


Report to be read in conjunction with the Decision Notice.

Signed:	Officer:		Date:		Manager:		Date:	
Site Notice displayed		Photos uploaded						

Application Ref:	3/2020/1061	 Ribble Valley Borough Council www.ribblevalley.gov.uk	
Date Inspected:	12/02/2021		
Officer:	AB		
DELEGATED ITEM FILE REPORT:		Decision	REFUSED

Development Description:	Proposed erection of a seven-bedroom holiday cottage.
Site Address/Location:	Pendle View Primrose Lane Mellor BB2 7EQ

CONSULTATIONS:	Parish/Town Council
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Mellor Parish Council objects to the application and makes the following comments: -

- The gradual creeping development of the site, with significant further expansion proposed so soon after August 2020 when permission was given. It is noted that, whilst a considerable amount of hardcore type of rubble has gone onto the site, little actual development has as yet commenced.
- 7 bedrooms (1 downstairs) but only 2 bathrooms upstairs & 1 downstairs wet room suggests a residence design rather than a holiday cottage. Parish Council asks for an imposed condition that this not be allowed change of use to permanent residence.
- New build design in brick is not in keeping with locality inc. visually within the rural landscape.
- Parish Council submits that other holiday cottage approvals in Ribble Valley noted in the Planning Statement are irrelevant to this application, especially as there is no supporting evidence of additional need at this site, which is at a greater distance from local amenities than most of those quoted.
- Site management issues.
- Additional traffic concerns.
- Drainage & run off – greater expansion of a very wet site continues to be of concern to residents.
- There appears to be no allocated bike storage area, although the application suggests visitors will use bikes for local trips.
- An article in local magazine in December quoted the applicant's enthusiasm for the development, prior to and excluding this application, which gives rise to concerns. Mellor Parish Council wishes attention to be drawn to these comments, as yet again, whilst it is acknowledged that this may be poetic licence, concierge service, private chef and retreat style getaways would suggest the further extension of the facilities beyond the application and contrary to the quiet enjoyment of the rural aspects of the Ribble Valley, which the applicant describes as quiet seclusion.
- The application is for a Holiday Cottage, not a Celebration Event Venue
- Ecological Report was only one visit (August 2019) which could be considered to not fully represent the full picture for wildlife at the site; however, the Report does not mention owls or hedgehogs as evidenced.

CONSULTATIONS:	Highways/Water Authority/Other Bodies
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LCC Highways:	
No objection.	
CONSULTATIONS:	Additional Representations.
<p>A total of nine letters of objection have been received and raise the following concerns: -</p> <ul style="list-style-type: none"> • Overdevelopment of the site which includes 12 holiday lodges; • Prior to the current property, the property was a one-bed single storey dwelling; • Proposals suggest a residence rather than a holiday cottage. • Increase in noise through traffic and occupants of the cottage. • Concerns about increased traffic and suitability of local roads. • Design is not in keeping with the area and site is clearly visible. • Planning Statement incorrect. • Detrimental impact on residential amenity of nearby occupants. • Would become a 'party house' with associated noise, litter and nuisance. • Unsavoury approaches to objectors. • No mention of electric charging points or bike storage. • Site management concerns. • Reference to Ribble Valley magazine article. • No details regarding surface and foul water. • Use of brick in the design is unacceptable. • Three parking spaces proposed are inadequate. • Impact on wildlife. • Problems already with contractors visiting the site with the local roads highly eroded. • No plans for existing residential property. • 24 hours management would be required. • Proposed site and dwelling should not be sold separately. • No additional staff generated. 	
RELEVANT POLICIES AND SITE PLANNING HISTORY:	
<p>Ribble Valley Core Strategy: Key Statement DS1 – Development Strategy Key Statement EN2 – Landscape Key Statement EN4 – Biodiversity and Geodiversity Key Statement EC1 – Business and Employment Development Key Statement EC3 – Visitor Economy Key Statement DMI2 – Transport Considerations Policy DMG1 – General Considerations Policy DMG2 – Strategic Considerations Policy DMG3 – Transport and Mobility Policy DME1 – Protecting Trees and Woodland Policy DME2 – Landscape and Townscape Protection Policy DME3 -- Site and Species Protection and Conservation Policy DME6 – Water Management Policy DMB1 – Supporting Business Growth and the Local Economy Policy DMB3 – Recreation and Tourism Development</p> <p>National Planning Policy Framework National Planning Policy Guidance</p>	
<p>Relevant Planning History: 3/1994/0449 – Timber stable block. Approved.</p>	

3/1999/0083 – Conservatory with stone dwarf wall. Approved.

3/1999/0666 – Outdoor riding arena with perimeter post and rail fence. Approved.

3/2007/0112 – Single storey extension to rear of property in place of part of the existing conservatory. Approved.

3/2017/0410 – Proposed alterations and extensions of the existing property to provide improved family accommodation. Approved.

3/2019/0894 - Change of use of agricultural land for the siting of 12 holiday lodges, associated site office/reception and car parking area. Approved with Conditions.

ASSESSMENT PROPOSED DEVELOPMENT:

Site Description and Surrounding Area:

Planning consent is sought for the erection of a seven-bed holiday cottage at Pendle View, Primrose Lane, Mellor. The application site is located approximately 1.2km from the village of Mellor Brook and is situated in the open countryside. Access to the site is from Primrose Hill, a narrow countryside lane between Mellor Lane and Saccary Lane. There is an existing residential property at the site, Pendle View, which is owned by the applicant. This is a large detached dwelling located close to the site entrance. To the west of Pendle View are residential properties at Lower Leaches Farm.

To the east of Pendle View is a timber stable building. Open land to the rear (south) has been granted consent for the erection of 12 holiday lodges, associated site office/reception and car parking area and work has commenced.

Proposed Development for which consent is sought:

Consent is sought for the erection of a seven-bedroom unit of holiday accommodation on the site of the existing stable building. The proposed building would utilise the existing site access which serves Pendle View and will also be used in associated with the holiday lodge development.

The proposed building would be around 8.2m high to the ridge and would be faced with brick and slate and powder coated aluminium windows and doors. The proposed building would be tilted at an angle compared with Pendle View and would be orientated such that its principal elevation would be south-west facing, opposite the orientation of Pendle View. The principal elevation would have three front-facing gables, the central gable being heavily glazed from ground level to the apex. The rear elevation would have significant glazed elements and would include an external first floor balcony with glass balustrade. The footprint of the building would measure approximately 16 x 12 metres.

Internally, the building would provide 7 bedrooms with capacity for up to 14 guests, snug, utility room and large kitchen/dining/lounge area.

A new tarmac drive and parking area would be created to accommodate three parking spaces and these would be located in the associated curtilage with hedgerow and post and rail boundary treatments proposed.

Principle of Development:

Core Strategy Key Statement EC3 relates specifically to the visitor economy and supports proposals that contribute to and strengthen the visitor economy of Ribble Valley.

The application site is located in the Open Countryside. Core Strategy Policy DMG2 requires development outside of defined settlement areas to meet at least one of six considerations, one of which is the following:

4. The development is for small scale tourism or recreational developments appropriate to a rural area.

There is no definition of “small-scale” in the Core Strategy. However, careful consideration must be given to determine whether the proposed development, in addition to the development of 12 holiday lodges at the site, constitutes small-scale, considering the surroundings. The 12 holiday lodges can each accommodate up to 4 persons and therefore, considering the proposed holiday cottage, the site could have a maximum of 65 guests at any one time, a considerable number. Further to this is consideration of whether the additional built form proposed is small-scale in the context of its surroundings. The majority of buildings in the immediate area are of a relatively modest size. Having regard to the above, it is considered that the proposed development is not ‘small-scale’ development as required by Policy DMG2.

Tourism plays an important role in the economy of the Ribble Valley. Core Strategy Policy DMB3 supports development proposals to extend the range of tourism and visitor facilities in the borough subject to a number of considerations. The application site is thought to be reasonably well-related to an existing group of residential properties including Pendle View, Lower Leaches Farm and Primrose Cottage. As such it would not be isolated in the landscape.

In terms of the site’s accessibility, it is approximately 2km from the A59 Longsight Road and 7km from the M65 motorway. There is a bus stop at the junction between Mellor Lane and Primrose Lane which provides services to Blackburn and Clitheroe. The bus stop is approximately 500 metres from the site entrance but there is no footway provided along Primrose Lane.

It is noted that the planning statement submitted in support of the application refers to the development proposals supporting ‘the expansion of a recently approved new rural tourist accommodation business’ in reference to the approved development for 12 holiday lodges on land to the south. However, whilst groundworks have commenced on this approved development the business is not yet operational and therefore there is no existing business to expand at present. Reference is made to the ‘popularity and success of similar developments of larger holiday cottages in the locality’ although there is no evidence to support this statement.

The supporting statement refers to other schemes in the borough, all of which provide up to four-bed accommodation. This application is for a seven-bed unit, able to accommodate up to 14 guests and raises considerable concern about the type and intensity of use that would be generated in this relatively quiet countryside area. As well as being ‘small-scale’, Policy DMG2 requires tourism development to be ‘*appropriate to a rural area*’.

As stated, other holiday cottages that have been granted consent in the borough have provided a maximum of four-bed accommodation which could be expected to accommodate for larger family groups. However, the provision of a seven-bed unit is likely to cater predominantly for mixed groups, for example wedding parties or stag and hen parties, that could potentially generate unacceptable levels of noise and disturbance. This would be inappropriate in this open countryside location and therefore, it is deemed that the proposal is contrary to Policy DMG2 as it is neither small-scale nor an appropriate form of development in the open countryside given type of accommodation it would provide and the characteristics of the use that it would likely generate.

Design and Visual Appearance:

As required by Policy DMG2 of the Core Strategy, 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.

Policy DMB3 states recreation and tourism development should not undermine the character, quality or visual amenities of the plan area by virtue of its scale, siting, materials or design.

The main views of the site are from Mellor Lane and Primrose Hill to the south, Saccary Lane to the east and Primrose Hill to the north. The proposed building would extend out from the existing cluster of buildings including High Ridge, Lower Leaches Farm and Pendle View. It is noted that there is an existing stable building that would be removed from the site but this is single storey in height, of timber construction and is not prominent.

With regard to the complex of 12 holiday lodges on land to the rear, it was considered that due to their size and single storey height the development would not result in an unacceptable visual impact. What is proposed in this case is a substantial permanent new two storey building that would be clearly visible from the surrounding roads. The building is proposed to be faced in brick yet the majority of buildings in the immediate area are constructed from natural stone.

In terms of the buildings design, it fails to reflect local vernacular style which includes the use of traditional materials and simple elevational language. The introduction of large glazed elements which includes openings of both vertical and horizontal emphasis and a glazed first floor balcony, results in a poor design and a building that would be a prominent and incongruous addition to this open countryside area.

In addition, the proposals include a generous curtilage area that would be used as garden. This area is significantly larger than would normally be expected for holiday accommodation and would contribute to the harm arising from the scheme as a whole. The site plan indicates the provision of parking for three vehicles. However, the building proposed does not fall into the C3 use class and therefore residential parking standards are not considered applicable in this instance. The County Surveyor (Highways) advises that there is likely to be a requirement to provide up to 7 parking spaces (1 per room) if assessed in a similar way to a hotel for example. The provision of a parking area for up to 7 vehicles would also clearly contribute towards the visual impact of the development but also indicates the potential intensity of the use.

As such, it is considered that, due to the size, scale, design and elevational language of the proposed building, and the extent of garden curtilage proposed, the development would have a considerable negative visual impact and would be contrary to Key Statement EN2 and policies DMG1, DMG2 and DMH3.

Amenity of Neighbouring Residents:

The proposals would not impact negatively on any property in terms of loss of light, outlook or privacy. The nearest residential property is Pendle View, owned by the applicant. However, at present it remains vacant and does not serve as the applicant's main residence. There would be the prospect that Pendle View could come into separate ownership and this would raise some concerns. It is likely that there would be some noise and disturbance generated by the proposed use given the accommodation is likely to be frequented mainly by large groups, including wedding parties, for example, rather than family groups. This also has the potential to impact other dwellings in the immediate vicinity at Lower Leaches Farm. As such, it is considered that noise and disturbance created by guests would be difficult to control.

Highway Safety:

One of the main concerns raised by residents is the impact of the proposed development on the local highway network and the suitability of Primrose Lane to accommodate the additional vehicle movements that would be generated by the development, in addition to those arising from the holiday lodge site.

However, the Highways Officer has raised no objection to the proposals subject to planning conditions including that the existing access be upgrading in accordance with submitted plans that denote widening of the site access by 1 metre. As noted above, the County Surveyor raised no objection to the proposed amount of on-site parking as his initial assessment was based on residential parking standards. However, the application building does not constitute a 'dwellinghouse' as it would not be occupied by a single person or by people to be regarded as forming a single household. As such, when assessed on a one

space per room basis there would be a requirement for seven parking spaces. It is acknowledged that parking for seven vehicles is likely to be able to be accommodated within the site should the parking area be extended, but this would result in an additional visual impact.

Ecology:

An Ecological Appraisal dated 29 August 2019 has been submitted in support of the planning application. A full botanical survey along with presence or absence surveys of notable species were undertaken at the site and the Council's Countryside Officer has advised that the survey results can still be considered despite the date of the survey.

The plant species recorded are all common in the local area and are considered to be of low ecological value. The existing stables were considered to have negligible potential for roosting bats and moderate potential for nesting birds. As such, it is recommended that, if consent was granted, demolition of the stables should occur outside the bird nesting period (March-Sept) unless a pre-commencement check is carried out by a licensed ecologist and confirms their absence. In addition, there would be a requirement to provide suitable bats/bird nesting and/or roosting features on the building to enhance biodiversity in accordance with Policy DME3.

Observations/Consideration of Matters Raised/Conclusion:

United Utilities have been consulted and have raised no objections. There would be a requirement to ensure that foul and surface water are drained on separate systems.

Conclusion:

Taking all of the above into account, it is recommended that the application be refused. The proposed building, due to its size, scale and visual appearance, and the extent of associated curtilage, would be a prominent and incongruous addition that would prove harmful to the visual appearance and character of the area and would be contrary to policies DMG1, DMG2 and DMH3.

Furthermore, it is considered that the proposal is contrary to Policy DMG2 given it is neither small-scale nor an appropriate form of development in the open countryside given type of accommodation it would provide and the characteristics of the use that it would likely generate.

RECOMMENDATION:

That planning consent be refused for the following reasons:

1. The proposed development, as a result of its scale and design, would be contrary to Core Strategy Policy DMG2 which requires tourism and recreational developments in the open countryside to be 'small-scale' and 'appropriate to a rural area'.
2. The proposed development, by virtue of its scale, siting, layout and design, would result in an incongruous and prominent addition in this open countryside location that would be harmful to the visual amenity of the area contrary to Key Statement EN2 and Policies DMG1, DMG2 and DMB3 of the Ribble Valley Core Strategy.