should still be seen as a benefit to the borough. It is considered that the scheme represents sustainable development in line with **Key Statement DS2** as it accords with the provisions of the Development Plan and represents development that would assist in boosting housing supply for the borough, whilst also contributing to the rural tourism provision.
- 7.18. The site was previously granted planning permission for the conversion of the existing property to provide 12no. units and the erection of 4no. new build holiday lets, meaning the principle of developing the site for residential use/visitor accommodation has been accepted by the Council. There are no policy reasons which suggest this type of development would no longer be supported in this location. The previous scheme comprised a greater number of apartments and a larger volume of floor space for the proposed holiday lets, the approved scheme equating to a volume of 1314m<sup>3</sup> and the proposed scheme equating to 1248m<sup>3</sup>, a reduction of 66m<sup>3</sup> which were also two-storeys opposed to the single storey units that form part of this application. Therefore, the scheme subject of this application is considered to be of a lesser scale and provide the same level of public benefits to the borough as the previous development.



7.19. Taking the above into account, the principle of development is acceptable and therefore the scheme should be approved subject to compliance with technical elements as discussed further in this statement below.

### **Design**

7.20. The scheme for the conversion of the former public house consists of a two-storey building comprising 1no. 3-bedroom dwelling with detached garage, 4no. two-bedroom apartments and 2no. one-bedroom apartments. The supporting floor plans show the proposed layout of the units, each with a suitably sized living area/kitchen dining space, two bedrooms and two bath/shower rooms. The layout will allow natural light into the units through the provision of large windows into habitable rooms. The layout proposed is considered to provide good quality accommodation, with the provision of high levels of amenity for future occupiers and neighbours within the area. In addition, the proposed holiday lets provide sufficient living space, with generous sized bedrooms, living space and kitchen/bathroom facilities. Glazing has been used in a similar way to allow natural light into the properties without appearing too dominant in the context of the AONB.

7.21. Elevations and 3D visuals have been submitted which show the proposed external design of the property which reflects and responds to the design of properties within the local area, whilst maintaining a modern design that appears visually appealing. The scheme provides a cohesive mix of materials that is mirrored throughout the main apartment building, the dwelling and detached garage and the proposed holiday lets to the rear.

7.22. The proposal is 2 storeys in height, which is to be retained as existing. Given the location of the property and proximity to any neighbouring residential properties there will be no issues of overlooking. The previous approval on the site also sought the conversion of the two storey building into apartments, which was a much denser scheme and this was considered to be acceptable and not result in any privacy issues. It is considered that the scheme would propose a well-designed property in a location that would benefit from a proposal comprising high quality design to restore the existing building and positively contribute to the overall character of the area.

7.23. In respect of the proposed holiday lets, the proposal has been considered as a cohesive scheme, which seeks to use a similar palette of materials and styles such that each aspect of the scheme is complementary to one another. The proposed holiday lets will be single



storey which will ensure there are no impacts on overlooking and the overall mass and bulk of the proposal has been reduced from the previous two storey scheme that was approved in 2018. It is considered that the scheme represents a suitable design that is actually an improvement of the proposals that were previously approved at the site and would be less visually intrusive in the context of wider views.

- 7.24. Further details on the design, including the use of materials and how the scheme responds to the character of the locale has been included in the supporting Design and Access Statement, however it is considered that the scheme represents acceptable design and therefore the scheme should be supported in this regard. The scheme complies with the aims of the **Ribble Valley Core Strategy Policy DMG1**.

### **Landscape**

- 7.25. The proposed site plan provides an indication of the soft and hard landscaping proposed to accompany the development. The scheme will comprise the planting of new trees and shrubs, the erection of a pedestrian and vehicular gate, the introduction of new grassed areas and the creation of a car park. The site's existing position is considered to have low landscape value and therefore, the proposed development would improve the landscape quality of the site by introducing more formal landscaping that will be actively maintained. It is considered that the proposed landscaping scheme is commensurate with the level of development proposed and will provide a visually attractive garden area for use by the residents of the property and will also improve the general character of the area in line with the Council's **Core Strategy Key Statement EN2**.

### **Transport**

- 7.26. The site is set within a highly sustainable location, with a bus stop located just outside the site approximately 100m away. The bus provides access to a number of services allowing for travel around the local area, including Clitheroe and Longridge, which have a number of shops, restaurants, facilities and other methods of public transport. It is highly likely that future residents/visitors will make use of the local facilities and utilise public transport to carry out their journeys, however car parking provision has been made to ensure the development doesn't result in an increase in on-street parking. The scheme provides 18no. car parking spaces to service the holiday lets and the residential properties, which is considered to be commensurate to the level of development proposed. As such, the scheme would accord with the aims of **Key Statement DM12** of the Ribble Valley Core Strategy.



### **Other Environmental Matters**

- 7.27. There would be no increase in flood risk as a result of the proposals, with appropriate drainage arrangements in place as demonstrated through the submitted drainage strategy report. In line with **Policy DMG1**, no adverse impacts have been identified with regards to noise, air quality, light pollution or other nuisances, as set out within this statement.

### **Summary**

- 7.28. The principle of the proposed development is considered acceptable, delivering a scheme of 1no. dwelling, 6no. apartments and 4no. holiday lets in a sustainable location on a site that has previously received consent for comparable development. The site features an existing building worthy of retention with a proposal for an appropriate re-use of the building that respects the local character with the proposed alterations and minor extensions. The social benefits of the development in delivering housing and new visitor accommodation on the site should be afforded significant weight in the planning balance. The previous consent for the apartment/holiday let scheme on the site is an important material consideration and further demonstrates the acceptability of the scheme as there are no demonstrable changes to planning policy that would warrant a change in position.
- 7.29. There are no technical or environmental reasons which suggests planning permission should not be granted. Moreover, there are important material considerations weighing in favour of the scheme as presented in this statement.
- 7.30. It is considered that the development fully complies with the Development Plan and relevant supporting guidance, in addition to the provisions of the NPPF. As such, planning permission should be approved without delay.



## **/8 CONCLUSIONS**

- 8.1. PWA Planning is retained by Home Life Developments Ltd to prepare a planning statement to support a full planning application for the conversion of the existing building to provide 1no. dwelling and 6no. apartments alongside the erection of 4no. new build holiday lets at the Dog and Partridge, Hesketh Lane, Chipping, PR3 2TH.
- 8.2. The proposals are in accordance with policies in the development plan and the scheme is considered to constitute sustainable development. There is no identified harm as a result of the proposals that would outweigh the advantages of the scheme which include significant social and economic benefits.
- 8.3. The proposed development contributes to the housing targets for Ribble Valley alongside a boost in the level of visitor accommodation provided within the borough. The proposed units will be in a well-connected area with other residential development located in the vicinity and would see the reuse of an existing property that contributes positively to the local area and has been vacant for nearly 5 years.
- 8.4. The technical reports submitted in support of this application have demonstrated that there are no constraints which would preclude the development of this site for the proposed use. Given the above, the proposed development is considered acceptable and should be approved without delay.



2 Lockside Office Park  
Lockside Road  
Preston  
PR2 2YS

01772 369 669

[www.pwaplanning.co.uk](http://www.pwaplanning.co.uk)

