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MEETING DATE: 30 JULY 2020

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			NONE	
B APPLICATIONS WHICH THE DIRECTOR OF ECONOMIC DEVELOPMENT AND PLANNING RECOMMENDS FOR APPROVAL:				
			NONE	
C APPLICATIONS WHICH THE DIRECTOR OF ECONOMIC DEVELOPMENT AND PLANNING RECOMMENDS FOR REFUSAL:				
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3/2020/0416	9	AD	R	Oaks Barn Birks Barn, Birks Brow Longridge
D APPLICATIONS UPON WHICH COMMITTEE DEFER THEIR APPROVAL SUBJECT TO WORK DELEGATED TO DIRECTOR OF ECONOMIC DEVELOPMENT AND PLANNING BEING SATISFACTORILY COMPLETED				
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E APPLICATIONS IN 'OTHER' CATEGORIES:				
			NONE	

LEGEND

AC Approved Conditionally

R Refused

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AB Adam Birkett

AD Adrian Dowd

HM Harriet McCartney

JM John Macholc

RB Rebecca Bowers

SK Stephen Kilmartin

RIBBLE VALLEY BOROUGH COUNCIL REPORT TO PLANNING AND DEVELOPMENT COMMITTEE

Agenda Item No 5

meeting date: THURSDAY, 25 JUNE 2020
title: PLANNING APPLICATIONS
submitted by: DIRECTOR OF ECONOMIC DEVELOPMENT AND PLANNING

PLANNING APPLICATIONS UNDER THE TOWN AND COUNTRY PLANNING ACT 1990:

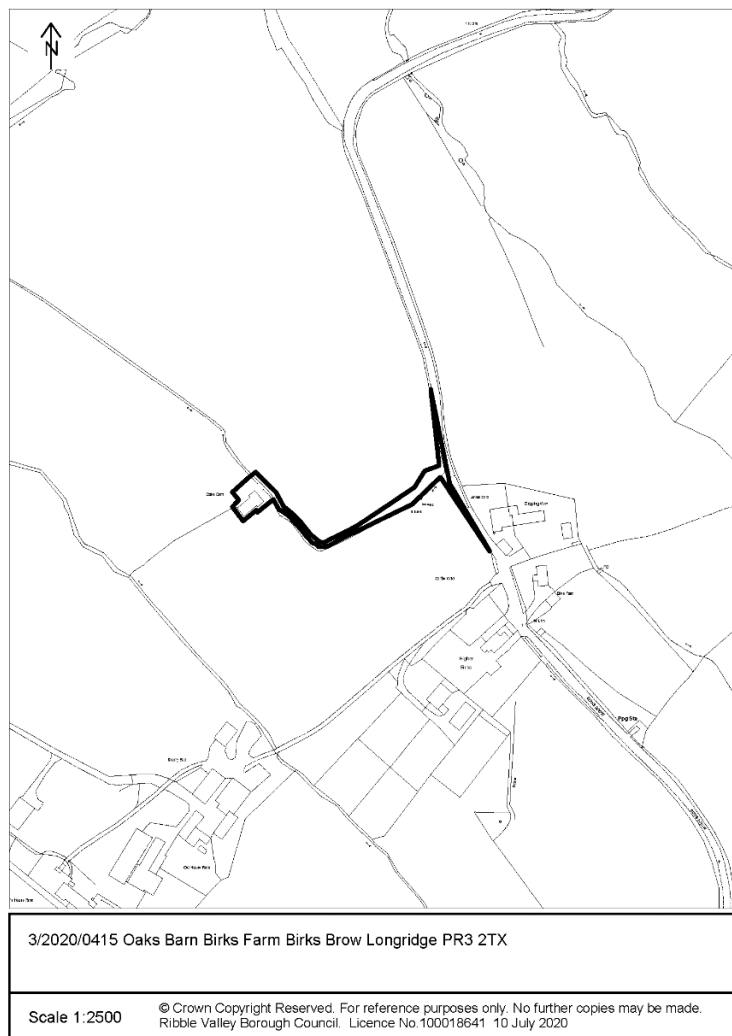
C APPLICATIONS WHICH THE DIRECTOR OF ECONOMIC DEVELOPMENT AND PLANNING RECOMMENDS FOR REFUSAL

APPLICATION REF: 3/2020/0415

GRID REF: SD 361652 439073

DEVELOPMENT DESCRIPTION:

CONVERSION OF BARN INTO ONE NEW DWELLING AT OAKS BARN, BIRKS FARM, BIRKS BROW, LONGRIDGE



CONSULTEE RESPONSES/ REPRESENTATIONS MADE:

PARISH Council:

Strongly support the development for the following reasons:

- Design retains important features of listing, incorporates Lancashire County Council Archaeology advice on lighting roof space and has suitable landscaping.
- Sympathetic residential conversion is the optimal viable use.
- Home where applicant grew up and can manage health issues.

THE GEORGIAN GROUP:

Object to the development for the following reasons:

- Not convinced that suitable for domestic conversion owing to the harm that would result to the building's character and special architectural and historic interest, including setting i.e. overall fabric health, structural integrity and the extension's design, position and material palette.
- Whilst attempt to limit changes to barn itself, the addition would significantly alter the character of this field barn.

THE SOCIETY FOR THE PROTECTION OF ANCIENT BUILDINGS (SPAB):

Object to the development for the following reasons:

- Remain unconvinced that a domestic conversion is an appropriate (and only viable) use of this grade II listed field barn.
- The application does not demonstrate that all possible alternative uses have been explored and exhausted.
- There may well be other viable and less invasive use options, and which could also make an important contribution to the local / rural economy.
- Domestic conversion will still result in harm to the building in terms of impact on special interest and significance, and possible technical implications on fabric and structural integrity. Heritage Statement – do not concur that cruck is main reason for the building's listing.
- Structural report - very general and limited in its analysis.
- SPAB does not normally support underpinning of historic buildings, and suggests that if this level of intervention is considered necessary, then it is perhaps another indication that the proposed use/conversion is not the right one.
- Proposed extension - not at all convinced of the proposed form and design. The overall design, location and materials do not result in a sympathetic addition to this listed building and landscape.
- Home to farm the surrounding land - are additional buildings / facilities / landscaping / highways adjustments likely to be needed and how might such changes impact on the barn and its setting? Would the family intending to occupy the barn (or a subsequent family) be content with the lack of garden and/or area to sit outside? Also, no details of where the bins would be located/managed.

LANCASHIRE COUNTY COUNCIL ARCHAEOLOGY:

Note re-use of existing rooflight openings rather than the creation of new larger ones (see LCC Archaeology comments on 3/2019/0511 & 0512).

A detailed record of the building would be required before conversion (condition suggested).

LANCASHIRE COUNTY COUNCIL HIGHWAYS:

No objection. Site lines at proposed realigned access to Birks Brow are suitable. To improve visibility the height of the walls to be formed at the entrance should be restricted in height to 1m. Condition suggested to ensure construction of site access and off-site works of highway improvement before occupation of dwelling.

ADDITIONAL REPRESENTATIONS:

One letter of objection received which makes the following points:

- A converted barn, formally part of Birks Farm, is for sale. 3/2013/0315 has a downstairs bedroom. Alternative to guarantee the preservation of Oaks Barn as a field barn;
- No risk of dereliction in short or medium term (well looked after). Farm owners use for storage of farm machinery and firewood;
- Unsafe road and access;
- Impact on 'group value' with Higher Birks Farmhouse (Grade II listed);
- Loss of character as isolated, historic, beautiful stone-built field barn.

1. Site Description and Surrounding Area

- 1.1 Oaks Barn is a Grade II listed (5 April 2019) field barn of the C17 or early-C18. It is in an isolated location within the Forest of Bowland AONB but prominent in views because of the proximity of public rights of way.

The list description identifies Reasons for designation as Architectural Interest (retaining early fabric, including its rubble-stone walls, internal stone partition and surviving cruck truss), Historic Interest (representation of regional farming practices including cattle husbandry) and Group value. It is also identified that a T-shaped footprint similar to current form is shown on the 1847 OS map (the L-shape on the 1840 Chipping tithe map is "likely an error"). Tenanted by Higher Birks Farm in 1840s; part of Lower Birks Farm in late C19.

Whilst by its nature removed from the historic farm steading, the list description identifies the field barn's Group Value with Higher Birks Farmhouse (Grade II; the list description identifies Higher Birks Farmhouse's "North-west front" to face Oaks Barn) - the barn is thus within the setting of this listed building and the 'Mounting block on roadside, north east of Higher Birks Farmhouse' (Grade II listed).

2. Proposed Development for which consent is sought

- 2.1 Planning permission is sought for the extension and conversion of the field barn to a dwellinghouse.
- 2.2 The extension encompasses a flat-roof glazed link (new opening created in barn north-west wall) and a mono-pitch timber/glazed element. It projects 9m from the barn (maximum width of historic barn is 7.7m at 'T -section'. The mono-pitch element has a shallower roof pitch than the barn and a roof height between 0.5m – 1m lower than barn eaves.
- 2.3 Upgrading works to the field entrance from Birks Brow and the 'formalising' of an existing brick rubble track (stone to dust covering) are proposed.

- 2.4 New gates, pillars and 'Grasscrete' hardstanding (an existing hardstanding is also to be upgraded) are proposed immediately adjacent the north-east elevation of the barn.
- 2.5 The residential curtilage (excluding driveway) is proposed to be approximately x2 the barn footprint.

3. **Relevant Planning History**

3/2019/0511 (PA) & 0512 (LBC) - Conversion of barn into one new dwelling and creation of new vehicular access. Withdrawn 1/8/19.

Pre-application advice provided 15 June 2018.

00/036N – Erection of agricultural storage building. Prior approval granted 8 April 2001.

4. **Relevant Policies**

Planning (Listed Buildings and Conservation Areas) Act 1990. 'Preservation' in the duty at sections 66 of the Act means "doing no harm to" (*South Lakeland DC v. Secretary of State for the Environment* [1992]).

Ribble Valley Core Strategy:

Key Statement DS1 – Development Strategy
Key Statement DS2 – Sustainable Development
Key Statement EN2 – Landscape
Key Statement EN4 – Biodiversity and Geodiversity
Key Statement EN5 – Heritage Assets

Policy DMG1 – General Considerations
Policy DMG2 – Strategic Consideration
Policy DME2 – Landscape and Townscape Protection
Policy DME3 – Site and Species Protection and Conservation
Policy DME4 – Protecting Heritage Assets
Policy DMH3 – Dwellings in the Open Countryside and AONB
Policy DMH4 – The Conversion of Barns and Other Buildings to Dwelling

National Planning Policy Framework (NPPF)
National Planning Policy Guidance (NPPG)

5. **Assessment of Proposed Development**

5.1 **Impact upon the special architectural and historic interest of the listed building and settings of the listed buildings:**

5.1.1 Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the Borough Council to give special regard to the desirability of preserving the listed building, its setting (and the setting of Higher Birks Farm) and its features of special architectural and historic interest.

5.1.2 The proposed extension is harmful to the special architectural and historic interest of the listed building and the setting of Higher Birks Farmhouse because it is prominent, incongruous and conspicuous resulting from its size, location, materials and design.

- 5.1.3 The proposed square block at the end of a glass corridor does not articulate well with the field barn's compact and functional form (rectangular footprint unchanged in at least 170 years). Flat and shallow roofs and expanses of glazing (barn openings are few in number and directly reflect agricultural function; glass reflectivity and night time illumination) catch the eye.
- 5.1.4 The extension will dominate views of the historic ensemble (including front façade of Higher Birks Farmhouse) from the north-west. Whilst the 9m projecting extension (together with new gates and gate pillars) will be visible from Birks Brow. NPPG Government guidance (Conserving and Enhancing the Historic Environment, paragraph 13) confirms that "the contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting. The contribution may vary over time".
- 5.1.5 The proposals are also harmful to the special architectural and historic interest of the listed building embodied within its historic fabric and features. A convincing case for removal of a large section of stone walling (in a wall with no existing openings) to create a link to the extension has not been made. Whilst the submitted Heritage Statement suggests that modern clay pipe breathers in the long north-west wall indicate wall rebuilding, the list description identifies that the "field barn retains early fabric, including its rubble-stone walls" (Reasons for Designation) and "the barn has a stone-wall envelope, possibly of one phase; however, slight differences in the stone work indicate that the wider east end and the narrower west end could be of different phases". SPAB have raised concerns in respect to the loss of important historic earth and setted/cobbled floors, and the loss of the rubble stone walls from internal view. Core Strategy Policy DME4 identifies that the "loss of important historic fabric from listed buildings will be refused unless it can be demonstrated that exceptional circumstances exist".
- 5.1.6 The proposals include sand blasting the roof trusses which is a concern. Historic England's 'Making Changes to Heritage Assets' identifies "features such as tool marks, carpenters' marks, smoke blackening, decorative painting, pargetting or sgraffito work are always damaged by sand-blasting and sometimes by painting or other cleaning, as is exposed timber. Such treatments are unlikely to be considered as repairs" (paragraph 14).
- 5.1.7 The submitted Structural Condition Survey does not provide sufficient understanding of the potential impact of works (as required by the NPPF 189) on historic fabric and features of interest.
- 5.1.8 Information to understand the impact of works on building environment (e.g. impact on building 'breathability' of the introduction of insulation and other energy efficiencies to meet residential expectations) is also limited. 'Retrofitting of Historic Buildings' (Institute of Historic Building Conservation, 2019) identifies "Buildings are and will continue to be under pressure to be made more energy efficient and whilst this is sensible, experience to date suggests that risks of unintended consequences are common".
- 5.1.9 The proposals include the upgrading of the field barn access. In this case it is considered that a formal access (the route is not shown in the submitted historic map regression 1839-1930) within the open countryside would have a suburbanising impact which would be harmful to the character and visual appearance of the area.

5.1.10 The NPPG states that “In general terms, substantial harm is a high test, so it may not arise in many cases ... an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest”. Consideration to the building type (isolated, vernacular, stone field barn with simple footprint and few openings/details) and list description Reasons for Designation “Architectural interest ... early fabric, including its rubble-stone walls” and “Group value: with the nearby Higher Birks Farmhouse (listed Grade II)” suggests proposed extension (obscuring and diverting views from the north-west elevation; see also obscuring of internal stone walling by insulation) and wall removal will result in a serious and substantial degree of harm to the appearance of the listed building in its harmonic landscape setting. However, the extension does not face Higher Birks Farm and this makes harm marginally ‘less than substantial’ engaging NPPF 196 and a need to consider any public benefits of the scheme.

5.1.11 The applicant suggests that the proposals are necessary to safeguard special interest although it is important to note that the Structural Condition Survey concludes that “the barn is in a good structural condition” (7.0).

5.1.12 The applicant states that: accessibility is at the heart of scheme design due to one of the applicant’s health condition. Mindful of the duty at section 6 of the Act, whilst there may be some public benefit this would be modest and does not outweigh the harm to the special architectural and historic interest of the listed building or the setting of the listed buildings.

5.2 Impact upon the character of the Forest of Bowland AONB (including cultural heritage):

5.2.1 NPPF 172 requires the conservation and enhancement of the cultural heritage of AONBs to be an important consideration. The Forest of Bowland AONB Management Plan April 2019 - March 2024 identifies “The landscape’s historic and cultural associations” and “The distinctive pattern of settlements” to be two of the 7 key characteristics which led to designation. These “historic and cultural elements of the environment serve to enrich the landscape’s scenic quality, meaning and value”.

5.2.2 Another key characteristic leading to designation was “The serenity and tranquillity of the area” (“tranquillity can be defined as freedom from the noise and visual intrusion, including light pollution, associated with developed areas” - Forest of Bowland Character Assessment: Tranquillity and Development Pressures).

5.2.3 The proposed development is visually intrusive and harms the character of the AONB and is contrary to Key Statement EN2 and Policy DMG2 of the Core Strategy because of:

- the suburbanisation of this rural building (including ‘formalised’ access),
- the extension’s failure to respect the historic barn’s local distinctiveness, vernacular style, scale, and important features [including footprint, roof pitch and form and solid (wall):void (openings) ratio] and building materials (extent of reflective glazing);
- an excessive residential curtilage partly bounded by gates and gate pillars

5.3 Development Strategy and Housing:

5.3.1 The proposed development would be contrary to the Borough’s development strategy and housing policies. The Ribble Valley Development Strategy (Key

Statement DS1) and Policy DMG2 focus new housing development in the principal and village settlements and protect the character (principally the natural beauty) of the AONB. The information submitted does not demonstrate an agricultural need for a new dwelling in this location (a possible exception to policy). Policy DMH4 is specific to barn and other conversions and requires that “the building is not isolated in the landscape, i.e. it is within a defined settlement or forms part of an already group of buildings”, has “no materially damaging effect on the landscape qualities of the area” and “proposals are consistent with the conservation of the natural beauty of the area”. Furthermore, the building to be converted must “be of a sufficient size to provide necessary living accommodation without the need for further extensions which would harm the character or appearance of the building”.

5.3.2 NPPF 79 requires the development of isolated homes in the countryside to be avoided subject to a number of exceptions. Design of the proposed development is not of exceptional quality (truly outstanding or innovative, reflecting the highest standards in architecture, and would help to raise standards of design more generally in rural areas) and does not significantly enhance its immediate setting, and be sensitive to the defining characteristics of the local area.

5.4 Highway Safety and Accessibility:

5.4.1 The comments of LCC Highways suggest an acceptable development can be secured by condition.

5.5 Ecology:

5.5.1 Appropriate mitigation for any impacts to barn owls and bats can be secured by condition.

5.6 Other Matters:

5.6.1 The personnel circumstances of the applicant are not a material consideration in the decision of this application.

6. Observations/Consideration of Matters Raised/Conclusion

6.1 Therefore, in giving considerable importance and weight to the duty at section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and in consideration to NPPF (2018) and Key Statements EN5, EN2 and DS1 and Policies DME4, DMG1, DMG2 and DMH4 of the Ribble Valley Core Strategy it is recommended that planning permission be refused.

RECOMMENDATION: That the application be REFUSED for the following reasons:

1. The proposal has a harmful impact upon the special architectural and historic interest of the listed building and the setting of listed buildings (including Higher Birks Farmhouse) because the extension is prominent, incongruous and conspicuous resulting from its scale, location, materials and detailed design and because of the loss and alteration of important historic fabric. This is contrary to Key Statement EN5 and Policies DME4 and DMG1 of the Ribble Valley Core Strategy.
2. The proposal has a harmful impact upon the Ribble Valley Development Strategy and the landscape character of the Forest of Bowland Area of Outstanding Natural Beauty because of the proposed dwelling’s isolation in the countryside and the incongruity and conspicuousness in the landscape of the proposed extension, formalised access and

extensive residential curtilage. This is contrary to Key Statements DS1 and EN2 and Policies DMG1, DMG2 and DMH4 of the Ribble Valley Core Strategy.

BACKGROUND PAPERS

https://www.ribblevalley.gov.uk/site/scripts/planx_details.php?appNumber=3%2F2020%2F0415

APPLICATION REF: 3/2020/0416

GRID REF: SD 361652 439073

DEVELOPMENT DESCRIPTION:

CONVERSION OF BARN INTO ONE NEW DWELLING AT OAKS BARN, BIRKS FARM, BIRKS BROW, LONGRIDGE



3/2020/0416 Oaks Barn Birks Farm Birks Brow Longridge PR3 2TX

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CONSULTEE RESPONSES/ REPRESENTATIONS MADE:

PARISH COUNCIL:

Strongly support the development for the following reasons:

- Design retains important features of listing, incorporates Lancashire County Council Archaeology advice on lighting roof space and has suitable landscaping.
- Sympathetic residential conversion is the optimal viable use.
- Home where applicant grew up and can manage health issues.

THE GEORGIAN GROUP:

Object to the development for the following reasons:

- Not convinced that suitable for domestic conversion owing to the harm that would result to the building's character and special architectural and historic interest, including setting i.e. overall fabric health, structural integrity and the extension's design, position and material palette.
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- Domestic conversion will still result in harm to the building in terms of impact on special interest and significance, and possible technical implications on fabric and structural integrity. Heritage Statement – do not concur that cruck is main reason for the building's listing.
- Structural report - very general and limited in its analysis.
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A detailed record of the building would be required before conversion (condition suggested).

LANCASHIRE COUNTY COUNCIL HIGHWAYS:

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One letter of objection received which makes the following points:

- A converted barn, formally part of Birks Farm, is for sale. 3/2013/0315 has a downstairs bedroom. Alternative to guarantee the preservation of Oaks Barn as a field barn;
- No risk of dereliction in short or medium term (well looked after). Farm owners use for storage of farm machinery and firewood;
- Unsafe road and access;
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- Loss of character as isolated, historic, beautiful stone-built field barn.

1. Site Description and Surrounding Area

- 1.1 Oaks Barn is a Grade II listed (5 April 2019) field barn of the C17 or early-C18. It is in an isolated location within the Forest of Bowland AONB but prominent in views because of the proximity of public rights of way.
- 1.2 The list description identifies reasons for designation as Architectural Interest (retaining early fabric, including its rubble-stone walls, internal stone partition and surviving cruck truss), Historic Interest (representation of regional farming practices including cattle husbandry) and Group value. It is also identified that a T-shaped footprint similar to current form is shown on the 1847 OS map (the L-shape on the 1840 Chipping tithe map is "likely an error"). Tenanted by Higher Birks Farm in 1840s; part of Lower Birks Farm in late C19.
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2. Proposed Development for which consent is sought

- 2.1 Listed building consent is sought for the extension and conversion of the field barn to a dwellinghouse.
- 2.2 The extension encompasses a flat-roof glazed link (new opening created in barn north-west wall) and a mono-pitch timber/glazed element. It projects 9m from the barn (maximum width of historic barn is 7.7m at 'T -section'. The mono-pitch element has a shallower roof pitch than the barn and a roof height between 0.5m – 1m lower than barn eaves.
- 2.3 Upgrading works to the field entrance from Birks Brow and the 'formalising' of an existing brick rubble track (stone to dust covering) are proposed.

- 2.4 New gates, pillars and 'Grasscrete' hardstanding (an existing hardstanding is also to be upgraded) are proposed immediately adjacent the north-east elevation of the barn.
- 2.5 The residential curtilage (excluding driveway) is proposed to be approximately double the barn footprint.

3. **Relevant Planning History**

3/2019/0511 (PA) & 0512 (LBC) - Conversion of barn into one new dwelling and creation of new vehicular access. Withdrawn 1/8/19.

Pre-application advice provided 15 June 2018

00/036N – Erection of agricultural storage building. Prior approval granted 8 April 2001.

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5. **Assessment of Proposed Development**

5.1 **Impact upon the special architectural and historic interest of the listed building, its setting and features of special architectural and historic interest:**

5.1.1 Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires the Borough Council to give special regard to the desirability of preserving the listed building, its setting (and the setting of Higher Birks Farm) and its features of special architectural and historic interest.

5.1.2 The proposed extension is harmful to the special architectural and historic interest of the listed building and the setting of Higher Birks Farmhouse because it is prominent, incongruous and conspicuous resulting from its size, location, materials and design.

- 5.1.3 The proposed square block at the end of a glass corridor does not articulate well with the field barn's compact and functional form (rectangular footprint unchanged in at least 170 years). Flat and shallow roofs and expanses of glazing (barn openings are few in number and directly reflect agricultural function; glass reflectivity and night time illumination) catch the eye.
- 5.1.4 The extension will dominate views of the historic ensemble (including front façade of Higher Birks Farmhouse) from the north-west. Whilst the 9m projecting extension (together with new gates and gate pillars) will be visible from Birks Brow. NPPG Government guidance (Conserving and Enhancing the Historic Environment, paragraph 13) confirms that "the contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting. The contribution may vary over time".
- 5.1.5 The proposals are also harmful to the special architectural and historic interest of the listed building embodied within its historic fabric and features. A convincing case for removal of a large section of stone walling (in a wall with no existing openings) to create a link to the extension has not been made. Whilst the submitted Heritage Statement suggests that modern clay pipe breathers in the long north-west wall indicate wall rebuilding, the list description identifies that the "field barn retains early fabric, including its rubble-stone walls" (Reasons for Designation) and "the barn has a stone-wall envelope, possibly of one phase; however, slight differences in the stone work indicate that the wider east end and the narrower west end could be of different phases". SPAB have raised concerns in respect to the loss of important historic earth and setted/cobbled floors, and the loss of the rubble stone walls from internal view. Core Strategy Policy DME4 identifies that the "loss of important historic fabric from listed buildings will be refused unless it can be demonstrated that exceptional circumstances exist".
- 5.1.6 The proposals include sand blasting the roof trusses which is a concern. Historic England's 'Making Changes to Heritage Assets' identifies "features such as tool marks, carpenters' marks, smoke blackening, decorative painting, pargetting or sgraffito work are always damaged by sand-blasting and sometimes by painting or other cleaning, as is exposed timber. Such treatments are unlikely to be considered as repairs" (paragraph 14).
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- 5.1.8 Information to understand the impact of works on building environment (e.g. impact on building 'breathability' of the introduction of insulation and other energy efficiencies to meet residential expectations) is also limited. 'Retrofitting of Historic Buildings' (Institute of Historic Building Conservation, 2019) identifies "Buildings are and will continue to be under pressure to be made more energy efficient and whilst this is sensible, experience to date suggests that risks of unintended consequences are common".
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5.1.11 The applicant suggests that the proposals are necessary to safeguard special interest although it is important to note that the Structural Condition Survey concludes that “the barn is in a good structural condition” (7.0).

5.1.12 The applicant states that: accessibility is at the heart of scheme design due to one of the applicant’s health condition. Mindful of the duty at section 6 of the Act, whilst there may be some public benefit this would be modest and does not outweigh the harm to the special architectural and historic interest of the listed building or the setting of the listed buildings.

6. **Observations/Consideration of Matters Raised/Conclusion**

6.1 Therefore, in giving considerable importance and weight to the duty at section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and in consideration to NPPF (2018) and Key Statements EN5 and Policies DME4 and DMG1 of the Ribble Valley Core Strategy it is recommended that listed building consent be refused.

RECOMMENDATION: That the application be REFUSED for the following reasons:

1. The proposal has a harmful impact upon the special architectural and historic interest of the listed building, its setting and features of special architectural and historic interest because the extension is prominent, incongruous and conspicuous resulting from its scale, location, materials and detailed design and because of the loss and alteration of important historic fabric.

BACKGROUND PAPERS

https://www.ribbonvalley.gov.uk/site/scripts/planx_details.php?appNumber=3%2F2020%2F0416

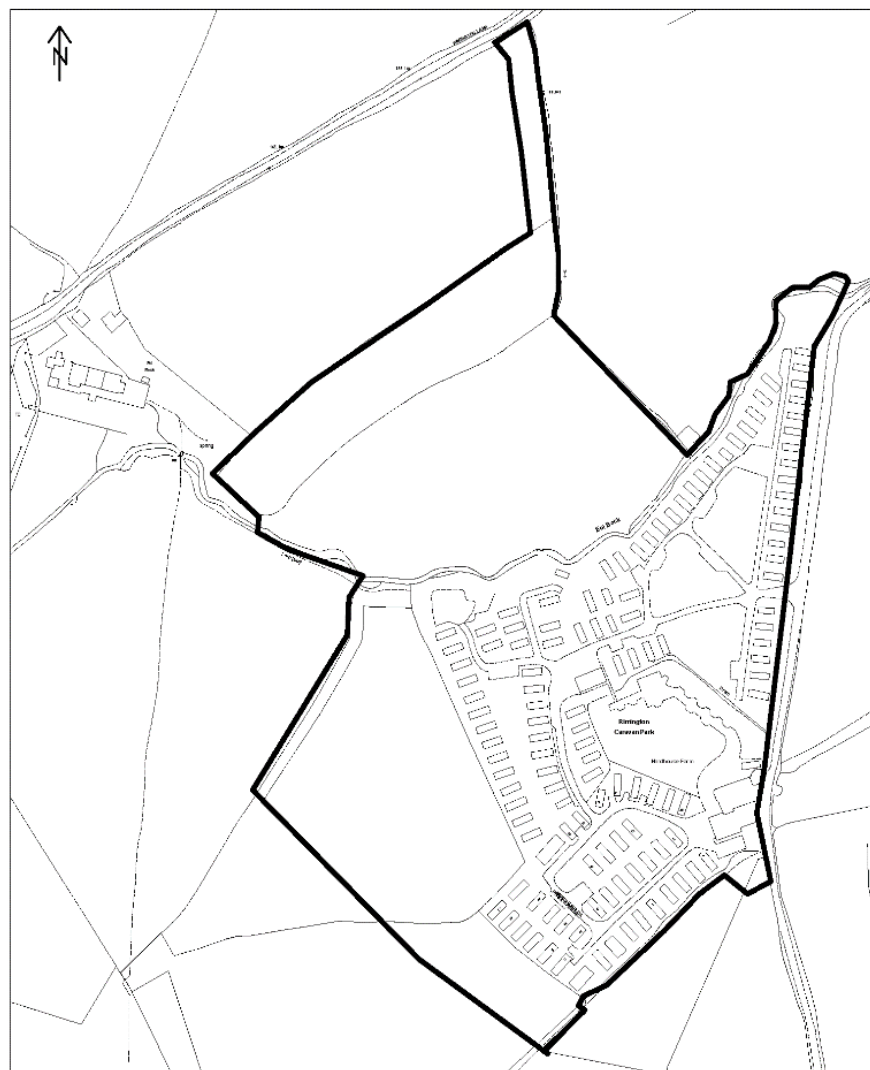
D APPLICATIONS ON WHICH COMMITTEE 'DEFER' THEIR APPROVAL SUBJECT TO WORK 'DELEGATED' TO THE DIRECTOR OF ECONOMIC DEVELOPMENT AND PLANNING BEING SATISFACTORILY COMPLETED

APPLICATION REF: 3/2019/1011

GRID REF: SD 382491 446963

DEVELOPMENT DESCRIPTION:

CHANGE OF USE OF LAND TO FORM EXTENSIONS TO EXISTING CARAVAN SITE FOR THE SITING OF A FURTHER 62 HOLIDAY CARAVANS AND ASSOCIATED ENGINEERING WORKS, DEMOLITION OF EXISTING BUILDING, ERECTION OF EXTENSION TO FACILITIES BUILDING, CREATION OF NEW CHILDREN'S PLAY AREA, ERECTION OF STORAGE BUILDING AND RETENTION OF ACCESS TRACK AT RIMINGTON CARAVAN PARK, HARDACRE LANE, RIMINGTON BB7 4EE



3/2019/1011 Rimington Caravan Park Hardacre Lane Rimington BB7 4EE

Scale 1:2500

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CONSULTEE RESPONSES/ REPRESENTATIONS MADE:

PARISH COUNCIL:

Object to the above planning application. The Council has concerns regarding highway safety, specifically the potential increase in traffic (including HGVs) on the narrow lanes which lead to and surround the site and the hazard relating to the junction on a busy road with limited lines of sight (the junction of Rimington Lane with the A682).

It is also submitted that a further 62 caravans would significantly alter the character of the current site and its immediate surroundings and therefore have an adverse visual impact on the locality as well as potentially being construed as over development of a rural site. Additionally, static homes do not offer an answer to low cost housing needs for the surrounding villages.

ENVIRONMENT DIRECTORATE (COUNTY SURVEYOR):

No objection subject to a planning condition relating to a construction method statement.

LEAD LOCAL FLOOD AUTHORITY (LLFA):

Insufficient information submitted to offer a substantive comment and requested additional information to allow a more detailed response. Following additional information no further comments have been received.

UNITED UTILITIES:

No objections subject to the imposition of appropriate conditions with the site drained on a separate system with foul water draining to the public sewer and surface water draining in the most sustainable way.

ADDITIONAL REPRESENTATIONS:

10 letters of objection which raise the following issues.

- The applicant has disregarded the previous refusal with the installation of an access track from Rimington Lane and this is of significant concern.
- The development is unnecessary due to the vacant stock on site as well other caravan parks in close proximity.
- The impact on various views and in particular views of Pendle Hill from the locality.
- The machinery store would block views and also goes over an adjoining footpath.
- The proposal with all the works would have an impact on nesting birds and in general have an impact on wildlife.
- The poor access and the danger to highway as well as the inadequacy of the road network which would cause concerns on highway safety.
- Risk of pollution into the local stream.
- Inadequacy of the sewage works in connection with this proposal should be challenged.
- The development is unlikely to help the local economy and the additional works employment is not significant.
- The increase in litter.
- Concern over the inadequacy of the notification procedure by the planning department and the site notices.
- Increase in light pollution.
- Visual impact the proposal would have on the locality.
- The impact/increase of car emissions as a result of the users of the site.

1. **Site Description and Surrounding Area**

- 1.1. The site is located approximately 1 mile south of Gisburn and 2 miles east of Rimington. It is situated in the open countryside.
- 1.2. The existing caravan park has a total of 120 static caravan pitches and 50 touring caravan pitches. Work is ongoing to develop an additional 30 pitches. There is currently planning consent for a total of 200 caravans on the site, with a maximum of 55 touring pitches.
- 1.3. In addition to the caravan pitches, there is a facilities building on the site which includes a small shop and bar, which is available to people staying on the site.
- 1.4. Access to the site is taken from Hardacre Lane. There are two access points on Hardacre Lane, one which is utilised by visitors to the site and a second which is primarily used when static caravans are being delivered to or removed from the site.

2. **Proposed Development for which consent is sought**

- 2.1 The proposed development includes the following elements:
 - Change of use of two parcels of land to allow the siting of additional static caravans, and the engineering works associated with this change of use;
 - Demolition of an existing storage building;
 - Erection of an extension to facilities building to provide additional bar/restaurant space;
 - Creation of a new children's play area;
 - Erection of a storage building; and
 - Retention of access track.
- 2.2 The proposals include the siting of a total of 62 additional static caravans which will increase the total number of caravans on the site to 262.
- 2.3 The proposals also include an extension to the existing facilities building and a new storage building. The facilities building is to be extended to include a conservatory to be added on the southern elevation. It would measure approximately 5m by 7.6 m and have a glazed roof. The new store building measures approximately 13.7m by 9.1 and would have a pitched roof and a maximum height of 4.8m. It would have concrete walls at plinth level green coloured cladding to the eaves and a green fibre cement roof. The building is located in close proximity to the facilities building and run parallel to Cross Hill lane.
- 2.4 The application also seeks the retention of a track which connects the site to Rimington Lane. The applicant has laid a track through the field which is currently being used in connection with the ongoing construction on the site.
- 2.5 The proposed area for the new caravans are on 2 two parcels of land at the northern and southern part of the existing caravan park. The development would include the siting of additional static caravans and ancillary works including decking areas and other the engineering works associated with this element of the proposal. The northern parcel would be for 15 units with the southern parcel be for 47 units.

3. **Relevant Planning History**

BO1538 - Approved layout of land Hardacre Gate, Rimington as a holiday caravan site. Approved 30/07/1970

3/1980/9044 - Proposed residential caravan for occupation by park warden. Approved 28/10/1980

3/1984/0470 - Proposed conversion of disused machines store building into a games building with bar, bottle and general store and toilets. Approved 23/10/1984

3/1989/0754 - Replacement of septic tank. Approved 24/11/1989

3/1990/0414 - Use of 12 static caravan pitches from 01 March to 31 January. Approved 24/06/1991

3/1999/0758 - Proposed modification of condition to permit 33 static caravan pitches to be used from 1 March to 31 January each year. Approved 31/11/1999

3/2006/0932 - Variation of condition to extend season to 10 months and 6 days. Approved 07/02/2006

3/2010/1027 - Variation of condition no. 1 (time/occupancy restrictions) of planning consent 3/2006/0932P, to read 'The caravans shall be used for the purpose of holiday accommodation only and not as a permanent residence'. Approved 21/03/2011

3/2010/1026 - Variation of condition no. 2 (time/occupancy restrictions) of planning consent. Approved 21/03/2011

3/2010/1025 - Variation of condition no. 2 (time and occupancy restrictions) of planning consent 3/1990/0414P, to be replaced with a condition reading 'The caravans shall be used for the purpose of holiday accommodation only and not as a permanent residence'. Approved 21/03/2011

3/2013/0059 - Extension of existing caravan park to allow for creation of 38 timber lodges. Approved 30/09/2013

4. **Relevant Policies**

Ribble Valley Core Strategy

Key Statement DS1 – Development Strategy

Key Statement DS2 – Presumption in Favour of Sustainable Development

Key Statement EC3 – Visitor Economy

Key Statement EN2 - Landscape

Key Statement EN3 – Sustainable Development and Climate Change

Key Statement DMI2 – Transport Considerations

Policy DMB1 – Supporting Business Growth

Policy DMB3- Recreation and Tourism Development

Policy DMB5 – Footpaths and Bridleways

Policy DMG1 – General Considerations

Policy DMG2 – Strategic Considerations

Policy DMG3 – Transport and Mobility

Policy DME6 – Water Management

5. **Assessment of Proposed Development**

5.1 **Principle of Development:**

5.1.1 It is evident that the business is well established and this proposal seeks to extend the existing enterprise with the introduction of further caravans and ancillary buildings. Policies within the Core Strategy seek to support business growth and the local economy, specifically in policy DMB1. Policy DMB3 supports the principle of tourism development which extend the range of tourism and visitor facilities in the Borough. These policies need to be balanced against all other criteria such as landscape protection and highway issues.

5.1.2 In relation to national policies the NPPF Paragraph 83 advocates that sustainable rural tourism and leisure development which respect the character of the countryside would assist in supporting a prosperous rural economy. Although no specific figures have been produced showing how this specific scheme would assist with this objective the applicant in the submitted planning statement makes reference to the associated economic benefits in a report:

“Pitching the Value – 2019 Economic Benefits Report: Holiday Parks and Campsites UK”, which was commissioned by the UK Caravan & Camping Alliance, provides details of visitor spend associated with caravan and holiday parks. It identifies an average spend of £101 per day per pitch. This is broken down in to £55 on-site spend and £46 off-site.

5.1.3 In view of the above, the principle of the proposed development is considered to accord with the development plan and NPPF. It is however necessary to consider whether there are any specific physical or technical constraints which impact the development.

5.2 **Impact upon Residential Amenity:**

5.2.1 The issues relevant here relate to additional noise and light pollution caused by the additional caravans. It is considered that given the distance away from the nearest dwellings and the existing development that the new proposal would not lead to significant harm on residential amenity.

5.2.2 In relation to amenity some concern has been expressed regarding loss of views but Members will be aware that this is not a material planning consideration.

5.3 **Visual Amenity/External Appearance:**

5.3.1 It is evident that any incursion in to the open countryside would have a visual impact. This proposal is still seen against the backcloth of the original development and the long-distance impact is limited.

5.3.2 The application is supported by a Landscape and Visual Impact Assessment (LVIA) which covers these matters in detail. In summary, the proposed development will not cause significant harm to the landscape character or cause visual harm, either in the locality or in the wider area.

- 5.3.3. The siting of additional static caravans, as proposed by this application, will not have a significant visual impact on the existing site or the surrounding area. Furthermore, it is intended that existing tree cover on the site will be retained and additional tree planting and landscaping will be undertaken as part of the development.
- 5.3.4. The existing topography and landform of the application site and surrounding area allows the proposed development to assimilate into the landscape. Furthermore, when viewed from a distance or in close proximity, the proposed static caravans will clearly read as part of the existing caravan site.

5.4 Highway Safety:

- 5.4.1 The application is supported by a Transport Statement which address matters relating to access and highways in details. The highway authority has not objected to the development and subject to the imposition of appropriate planning conditions would not create an adverse highway condition.
- 5.4.2 Visitors to the proposed static caravans will utilise the existing site access, which can comfortably accommodate the proposed development.
- 5.4.3 The proposal relates to 62 additional static caravans and does not propose an increase to the number of touring caravan pitches on the site.
- 5.4.4 The concerns of local resident are noted regarding the unauthorised work in relation to the the track to the north of the site. This proposal seeks to retain the track however it will not be used by visitors to the site. The access point onto the highway has been there for a considerable period of time, the applicant has however laid a track to allow access during the construction of lodges already permitted on the site. It has been confirmed that if planning permission is granted that once construction is complete, the track would only be used to access the agricultural field in which it is located.

5.5 Landscape/ Arboricultural/Ecological issues:

- 5.5.1 The proposal includes an LVIA, Ecological report and Bat survey and a Biodiversity Calculation report as part of the submission.
- 5.5.2 The Ecological Appraisal states that the sites to be developed are of limited ecological significance and this has been confirmed by the Council's countryside officer. The proposal involves some loss of trees and hedgerow but also includes hedgerow replacement and additional planting.
- 5.5.3 The Bat Survey relates to the storage building, which is to be demolished, and the facilities building, which is to be extended. The buildings are not utilised as bat roosts and therefore the development will not impact on bats. The report does make recommendations for how construction/demolition should be undertaken and for the installation of mitigation measure
- 5.5.4 The planting of additional local species of trees and plants, as part of the landscaping scheme for the development, will lead to a net gain in biodiversity on the site.

5.6 Drainage:

5.6.1 Based on the additional information and confirmation from the LLFA the development is considered acceptable it would not lead to detrimental conditions appertaining to drainage issues. Mindful that no further response has been received from the LLFA and the delay is regrettable the applicant has requested that consideration be given to the principle of the development. It is considered a reasonable request to obtain the views of Committee in relation to the principle on the understanding that drainage is a technical matter and any recommendation would be subject to compliance of any conditions required by the LLFA should Committee be minded to approve the scheme.

6 Observations/Consideration of Matters Raised/Conclusion

6.1 Members will be aware that concern has been expressed regarding the long term occupancy of caravans and holiday lets. Following discussion with the applicant they are unwilling to accept a limited occupancy restricting the use for 28 days to a single user and asked for similar conditions to the existing be imposed which stated 'The caravans shall be used for the purpose of holiday accommodation only and not as a permanent residence'. Notwithstanding this it is considered appropriate to impose a more restrictive period of 3 months in any calendar year which is more in line with recent approvals for holiday let proposals.

6.2 Considering all of the above and having regard to all material considerations the proposal is considered to be acceptable subject to the imposition of appropriate conditions.

RECOMMENDATION: That the application be That the application be DEFERRED and DELEGATED to the Director of Economic Development and Planning for the satisfactory response from the LLFA and the imposition of appropriate conditions within 3 months from the date of this Committee meeting or delegated to the Director of Economic Development and Planning in conjunction with the Chairperson and Vice Chairperson of Planning and Development Committee should exceptional circumstances exist beyond the period of 3 months and subject to the following conditions:

Plan related

1. Unless explicitly required by condition within this consent, the development hereby permitted shall be carried out in complete accordance with the proposals as detailed on drawings:

Location Plan SK-RLP-001
Proposed Layout Plans SK-S-100A, SK-S-1.1A and SK-N-1.2A
Landscaping Planting Plan RTP 700 Rev 0 and RTP 701 Rev 0
Caravan Elevation Plan RTP 081 Rev 0
Proposed Conservatory site Plan SK-RLP-CH.103
Proposed Store Building site block plan SK-RLP-SB.101A
Proposed Conservatory Elevation Plan SK-RLP-CH.104
Proposed Store Building Elevation Plan SK-RLP-SB.100

REASON: For the avoidance of doubt and to clarify which plans are relevant to the consent.

Drainage

2. Any conditions as required by the LLFA

3. No development shall commence until a surface water drainage scheme has been submitted to and approved in writing by the Local Planning Authority. The drainage scheme must include:
- (i) An investigation of the hierarchy of drainage options in the National Planning Practice Guidance (or any subsequent amendment thereof). This investigation shall include evidence of an assessment of ground conditions and the potential for infiltration of surface water;
 - (ii) A restricted rate of discharge of surface water agreed with the local planning authority (if it is agreed that infiltration is discounted by the investigations); and
 - (iii) A timetable for its implementation.

The approved scheme shall also be in accordance with the Non-Statutory Technical Standards for Sustainable Drainage Systems (March 2015) or any subsequent replacement national standards.

The development hereby permitted shall be carried out only in accordance with the approved drainage scheme.

REASON: To promote sustainable development, secure proper drainage and to manage the risk of flooding and pollution.

4. Foul and surface water shall be drained on separate systems.

REASON: To secure proper drainage and to manage the risk of flooding and pollution.

Highways

5. For the full period of construction, facilities shall be available on site for the cleaning of the wheels of vehicles leaving the site and such equipment shall be used as necessary to prevent mud and stones being carried onto the highway. The roads adjacent to the site shall be mechanically swept as required during the full construction period.

REASON: To prevent stones and mud being carried onto the public highway to the detriment of road safety.

6. Demolition or construction works shall not take place outside 08:00 hours to 17:00 hours Mondays to Saturday and not on Sundays or Bank Holidays.

REASON: To protect the amenities of the nearby residents.

7. No development shall take place, including any works of demolition, until a construction method statement has been submitted to and approved in writing by the local planning authority. The approved statement shall be adhered to throughout the construction period. It shall provide for:

- The parking of vehicles of site operatives and visitors
- The loading and unloading of plant and materials
- The storage of plant and materials used in constructing the development
- The erection and maintenance of security hoarding
- Details of working hours
- Caravan delivery times and routeing to / from the site
- Contact details for the site manager

REASON: To protect existing road users in the interest of highway safety.

8. Notwithstanding the access details shown on the submitted plans Sk-S-100A there shall be no vehicular access to and from the site on to Rimington Lane with the exception of emergency purposes.

Within one month of the commencement of the development full details of a gate or other form of enclosure shall be submitted to and approved in writing by the Local Planning Authority. The approved measure(s) shall be installed in accordance with the approved details prior to the first use of the caravans hereby approved

REASON: To protect existing road users in the interest of highway safety.

9. Within one month of the commencement of the development further details showing:
- How adequate intervisibility between vehicles and pedestrians using the PROW3-36FP4 will be secured
 - Full details of the surface materials of the crossing point
 - Details of the future management and maintenance of this part of the site

shall be submitted to and approved in writing by the Local Planning Authority.

The development thereafter shall be completed in accordance with the approved details prior to the first use of the caravans hereby approved and the area of land maintained in accordance with the approved details thereafter.

REASON: To protect existing road users in the interest of highway safety.

10. Prior to the commencement of the development full details of the location of 3 bat boxes, to be attached to mature trees within the site, shall be submitted to and approved in writing by the Local Planning Authority. The bat boxes shall be erected prior to the first use of the caravans hereby permitted.

REASON: To encourage and promote biodiversity.

11. Within three months of commencement of development on site, a scheme/timetable of phasing for the approved landscaping areas shown on Landscaping Planting Plan RTP 700 Rev 0 and RTP 701 Rev 0 shall have been submitted to and approved in writing by the Local Planning Authority.

The development shall be carried out in strict accordance with the duly approved timings and phasing's and the areas which are landscaped shall be retained as landscaped areas thereafter.

Any trees or shrubs removed, dying, being severely damaged or becoming seriously diseased within five years of planting shall be replaced by trees or shrubs of similar size and species to those originally required to be planted.

REASON: To ensure the proposed landscaped areas are provided on a phase by phase basis in the interest of visual amenity.

12. Each caravan hereby approved shall not be let to or occupied by any one person or group of persons for a combined total period exceeding 3 months in any one calendar year and in any

event shall not be used as a unit of permanent accommodation or any individual(s) sole place of residence.

The owner shall maintain a register of all guests of each unit of accommodation hereby approved at all times and shall be made available for inspection by the Local Planning Authority on request. For the avoidance of doubt the register shall contain the name and address of the owner and the main guest who made the booking together with dates of occupation.

REASON: The permission relates to the provision of holiday accommodation. The condition is necessary to define the scope of the permission hereby approved and to ensure that the development promotes sustainable tourism and contributes to the area's economy.

13. Prior to the erection of extension to facilities building, creation of new children's play area or erection of storage building, whichever is the earlier, samples of all external facing and roofing materials (notwithstanding any details shown on previously submitted plan(s) and specification) shall be submitted to and approved in writing by the Local Planning Authority. All works shall be undertaken strictly in accordance with the details as approved.

REASON: To ensure that the materials used are visually appropriate to the locality.

14. Prior to the erection of extension to facilities building, creation of new children's play area or erection of storage building, whichever is the earlier, full details of the colour, form and texture of all hard landscaping (ground surfacing materials) (notwithstanding any such detail shown on previously submitted plans and specification) shall have been submitted to and approved in writing by the Local Planning Authority. All works shall be undertaken strictly in accordance with the details as approved, and shall be completed in all respects before the final completion of the development and thereafter retained.

Reason: To ensure a satisfactory form of development in the interest of the visual amenity of the area.

15. Prior to the first use of the caravans hereby permitted a scheme showing dedicated electric vehicle charging points throughout the application site shall be submitted to and approved in writing by the Local Planning Authority. Thereafter, the electric vehicle charging points shall be provided in accordance with the approved scheme prior to the first use of the caravans hereby permitted.

REASON: To promote options for sustainable modes of transport within the site.

BACKGROUND PAPERS

https://www.ribblevalley.gov.uk/site/scripts/planx_details.php?appNumber=3%2F2019%2F1011

APPEALS UPDATE

<u>Application No and reason for appeal</u>	<u>Date Received/ Appeal Start Date</u>	<u>Site Address</u>	<u>Type of Appeal Procedure</u>	<u>Costs app received</u>	<u>Date of Inquiry or Hearing if applicable</u>	<u>Progress</u>
3/2019/0262 R	22/01/2020	land at Hawthorne Place, Clitheroe	WR			Awaiting Decision
3/2018/0932 R (Enforcement appeal)	20/02/2020	Bolton Peel Farm Bolton by Bowland Rd Bolton by Bowland	WR			Awaiting Decision
3/2018/1105 R	09/01/2020	Higher College Farm Lower Road Longridge	Hearing		17/03/20 Council Chamber	Hearing opened, then adjourned until after lockdown – no new date given yet.
3/2019/0777 R	24/03/2020	8 Back Lane Rimington	HH			Awaiting Decision
3/2019/0822 R of tree work application	13/12/2019	Crafnant 14 Whinney Lane Langho	Environmental Procedure			Appeal Dismissed 25/06/2020
3/2019/0556 R	06/03/2020	Oakhaven Showley Road Clayton le Dale	WR			Appeal Dismissed 19/06/2020
3/2019/0622 R	09/03/2020	3 Old Road Chatburn	HH			Appeal Dismissed 09/07/2020
3/2019/0448 R	28/04/2020	land at Wiswell Lane Whalley	Hearing		Waiting for PINS	Awaiting Hearing
3/2019/0510 R	24/04/2020	Land SW of Clitheroe Golf Club Whalley Road Barrow	Hearing		Waiting for PINS	Awaiting Hearing
3/2019/0975 R	22/05/2020	The White House Sawley Road Sawley	HH			Awaiting Decision
3/2020/0039 R	08/06/2020	90 Mitton Road Whalley	HH			Awaiting Decision
3/2020/0649 R	18/05/2020	land to the south of 5 Chapel Brow Longridge	WR			Awaiting Decision
3/2020/0037 R	18/05/2020	Fairclough Barn Loud Bridge Chipping	HH			Appeal Allowed 22/06/2020
3/2020/0036 R	18/05/2020	28 Calfcote Lane Longridge	WR			Awaiting Decision
3/2020/0167 R	02/06/2020	2 Moorend Cottages Ribchester Road Langho	WR			Statement due 07/07/2020
3/2019/0877 U	12/06/2020	Land at the junction of Chatburn Road and Pimlico Link Road Clitheroe	WR			Statement due 17/07/2020
3/2020/0114 R	Waiting for start date from PINS	Barn at Crooked Field Chipping Road Chaigley	WR (tbc by PINS)			