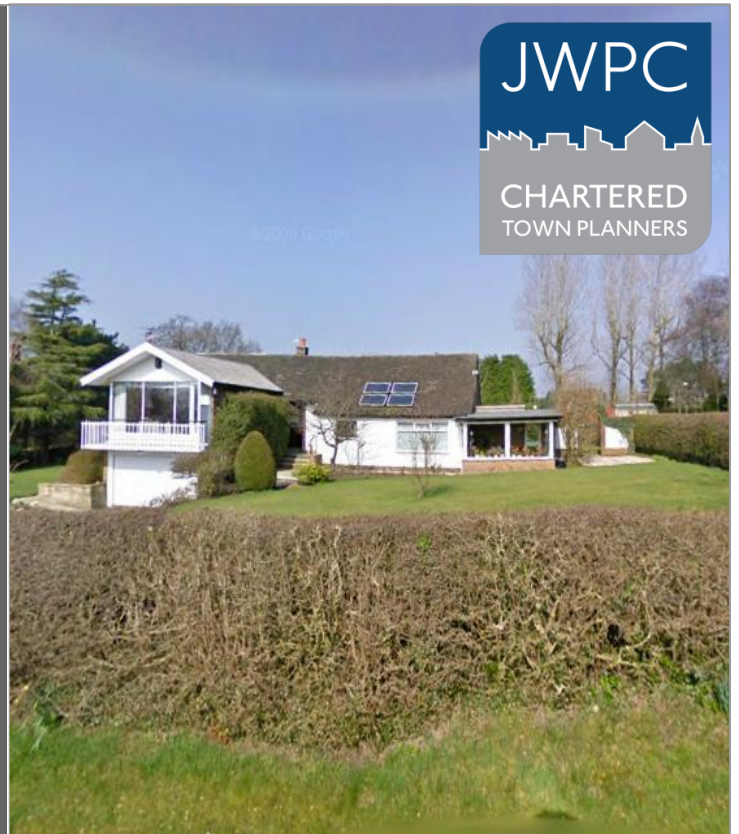


Land at Springfield, Whiteacre Lane, Barrow, Clitheroe

**Proposed Erection of Single
Two-Storey Dwelling with
New Shared Access with
Springfield**



Client:

**Dillon Properties
(North West) Ltd**

Planning

Support

Statement

Contents

- 1** Introduction
- 2** Site and Surroundings
- 3** Application Proposal
- 4** Planning Policy
- 5** Planning Considerations
- 6** Summary and Conclusions

1. Introduction

- 1.1 This Statement is intended to support a full planning application made by Dillon Properties (North West) Limited for the erection of a single dwelling on land to east of the existing dwelling known as Springfield, off Whiteacre Lane, Barrow near Clitheroe, Lancashire.
- 1.2 The site in question is currently used as residential curtilage by the occupants of Springfield with a number of small outbuildings located to the rear of the plot and the area previously planted with vegetables and partly lawned. However, it has not been gardened in recent times and given the size of the remaining garden, its development for a further dwelling would not result in the amenity of the residents of Springfield being adversely affected.
- 1.3 Within this Statement, the application is considered against the 'saved' and adopted policies of the Ribble Valley Districtwide Local Plan, specifically G4, as well as the emerging policies within the Core Strategy (submission version) as well as NPPF ('The Framework') and all other material considerations are identified and weighed in the balance.
- 1.4 In addition to the statutorily required documents, such as the application forms, certificates and location plan, the application is supported with the following documents:
 - Proposed and existing plans and elevations
 - Design & Access Statement
 - Planning Support Statement

2. Site and Surroundings

- 2.1 This application site lies to the south-eastern edge of the village of Barrow which itself is roughly 'L' shaped. It sits between the existing dwelling of Springfield and the top of a cutting which immediately abuts the A59 bypass and which itself demarcates the edge of Barrow. The site has an area of 0.067 Ha and is roughly rectangular in shape, tapering to a slightly narrower width where it abuts Whiteacre Lane.
- 2.2 The site lies 500m to the east of the main road through Barrow (Whalley Road) which provides connections by car, bus, foot and cycle to Whalley to the south and Clitheroe to the north. There are several bus stops on Whalley Road with a frequent service of every 10 minutes or so at peak hours. These services largely run between Blackburn, Accrington, Preston and Clitheroe whilst serving other surrounding villages. Further to the north of the junction with Whiteacre Lane, lies Barrow Primary School. There are secondary schools at Billington and Clitheroe. Barrow also accommodates a number of employment sites including the Barrow Brook Business Village as well as smaller sites such as Barrow Nurseries/Garden Centre.
- 2.3 The site is currently an unused part of a much larger garden of Springfield. That dwelling is a large part single/part two storey dwelling set within the centre of the plot with a vehicular access drive onto Whiteacre Lane close to the western flank boundary of the plot. Further to the west of Springfield is a small residential development known as The Acres. This consists of 8 dwellings (both bungalows and two-storey houses) with once shared access road onto Whiteacre Lane. The prevailing character of this part of Whiteacre Lane is semi-rural with enclaves of suburban housing. Indeed, the Lane has been subject to a number of residential developments in the latter half of the Twentieth Century including Willow Drive and 2-26 Whiteacre Lane. These are almost exclusively detached two-storey dwellings constructed in artificial stone. However, those dwellings on The Acres have a more diverse palette of render, brick and hanging tile. When approaching Barrow along Whiteacre Lane from the east (Wiswell), the bridge over the A59 bypass is perceived as the edge of the village. Open countryside lies to the east of the bridge, creating a gap between Barrow and Wiswell.

- 2.4 In addition to this existing development, the applicants are mindful of two other developments that have secured planning permission and remain extant. These can be summarised as follows:

Land off Whiteacre Lane, Barrow (Ref: 3/2011/0776/P)

This application for outline planning permission for residential development was approved on 22 August 2012. The approved plan shows 7 dwellings (five detached and two semi-detached) albeit all matters were Reserved for further consideration. At present, applications for Reserved Matters have yet to be submitted.

Site 2 Barrow Brook Business Village, Barrow (Re: 3/2012/0158)

This was an outline application for the erection of 73 open market detached dwellings and 31 social housing properties which was refused in May 2012. That decision was appealed and subsequently allowed by the Secretary of State on 30th November 2012.

- 2.5 Together the 2 applications (as well as others in the Barrow area) will have a fundamental impact upon the character and appearance of Whiteacre Lane. Nonetheless, they remain within the body of the settlement of Barrow. The composite plan below illustrates how extant permissions could affect the setting of the appeal proposal:



Fig 1: Application site plan showing layouts of extant planning permissions nearby (not to scale).

3. Application Proposal

- 3.1 Full details of the application proposal are provided within the Design and Access Statement which accompanies this application and which is provided by Sunderland peacock and Associates Ltd. Nonetheless, it is convenient to summarise the proposal here.
- 3.2 It is the intention of the applicants to secure full planning permission for the erection of single dwelling on the under-used garden area within the residential curtilage of Springfield. The house would be of a similar height to others on Whiteacre Lane, being two-storey. A very limited amount of additional accommodation will be provided within the roofspace to make provision for a fifth bedroom or study.
- 3.3 As the house addresses Whiteacre Lane, a linked double garage with a pyramidal roof will sit forward of it. A new point of vehicular access from Whiteacre Lane will be formed and this will be shared with the adjacent Springfield. This will provide improved visibility and flexibility in terms of vehicle movements for Springfield and hence allow residents of that dwelling to access and egress the site in a forward gear. This is not possible at present.
- 3.4 The proposed house has been designed with a hipped roof to reduce the mass of the building and to ensure it is respectful to the setting of Springfield. The front elevation of the house (excluding the garage) would be located slightly behind the building line of the front elevation of Springfield and thus, it would not appear dominant within the streetscene. Care has been taken to ensure that there are no habitable room windows which would overlook Springfield whilst the majority of habitable room windows will face north and south, towards Whiteacre Lane and the field to the rear, respectively.

4. Planning Policy

- 4.1 Under the 2004 Planning and Compulsory Purchase Act, planning applications are required to be determined in accordance with the Development Plan unless material considerations indicate otherwise. The Development Plan for Ribble Valley consists of the Ribble Valley Districtwide Local Plan (Saved Policies) and the RSS for the North West of England; other relevant national planning policy is contained within the National Planning Policy Framework.

National Planning Policy Framework

- 4.2 The National Planning Policy Framework (NPPF) reminds local authorities that planning permission must be determined in accordance with the Development Plan, unless material considerations indicate otherwise, and that 'for the avoidance of doubt' the NPPF itself is a material consideration in planning decisions. Furthermore, Local Plans published prior to 2004 would only carry weight in planning decisions in relation to the degree with which they accord with the NPPF.
- 4.3 At the heart of the NPPF is a presumption in favour of sustainable development, which directs councils to be positive about growth; making economic, environmental and social progress for this and future generations. In relation to planning decisions, the document outlines that this means approving development proposals that accord with the Development Plan without delay, and where the development plan is out of date, granting planning permission unless the negative impacts of approval would significantly outweigh the benefits when assessed against the NPPF.
- 4.4 Meeting housing development needs is seen as a key principle of good planning, and providing new homes is paramount to proactively driving and supporting sustainable economic development. In this context, paragraph 47 of the NPPF guides local planning authorities to boost significantly the supply of housing by identifying and updating annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements; with an additional buffer (of 5% or 20%) to ensure choice and competition in the market for land.

Regional Planning Guidance

- 4.5 The Regional Spatial Strategy for the North West (RSS) sets out the amount of new housing that should be built for each district across the North West, which for the Ribble Valley is proposed as a minimum level of 161 dwellings per annum over the plan period to 2021.
- 4.6 The Government has signalled intentions to revoke RSS, however whilst still in place it forms part of the Development Plan.

Local Planning Policy – Local Plan

- 4.7 Despite the Ribble Valley Borough Local Plan being produced almost 15 years ago, several policies within the plan have been 'saved' until they are replaced by the emerging Core Strategy/Local Plan documents.
- 4.8 The Council has acknowledged in reports to Planning Committee and Appeal Statements that the Settlement Hierarchy and previously defined Settlement Boundaries within the Local Plan are out of date, and therefore carry limited weight. However, it remains relevant to consider the general thrust of the settlement strategy.
- 4.9 Policies G2 to G5 of the Districtwide Local Plan comprise the settlement strategy for the District. Policy G2 proposes the majority of development is directed to the towns of Clitheroe, Whalley, Longridge, Billington and Wilpshire, whilst development within the settlement boundaries of larger villages is also permitted under Policy G3. Policy G4 lists 26 smaller villages where limited development is permitted. This list includes Barrow. Within such villages the following is permitted:
 - A.) the development of allocated sites;
 - B.) The use of infill sites not identified as essential open space;
 - C.) re-use of rural buildings; and
 - D.) Proposals which meet identified local needs or address local problems.
- 4.10 The map below shows the settlement boundary of Barrow with the application marked in red and falling within this boundary:



*Fig 2: extract from Barrow Inset plan of Ribbles Valley Districtwide
Local Plan Proposals Map.*

- 4.11 In the context of Whiteacre Lane and in light of the recently approved/allowed planning applications, it is considered that the application site represents an appropriate infill plot. It would abut an existing residential curtilage to the west and a physical boundary of the A59 embankment to the east.
- 4.12 Policy G1 of the Local Plan is a general development control policy that expects all proposals to provide a high standard of building design and landscape quality, and which contains a number of criteria that should be considered as part of good design, including density, layout, day-lighting and privacy.
- 4.13 Policy T1 relates to transport matters in relation to development proposals. It attributes weight to a number of points which include accessibility of a site to non-car modes of transport and movement (i.e. cycle and footpaths) to ensure that the impact of the proposal upon transport infrastructure is not adverse.

Ribble Valley Local Development Framework – Core Strategy

4.14 The Council is in the process of formulating a Core Strategy to replace parts of the Districtwide Local Plan, albeit the Examination process is currently suspended for a six month period. The most recent form of the document was a Submission Draft of which the following Key Statements and Policies are considered relevant.

4.15 Key Statement DS1 sets the general development strategy for the Borough. Whilst it seeks to direct the majority of the housing requirement to the strategic site at Standen (subject to a significant number of objections), it states that:

'in general, the scale of planned housing growth will be managed to reflect existing population size, the availability of, or the opportunity to provide facilities to serve the development and the extent to which development can be accommodated within the local area'.

4.16 Key Statement H1 sets out the housing provision target over the plan period (2008 to 2028) of 4,000 dwellings at an annual average of 'at least 200 dwellings'. It is understood that as of October 2012 (taking into account the requirements of NPPF to include a 10% allowance for slippage and a 20% buffer for under-provision in previous years), the Council could demonstrate a 'deliverable' supply of housing equivalent to 4.69 years of supply at the Core Strategy required rate.

4.17 The Core Strategy includes a suite of Development Management policies. Policy DMG1 required all developments to meet a number of criteria including (inter alia):

- A high standard of design;
- Sympathetic to existing and proposed land uses;
- By acceptable in traffic, access and parking terms;
- Be acceptable in terms of day-lighting and privacy;
- Be acceptable in terms of the natural and built environment
- Achieve efficient use of land and buildings;
- Consideration of the layout, density and relationship between buildings

4.18 A general strategic policy for development is included at Policy DMG2. This requires that developments should be in accord with the Spatial Vision of the Core Strategy. It refers to development within 'defined settlements' although until the Site Allocations DPD progresses, this cannot be implemented fully. Nonetheless, the application site falls within the settlement boundary of Barrow as defined in the existing Districtwide Local Plan and therefore DMG2 states that:

'Development proposals in defined settlements should consolidate, expand or round-off development so that it is closely related to the main built up areas, ensuring this is appropriate to the scale of, and in keeping with, the existing settlement'.

5. Planning Considerations

- 5.1 This Chapter will consider how the application proposal complies with the adopted and emerging Development Plan policies, how it complies with NPPF and whether any other material planning considerations would lead to a decision that would depart from these policies.
- 5.2 The application site is currently under-used residential curtilage within the settlement boundary of Barrow as defined on the Districtwide Local Plan Proposals Map. Policy G4 of the same plan supports the infill development of such sites and it is understood that the local planning authority has previously asserted that the site may be considered as 'infill'. In light of this the principle of residential development is entirely compliant with the Districtwide Local Plan.
- 5.3 However, the local planning authority accepts that it cannot demonstrate a existing five-year supply of deliverable housing sites (at least it could not as of 1 October 2012). It may well be that the 5 year threshold could have been exceeded, however NPPF makes it clear that where this is not demonstrated, *then 'relevant policies for the supply of housing should not be considered up to date'* (Para 49 of NPPF). In light of this, the application proposal must be considered against the presumption in favour of sustainable development in NPPF and the requirement that any development must be compliant with the three dimensions of sustainable development which planning has a role in performing (as set out in Paragraph 7) – Economic, Social and Environmental.
- 5.4 The proposal for the erection of a single family dwelling makes use of the available land in what is considered to be the right place from a strategic planning point of view. It is considered to be the right time as the local authority currently has a shortage of committed housing sites. In a social context, the proposal underpins the need for strong and healthy communities by meeting current housing needs and supporting local services and amenities. The environmental role is fulfilled as it makes efficient use of natural resources without harm to the wider natural or built environment.
- 5.5 Given the compliance with the historic settlement strategy for the Borough and falling clearly within the settlement boundary, the proposal for a single dwelling here is considered to be entirely compliant with the Development Plan and NPPF.

- 5.6 It is also relevant to consider that nearby applications on the south of Whiteacre Lane and on Barrow Brook Business Village have been scrutinised against Development Plan policies and NPPF (in the case of the latter only). In the case of the former, the application was recommended for approval by the Head of Planning and approved by the Planning and Development Committee. In his report, the Head of Planning stated:

'The site is an acceptable distance from the local service centre, local amenities and services, and on this basis is considered to be a suitable site in relation to the above criteria' (NPPF etc).

- 5.7 In terms of visual amenity, that application proposed the grubbing up and removal of 60m of hedgerow along Whiteacre Lane and would introduce a built form of development to what is currently open farmland. Nonetheless, after careful consideration this impact was balanced against the prevailing requirement for new homes within the borough. That application proposed large family houses in 'relatively large plots'.
- 5.8 The proposal for land at Springfield would have considerably less impact in terms of the visual amenities of the area than those recently approved/allowed nearby. The land is already in domestic use – where Permitted Development rights could be exercised to some degree. It already has a small amount of domestic paraphernalia such as small timber outbuildings, landscaping and a raised vegetable bed. The use of the land would not change as a result of this proposal and it would still provide Springfield with a generous garden area for residents to enjoy.
- 5.9 The proposal for a two storey dwelling is entirely consistent with this part of Whiteacre Lane which is characterised by large two storey dwellings interspersed with the occasional bungalow or split level (i.e. 1 and 2 storey) houses such as Springfield. Whilst the proposed house will sit at a slightly higher level than Springfield, the eaves of the roof have been reduced and the hipping of the roof ensures that its mass and height are minimised, to respect the semi-rural character of the setting. However, it is relevant to consider the adjacent cutting which accommodates the A59 – which are both inherently manmade structures. Moreover, the approved residential scheme on the south side of Whiteacre Lane will also accommodate two storey dwellings of a similar size.

- 5.10 The impact of the application proposal upon the residential amenities of the occupants of Springfield has also been fully considered. In this instance there are no principle habitable room windows on the east facing elevation of Springfield that could be harmed by way of loss of daylight. There would no overlooking to or from the proposed dwelling as there would be no habitable room windows in the western flank wall of the proposed house.
- 5.11 Highway safety would be improved if both sites are considered as a whole. At present Springfield has a single point of access which requires vehicles to either reverse in or out of the site. It is proposed to retain this access but to also sweep a driveway across the front of the curtilage so that cars can access and agree in a forward gear. This new access will abut a new access proposed for the new dwelling which together will provide sufficient space for vehicles to be parked clear of the highway whilst the gates are opened and closed. The internal arrangement within the curtilage of the new dwelling has also been designed so that cars can turn around in the site. In comparison to the existing arrangement, this represents an improvement in highways safety and therefore a material planning gain.

6 Summary and Conclusions

- 6.1 This application proposes the re-use of an under-used garden area on the edge of the village of Barrow. The previous settlement strategy for Barrow included the application site within the settlement boundary and whilst a new Local Plan remains in the process of completion, this must be seen as a starting point. However, the picture is muddled somewhat by the possible under-provision of housing in the Borough and it falls for the application to be considered against the NPPF and in particular the presumption in favour of sustainable development.
- 6.2 The precedents set by two recent application and appeal decisions confirm that the immediate environs of the application site are considered sustainable in terms of access to amenities, services and job opportunities. Moreover, these two other proposals serve to 'round-off' the settlement of Barrow at this end of Whiteacre Lane up to where it abuts the cutting for the A59. In this context, the application proposal is entirely consistent with approved/allowed developments that once completed, will further serve to enforce this perception.
- 6.3 Moreover, the application proposal is consistent with NPPF in terms of the roles of sustainable development. Paragraph 14 of NPPF sets out the presumption in favour of sustainable development and required local authorities to approve developments that accord with the Development Plan. Given parts of the Development Plan are agreed to be out-of-date, then permission should be granted for this housing scheme unless '*any adverse impacts of doing so would significantly and demonstrably outweigh the benefits*'. In this instance, this application has been tested in terms of impact upon the visual amenities of the area, and the residential amenity of the only neighbour as well as highways matters. In all respects the proposal is acceptable with no adverse impacts. As such both NPPF and Section 38(6) of the Planning and Compulsory Purchase Act 2004 require the application to be approved.

JWPC Ltd
February 2013