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Planning Design & Access Statement

Conversion of the Dog and Partridge Restaurant & Bar and the erection of new build holiday accommodation.

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CLIENT	Mr P Barr
PROJECT TITLE:	Conversion of the Dog & Partridge.
DOCUMENT REF:	GA3147-PD&AS
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1.0 Introduction

- 1.1 This Planning Design & Access Statement has been prepared by GA Associates on behalf of Mr Barr (the Applicant) to accompany an application which seeks to convert the Dog & Partridge Restaurant & Bar and associated grounds to provide 12 No. 1 & 2 bed apartments and 4No. new build holiday lets.
- 1.2 Planning permission will be sought for the development within the planning application boundary shown on Drawing Ref: GA3147-LP-01. The land contained within the red edge spans approximately 0.28 hectares.
- 1.3 This application is required as the original business which has been operated by the applicants for a number of years is no longer viable and following a lengthy marketing process no purposeful interest has been forthcoming for the site in its current form.
- 1.4 GA Associates consider that all material planning considerations have been addressed within this document and all additional information required to determine the application has been provided within the accompanying drawings.
- 1.5 This planning application includes the following:
- **Planning Application Forms and Notices;**
 - **Planning Design & Access Statement;**
 - **Technical Assessments;**
 - Ecological survey
 - Marketing Letter
 - Proposed Landscaping scheme
 - **Planning Drawings.**

2.0 The Site Location

- 2.1 The site is located off Hesketh Lane, approximately 1.6 miles South of Chipping Village which has a residential population in the region of 1,043 people. The site itself consists of the former Dog and Partridge Restaurant & Bar which includes the main stone restaurant building, a modern rear extension, large car park and rear garden area. It is recognised that the site falls within the Forest of Bowland Area of Outstanding Natural Beauty (AONB) which means that this landscape is afforded the highest level of protection in planning terms. The total site area spans some 2887 M².
- 2.2 It is considered that the application will deliver an attractive reuse of a finite resource with minimal external alterations proposed to the principle stone elevation fronting Hesketh Lane. The application demonstrates that through the use of appropriate landscaping residential and holiday accommodation in this locality would amalgamate well with the existing residential form along Hesketh Lane, representing a well-connected and congruent redevelopment project.

3.0 Pre-application Advice

3.1 The applicant has positively engaged Ribble Valley Borough Council in Pre-application discussions. Mr John Macholc undertook a site visit on the 23/02/2018 which was then subsequently followed up with a meeting at the Council Offices on the 09/03/2018. The advice given centred on conversion and new build development, as well as mixed use including conversion of the pub for residential and new build holiday units within the grounds.

3.2 The main points taken from the meeting include:

- New build residential development would be strongly opposed by the local planning authority in accordance with Core strategy policy DMG2;
- There is scope for the conversion of the main building to residential units given the proximity to other dwellings even though it is not within an established settlement; and
- In relation to new build holiday lets, providing it is small scale and in compliance with Policy DMB3, this would also be acceptable in principle.

4.0 The Proposal

4.1 The proposed development is as follows:

‘Conversion of an existing restaurant & bar to create 12 apartments and the siting of 4 holiday lets within the associated grounds’

Residential Conversion

4.2 The proposed conversion will see the reinstatement of the Dog & Partridge building which commercially is no longer viable on account of issues associated with operating a business of this nature in this location. To achieve the conversion some minor exterior alterations have been required, however these changes have been kept to a minimum to ensure that the character of the building is retained.

Holiday Accommodation

4.3 The applicant is also looking to invest the money generated through the sale of the former restaurant into the construction of 4 holiday lets. This reinvestment within the local economy will offset any harm that is generated through the loss of employment caused as a result of the loss of the existing business. The design of the holiday lets has been modelled on mirroring a traditional rural conversion.

5.0 Planning Policy

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 sets out the duties decision makers in the determination of planning applications and states:

'If regard is to be had to the development plan for the purpose 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.'

5.2 The adopted Development Plan document relevant to this application is the Core Strategy which was adopted on 14 December 2014. Relevant policies include:

- Key Statement DS1 – Development Strategy
- Key Statement DS2 – Sustainable Development
- Key Statement EN2 – Landscape
- Key Statement EC3- Visitor Economy
- Key Statement EN5 – Heritage Assets
- H1 – Housing Provision
- DMI2 – Transport Considerations
- DMG1 – General Considerations
- DMG2 – Strategic Consideration
- DME2 – Landscape and Townscape Protection
- DME4 – Protecting Heritage Assets
- DMH3 – Dwellings in the Open Countryside and AONB
- DMH4 – The Conversion of Barns and Other Buildings to Dwellings
- DMB1 – Supporting Business Growth and the Local Economy

National Planning Policy

5.3 The NPPF provides direction for decision makers under paragraph 11 stating that *'...decisions should apply a presumption in favour of sustainable development. For decision-taking this means:*

c) approving development proposals that accord with an up-to-date development plan without delay; or

d) where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or*
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole’.*

5.4 Importantly for this application, footnote 7 of the framework clarifies that policies relating to housing provision cannot be considered up-to-date where the local planning authority cannot demonstrate a five year supply of deliverable housing sites (with the appropriate buffer, as set out in paragraph 73).

Achieving sustainable development

5.5 Section 2 of the framework enshrines the concept of ‘*sustainable development*’ confirming that; ‘*the purpose of the planning system is to contribute to the achievement of sustainable development. At a very high level, the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs.*

Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;

b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being; and

c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land,

helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating a

- 5.6 GA Associates considers that the proposals represent a sustainable development and accords with section 2 of the NPPF in the following ways:

Economic Sustainability

- 5.7 There are a range of economic benefits associated with the provision of residential dwellings which will be realised in the immediate locality and Ribble Valley as a whole. In this instance, tangible links can be made between the unviability of the former restaurant & bar and a demand for additional housing within the borough. This indicates that the existing population demographic is unable to support rural services, thus this modest conversion would seek to bolster the areas economic output which will in turn benefit other local rural enterprises.
- 5.8 Hesketh Lane is a desirable location for residential development given the scenic beauty of the surrounding landscape, there is also a comparably strong public transport offer, given the site's rural location. This offers sustainable connection to surrounding settlements, including Longridge in under 10 minutes. Longridge is identified as a principle settlement under core policy DS1. Evidently, the building/ construction industry will benefit directly from the proposal especially during the construction phase of development and secondary industries will also benefit due to a need for materials etc.
- 5.9 However, the most tangible economic benefit associated with this proposal will be the reinvestment of revenues generated from the sale of the former restaurant & bar into the local economy through the creation of holiday lets. These holiday lets will be particularly beneficial for the local economy considering that on average persons staying in this type of accommodation spend an additional 33% within the local area as opposed to commercial hotels and B&B's. If approved it is anticipated that these 4 holiday lets could contribute over £70,518.00 per annum to the local economy.
- 5.10 Additional financial benefits to Ribble Valley's economy include the spend associated with moving house. The Home Builders Federation (HBF) has calculated that (at a lower estimate) people spend on average £5,000 furnishing and decorating a new home and large proportion of this is expected to be spent within the borough.

Social Sustainability

- 5.11 As noted above the site is located within a linear cluster of residential development that forms a small rural community, which would benefit from an increased population to sustain and enhance the existing community. The additional housing would support existing local services such as St Marry's Roman Catholic Primary School and Berry Lane Medical Centre while also acting as a catalyst to promote the development of further services within the area.
- 5.12 As previously mentioned, there is evidence to suggest that the local economy is struggling to maintain service provision within this locality which is linked to a lack of available and diversity within the property market. Ribble Valley has long been the most expensive area for property in Lancashire and this is particularly prevalent in this locality considering that house prices within nearby Chipping (average £307,532) are some of the highest within the entire borough. Therefore, the importance of developments such as this one cannot be overstated, helping to maintain a healthy vibrant community and providing an opportunity to improve the diversity of the residential population.
- 5.13 The existing building has the potential to deliver 12, high quality, 1 and 2 bed apartments. The provision of these units will help support Ribble Valley satisfy the NPPF requirement to deliver a wide choice of high quality housing, ensuring properties are available for a range of price levels. As previously mentioned, housing types within Ribble Valley tend to favour larger detached units, so the provision of flats will assimilate well with local need.
- 5.14 It is recognised that the conversion of the restaurant will cause the loss of some employment, however, it is argued that the reinvestment within the leisure industry will offset these impacts. Specifically, it is anticipated that even in the first few years, before the units build up an established client base, they could generate over 70K for the local economy. This money would help support other restaurants in the area including; Ferraris Restaurant, The Sun Inn, Gibbon Bridge, and the Tillotsons Arms. In light of the above discussion, GA Associates consider that the conversion of the former restaurant and the erection of 4 holiday lets will have a positive social impact on both the immediate locality and surrounding service centres (Longridge, Chipping).

Environmental Sustainability

- 5.15 The site is located within an existing residential frontage and is located within a rurally sustainable location reflecting that a large service centre can be accessed by bus in under 10 minutes. The development would see the maximisation of a previously developed site which is fundamental to housing delivery within rural areas. This development provides a unique opportunity to both safeguard the intrinsic beauty of the surrounding area while also delivering much needed housing.
- 5.16 While there are public transport options in the local area, it is recognised that private car usage will be the predominate mode of transport used, as is the case for any housing development within rural locations (even in-service centres). However, the anticipated vehicle movements generated by the proposal need to be offset against the volume of traffic that was generated by the former restaurant. Furthermore, if approved a condition could be imposed to see the introduction of electrical charging points.
- 5.17 Please see the Technical Planning Considerations section of this Statement for further details of the surveys undertaken, and the potential mitigation and enhancements that could be incorporated into the design of the proposal.
- 5.18 GA Associates also recognises that environmental sustainability is also applicable to the construction and design of the homes themselves. Sustainable construction techniques will be adhered to and the homes will be built to the most recent building regulations which have high requirements in terms of intrinsic sustainability.

Footnote 7 & the Presumption in Favour of Sustainable Development

- 5.19 Paragraph 67 of the NPPF has specific regard to the identification of land for homes and under criterion a) confirms that *'Planning polices should identify a supply of specific, deliverable sites for years one to five of the plan period'*. A recent appeal decision in the borough (APP/T2350/W/17/3186969) has identified that at present the Council does not have a demonstrable five-year housing supply and at best case scenario can demonstrate an approximate 4.3 year supply. In accordance with the latest documentation published by the Local Authority this figure is now shown to be 4.6, however, this is still below the requirement.

- 5.20 On account of the housing land supply position Ribble Valley Borough Council must consider planning applications for residential development in the context of sustainable development, acknowledging that any adopted planning policies restricting the supply of housing are considered to be out of date.
- 5.21 The site is contained within an existing residential frontage ensuring that the conversion would seamlessly integrate within this locality creating a congruent development. The application site is strategically placed, within walking distance of public transport services and is consequently considered to be a rurally sustainable location, that is capable of accommodating this redevelopment project.
- 5.22 Notwithstanding the above, GA Associates would like to emphasise that although the NPPF sets a target of a deliverable 5 year supply of housing for each LPA, this does not represent a ceiling figure above which any housing provision should be prevented. Indeed, the NPPF states (para 59) that the governments objective is still to *'boosting the supply of homes'*. It is clear from the above that the application should be determined in accordance with the presumption in favour of sustainable development.

6.0 Design and Access

6.1 This section provides the **Design and Access Statement (DAS)** for the Proposed Development, it outlines the considerations taken into account during the design of the development and acts as an explanation as to how the design has been achieved and the decisions taken during its evolution.

The Design Process

6.2 Existing Site Context - The site currently contains the former restaurant building with associated carpark and rear garden. It covers an area of approximately 0.28 ha. The existing restaurant directly fronts Hesketh Lane within an established linear row of development that is almost exclusively built up of residential development. The building itself is a stone structure complete under a natural slate roof with timber windows and doors.

6.3 Assessment / Design Constraints- During the design process, particular consideration has been given to the surrounding context on account of the sensitive landscape designation within this area. For example, the holiday accommodation has been contained to the rear of the existing built form onsite to mitigate any visual impacts and the rear garden area has been kept open to soften the boundary between the site and the open countryside to the north.

6.4 Nature Conservation and Ecology The site has no statutory or non-statutory designations for nature conservation. The site is previously developed and contains large areas of hardstanding, thus it is of low value for wildlife. However, a bat and Barn Owl survey has been undertaken to ensure that no harm is incurred during the conversion phase of development.

6.5 Existing Trees -The proposed development will not negatively impact on any existing trees.

6.6 Evaluation- The proposal will deliver high-quality development, within use classes that are appropriate for this locality while providing investment for a former restaurant & bar that is no longer viable. Thus, the principle design considerations are considered acceptable.

Design Proposals

6.7 Use- The proposed uses, residential and holiday are both considered to be appropriate in this locality.

6.8 Amount- The total development will provide 12 self-contained apartments and 4 self-catering holiday lets. The plans clearly indicate that the site is capable of accommodating this development, including provision of appropriate parking and outdoor amenity space.

6.9 Layout- The site layout seeks to incorporate as much open space as possible to complement this rural location. The rear amenity space for the holiday units has been used to provide a buffer against the open countryside to the north.

6.10 Scale and Massing- The new build holiday accommodation has been kept to a modest scale in order to protect the local landscape character.

6.11 Landscaping- The proposal is supported by a landscaping proposal that illustrates how a program of native structure planting will ensure that the development seamlessly integrates into the surrounding landscape. It is considered that the removal of the existing non-native planting will have a notable positive landscape impact.

6.12 Appearance – As previously mentioned, the proposal will require only minor exterior alterations to the existing building onsite, retaining as much of the structures character as is possible. In terms of the new build holiday accommodation, they have been modelled on a traditional farm outbuilding conversion with single story lean-tos. In terms of materials, the exterior wall will be stone, with timber windows and doors, finished under a natural slate roof.

6.13 Access – Considering the site’s former use the existing access arrangement is considered more than adequate to accommodate the proposed development. Within the holiday lets,

ground floor accommodation has been provided to ensure appropriate disabled access is available.

- 6.14 Energy Efficiency- The proposed holiday lets and the new dwellings will meet high standards of energy efficiency and electrical charging points will be provided onsite.
- 6.15 Waste Management- All properties will have adequate space for storage of waste and recycling and the layout of the site has been designed so that it is suitable for waste vehicles.

7.0 The Principle of Development

- 7.1 As previously established, following a recent appeal decision and the latest published Council monitoring data, it is evident that the LPA cannot demonstrate a 5-year housing land supply. Thus, any policies contained within the Core Strategy that related to housing supply cannot be considered up to date in accordance with footnote 7 of the NPPF.
- 7.2 While it is recognised that the project falls within a designated Open Countryside area, contrary to policy DS1, the nature of the project omits consideration of any sequentially preferable locations. This omission is based on the fact that this development seeks to convert an existing building which forms a finite resource, thus evidently the site location is fixed. Nevertheless, as previously mentioned the site is located directly adjacent to bus stops which provide direct access in under 10 minutes to both the principal settlement of Longridge and also the Tier 2 village of Chipping. Therefore, while it is recognised that the Development Plan principally seeks to restrict new build residential development to more urban locations the characteristics of this proposal negates any overriding policy conflicts.
- 7.3 In accordance with policy DM2, the new build holiday accommodation element of the proposal has been included to offset the economic effects that have been created as a result of the closure of the restaurant. The holiday lets will provide a new funding stream for the local economy helping to support local businesses which in turn will safeguard and facilitate rural employment opportunities. Furthermore, the design of the units has centred on the principle of delivering small scale tourism related development to ensure that the scheme is appropriate to this rural location.
- 7.4 The conversion element of this project is regulated by policy DMH4 of the Core Strategy and it is considered that this proposal would satisfy all the criteria listed. It was mentioned within the Pre-app that officers had concerns over whether the building would satisfy the definition of a *'Rural enterprise'*, as stipulated under criterion 10. However, a rural enterprise can be any economic unit engaged in producing and distributing goods and services within rural areas. Therefore, a restaurant in this countryside location would evidently fall within the parameters of this nationally recognised definition. Additionally, the fundamental principles of this policy recognise that the, *'re-use of existing rural buildings provides an important opportunity to preserve buildings that contribute to the areas character and setting, can usefully provide a housing resource and promote sustainability'*. In this instance

the Council accept that they cannot demonstrate a robust supply of housing Land, thus the maximisation of buildings that no longer practically function should be prioritised.

Marketing Justification

- 7.5 The property has been marketed intensively by Savills since April and before that date the applicant had less formally marketed the site through his banking contacts. In terms of the marketing process, the property has been placed on the Savills, EG Property and Rightmove commercial websites. Savills have also contacted a number of investors and restaurant clients who initially expressed interest in the site, however, no offers or further correspondence has been forthcoming. Therefore, it is clear that every effort has been made by the applicant to find a purchaser who could retain the building's existing use. **Please see the supporting letter from Peter Scholes at Savills.**

8.0 Technical Planning Issues

8.1 GA Associates considered the acceptability of the proposed development and planning application in relation to the following environmental/ technical issues:

- Landscape;
- Transport;
- Flood Risk and Drainage; and
- Environmental.

Landscape

8.2 The NPPF, under section 12 confirms that *'the creation of high quality buildings and places is fundamental to what the planning and development process should achieve'*. GA Associates have assessed the proposal against all the criterion listed under paragraph 127. This assessment concluded that the proposal would function well in its proposed locality with high design standards assisting the creation of a strong sense of place. Additionally, the development will increase the volume of green space onsite reducing the sporadic built form that is currently present onsite.

8.3 On account of the sensitive landscape character within this area a detailed landscape scheme has been undertaken to ensure the seamless integration of the new build holiday accommodation into the local landscape. Therefore, GA Associates consider that the development is acceptable in Landscape and Visual terms and any negligible impacts that are imposed should be balanced against the positive economic impacts associated with the proposal.

Transport

8.4 Making fullest use of sustainable transport modes and focusing significant development in sustainable locations is a key priority of the NPPF (paragraph 103) with section 9 being dedicated to the promotion of sustainable transport. As previously identified, the site has direct access to adjacent bus stops which provide public transport options to surrounding service centres. Furthermore, the site being a former restaurant has a history of considerable

vehicle trip generation, thus the proposal would see an overall reduction in vehicle movements from this location. The development could also include the provision of electrical charging points to reduce the carbon emissions associated with the scheme.

- 8.5 Therefore, it is recognised that the site is not in the most sustainable location, however, considering the former use and the fact that the development concerns a conversion, GA Associates deem that this development will provide an overall net gain.

Flood Risk and Drainage

- 8.6 Section 14 of the NPPF seeks to ensure that the planning system supports the '*transition to a low carbon future in a changing climate, taking full account of flood risk and coastal change*'.
- 8.7 The site is previously development and the proposal will create an overall net reduction in hard surfacing which will improve water retention onsite reducing the pressure placed on the main sewer.

Environmental

- 8.8 In accordance with section 15 of the NPPF, this proposal has been tested against the relevant criterion listed under paragraph 170. Relevant criterion includes:
- *protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan);*
 - *recognising the intrinsic character and beauty of the countryside, and the wider benefits from natural capital and ecosystem services – including the economic and other benefits of the best and most versatile agricultural land, and of trees and woodland;*
 - *minimising impacts on and providing net gains for biodiversity, including by establishing coherent ecological networks that are more resilient to current and future pressures;*
 - *preventing new and existing development from contributing to, being put at unacceptable risk from, or being adversely affected by, unacceptable levels of soil,*

air, water or noise pollution or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality, taking into account relevant information such as river basin management plans.

- 8.9 GA Associates consider that the scheme satisfies all the development principles outlined above, thus is acceptable in environmental terms. Specifically, the site would not be subject to any significant noise or airborne pollution, and as mentioned the conversion would reduce overall traffic movements generated by the site. It is recognised that negligible pollution could be generated during the construction phase of development, however, best practice construction methods will ensure that this remains acceptable. Therefore, it is considered that this proposal is acceptable in accordance with pollution concerns.

9.0 Conclusion

- 9.1 GA Associates consider that this Statement provides an acceptable discussion surrounding the main issues concerning this particular application. The level of detail contained within the discussion above reflects the nature of this application:

'Conversion of an existing restaurant to create 12 apartments and the siting of 4 holiday lets'

- 9.2 It is judged that more than enough detail is provided to ensure that officers can formulate an informed decision regarding the principals of the development. It has been established that this proposal gains the support of national planning policy representing a sustainable form of development. Furthermore, GA Associates are unaware of any local policy considerations that could potentially preclude this development, therefore, we respectfully request that officers support this application.

GRAHAM ANTHONY ASSOCIATES

August 2018