

**TAYLOR WIMPEY MANCHESTER AND THE
GOVERNOR & COMPANY OF THE BANK OF
IRELAND**

LAND OFF PENDLE DRIVE, WHALLEY

PLANNING STATEMENT

OCTOBER 2011

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1. Introduction

- 1.1 This Planning Statement has been prepared by Turley Associates on behalf of Taylor Wimpey Manchester and the Governor and Company of the Bank of Ireland in support of its planning application for the residential development of land off Pendle Drive at the former Calderstones Hospital site, now known as Calderstones Park, Whalley. The proposal includes the development of 46 dwellings comprising a mix of house types ranging from 2 to 5 bedroom houses.
- 1.2 This statement describes the site and its surroundings, provides a summary of the site's planning history, details the proposal and then identifies the key planning policies which apply to the consideration of the site's development. The penultimate section appraises the proposed development within the context of the relevant planning policies.
- 1.3 The following reports accompany the application and should be read in conjunction with this statement:
- Design and Access Statement
 - Transport Statement
 - Ecological Survey and Assessment
 - Tree Survey
 - Carbon Reduction Report
 - Flood Risk Assessment
 - Utilities Assessment
 - Site Investigation Report
- 1.4 A draft S106 is also submitted alongside the application which proposes the amount of affordable housing to be provided on site and also commits to the provision of a commuted sum towards education provision and towards ecological/woodland improvements. Further information relating to the S106, together with summaries of the reports referred to above, are provided in Section 6 of this report.
- 1.5 A Statement of Community Involvement (SCI) has also been prepared and accompanies the planning application. This document explains the consultation exercise the applicant has undertaken to inform the community of the proposed

development and a record of their views. This exercise included a letter/leaflet drop, a presentation to Whalley Parish Council and a meeting with Local Councillors. The consultation process has resulted in a number of changes to the original scheme including the reduction of overall dwellings from 60 to 46 units and further retention of the woodland.

- 1.6 This planning statement concludes that the principle of development is acceptable and compliant with planning policies at all levels. The proposal comprises the development of a sustainable vacant, brownfield site, forming a logical extension to the Calderstones Park development. In addition, the development of the site would assist the LPA in meeting its five year housing land supply and would deliver a range of high quality housing, improving housing choice and assisting in the creation of balanced, integrated sustainable communities. There are no material considerations or technical constraints that would prevent the grant of planning permission.

2. Site and Surroundings

Whalley

- 2.1 Whalley is identified by the Council itself as a high ranking settlement and Key Service Centre in the borough's Settlement Strategy; this is also reflected by the saved policies of the current District-wide Local Plan (adopted 1998). It was also reflected in the previous Lancashire Structure Plan. It is also reflected in the Council's evidence base for the emerging Core Strategy.
- 2.2 In December 2008, the Council published a 'Settlement Hierarchy' for the borough. The introduction confirms that the settlement hierarchy has been produced *'to help make informed and rational decisions about the most appropriate and sustainable location of future development, whether it be housing, schools, employment, shops or other facilities within the many settlements of Ribble Valley'*. The Settlement Hierarchy identifies Whalley as a Key Service Centre. The report highlights that Clitheroe has the best provision of services and facilities in the Borough. It goes on to highlight that Longridge and Whalley also stand out from other settlements in terms of provision of access across all the various service and facility categories¹.
- 2.3 Table 1 of the report assesses settlements in the Borough based on local community needs including transport, convenience, community facilities, health, education and employment. The total maximum score available is 42, which is achieved by Clitheroe. Longridge and Whalley are just behind on 38. Only one other settlement – Langho – of the other 31 settlements achieves a score in the 30's (31), indicating that sustainable development is best met in the three Key Service Centres.
- 2.4 Whalley as a centre is also viable and has vitality. The Council's Employment Land and Retail Study (published October 2008) states:

"Despite its size, Whalley performs the best of the three main towns in terms of vitality and viability. It has no vacant shops, retailer confidence is high, footfall and trade seem to have been constant over the last four years, if not increasing. Shoppers from across all parts of the Borough find the town centre easily accessible (albeit mostly by car) and rate it the best town centre in terms of being able to walk around." (Executive Summary)

¹ Ribble Valley Settlement Hierarchy Executive Summary Observations

- 2.5 It is clear; therefore, that Whalley is recognised as a vibrant Key Service Centre and represents one of the larger settlements in the borough. Spatially, Whalley represents a highly suitable and sustainable location for development and it should play its full part, along with other Key Service Centres, in accommodating (and delivering) the borough's housing needs.

Surroundings

- 2.6 The application site is part of the former Calderstones Hospital site, which lies to the north west of Whalley within the eastern part of the Borough. Whilst much of the former Hospital site has now been developed for housing, the Hospital remains operational providing a service to people with learning difficulties.

The Site

- 2.7 The application site is relatively flat and extends to some 2.51 hectares. It was previously occupied by buildings and hard standing associated with the hospital. These buildings have now been demolished but remnants of their presence remain on the site. Other parts of the site comprise overgrown grassland, mature trees, boundary hedgerows and shrubs.
- 2.8 The site's northern boundary is formed by mature trees and scrubland which covers a dismantled railway line. This edge (outside the application site boundary) is part of the Calderstones Hospital Woodland/Railway Line, Lancashire County Biological Heritage site. The eastern boundary is also formed by a line of mature trees and a hedgerow, beyond which lies informal open space which largely serves residential properties located along Mitton Road. The southern boundary of the site is formed by more woodland tree cover and is bounded by Pendle Drive and Calderstones Park. Access to the application site is gained from Pendle Drive along a gated access track used to access the former hospital buildings on site. To the west of the site is open cleared land which was previously occupied by hospital buildings.

Accessibility

- 2.9 Whalley town centre lies approximately 1km from the application site and contains a range of services and facilities as explained above. Within 150m of the site, there are bus stops providing services to Longridge, Clitheroe, Whalley and Blackburn. There is also a train station at Whalley approximately 950m from the

site which provides direct services to Clitheroe, Blackburn and Manchester amongst other destinations. Services operate hourly in each direction.

- 2.10 The area is also well served in terms of its cycle links. Whalley can be reached within five minutes by bicycle providing direct access to the Lancashire Cycleway which connects Preston and Lancaster; and Leyland and Burnley.

3. Site History

- 3.1 The Hospital was constructed as a mental health institution in the early 1910s and at its peak in the 1940s catered for some 2,377 patients. This number decreased steadily in the 1990s following the introduction of policies according priority to care in the community for persons with learning disabilities and led to the need to consider other uses for the site. In the late 1990s, the decision was made to dispose of a large part of the Hospital site.
- 3.2 Part of the hospital site was identified for development in the Ribble Valley Local Plan (1998) and in 1998 an outline planning application (ref: 3/1998/0256) was submitted for the following development:

'redevelopment and re-use of redundant hospital buildings and land for up to 350 dwellings and 4,645 sqm of business floor space, a primary school and open space'.

- 3.3 The application was granted planning permission on 10 September 1998. Subsequent reserved matters applications for the residential element of the permission were received approved and built out. Following the grant of planning permission, it was decided that there was no longer a need to develop a school on part of the hospital site as there was capacity to accommodate children in existing schools nearby. That site has now subsequently been redeveloped for housing (see below). Despite active marketing, the B1 office space element of the permission was also never progressed and subsequently expired.

Application Reference 3/2009/0316P

- 3.4 On 19th March 2010, Taylor Wimpey successfully received full planning permission for 39 dwellings on the site which was originally identified as the primary school for Calderstones Park (This permission was varied under Ref: 3/2010/0274 which was granted planning permission on 21 July 2010) and is currently being marketed as 'Calderstones Green'.

4. Recent Appeals of Interest

- 4.1 A recent planning appeal for a proposed residential development in Whalley has been determined by the Planning Inspectorate which is of relevance to these proposals.
- 4.2 The planning inquiry related to Ribble Valley Borough Council's refusal of planning permission for an outline planning application (Ref: 3/2010/0820) for a maximum of 80 residential units at land north of Riddings Lane, Whalley promoted by Co-operative Estates.
- 4.3 The application was refused by Council members on a range of matters but prior to the inquiry, the Council confirmed that it would not be pursuing all elements of the original reason for refusal and that the Council's objections in relation to over-development; loss of amenity to residents and inadequate infrastructure in terms of drainage were withdrawn (it also confirmed that it would not present any highway evidence at the inquiry and would limit its evidence to congestion and general amenity issues that will arise as a consequence of the development). The Council subsequently presented evidence in relation to heritage matters (including impact upon the Whalley Conservation Area particularly regarding traffic) and infrastructure matters in terms of school provision to support a development of this scale.
- 4.4 The appeal was allowed and planning permission granted for the development. In his deliberations, the Planning Inspector concluded on the following aspects which are pertinent to these proposals:
- The Council reaffirmed the position on deliverable housing supply confirmed a supply of only 2.9 years short of that required by PPS3.
 - The Council's case on highway congestion (within the centre of Whalley) was supported by little or no evidence.
 - Despite concerns being raised by the Parish Council and many local residents that the local primary school is at capacity and secondary schools are oversubscribed, the position is clear that Lancashire County Council (LCC) has a statutory duty (arising under section 14 of the Education Act 1996, as amended) to secure sufficient schools and sufficient school places for residents of its area and LCC confirmed that it will meet its statutory responsibility and raised no objections to the proposal (subject to appropriate contributions being paid in respect of primary and secondary education which were secured via a S106 legal

agreement). On this basis, the Planning Inspector concluded that the contributions provided are sufficient to enable it to make adequate provision for the education needs generated by the development.

5. The Proposed Development

- 5.1 The application proposal comprises the development of 46 residential dwellings with associated landscaping, boundary treatment, car parking and access arrangements.
- 5.2 The proposal comprises the development of a mix of two, three, four and five bed properties in a mix of detached and mews properties. For completeness, the development provides:
- 7 x two bed mews houses;
 - 6 x three bed mews houses;
 - 3 x three bed detached houses;
 - 20 x four bed detached houses;
 - 10 x five bed detached properties;
 - a total of 107 car parking spaces at an average of 2.3 per dwelling. There are also an additional four visitor car parking spaces.
- 5.3 In designing the layout, considerable care has been taken to respect and retain the majority of existing trees which currently bound the site and woodland located within the southern part of the site. Access and egress is provided from Pendle Drive adjoining 4 Pendle Drive (the eastern boundary of this property will also be upgraded as part of the access works, subject to the agreement of its owners). The development is spaciouly laid out and is served by a number of short culs-de-sac emanating from the main vehicular access road. Parking needs are met within the curtilage of each dwelling.
- 5.4 In addition, the scheme provides 13 affordable housing units on a shared equity and rented basis (70/30% respectively) with Great Places Housing Association already being identified as preferred partner. This arrangement is the same as that which was secured on the residential development to the south of Pendle Drive (Calderstones Green).
- 5.5 The proposed dwellings also comprise super insulation; over and above which is required by Part L of the Building Regulations. This is provided as a means of reducing the scheme's carbon footprint. Moreover, six of the dwellings (13%) will be installed with solar thermal collector cells on the roof. As a result, the scheme could potentially conserve at least 17% of its own energy when compared to Part L

of the Building Regulations (2006). This is the same arrangement as was considered acceptable on the residential development to the south of Pendle Drive (Calderstones Green).

- 5.6 The development proposals also seek to improve the accessibility of the woodland and two boards detailing ecological and woodland information would be erected in and adjoining the woodland. A new parish council notice board would also be erected on Pendle Drive.

6. Planning Policy

- 6.1 Relevant planning policy is contained within National Planning Policy Statements and Guidance notes (PPS and PPGs) and associated White Papers and Companion Guides; the Regional Spatial Strategy for the North West (RSS); and the adopted Ribble Valley Local Plan. The Council is currently in the process of preparing its Local Development Framework (LDF).
- 6.2 Before these provisions, it is worth however to briefly review the coalition Government's new pro-growth agenda and the changes to the planning system sought to facilitate this through the emerging National Planning Policy Framework (NPPF).

The Plan for Growth

- 6.3 The Coalition Government has signalled its intention to reform the planning process as part of its Localism agenda. In simple terms, this will establish a streamlined national planning framework, which will replace current Planning Policy Statements and Guidance Notes, remove the current regional tier of planning policy and enable local planning authorities and ultimately local communities to have a greater say in the form of development that takes place in their area. While the legislation necessary to deliver these reforms is at an early stage in its progress towards adoption, the Government has made clear that it expects Local Planning Authorities to take steps with immediate effect to deliver a swift return to economic growth.
- 6.4 The Government has made clear that its overarching objective in these reforms is to secure economic growth and increase the recent rate of house-building to meet identified needs. It intends to introduce a strong presumption in favour of sustainable development in order that, as the Minister for Decentralisation recently put it: *"The Government's clear expectation is that the answer to development should wherever possible be "yes", except where this would compromise the key sustainable development principles set out in national planning policy"*².
- 6.5 The Statement goes on to say that: *"When deciding whether to grant planning permission, local planning authorities should support enterprise and facilitate*

² Written Ministerial Statement: Planning for Growth. Greg Clark Minister of State for Decentralisation (23 March 2011)

housing, economic and other forms of sustainable development. Where relevant – and consistent with their statutory obligations – they should therefore:

.... (ii) take into account the need to maintain a flexible and responsive supply of land for key sectors, including housing....”

- 6.6 The DLG’s Chief Planner has made clear that the Minister’s statement comprises a material consideration in planning decisions³.

Draft National Planning Policy Framework (NPPF)

- 6.7 The threads of Planning for Growth are embedded within the emerging National Planning Policy Framework which is currently out for consultation. The document reaffirms that the purpose of planning is to help achieve sustainable development; development means growth and that well conceived development is good and should be supported. As such, it conceives a presumption in favour of sustainable development which sends a clear signal about the need to plan positively for appropriate new development so that both plan-making and development management are proactive and driven by the need to deliver sustainable development.
- 6.8 The draft Framework also confirms the Government policy objective in respect of increasing the supply of housing. Local councils should plan to meet their **full** requirement for housing and ensure that there is choice and competition in the land market to facilitate the delivery of homes on the ground. It suggests maintaining a rolling 5 year supply of deliverable sites for housing plus a minimum additional 20% on top of current five year supply.
- 6.9 The Planning Inspectorate considers that although the policy document is likely to be subject to amendment it, nevertheless, gives a clear indication of the Government’s ‘direction of travel’ in planning policy⁴.

National Planning Policy Guidance and Statements

- 6.10 Current national planning policy guidance relevant to the application proposals is set out in PPS 1, 3 and 25, and PPG 13. A summary of the key aims and objectives of existing and emerging national policy is set out below:

³ Letter from Steve Quartermain (Department for Communities and Local Government Chief Planner) to all Chief Planning Officers in England 31 March 2011.

⁴ Advice produced by the Planning Inspectorate for use by its inspectors, 8th September 2011

- The development plan is the starting point for the consideration of planning application. S.54A of the Act, as modified by S.38 (6) of the Planning and Compulsory Purchase Act 2004, requires that applications be determined in accordance with the development plan, where relevant, unless material considerations dictate otherwise. Where there are material considerations, the development plan should be the starting point with all other factors weighed in reaching a decision.
- Through their development plans and in determining applications, planning authorities should aim to address the four aims of sustainable development and seek to achieve outcomes that enable economic, social and environmental objectives to be achieved over time. In doing so, they may conclude that in certain circumstances, extra weight should be given to its policies with an economic, social or environmental objective as against the others; where it does so the reasons should be explicitly stated, the consequences considered and impacts avoided or mitigated wherever possible.
- The key role of the planning system is the provision of homes, buildings, investment and jobs in a way which is consistent with the principles of sustainable development. There is a need for the planning system to be positive in promoting competitiveness and development whilst being protective of the environment and amenity; this includes making more efficient use of land.
- Development should be sustainable in terms of the efficient use of land and resources, and by integrating land use and transportation. New development, particularly that generating a large number of trips should, preferably, be located on brownfield sites in locations that are accessible by a wide range of transport options. It should contribute to the range and mix of uses in an area, and provide opportunities for linked trips.
- Government is committed to ensuring a decent home for all at a price that is affordable and in a location where people want to live. New housing should be directed to previously developed land and buildings in sustainable urban locations as a first priority. LPA's should be pro-active in ensuring delivery of housing development which should be at appropriate densities to make efficient use of land.
- In determining planning applications for new housing development, local planning authorities should aim to ensure that they have a continuous

supply of readily available land for the next 5 years; taking into account targets set out in RSS.

- All development proposals should be considered in relation to their vulnerability to flooding from other sources and their potential to increase the flood risk elsewhere.

The Regional Spatial Strategy (RSS) for the North West (2008)

6.11 The RSS, adopted in September 2008 by virtue of S.38 (6) of the Planning and Compulsory Purchase Act, forms part of the statutory Development Plan. The Government has indicated its *intention* to abolish RSSs and legislation that will implement this change is on its way through Parliament. While the Government's intention is potentially a material consideration, the provisions of the development plan remain the starting point for consideration of this application.

6.12 RSS aims to:

- Promote sustainable communities and economic development by making best use of existing resources and infrastructure, reducing travel needs and promoting environmental quality in order to adapt to climate change. (Policies DP1 – 9). Policy DP4 provides that priority should be given to the re-use of previously developed land (65% in Ribble Valley) before greenfield sites.
- Make the regional centres of Manchester and Liverpool the priority for growth and development (Policy RDF1)
- Ensure everyone can have a decent home, which they can afford, in a secure environment, with reasonable access to health care, educational provision and recreational facilities (7.1 Living in the North West – Ensuring a Strong, Healthy and Just Society).
- Achieve a minimum housing provision (net of clearance replacement) of 161 dwellings per annum in Ribble Valley (Policy L4).
- Ensure that major new developments are located where there is good access to public transport, backed by effective provision for pedestrians and cyclists to minimise the need to travel by private car (Policy RT2).
- Develop integrated networks of continuous, attractive and safe routes for walking and cycling with priority given to routes linking residential areas

to employment areas, transport interchanges and other community services (Policy RT9).

- Require new residential development to incorporate sustainable drainage systems and water conservation/efficiency measures (Policy EM5).
- Require new residential developments, of 10 units or more, to secure at least 10% of their predicted energy requirements from decentralised and renewable low carbon sources (Policy EM18).
- Expand the quality and choice of housing, and maintain and enhance the roles of regional towns, key service centres and local centres (Policy LCR3).

Ribble Valley Local Plan

- 6.13 The Ribble Valley Local Plan was adopted in June 1998.
- 6.14 The application site is open countryside but lies within the defined Calderstones Hospital campus as identified under saved policy A3.
- 6.15 Policy G1 (Development Control) requires all new development proposals to provide a high standard of design and landscape and outlines a range of criteria that need to be considered in all new development including, amongst other things, design, satisfactory relationship with surrounding land-uses and character; adequate access; and car parking arrangements.
- 6.16 Policy ENV7 (Species Protection) states that development proposals that would have an adverse effect on wildlife species will not be granted planning permission and policy ENV13 (Landscape Protection) suggests that proposals will be refused if they harm important landscape features other than in exceptional circumstances.
- 6.17 Policy RT8 (Open Space) requires residential sites over 1 hectare is expected to provide adequate and useable open space while policy T7 (Parking Provision) requires all proposals to provide adequate car parking and servicing space.

Local Development Framework

- 6.18 Ribble Valley Borough Council is in the early stages of producing a Local Development Framework (LDF) which will replace the adopted Local Plan.

Core Strategy

6.19 Between August and October 2010, the Council undertook consultation on its Regulation 25 Core Strategy. The document sets out issues and options for both the development and the protection of areas of the Borough, covering issues such as housing, the economy, leisure, retail, the environment and infrastructure. In considering where development should and should not be located, four Development Strategy options were set out by the Council. These provided three different scenarios in terms of the potential distribution of development in the borough over the next 15-20 years and a fourth non-prescriptive option. The Core Strategy Development Strategy Options at this stage were as follows:

- **Development Option 1:** Development will be directed towards the service centres comprising Clitheroe (45%), Longridge (5%), and Whalley (30%) including the opportunity to expand their existing settlement limits to accommodate residential and employment growth. Limited development will be accommodated through appropriate village growth and/or expansion where appropriate.
- **Development Option 2:** Longridge (30%) will be viewed as a strategic growth area for Ribbles Valley with remaining development to be spread to Clitheroe (approx 24%), Whalley (approx 23%) and villages (approx 23%).
- **Development Option 3:** Development in the borough will be accommodated through the strategic release of sites that accommodate high levels of development. The distribution of development would result in certain village settlements receiving the majority of development (60%) with Key Service Centres (Clitheroe, Whalley and Longridge) receiving 22%, 15% and 3% respectively.
- **Development Option 4:** a 'you tell us' approach.

6.20 The Core Strategy also confirmed that it would provide sufficient land for residential development to ensure that the borough meets its annual housing provision target (161 dwellings per annum) reflecting the adopted figures as set out in the Regional Spatial Strategy (RSS). The document confirms that the Council consider these figures are robust, have been through independent examination and previously supported by the Council and are evidence based. The Core Strategy also confirms that these figures will be treated as a minimum unless otherwise determined (presumably until any new robust and justified evidence base contradicts the RSS base).

- 6.21 The Core Strategy Regulation 25 document also refers to the Council's Strategic Housing Land Availability Assessment (SHLAA) which states that the majority of land (considered deliverable for residential development) is located within the Key Service Centres of Clitheroe, Longridge and Whalley and would provide for 70% of the identified 5 year supply.
- 6.22 Just under 4,000 comments or 'representations' were received during the consultation period. No development option was clearly supported with over a third of respondents wishing to see an alternative option. An outcome of the analysis of the representations is that the Council considered that some further work needs to be undertaken on the Development Strategy options before progressing to Regulation 27. Many representations related to the level of development proposed within each settlement throughout the borough (with a mix of both positive and negative views) and there was concern that the overall level of proposed housing was considered as being too high; particularly in relation to Whalley.
- 6.23 In response to this, a further Core Strategy document was published in summer 2011 based upon the information submitted to the Council during the Regulation 25 stage consultation. The document sets out some additional alternative options for consideration. While the document does not propose to amend the overall housing requirement (set at 161 per annum), the apportionment of development and housing to each settlement has been amended to create a further five additional Development Options for consideration.

Other Policy Guidance and Evidence

Deliverable Housing Supply

- 6.24 Based on the most recent figures presented to the Planning and Development Committee on 16th June 2011, the Council can currently demonstrate a 2.9 years supply of deliverable housing in accordance with the requirements of PPS3.

Strategic Housing Land Availability Assessment

- 6.25 The Strategic Housing Land Availability Assessment (SHLAA) 2009 identifies the application site as part of a wider site (Ref: 285) referred to as "E. Of Pasture Grove, off Whalley Road, Calderstones" as a site included in the SHLAA with an estimated capacity to deliver 132 dwellings. The application site forms the eastern part of the site.

Affordable Housing Memorandum of Understanding

- 6.26 An affordable Housing Memorandum of Understanding was adopted in July 2009 and is treated by Ribble Valley Borough Council as a material consideration when determining planning applications. The affordable housing threshold for sites within Whalley is development of 3 or more dwellings or sites of 1.0 hectares or more irrespective of the number of dwellings. On qualifying sites, the Council will seek 30% affordable units on site.

Summary of Planning Policy

- 6.27 The Government has made clear its expectation that Local Planning Authorities should adopt a positive approach to sustainable development which will meet identified needs and which would not compromise the key sustainable development principles set out in national planning policies. In addition, the recent Plan for Growth places additional emphasis and support for all forms of economic development, including housing. The other key expectation is that development helps deliver balanced sustainable communities.
- 6.28 Relevant planning policy guidance is contained within national planning policy statements and guidance notes, the Regional Spatial Strategy and the adopted Local Plan. A key theme of all of those policies is for sustainable development that contributes to meeting regeneration objectives. Another recurring policy objective is to ensure that development and the use of land is sustainable. Considering this, there is a presumption in favour of the re-use of previously developed land and buildings in the first instance.
- 6.29 In achieving sustainable communities, there is an emphasis to deliver the right quality of housing at the right place and at the right time to meet the needs of all groups of society. The level of housing provision proposed across the North West (including Ribble Valley) has been significantly increased in light of projected needs and this has resulted in the previous restrictive planning policies becoming redundant. With the emphasis now upon delivery and management, planning authorities need to identify a continuous supply of housing for up to 15 years and a rolling 5 year supply of specific and deliverable sites to meet its housing requirement. If such a supply cannot be fulfilled, further planning applications for housing development should be considered favourably.
- 6.30 More locally, the application site is deemed as being open countryside but lies within the defined Calderstones Hospital campus as identified under saved policy A3. Local Plan policies seeks to ensure all new development proposals to provide

a high standard of design, are commensurate with the character of its surroundings and should not harm important landscape and/or ecological features. Ribble Valley Borough Council cannot demonstrate a deliverable 5 year housing supply and needs to consider planning applications for housing favourably.

7. Planning Considerations

- 7.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 refers to the Development Plan as a whole and states that:

"If regard is to be had to the Development Plan for the purposes of any determination to be made under the Planning Acts, the determination must be made in accordance with the Plan unless material considerations indicate otherwise".

- 7.2 It follows that in considering a planning application, the first issue will be whether the proposals are in accordance with the policy objectives and land use proposals of the development plan. It is necessary to determine whether there are any other material considerations that need to be weighed in the decision making process.

- 7.3 The key material planning considerations raised by the proposed redevelopment and to be taken into account in the decision-making process, are therefore;

- Consistency of the proposals with the development plan and other relevant planning policy and guidance;
- Whether the redevelopment of the site for residential purposes is suitable in policy terms;
- Whether there are any technical issues affecting the development proposals;
- Whether there are any other material considerations to be taken into account that would justify a decision other than in accordance with the development plan; and
- Whether there is a need for the proposed development and whether this need should be considered in the planning balance.

- 7.4 These issues are addressed in more detail the following chapters of this statement.

8. Planning Appraisal

Principle of Development and the Development Plan

- 8.1 The starting point for the determination of the application is the development plan. The adopted Local Plan identifies the application site as lying within the Calderstones Area Policy (Policy A3) but outwith the central campus within open countryside. While strictly being within open countryside, it is important to note however that the site originally comprised buildings and hard-standing associated with the hospital and it was always envisaged to be redeveloped as part of the overall Calderstones Hospital development. As Chapter 4 of this Statement confirms, the site was part of the wider area which was granted planning permission for office/business use but ultimately market interest was poor and that aspect of the planning permission subsequently lapsed.
- 8.2 It is also important to note that the residential development (39 dwellings) to the south of Pendle Drive (Calderstones Green), which was granted planning permission in March 2010, was subject to a similar policy position with that site also being located within the Calderstones Area Policy (Policy A3) but without the central campus and within open countryside. The Council have recently therefore clearly supported the redevelopment of available sites well located to the existing Calderstones Park to be redeveloped for housing.
- 8.3 In terms of residential development, Policy G5 of the Local Plan offers a somewhat restrictive approach to residential development outside defined settlement limits. Given this, there is a need to consider the site's redevelopment potential within the context of PPS3 and the guidance as set out in RSS.

PPS3

- 8.4 It has been formally documented by the Council that it cannot demonstrate a 5 year supply of deliverable sites for housing in accordance with the requirements of PPS3. The most recent report to members (June 2011) identifies only a 2.9 year supply. This housing supply position has recently been reaffirmed by the Council in a recent planning appeal in Whalley (see section 4 of this statement above).

Where there is less than 5 years supply, PPS3 is clear: Council's should consider applications favourably.⁵

8.5 In this context, paragraph 69 of PPS3 details various criteria which local planning authorities should have regard to when considering development:

- Achieving high quality design;
- Ensuring that the development achieves a good mix of housing ;
- The suitability of the site for housing including environmental sustainability;
- Using land effectively and efficiently; and
- Ensuring the proposed development is in line with planning for housing objectives.

8.6 In its pre-application advice letter issued to the applicant (see appendix one), in reference to the third bullet point above, the Council confirms *"The site is closely related to the built area of the Calderstones site and is close to Whalley to be suitable in terms of access to local services. It is thus considered that the site is located in a suitable location and meets PPS3 bullet point 3 criteria."* The suitability of the site is also confirmed through the Council's own Strategic Housing Land Availability Assessment (SHLAA) which identifies the site as a suitable and deliverable site for housing.

8.7 It is considered that the development proposal also meets all other outstanding criteria:

- Achieve high quality design which is consistent with the surrounding residential and countryside context;
- Deliver a wide range of housing in an effective and efficient manner on a well located previously developed site;
- The site is eminently suitable for housing including environmental sustainability; and
- The proposals are aligned with planning for housing objectives in terms of mix of housing, affordability and housing choice.

⁵ PPS3, Paragraph 71

RSS

- 8.8 RSS remains part of the Development Plan and the policies which are relevant to this application are DP1 (Spatial Principles); RDF2 (Rural Areas); L4 (Regional Housing Provision); and DP7 (Environmental Quality).
- 8.9 RSS policy DP1 seeks to promote sustainable communities and the proposals will assist in this. The site is a sustainable brownfield site which is well located in relation to Calderstones Park and Whalley and is suitable for housing development. This position has been confirmed by the Council in pre-application discussions and is reflected by Council identifying the site (as part of a wider site) as suitable site for housing which is deliverable in its Strategic Housing Land Availability Assessment (SHLAA). The proposals will deliver a range of high quality housing (including affordable housing) of which there is an identifiable need.
- 8.10 RSS policy RDF2 requires development in rural areas to be concentrated in Key Service Centres and should be of a scale and nature appropriate to fulfil the needs of local communities for housing, employment and services and to enhance quality of life.
- 8.11 As explained in Chapter 2 of this Statement, Whalley is identified as a Key Service Centre and has been identified as such within the Council's published Settlement Hierarchy Paper 2008. The redevelopment proposals would deliver 46 high quality dwellings which are well related to Whalley, and complementary to, the established residential character of the area.
- 8.12 The scheme is also compliant with RSS policy DP7. The proposal respects the landscape and woodland characteristics of the surrounding area and promotes good quality design (see below). The site is well related to the existing built form of the Calderstones Park residential estate being located off Pendle Drive. The RSS sets a target of 65% of development in Ribble Valley to be on previously developed land and the redevelopment of this previously developed site would contribute towards this RSS target. As explained further below in this statement, the scheme would also protect and enhance environmental quality in terms of arboriculture, ecology and landscape.
- 8.13 It is concluded, therefore, that the proposal is fully compliant with RSS.

Ribble Valley Local Plan

- 8.14 Policy G1 is a general policy which covers a number of requirements which the scheme is considered to comply with; namely:

- The development is sympathetic to existing land uses;
- Traffic generation is immaterial and the site is well located with public transport facilities;
- Adequate arrangements are provided for car parking and the development will provide a safe vehicular access;
- Existing residential amenity will not be compromised;
- Materials proposed are commensurate with those already evident within Calderstones Park residential estate;
- The development will not damage any SSI's, County Heritage Sites, Local Nature Reserves and sites of Nature Conservation Importance;
- The development will provide an adequate means of water supply which will not derogate existing users.

8.15 The proposal is in conformity with the following Local Plan policies:

- Policy G2 (Settlement Strategy) – the site comprises “rounding off” of the built up area;
- Policy ENV6 (Agricultural Land) – the site does not involve the loss of the best and most versatile agricultural land;
- Policy ENV (Species Protection) – wildlife species will be suitably protected;
- Policy ENV13 (Landscape Features) – no important landscape features will be harmed;
- Policy H19 (Affordable Housing) – 13% affordable housing units will be provided;
- Policy RT8 (Open Space) – a financial contribution in lieu of on-site open space provision will be provided;
- Policy T1 (Transport) – the scheme would not cause any significant traffic generation and the site is well located to public transport facilities; and
- Policy T7 (Car Parking) – adequate car parking is provided within the scheme.

Summary on Principle of Development

- 8.16 The site comprises previously developed land formerly comprising buildings and hard-standing associated with the Calderstones Hospital. It is well located to the existing Calderstones Park residential estate and to the Key Service Centre of Whalley. The site was originally envisaged for business use and planning permission was granted for such development (as part of the wider redevelopment of Calderstones Hospital) in 1998. Despite active marketing, the B1 office space on the site was never progressed and this element of the planning permission subsequently expired.
- 8.17 There is a clear and urgent need for more housing to be delivered within the borough including affordable housing. Ribble Valley cannot demonstrate a five year land supply of housing land and PPS3 is clear in such cases that local planning authorities should consider applications for housing favourably. The proposal however comprises a wide range of high quality housing, including affordable housing, which will introduce more housing choice within the area and will assist in the delivery of balanced, integrated and sustainable communities.
- 8.18 The site is considered suitable for housing development.

Design Quality

- 8.19 The design and overall development layout has been carefully prepared informed by prevailing constraints and opportunities of the site. One of the main objectives of the layout has been to preserve and retain as much of the woodland located in the southern part of the site as much as possible. The achievement of this objective has resulted in a well-planned residential scheme set within a preserved woodland setting. Another important objective was to ensure that the overall development is permeable in terms of its pedestrian linkages and routes out of the site. The site sits on the edge of an existing residential estate but is also surrounded by open countryside, woodland and formal and informal public open space. The scheme therefore proposes a number of pedestrian routes out of the site into these areas so that residents can enjoy the site's accessibility to the open countryside and recreation areas.
- 8.20 The scale, massing and overall external appearance of the dwellings proposed match those which are in existence within Calderstones Park. Further information can be found in the accompanying Design and Access Statement.

Traffic

- 8.21 Consideration of the traffic and transport implications associated with the development has been undertaken by Curtins Consulting.
- 8.22 The Transport Statement which accompanies the planning application confirms that:
- access arrangements and the internal layout have been designed in accordance with Manual for Street 2 to encourage slow traffic speeds;
 - parking provision is in line with LCC standards;
 - the site's location in an existing residential area ensures that there are good pedestrian and cycling facilities already in place; and
 - there are existing public transport facilities in the form of bus stops and Whalley railway station which provide alternative modes of travel to the car.
- 8.23 The Transport Statement also estimates the traffic generation associated with the proposed development. The TRICS database was used in the assessment and confirms that the development proposal could generate 34 car trips in the AM peak period and 35 car trips in the PM peak period; this equates to approximately one vehicle every two minutes. When combined with existing traffic levels, traffic generation equates to 60 vehicles in the AM and PM peak periods which still only equates to one vehicle a minute during peak times.
- 8.24 It is therefore concluded that the site has good accessibility and the surrounding highway network has sufficient capacity to accommodate the proposed development and the overall impact associated with the development proposal is likely to be immaterial.

Public Open Space

- 8.25 It has been agreed in pre-application discussions with Council Officers that a financial contribution will be made by the applicant in lieu of the provision of on-site public open space. This was the same position that was accepted for the applicant's current development to the south of Pendle Drive (Calderstones Green) (Ref: 3/2008/0826P) where the S106 monies were used towards upgrading the adjoining area of open space and the future upgrade of the open space adjacent to the entrance of the Calderstones Park estate.

- 8.26 It is proposed that a similar arrangement is adopted on this proposal but, in this instance, it is proposed that the S106 financial contribution is towards ecological/woodland initiatives being brought forward by Friends of Whalley Wood within the immediate vicinity of the site.

Section 106

- 8.27 The following Heads of Terms are proposed by the applicant:

- 13 affordable housing on site comprising nine units on a shared equity and four units on a rented basis with Great Places Housing Association already being identified as preferred partner. This arrangement is the same to which was secured on the applicant's residential development to the south of Pendle Drive (Calderstones Green).
- A financial contribution towards the provision of local primary school places as set out in the Council's formal pre-application advice letter (see appendix one);
- A financial contribution towards ecological/woodland initiatives being brought forward by Friends of Whalley Wood within the immediate vicinity of the site.

- 8.28 A draft S106 Legal Agreement accompanies this planning application.

Other Environmental and Amenity Effects

Residential Amenity

- 8.29 A small number of residential properties back on to the site from Pendle Drive. These properties have large rear garden areas and the site is enclosed by mature tree cover along the boundary. Given the general layout of the proposed scheme and the large gardens associated with existing properties, it is not considered that the development proposal would give rise to any significant impact in terms of neighbouring residential amenity.

Trees and Landscape

- 8.30 The southern part of the site (fronting Pendle Drive) is heavily enclosed by mature woodland which is covered by a group (W2) Tree Preservation Order (TPO). Woodland located to the north of the application boundary – along with the dismantled railway line – is also covered by the same TPO (W5).

- 8.31 To inform the design layout, a Tree Survey in line with BS5837:2005 was undertaken. The report, produced by TPM Landscape accompanies the planning application. The survey confirms that the woodland comprises ash, alder, chestnut, oak, golden leylandii and sycamore which are mature and of a high quality and value. Of the 149 trees surveyed, the vast majority (64%) are identified as being 'Category C' (those are of low quality and value); 22% are identified as being 'Category B' (moderate quality and value) while approximately 4% are identified as being 'Category A' (high quality and value).
- 8.32 Access to the site is currently obtained via an informal access track which is located to the side of No.4 Pendle Drive. This existing track has formed the basis for the proposed vehicular access into the development. By utilising this position, the loss of trees has been minimised to just 7 trees around the edge of the existing woodland which include Yew, Beech, Ash, Oak and Sycamore. Within the site a further 25 trees and a hedgerow have been proposed to be removed to accommodate the development although the majority of these trees include ornamental conifers, Silver Birch and young to middle aged Ash. The hedge has been described as being species poor by the ecologist. All other trees are to remain and be protected from construction works as part of the overall development. In this respect, only a small proportion of the woodland would be lost (approximately 14% excluding those trees that are of poor health and need to be removed for health and safety reasons) meaning that the woodland's overall integrity is to be retained and protected with the development being sensitively positioned so as to avoid any significant impact upon its overall character. The application is also accompanied by a comprehensive tree protection drawing which looks to ensure that the root protection area of the existing trees are protected during the construction phase of the development in line with BS5837:2005.
- 8.33 It is therefore considered that the overall integrity and structure of the TPO woodland will be maintained within the development and, through the implementation of a robust landscape scheme which has been advised by an ecologist, the overall impact will be beneficial to the longevity of the woodland, reinforcing its importance as a wildlife habitat and integrating the site with the surrounding landscape, visually and ecologically. The proposals also include the erection of signage/information boards to provide education information on the ecological quality of the woodland.
- 8.34 It is therefore considered that the overall integrity and structure of the TPO woodland will be maintained as part of the development.

Ecology

- 8.35 TEP were commissioned in June 2011 to carry out an ecological assessment of the application site and its surroundings. The report accompanies the planning application.
- 8.36 The report confirms that there are no internationally or nationally important wildlife sites within the influence of the development proposals. Moreover, no species, habitats or sites covered by the Conservation of Habitats and Species Regulations 2010 have been identified on or immediately adjacent the application site. The report therefore concludes that an assessment of the site under these regulations is not required. The report identifies a badger sett located over 200m west of the application site and confirms that the development will not have any direct impact on the sett. The report also confirms that there are no records of the presence of reptiles within the wider area.
- 8.37 The report acknowledges the presence of a Lancashire Biological Site (BHS) running along the northern boundary of the application site. Current Local Plan planning policies (A3, ENV3 and ENV9) require development not to significantly harm the features of the interest of the BHS and woodland areas should be retained and enhanced.
- 8.38 The application proposal seeks to retain the majority of the woodland area on the site and does not seek to encroach on the BHS. There is some loss of trees (see tree and landscape section above) within the woodland and an intermittent hedgerow, which acts as part of the wildlife corridor linking the woodland to the BHS, would also be lost to the development. However, this hedgerow is to be replaced and reinstated to the east of its current location with a second hedgerow to be planted to the western boundary; this will enable the green-link/ wildlife corridor feature to be maintained. Given the mitigation measures, the report concludes that there is no over-riding reason why the quality of the habitat could not be maintained.
- 8.39 The report sets out a series of additional recommendations to improve wildlife linkages and ecological diversity and these will be implemented in full by the applicant.
- 8.40 Given the foregoing, it is considered that the development proposals are compliant with Local Plan policy A3 and ENV9.

Water Resources and Flood Risk

- 8.41 A Flood Risk and Drainage Assessment has been prepared by RSK and accompanies the planning application. The FRA confirms that the application falls within Flood Zone 1 and has less than a 1 in 1,000 year chance of flooding. The site is not considered to be vulnerable to flooding from a wide range of sources (rivers, sea, land, sewers, groundwater, etc.) and that, with suitable mitigation, the risk of flooding to proposed properties remains low and meets the requirements of PPS25.
- 8.42 In terms of surface water drainage, the assessment confirms that the only suitable option is to discharge to sewer. The proposed point of connection is located within Pendle Drive at the access point to the site and the assessment confirms that there is sufficient capacity to serve the proposed development. PPS25 also requires development not to increase the risk of flooding elsewhere. The proposed discharge from the site will be limited to mimic the pre-development rate-run off (based upon a 1 in 30 year event) with any additional run-off being attenuated on site. By limiting the level of discharge, any rainfall events exceeding the 30 year event would be attenuated on site thus reducing downstream flood risk.

Utilities

- 8.43 A Utilities Statement has been prepared by RSK Consulting and supports the planning application.
- 8.44 The report confirms that the proposed development will not place undue stress on a range of utility services including gas, water, electric and telecommunications. The report also confirms that foul drainage and surface water drainage connections into the existing network would not cause any undue stress in the network and that United Utilities have confirmed the sewerage treatment works has sufficient capacity for the development.
- 8.45 The report therefore confirms that the proposed development would not place undue pressure on local services and is therefore compliant with Local Plan policy A3.

Conclusions with Regard to the Development Plan

- 8.46 Whilst the site is located within the open countryside and technically in conflict with Local Plan Policy G5, the proposals are fully compliant with the Development Plan in all other respects.

Other Material Considerations

New Homes Bonus

- 8.47 The New Homes Bonus commenced in April 2011 and ensures that the Coalition Government match the additional council tax raised for new homes and empty properties, with an additional amount for affordable homes for the following six years.
- 8.48 Using the DCLG's calculator (see appendix two), the proposed development would yield approximately £429,729 in additional income to the Council. This welcome additional funding could be used to fund local infrastructure improvements and community projects within Whalley and should be considered as an important benefit of the scheme.

Education

- 8.49 As explained above, the applicant has committed to providing the full commuted sum payment requested by Lancashire County Council (LCC) in order to provide the additional primary school places that the development will generate a requirement for as defined in its original advice to the Borough Council during pre-application discussions (and contained within the Borough Council's pre-application at Appendix 1).
- 8.50 Section 14 of the Education Act 1996 makes clear that LCC has a statutory responsibility to secure sufficient school places for residents of its areas. LCC has also confirmed to the applicant through pre-application discussions that it will meet its statutory responsibility and raises no objections in principle to the development subject to appropriate contributions being paid in respect of primary school provision.

Sustainable Development

- 8.51 A Carbon Reduction Report has been prepared by NJL Consulting and supports this planning application. The report identifies the applicant's commitment towards sustainable development and its target to exceed the 10% energy reduction target against Building Regulations, Part L (2006) throughout the development. It confirms that enhanced material specification (increasing the thermal performance of material and construction techniques) and integration of renewable technology (through the use of solar thermal collectors) will achieve an estimated site wide 17% energy demand reduction relative to Building Regulations; this far exceeds

the 10% energy reduction policies contained within the PPS22 Companion Guide and is compliant with RSS policies EM16 and EM18.

8.52 The report also confirms:

- The proposed development would redevelop a brownfield site thereby making efficient use of the land, a prudent use of resources and creating a high quality development in the highly accessible location.
- The development proposals would support the Government's aim of promoting strong, vibrant and healthy communities.
- The development would be compliant to the provisions of PPS1 and PPS22.

Other Technical Constraints

8.53 There are no technical constraints to the redevelopment of the site that would militate against the grant of planning permission in this instance.

Conclusions on Other Material Considerations

8.54 There are no other material considerations (other than those identified and the PPS3 provisions explained above which positively support the proposals and should given significant weight in the determination of this application) that would militate against the grant of this planning application.

9. Summary & Conclusions

- 9.1 This planning statement has been prepared to support a full planning application on behalf of Taylor Wimpey Manchester for a proposed residential development of land of Pendle Drive, Calderstones Park, Whalley.
- 9.2 The proposed development comprises the erection 46 residential dwellings comprising 2, 3, 4 and 5 bedroom properties with associated landscaping, access and car parking.
- 9.3 The site comprises previously developed land formerly comprising buildings and hard-standing associated with the Calderstones Hospital. It is well located, adjacent to the existing Calderstones Park residential estate and to the Key Service Centre of Whalley. The site was originally envisaged for business use and planning permission was granted for such development (as part of the wider redevelopment of Calderstones Hospital) in 1998. Despite active marketing, the B1 office space on the site was never progressed and this element of the planning permission subsequently expired.
- 9.4 There is a clear and urgent need for more housing to be delivered within the borough including affordable housing. Ribble Valley cannot demonstrate a five year land supply of housing land and PPS3 is clear in such cases that local planning authorities should consider applications for housing favourably. The provisions of PPS3 should be afforded significant weight in the determination of this planning application as a material consideration.
- 9.5 The proposal comprises a wide range of high quality housing, including affordable housing, which will introduce more housing choice within the area and will assist in the delivery of balanced, integrated and sustainable communities. The proposals would also generate a significant amount of additional revenue to the Council via the New Homes Bonus which could used to secure infrastructure improvements and community led projects in the local area.
- 9.6 The proposals have been carefully designed to respect the surrounding context and will deliver a high quality residential environment. The scheme would preserve the existing woodland within the site and would not harm the adjoining Biological Heritage Site. A range of technical studies have been undertaken which demonstrate the suitability of the site for the proposed development.
- 9.7 The proposal is in full accordance with national, regional and local planning policy (with the exception of policy G5) and, in the absence of any harm flowing from the

proposals, the Council is respectfully requested to support the proposals and grant full planning permission.

Appendix 1: Pre-Application Letter

31 MAR 2011



RIBBLE VALLEY BOROUGH COUNCIL

please ask for: SARAH WESTWOOD
direct line: 01200 414516
e-mail: sarah.westwood@ribblevalley.gov.uk
my ref: SW/CMS/RV/2011/ENQ/00032
your ref:
date: 30 March 2011

Council Offices
Church Walk
CLITHEROE
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Dear Mr Diggle

RE: PRE-APPLICATION ENQUIRY – LAND OFF PENDLE DRIVE, WHALLEY

I write with regard to the above following my meeting with Paul Smith, Debbie Smith and Harry Spawton to fully expand on the issues we discussed with regard to the potential development of this site for somewhere in the region of 60 dwellings. For ease of reference I shall breakdown the response into headings and, where appropriate, give you details of the specialists who have advised on individual matters.

Principle of Development and Relevant Planning Policy

From the information provided with the request for pre-application advice, it is evident that under the adopted Districtwide Local Plan (DWLP) the site falls within the area covered by Policy A3 and is adjacent on its northern boundary to a county biological heritage site (Policy ENV9). The site is adjacent to the north eastern part of the current built up area of the former hospital site but does fall outside the central built up area as identified on the proposals map. As such any development should be assessed against Policies G5 and ENV3 of the DWLP.

Policy G5 of the DWLP offers a somewhat restrictive approach to residential development outside defined settlement limits (agricultural/forestry workers dwellings or 100% affordable) but given the Council's current land supply when measured against RSS figures it is considered that at this moment in time, the guidance contained in PPS3 regarding undersupply is a material consideration in the determination of any planning application.

Policy ENV3 of the DWLP states that in the open countryside, development will be required to be in keeping with the character of the landscape area and should reflect local vernacular style features and building materials. Proposals to conserve, renew and enhance landscape features will be permitted providing regard has been given to the characteristic landscape features of the area.

The scheme you have brought forward is for somewhere in the region of 60 units and given the current undersupply of housing when measured against RSS figures (we currently have approximately a 2.9 year supply) it is important to have regard to paragraph 69 of PPS3 which states that in deciding planning applications, Local Planning Authorities should have regard to:

- achieving high quality design;
- ensuring that the development achieves a good mix of housing reflecting the accommodation requirements of specific groups, in particular families and older people;
- the suitability of a site for housing, including its environmental sustainability;

- using land effectively and efficiently; and
- ensuring that the proposed development is in line with planning for housing objectives, reflecting the need and demand for housing in, and spatial vision for, the area and does not undermine wider policy objectives.

Bullet point 3 above relates to the need for Local Planning Authorities to have regard to the suitability of a site for housing including its environmental sustainability. The site is closely related to the built area of the Calderstones site and is close to Whalley to be suitable in terms of access to local services. It is thus considered that the site is located in a suitable location and meets PPS3 bullet point 3 criteria. There will be a need however for any development to meet all of the PPS3 criteria as outlined in paragraph 69.

Affordable Housing

I made reference at the meeting to the Affordable Housing Memorandum of Understanding (AHMU) and this is a material planning consideration which is intended to be both complementary with and supplementary to the relevant policies contained within the DWLP.

The site is closely related to the built area of hospital site which is defined as the central built campus on the proposals map (an area which is considered to be within the remit of Policy G4 of the Settlement Strategy of the DWLP) whereas the site itself is located in land classed as open countryside (Policy G5). Having regard to the current 5-year housing land supply and requirements of PPS3 the Council would adopt the approach outlined in paragraph 3.1 bullet point 2 of the AHMU *ie in all other locations in the borough on developments of three or more dwellings (or site of 0.1 hectare or more irrespective of the number of dwellings) the Council will seek 30% affordable units on site.*

The Council's Housing Strategy Officer is Rachael Stott (01200 414567) and she has outlined that in terms of affordable provision she would be seeking two and three bedroom accommodation and some elderly provision, ideally bungalows. In terms of tenure, a mix of affordable rent, social rent and shared ownership would be welcomed. In coming to these conclusions she will have had regard to the recent housing needs survey that had been undertaken as well as local waiting lists and the Strategic Housing Market Assessment.

I mentioned the report that she is taking to Housing Committee on 24 March regarding possible amendments to the AHMU. In particular on site of over 30 units a request will be made for 15% of the provision to be elderly (of this 50% to be market and 50% affordable, with the affordable to be included as part of the 30% affordable offer). Dependant upon when your application is submitted and how Committee view the proposed amendments to the AHMU this may or may not affect your scheme. I would however suggest that you contact Rachael to ensure that your proposed affordable offer is satisfactory prior to submission of any planning application. We would require a draft Section 106 Agreement to be submitted as part of any application and in order to meet the requirements of Policy H21 of the Districtwide Local Plan you will need to provide information on who the affordable housing is intended for and how it will be retained as affordable in the long term. Should you require template agreements to base your legal agreement on in respect of affordable housing, Rachael will be able to assist you in this matter.

Highways

The County Surveyor was not at our meeting but had advised that he did not see any fundamental issues associated with the development of this nature. He had however referred to a financial contribution based on the accessibility of the site and has since clarified that a figure in the region of £1,500 per dwelling remains a best guess figure until more details are available to put into general highway improvement works.

Following our meeting I have made further enquiries of him in respect of the minimum required width for the access road leading from Pendle Drive and can confirm that the minimum road width is 5.5m, with 1.8m footways to either side. If there is an issue with the available road space, he would be willing to look at the footway widths and the necessity for provision to both sides of the access road.

It may be that you feel it appropriate to contact Martin Nugent of Lancashire County Council direct on 01254 828060 to discuss any detailed matters further.

Public Open Space

On a development of this size there will be a requirement for public open space under Policy RT8 of the DWLP. At our meeting various options for this were discussed and I shall comment on the three options as I see them.

The first option is the provision of on-site public open space. The Council do not have a set formula for working out the size of such an area and this would be dictated to a degree by the type of accommodation to be provided on site. Ultimately the decision would be yours with a justification to be given for the approach taken in any submission. I explained that it is not the Council's intention to take on any future management/maintenance responsibilities associated with such areas and you would have to work out how this would happen. Clearly this option would reduce the overall areas to be developed for housing and involve ongoing management/maintenance costs for the developer.

Other options we discussed were the provision of a commuted sum in lieu of actual public open space within the development site to be used elsewhere within the immediate vicinity for either public open space or woodland access initiatives. Reference was made to how this element was dealt with on the site currently under construction to the other side of Pendle Drive and I have since read John Macholc's report for those 39 dwellings and accompanying Section 106 Agreement. I had hoped to discuss the potential for a commuted sum as an off-site open space contribution with Terry Longden who is the Council's Head of Engineering but unfortunately this has not yet been possible. The monies to be paid in relation to application 3/2008/0826/P were to be used towards upgrading the area of open space adjacent to that application site and for the provision of a children's play area off Fell View and ongoing maintenance of the open space and children's play area. It is our opinion that a similar arrangement could be applicable to development of this site. It is within reasonable distance of both of these areas so that further financial contributions to their ongoing development and maintenance would be considered reasonable. At our meeting I explained that the Council does not have a set methodology for calculating such sums but I understand that you established a methodology for this when submitting the application under 3/08/0826/P. Again, given that the Council have already accepted that approach on the wider Calderstones Site I consider if such similar calculation was carried out for this scheme it would be an appropriate way to progress.

At our meeting I made reference to the potential to contribute financially to ecological/woodland access initiatives as a possible substitute to the provision of open space on site. The very detailed comments of the Environmental Project Officer from LCC are given below where you will see that a sum of £25,000 is being sought. It may be that once you calculate the overall off-site open space contribution there will be sufficient not to only support the children's play area off Fell View and area of open space adjacent to the residential site under construction but to contribute to the environmental works as outlined within the LCC response.

Trees/Ecology

The Council's Countryside Officer, David Hewitt, was at our meeting given that the woodland that fronts onto Pendle Drive is identified as W2 in the Calderstones Tree Preservation

Order and the woodland area along the dismantled railway line to the north is also included as W5 within that Order. The proposals as indicated will have some impact on the existing tree cover particularly the area of woodland (Carr Wood -W2 in the Calderstones TPO) with the wood consisting of oak, ash and alder. Natural regeneration is occurring that should be supplemented with some under planting with appropriate species mix and tree types.

The main threats to the woodland's structural integrity are the access road that will result in the loss of trees on the woodland's western boundary, the close proximity of dwellings along its northern edge and the cul-de-sac and road at the wood's eastern boundary.

As well as tree loss to accommodate the access road there will be collateral damage from construction work for dwellings and road/footways and services. In addition the very close proximity of dwellings along side the wood will inevitably lead to tree resentment issues

In order to maintain the woodland's structural integrity David would require the woodland to have a buffer zone of at least 30m running along its northern and eastern boundary within which woodland planting should be implemented.

As part of any submission we would require a full tree survey which identifies the collective RPA of the woodland area (not individual trees within it) and a Phase I Habitat Survey which should identify mitigation measures to ensure that the foraging routes of the badgers are not compromised as a result of this scheme.

Should you wish to discuss any of these points in more detail please contact David direct on 01200 414505.

Renewables

I mentioned at the meeting that on major sites the Council is now seeking to promote the development of renewable energy sources in accordance with PPS1 and as such will be seeking a minimum contribution of 10%. To date most developers have used solar panels but Paul Smith mentioned the approach taken on the aforementioned development opposite this site which involved both visible renewables ie solar panels but also measures incorporated into the fabric of the building. Given we have accepted that mixed approach to the use of renewables I cannot see any reason in principle why we would not do so on this site.

Lancashire County Council Planning Contributions

Lancashire County Council adopted the policy paper 'Planning Obligations in Lancashire' on 3 November 2006 which was updated in 2008. It puts forward principles, methods and good practice with the aim of developing a consistent and robust approach to planning obligations across Lancashire.

Due to the potential scale of the development proposed at this site and resultant impact on services provided at Lancashire County Council I contacted them with a view to establishing whether any contributions would be sought. Their document on planning obligations has not been formally adopted by this Council and a report presented to Planning and Development Committee on 18 December 2008 identified priorities for this Council when seeking contributions – namely affordable housing, transport safety, open space and education. We had discussion about their comments at our meeting and as I promised here is a comprehensive breakdown of their observations.

Education

Using the LCC Planning Obligations Policy Paper, a yield of 0.35 and 0.25 secondary pupils per house has been used. Therefore there is a possible yield of 18 primary and 13 secondary aged pupils.

Primary School Places

Whilst the forecasts show there to be 12 places in these schools in 5 years time, there are a number of housing developments which have recently been granted planning permission or where applications are pending in this area. The expected primary pupil yield from these developments is over 100 pupils.

Therefore, there being no surplus places in these schools, we would expect to seek a contribution for the full pupil yield of this development ie 18 places.

Using the adjusted DCSF cost multiplier ($\pounds 12,257 \times 0.9$) $\times 1.0733$ per place = $\pounds 213,118$.

Secondary School Places

Forecasts for the next five years predict over 800 surplus places in these schools in 5 years. If we consider that other housing development coming forward are expected to yield approximately 128 addition pupils. Therefore, there are expected to be sufficient secondary places to accommodate the potential pupil yield from this development and no claim is made.

Environment (Countryside Access)

Environmental & Community Projects

1. The Environmental & Community Projects Team (East) (E&CP (E) offer funding opportunities, direct project activity and professional advice to community groups and organisations in Lancashire wishing to improve their local environment.
2. Community Design has been established to directly provide a design service to help take ideas from concept to implementation. A professional designer is commissioned based on their particular expertise on behalf of a community group who works in consultation with them to produce the plans needed to implement a project through to completion.
3. Whalley Wood, Whalley has been identified by the Friends of Whalley Wood, Calderstones Hospital and Ribble Valley Borough Council as an underused and neglected public open space in need of regeneration. A professional landscape designer has been commissioned and a design and costs have been developed through consultation with local residents as part of the Community Design initiative.
4. Whalley Wood has been identified as a previously developed site suitable for soft-end use reclamation to facilitate bringing the site into beneficial public use as an open space facility.

Phase 1 of the project was carried out by the Friends group in partnership with Ribble Valley Borough Council and has established a woodland play area within the wood.

Phase 2 will look to provide a public open space that is safe to use and promotes a feeling of community and inclusion through the improvement of access routes throughout the wood, including access routes suitable for wheelchairs. The Friends

of Whalley Wood are in the process of submitting a 2nd stage Community Spaces Lottery bid for this work.

Phase 3 will include a

- heritage interpretation of rail link th(It was formerly used as a major staging post by Calderstones Hospital during World Wars 1 and 2 to transport soldiers for treatment to the Hospital;
- community artwork in the form of a mural linked to the heritage interpretation work;
- diversification of the woodland species mix and improvement of the understorey and ground flora;
- creation of habitat areas including bug walls;
- managing the invertebrate rich wet grassland in the covered reservoir area;
- construction of a bird hide;

5. Whalley Wood is 0.335 km from the proposed application site.

Recommendations

6. a: I recommend that the applicant provides a developer planning contribution towards the project to regenerate the Whalley Wood site.

b: I recommend that the applicant takes measures to develop habitat linkages between the hedgerow bordering the development site and proposed public open space and the existing stand of trees adjacent to Pendle Drive to form an ecological infrastructure, enabling wildlife to migrate between habitat areas.

c: I would recommend the applicant employs an ecological consultant to undertake a full ecological survey to establish a baseline significance of the habitat that is being affected by the proposed development and to ascertain the presence absence of threatened or endangered species that live within or utilise the area of land affected by the proposed development.

7 Justification

a: A planning application will result in the development of residential housing in a rural village location which has recently experienced a rapid increase in housing developments and is still coming to terms with the impact of these developments and the associated strain on village resources and social networks. Many of the recent developments have been 'infill' developments with the result that areas of green open space have been lost to the village. The current application will again reduce the green open space within the village, affecting both informal recreation and visual amenity. This would result in an increased demand on existing resources and facilities.

b: The woodland, hedgerows and surrounding fields have a strong role as a mosaic habitat enabling wildlife to move easily between the different habitats for foraging, breeding and territorial purposes; the proposed development will result in the loss of grassland habitat and convert an interlinked mosaic habitat into island refugia with no link into the wider ecological network.

c: It is my understanding; after several conversations with local residents that evidence of badger habitation and activity is common within the area of the proposed development and surrounding area. Badgers and their setts are protected under the Protection of Badgers Act 1992, which makes it illegal to kill, injure or take badgers or to interfere with a badger sett. The term 'badger sett' is normally

understood to mean the system of tunnels and chambers, in which badgers live, and their entrances and immediate surrounds. It is likely; given the mosaic nature of the surrounding area; that a number of species enjoying protected status or that are covered by the Lancashire Biodiversity Action Plan will inhabit or utilise the proposed development area. The potential loss of habitat will have an impact on all species affected in respect of their ability to obtain territory, food and breeding partners.

8. No increased open space is proposed within the application site boundary but regeneration of the Whalley Wood site would bring a neglected and derelict site into public use providing the existing community with a safe and local facility; whilst improving the diversity of the habitat and enhancing the biodiversity of the site.
9. Design costs of £1,500 have been met through the Community Design initiative Current quantity survey costings for Phase 2 of the Whalley Wood project are £46,000; estimated costs for Phase 3 are £25,000.
10. The scheme is designed to ensure it could be easily maintained and managed in the future Ribble Valley Borough Council will be maintaining the site in partnership with the Friends of Whalley Wood and Calderstones Hospital.
11. The current Community Spaces Lottery is for £46,000. This leaves a shortfall of £25,000 to complete the project Therefore, the contribution sought from Environment is £25,000.

To discuss this further, please contact K. Horsley, Environmental Project Officer, Environmental & Community Projects Team (East), Tel 01772531101.

Waste Management

The County Council makes vital major investments in waste management infrastructure for reasons of environmental protection and sustainability. Also, the necessity to secure the County Council's budget position as a waste disposal authority, through investing in an early switch away from landfilling, has become all the more apparent, since the recent announcement on the rise in landfill tax in this year's National Budget. Every District in the County is being provided with advanced treatment facilities to treat waste prior to landfilling, either directly or via purpose designed transfer stations Since each and every new house, wherever it is in the County, has to be provided with this basic service and the Council has to comply with significant new requirements relating to the management of waste, it is considered that the Council is justified in requesting a contribution towards waste management. Based upon the Policy Paper methodology for Waste Management, the request is £28,800.

By way of summary the likely planning contribution request is as follows:

Education:	£213,118
Environment:	£25,000
Waste Management:	£28,800

As you can see the education contribution ties in with this Council's priorities when seeking contributions. As I explained at the meeting education is a particular concern to residents in Whalley as is evident in objections received to recent schemes for residential developments at Hayhurst Road and land to the east of Clitheroe Road. The ecological enhancement contribution has been discussed as a possible way to contribute to off-site public open space. In respect of waste management we have not to date insisted upon this but I did mention that there are discussions ongoing within this Council as to whether we should be seeking contributions towards wheelie bin provision. As yet those discussions have not come to any firm resolution.

Environment Agency

Have commented that they would have no objection in principle to the use of the site for residential purposes but ask that as part of any subsequent planning application, the following issues be considered:-

Flood Risk

The site is located within Flood Zone 1 (low risk) as defined in Planning Policy Statement 25: Development & Flood Risk (PPS25). The site is over 1 hectare in area and any subsequent planning application should be accompanied by a Flood Risk Assessment (FRA) to consider the management of surface water. Surface water runoff would need to be restricted to existing rates and as the site appears to be part Greenfield and part Brownfield, in accordance with paragraph 5.54 of the PPS25 Practice Guide, developers are strongly encouraged to reduce run-off rates from previously developed sites as much as is reasonably practicable.

Approved Document Part H of the Building Regulations 2000 establishes a hierarchy for surface water disposal, which encourages a SUDS approach. Under Approved Document Part H the first option for surface water disposal should be the use of SUDS, which encourage infiltration such as soakaways or infiltration trenches. In all cases, it must be established that these options are feasible, can be adopted and properly maintained and would not lead to any other environmental problems. For example, using soakaways or other infiltration methods on contaminated land carries groundwater pollution risks and may not work in areas with a high water table. Where the intention is to dispose to soakaway, these should be shown to work through an appropriate assessment carried out under Building Research Establishment (BRE) Digest 365.

Flow balancing SUDS methods which involve the retention and controlled release of surface water from a site may be an option for some developments at a scale where uncontrolled surface water flows would otherwise exceed the local greenfield run off rate. Flow balancing should seek to achieve water quality and amenity benefits as well as managing flood risk.

Further information on SUDS can be found in:

- PPS25 page 33 Annex F
- PPS25 Practice Guide
- CIRIA C522 document Sustainable Drainage Systems-design manual for England and Wales
- CIRIA C697 document SUDS manual
- The Interim Code of Practice for Sustainable Drainage Systems

The Interim Code of Practice provides advice on design, adoption and maintenance issues and a full overview of other technical guidance on SUDS. The Interim Code of Practice is available on both the Environment Agency's website www.environment-agency.gov.uk and CIRIA's website www.ciria.org.uk

Foul Drainage

The development should comply with Planning Policy Statement 23: Planning & Pollution Control (PPS23) and Annex 1 of PPS23, and the applicant should also have regard to saved Policy A3 in the Ribble Valley Local Plan, i.e. 'the environmental impacts of any development should not be greater than that of the existing development.' As such, and in accordance with DETR Circular 03/99 "Planning requirements in respect of the use of non-mains sewerage incorporating septic tanks in new development", the first presumption must always be to provide a system of foul drainage discharging into a public sewer and

consultation with United Utilities is strongly recommended prior to the submission of any planning application.

Land Quality

The existing use of the site is unknown, but aerial photographs appear to show a building with materials stored externally around it. The site is also adjacent to a landfill site. It would be expected that any subsequent planning application be accompanied by an appropriate desk study to consider the risk of pollution to controlled waters associated with the redevelopment of the site.

If you have any queries regarding the above comments please contact Philip Carter, Planning Liaison Officer, Direct dial 01772 714219 or e-mail philip.carter@environment-agency.gov.uk

United Utilities

Their response is based on the details submitted on the pre application advice form and they state that any changes to those details will invalidate the following response.

They have no objection to the proposal provided that the following conditions are met: -

- This site must be drained on a separate system, with only foul drainage connected into the foul sewer. Surface water should discharge directly to soakaway and or watercourse and may require the consent of the Environment Agency.
- The Company has an easement dated 01/05/1962 between The Ministry of Health and Fylde Water board. As the easement protects a 3" main we would require a 6 metre easement at this point. If the garage on Bridge Terrace as shown on drawing no.10/094/SK.02 is less than 3m away from the easement, the garage will have to be moved further into the development.

The applicant must discuss full details of the site drainage proposals with John Lunt contact No. 01925 678311.

If any sewers on this development are proposed for adoption then the developer should contact our Sewer Adoptions Team on 01925 428273.

They can readily supply water for domestic purposes, but for larger quantities they will need further information. A separate metered supply to each unit will be required at the applicant's expense and all internal pipework must comply with current water supply (water fittings) regulations 1999.

Should a planning application be approved, the applicant should contact their Service Enquiries on 0845 7462200 regarding connection to the water mains/public sewers.

United Utilities encourages the use of water efficient designs and development wherever this is possible. The most up to date advice for water efficiency and water efficiency products can be found at Water wise who have recently published a best practice guide on water efficiency for new developments. We would encourage utilisation of the following water efficiency activities:

Installing the latest water efficient products, such as a 4.5l flush toilet instead of the 6l type. Minimise run lengths of hot and cold water pipes from storage to tap/shower areas. This minimises the amount of waste during the time the water goes from cold to hot. Utilising drought resistant varieties of trees, plants and grasses when landscaping. Install water efficient appliances such as dishwashers, washing machines.

United Utilities offers a fully supported mapping service at a modest cost for their electricity, water mains and sewerage assets. This is a service, which is constantly updated by their Map Services Team (Tel No: 0870 7510101) and they recommend that you give early consideration in project design as it is better value than traditional methods of data gathering. It is, however, the your responsibility to demonstrate the exact relationship on site between any assets that may cross the site and any proposed development.

If you have any queries regarding the above comments please contact Jillian Walker, Direct dial 01925 678308 or e-mail Jillian.Walker@uuplc.co.uk

I trust the above is self-explanatory and provides a comprehensive review of the discussions we had. If there is anything that I can assist with further, then please do not hesitate to contact me on the above number.

I stress that the observations contained within this letter represent officer opinions only, given without prejudice to the final determination of any application submitted.

Yours sincerely



SARAH WESTWOOD
SENIOR PLANNING OFFICER

David Diggle
Turley Associates
10th Floor
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M1 4HD

Appendix 2: New Homes Bonus Calculator

New Homes Bonus Calculator

Ribble Valley

Current housing stock (Oct 10): 24,740
 Net change in stock (Oct 10)¹: 60
 Affordable housing supply (09/10): 100
 Stock of empty homes (Oct 10): 277
 Affordability ratio (2010)²: 6.86

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Band	A	B	C	D	E	F	G	H	Total
Dwelling stock: (Oct 10)	14%	19%	19%	18%	13%	8%	8%	1%	24,740
Council tax: average national band (2010/11)	£959	£1,119	£1,279	£1,439	£1,759	£2,079	£2,399	£2,878	

Total net additions, including affordable

homes³:

46									
6	9	9	8	6	4	3	0		46

Gross affordable housing units⁴
 (£350 per year premium):

13									13
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Empty homes brought back into use⁵:

0	0	0	0	0	0	0	0		0
---	---	---	---	---	---	---	---	--	---

Traveller pitches⁶:

0									0
---	--	--	--	--	--	--	--	--	---

Payment for one year:

Lower tier

Upper tier

£57,297

£14,324

Total payment over 6 years:

Lower tier

Upper tier

£343,783

£85,946

Assumptions:

- Net additional dwellings are calculated by subtracting effective stock (total stock less long-term empty homes) as recorded on the CTB in one year from the previous year. Please see page 21 of the consultation document for further details (<http://www.communities.gov.uk/publications/housing/newhomesbonusconsult>).
- Affordability is measured by the ratio of lower quartile house price to lower quartile earnings (2010).
- In this illustration net additions by band are assumed to be delivered in-line with the distribution of existing stock (Oct 10); not based on 09-10 band delivery.
- Affordable units comprise of social rent, intermediate rent and low cost home ownership and include both new build and acquisitions as measured by DCLG statistics (<http://www.communities.gov.uk/documents/housing/xls/1406068.xls>). This premium will be paid from year 2 onwards, rewarding affordable units delivered from April 2010 onwards).
- If there is an increase in the number of long term empty homes, please enter this as a negative figure.
- Payments for traveller pitches are based on national average band A plus an additional £350 per pitch per annum. This is for pitches on traveller sites owned and managed by local authorities or Registered Social Landlords.

