

For official use	Ref. No
	Ack'd

Ribble Valley Housing and Economic Development - Development Plan Document (HED DPD)
Response Form
Regulation 22 Main Modifications consultation



Before using this form to make any comments please ensure that you have read the Housing and Economic Development – Development Plan Document Main Modifications : Housing Allocations document and associated documents and the Response Form Guidance Notes, which can be found on Ribble Valley Borough Council's website - www.ribblevalley.gov.uk and follow the HED DPD link. If after reading the Guidance Notes you should have any queries in completing the form please telephone 01200 425111.

This form has two parts: -

Part A - Personal Details (you need only complete one copy of Part A)

Part B - Your comment(s) (Please complete a separate Part B for each comment you wish to make) All completed comments forms must be received by the Council no later than 5pm on Friday 7th September 2018.

Please return paper copies marked 'HED DPD Main Modifications consultation' to Forward Planning Team, Ribble Valley Borough Council, Council Offices, Church Walk, Clitheroe, BB7 2RA. Alternatively you can email them to: pmods22@ribblevalley.gov.uk

Part A

Q1 Please can you provide the following information which will assist us in contacting you if we need to discuss any of your comments further.

Name

Name of Organisation (if you are responding on behalf of an organisation)

Database Reference number (if you have one)

Address

Post Code

Email Address

Phone number

Copies of all comments made in Part B of the form will be put in the public domain and are not confidential apart from any personal information. All personal information within Parts A and B will only

Part B

Please use a separate form for each individual comment.

Q2

Name / Name of Organisation (if you are responding on behalf of an organisation)

Q3

To which Main Modification to the HED DPD does this comment relate?

Modification number

Paragraph No.

Q4

Please indicate if the proposed change resolves any objection you have made at the previous Regulation 19 consultation stage of April – June 2017:

Yes

No

Not applicable

Q5

As a consequence do you consider the HED DPD is:

i) Legally compliant

Yes

No

ii) Sound *

* The considerations in relation to the HED DPD being sound are explained in the Guidance Notes

Q6

If you consider the HED DPD is unsound, is this because it is not... (please tick the appropriate box)

Justified

Consistent with national policy

Effective

Positively prepared

Q7

Please give details of why you consider that the HED DPD is not legally compliant or sound. Please be as precise as possible and ensure that your comments only relate to a specific proposed change. You do not need to repeat comments made at the previous consultation stages as these have already been forwarded to the Inspector for consideration as part of the Examination.

If you wish to support the legal compliance or soundness of the HED DPD, please also use this box to set out your comments. Please continue on a separate sheet if required.

PLEASE SEE SUBMITTED PLANNING STATEMENT

Q8

In relation to this proposed change, please set out what change(s) you consider necessary to make the HED DPD legally compliant or sound, having regard to the test you have identified at Q6 above where this relates to soundness. Please restrict your answer to specific proposed changes.

You will need to say why this change will make the HED DPD legally compliant or sound. It will be helpful if you are able to put forward your suggested revised wording of any policy or text. Please be precise as possible. *Please continue on a separate sheet if required.*

PLEASE SEE SUBMITTED PLANNING STATEMENT

Please note: your comment should cover succinctly all the information, evidence, and supporting information necessary to support/justify the comment and the suggested change.

After this stage, further submissions will only be at the request of the Inspector, based on the matters and issues he/she identifies for Examination in the forthcoming Examination in Public.

Q9

Participation at the Examination is at the discretion of the Inspector but please indicate below if you wish to participate at the oral part of the examination in connection with these representations.

No, I do not wish to participate at the oral examination

Yes, I do wish to participate at the oral examination

Q10 If you wish to participate at the oral part of the examination, please outline why you consider this to be necessary. *(Please note that the Inspector will determine who participates.) Please continue on a separate sheet if required.*

IN ORDER TO EXPLAIN OUR OBJECTION TO THE INCLUSION OF SITE MMS.

Q11 If you wish to be kept informed as the HED DPD progresses through to adoption, please indicate which of the following stages you wish to be informed of by ticking the box(es) below.

The publication of the Inspector's report following the Examination

The formal adoption of the HED DPD

Q12 If you have any other comments to make on the HED DPD that have not been covered elsewhere, please use the box below. *Please continue on a separate sheet if required.*

Q13 Date of completion: 22_10_2018

Q14 Signature



Thank you very much for taking the time to complete this comments form, your comments are very much appreciated.

If after reading the Guidance Notes you should have any queries in completing this form please telephone 01200 425111

**Ribble Valley Borough Council
A Local Plan for Ribble Valley 2008-2028**

Regulation 22 of the HED DPD:

Proposed Main Modifications: Additional Housing Allocations

July 2018

**Objection to the proposed inclusion of a site for housing development at
Haugh Head, Whins Lane, Simonstone (Site no 24)**



August 2018

Prepared by Hartley Planning and Development Associates Ltd

1. The Borough Council is consulting on the possibility of recommending to the Planning Inspector who will conduct an Examination in Public into the proposed local plan that the site at Haugh Head, Whins Lane, Simonstone, amongst others, should be allocated for housing purposes.
2. This statement is an objection to the inclusion of the site for housing purposes and is made on behalf of those persons listed at the end of the report.
3. The following plan shows the site: -

MM5 – SITE 24 – HAUGH HEAD, WHINS LANE, READ AND SIMONSTONE



Site 24: Adi Haugh Head WhinsL

This plan is reproduced from the Council's website and is the property of the Council. It is not to be used for any other purpose without the Council's permission. It is not to be used for any other purpose without the Council's permission. It is not to be used for any other purpose without the Council's permission.

Maple & Day Borough Council - Local Plan LA 156 Rev 11 24 February 2019 11258

4. The site is in open countryside and outside the settlement boundary of the village

5. **The purpose of the review of housing sites and the proposed addition of extra sites in the local plan**

6. In a report to the Planning committee dated the 17 July 2018 Members were reminded of the need for the Council to be able to demonstrate that there is available a 5 year supply of deliverable housing land in the Borough. The report indicates that while it can demonstrate a 5.3 year supply it is close to the limit and leaves little or no room for unforeseen circumstances by way of a buffer

7. The report recommends that sites which will allow for a further 164 houses should be found and recommended to the Planning Inspector for inclusion in the local plan before him at the forthcoming Examination in Public (see appendix 1)

8. We make no comment on the justification for an extra 164 houses

9. At the same planning meeting Members were asked to consider for consultation purposes various new sites for allocation for housing purposes, one of which is the site at Haugh Head (appendix 2).

10. **The Council's Core Strategy and its development approach**

11. The Council's development strategy is stated in its Core Strategy key statement policy DS1 (appendix 3)

12. In essence it will concentrate the majority of development in a strategic site south of the A59 and in the key settlements of Clitheroe, Longridge and Whalley. It identifies 32 other settlements (including Read and Simonstone) which it classifies at "Tier 1"

13. It is understood that the Council does not wish to alter its overall development approach.

14. The Core Strategy calculates that Read and Simonstone should provide 45 extra houses over the plan period (2008-2028) of which 27 were already committed by March 2014, leaving a requirement at that date for a further 18 houses.

15. But since then planning approvals and planning applications currently at appeal can more than meet the calculated need

16. **Worthalls Farm**

17. Planning approval no 3/2015/0495 for 15 dwellings in Read was approved on the 9 September 2015 and the associated S105 Agreement was signed on the 24 August, 2016. (Appendices 4 and 5)

18. That leaves an unmet requirement for only 3 dwellings

19. **Hammond Ground, Read**

20. Planning application no 3/2016/1192 for 50 dwellings adjoining the main road in Read was refused on the 18 April 2017 for the following reasons: -

1 *The proposal, by reason of its scale and location, would lead to the creation of new residential development in the open countryside in excess of the identified residual number of dwellings proposed to be accommodated in Read and Simonstone. The proposal would cause harm to the development strategy set out in the Ribble Valley Core Strategy. As such, the proposal does not comprise sustainable development and is therefore considered to be contrary to Key Statements DS1 and DS2 and Policies DMG1, DMG2 and DMH3 of the Ribble Valley Core Strategy.*

2 *The proposal is considered to be contrary to Key Statement DS1 and DS2 and Policy DMG2 of the Ribble Valley Core Strategy in that the proposal would lead to a level of development that significantly exceeds the anticipated level of development embodied within the Ribble Valley Core Strategy in terms of the planned residual need for the settlement of Read and Simonstone and as a consequence the planned levels of development across the Borough. It is further considered that the level of over-supply as a result of the proposed development would undermine the Development Strategy for the Borough which seeks to critically establish both the pattern and intended scale of development in relation to housing numbers in order to achieve a sustainable pattern of development across the Borough for the duration of the plan period.*

3 *The proposal, by reason of its scale and location, would be injurious to the setting of the AONB and would result in irreversible harm to the visual amenity of*

the parkland landscape that contributes significantly to the character of the village of Read and the surrounding area contrary to Policies EN2 and DME2.

4 *The proposal would create a harmful precedent for the acceptable of similar unjustified proposals, which would have an adverse impact on the implementation of the planning policies of the Council, contrary to the interests of the proper planning of the area.*

21. See appendices 6-8

22. The application is currently to be determined on appeal with the resumed Inquiry scheduled for the 9 October 2018 (Appendix 9).

23. The Hammond Ground site, like the site at Haugh Head, is beyond the settlement boundary of Read and Simonstone but the former is much closer to that boundary and it is in a much more sustainable location in terms of access to services.

24. What this means is that if the appeal is allowed then this one site on its own meets nearly one third of the 165 extra dwellings for the Borough as a whole and there will be no need to allocate the site at Haugh Head.

25. If the appeal is dismissed then, given that the site is more sustainably located than the one at Haugh Head, there can be no justification for the allocation of the Haugh Head site.

26. **Meadow View, Whins Lane**

27. Planning approval was granted under application 3/2013/0851 for 16 dwellings of which 15 have been constructed. – but while further permissions have not been applied for or granted there is clearly space on the site for further dwellings – probably for up to 6 detached houses: -



28. **Other sites suitable for development**

29. Since the adoption of the Core Strategy there have been various planning applications for housing which have been refused on the grounds that they do not meet the Council's Core Strategy key statement policy DS1. Revisiting these sites is likely to provide a contribution to the extra 165 houses now deemed to be needed. Moreover, these will be sites where the owners are willing to bring them forward quickly for development. It is understood that the owners of the Haugh Head site, while not opposing the allocation of the site for housing have no plans to bring it forward for development.

30. The owners of sites which have been refused permission for housing on the basis of policy DS1 will not understand the logic of the Council allocating other land when their own sites have not been revisited.

31. Appendices 10 and 11 give just two examples of how such a revision of past decisions can help in the provision of an extra 165 houses without having to allocate new sites. There will be more.

32. **The Haugh Head site itself**



33. The site at Haugh Head is more remote from the village than the site at Worthalls Farm which has planning approval and also the site at Hammond Ground for which there is an appeal for 50 houses.

34. The Haugh Head site is not particularly sustainably located, being some half a mile away from shops, the primary school and other services, meaning that householders would be particularly reliant on cars for transport.

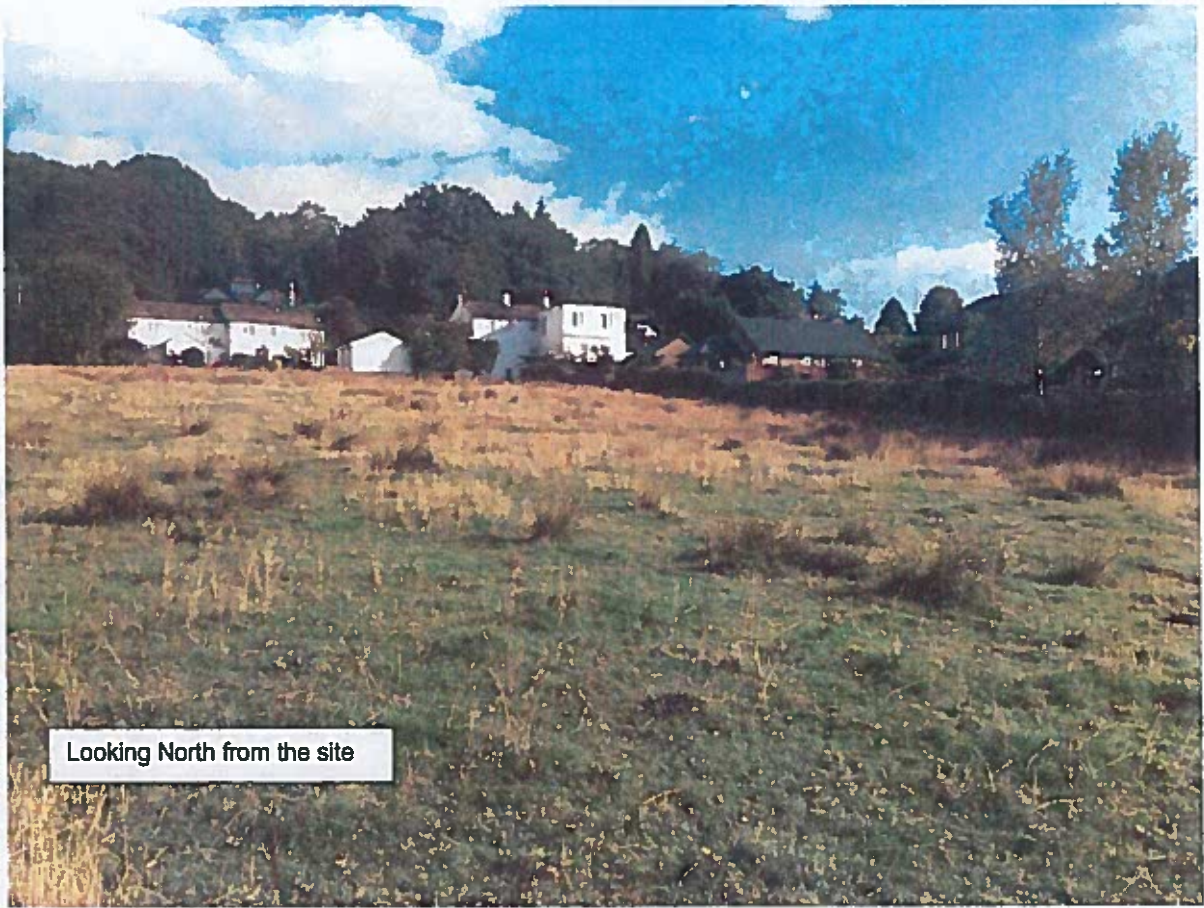
35. Moreover, access to such facilities on foot is, at least in part, along unlit, narrow and winding roads with no street lights and where the national speed limit applies :-





36. Drivers wishing to turn round and in some cases to pass oncoming vehicles have to use the private drives of householders.

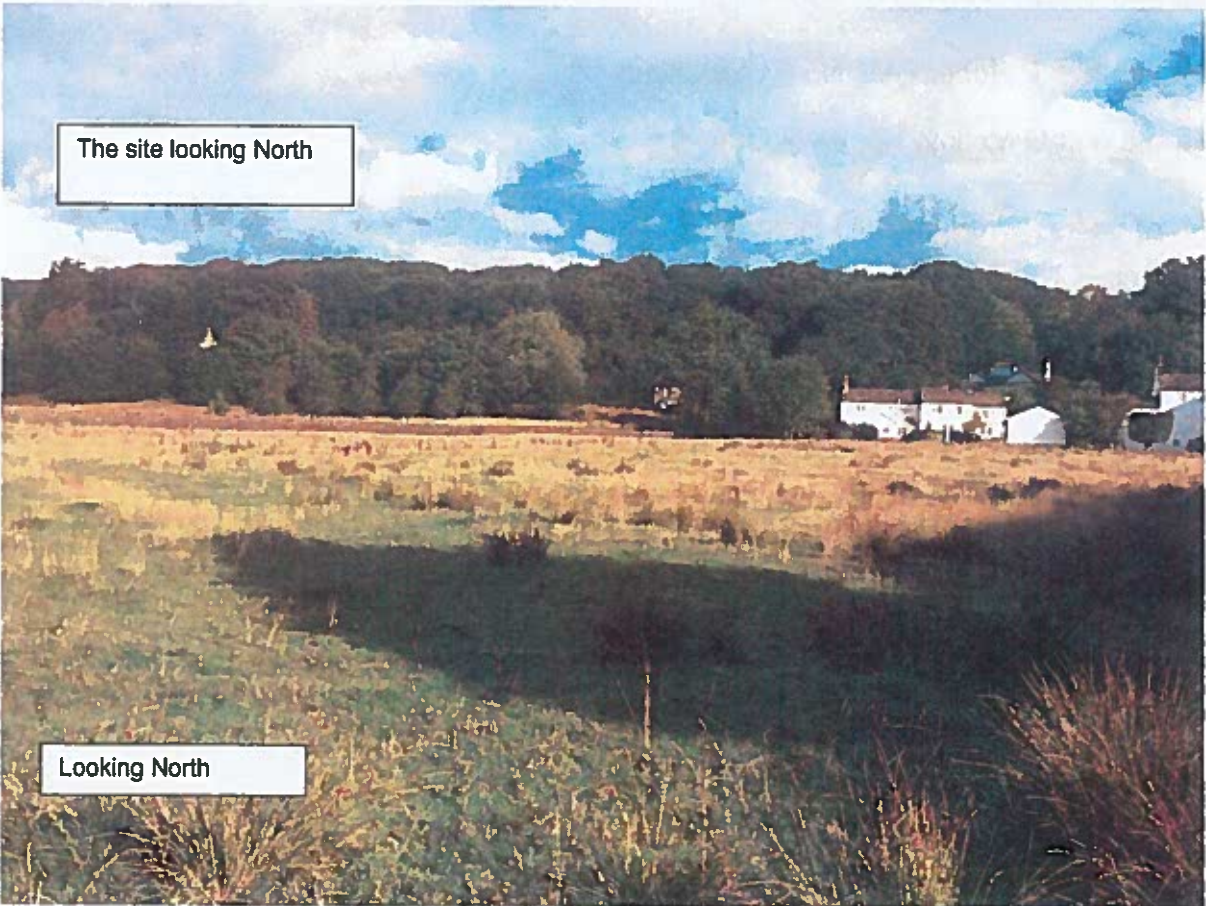
37. In addition, the development of the site for housing will have an adverse effect on the character and appearance of the area, denying long views especially to the South but also of the attractive properties adjoining the site: -



Looking North from the site



The site looking South



The site looking North

Looking North

List of objectors and on behalf of whom the report is written

Roger and Denise Medlock, White Cottage Whins Lane ,Simonstone BB12 7QT.

Susan Nicholson, Tree Tops, Whins Lane

Mr and Mrs Alfred Bracewell, Woodfield House, Whins Lane BB12 7QT

Mr Douglas Simpson and Mrs Beryl Jackson, 1 Woodfield BB12 7SB

Mr and Mrs Nigel Platt, 2 Woodfield BB12 7SB

Mr and Mrs James Elton, 3 Woodfield BB12 7SB

Mr and Mrs Stephen Hinson, 4 Woodfield BB12 7SB

Mr and Mrs Stephen Molyneux, 5 Woodfield BB12 7SB

Mr and Mrs Neil Cattermole, Haugh Farm Whins Lane

Mr and Mrs Steven Green, Cliff Mount, Whins Lane BB12 7QT

Mr and Mrs Christopher Eddlestone, Whins Lodge, off Whins Lane

Mr and Mrs P Mulcahy, No.6 Woodfields

Ms Pat Parker, No.7 Woodfields

Mr and Mrs B Goff, No.8 Woodfields

Mr and Mrs P Beneducci, No.9 Woodfields

Mr and Mrs G Molloy, No.10 Woodfields

Mr and Mrs J Troup, No.11 Woodfields

Mr and Mrs A Holt, No.12 Woodfields

Mr and Mrs J Howarth, No.14 Woodfields

Anne Walsh & John Vernon, No.15 Woodfields

**RIBBLE VALLEY BOROUGH COUNCIL
REPORT TO PLANNING & DEVELOPMENT COMMITTEE**

Agenda Item No.

meeting date: THURSDAY, 17 JULY 2018
 title: HOUSING LAND AVAILABILITY
 submitted by: CHIEF EXECUTIVE
 principal author: RACHEL HORTON, SENIOR PLANNING OFFICER

1 PURPOSE

- 1.1 To provide Members with key information that has informed the calculation of the most recent Housing Land Availability Survey, which has a base date of 31 March 2018.
- 1.2 To inform Members of the current housing land supply position with a 5% and 20% buffer
- 1.3 To provide Members with key information to illustrate the reasons why the Council needs to consider the allocation of additional sites as a main modification to the Housing and Economic DPD.
- 1.4 Relevance to the Council's ambitions and priorities
 - Community Objectives – The information in this report relates to the delivery of housing which is a key theme of the adopted Core Strategy.
 - Corporate Priorities - This information is relevant to the adopted Core Strategy which is a spatial expression of corporate priorities.
 - Other Considerations – Councils have a duty to update housing supply annually.

2 BACKGROUND

- 2.1 The Council has a duty to ensure a 5 year supply of deliverable housing land (NPPF paragraph 47). Local Government expects that Local Planning Authorities should have an identified five-year housing supply at all points during the plan period. The issue of five year supply continues to be a key matter in the determination of planning applications and appeals.
- 2.2 Housing land surveys are conducted on a six monthly basis. The latest survey has a base date of 31 March 2018 and updates the previous October 2017 position. It provides an assessment of housing land supply against the requirements in the Ribble Valley Core Strategy (adopted December 2014) and also assesses the 5-year housing land supply position. The resulting full Housing Land Availability Schedule (HLAS) can be viewed on the Councils website and a copy has been placed in the Members' Room for reference. Interim updates may be produced to inform major appeals.
- 2.3 The HLAS provides information on: dwelling completions, and sites with planning permission and their development status. It enables the Council to create a picture of local construction trends and activity rates together with base line evidence on the

amount of land that is available to be brought forward from which the latest housing land supply position in relation to the current strategic requirement is calculated.

2.4 Practice guidance considers that Local Planning Authorities should aim to deal with any under-supply within the first five years of the plan period where possible. The 'Sedgefield' approach is to front load provision of this backlog within the first five years of the plan. This method is currently endorsed by the Council on the basis of it being agreed as the most appropriate by the Inspector in the Examination of the Core Strategy.

2.5 The supply position is made up of the following net additions:

- Sites approved but subject to Section 106 Agreements
- Units with full planning permission – not started
- Units with outline planning permission – not started
- Conversions – not started
- Conversions – under construction
- Affordable Units
- Sites whereby development has commenced, but part of the site has not started
- Sites whereby development has commenced and dwellings are under construction
- Sites allocated in Reg. 19 HED DPD
- Windfall Allowance

The following is then taken out of the supply:

- Less number of dwellings deliverable **beyond** the 5 year period on large sites which have not started
- Less 10% slippage
- Less sites not currently active and unlikely to complete in the next 5 years
- Less number of dwellings deliverable **beyond** 5 year period on large sites which have started

2.6 The relevant strategic housing requirement is set out in H1 of the adopted Core Strategy. This requires a minimum of 5600 dwellings for the plan period 2008 to 2028, equivalent to an annual average completion target of at least 280 per year. The figure of 280 is used for monitoring purposes.

2.7 Outputs from the HLAS survey show that 2170 dwellings have been constructed since April 2008 (i.e. a 10 year period). In the monitoring year 1 April 2017 – 31 March 2018 400 dwellings were built (refer to pg. 9 of the HLAS)

3 10% Slippage Calculation

3.1 As outlined above the supply position includes a 10% slippage calculation to take into account possible changes to current applications that are within the housing supply. For example some applications may lapse in the course of the next assessment, and at Reserved Matters stage the number of dwellings may drop from that which was submitted at Outline.

3.2 For previous Housing Land Availability Schedules the 10% was taken off the subtotal of the number of dwellings (on small and large sites) on sites not started, and the number

of dwellings considered only deliverable beyond the 5 year period. This was applied as the Council did not undertake detailed sense testing to large sites. As the Council's methodology has refined to reflect up to date practice, detailed reviews of deliverability on large sites is undertaken and the methodology for discounting needs to be revised to reflect this.

- 3.3 The deliverability of large sites not started is outlined within Appendix A of the HLAS. This includes the expected delivery within the 5 year period and the number of dwellings only considered deliverable beyond the 5 year period.
- 3.4 As the large sites have already been assessed, and consider expected delivery beyond the 5 year period, the Authority consider it prudent to only apply the 10% buffer to all those sites not started which are not listed within Appendix A to the HLAS.
- 3.5 The resultant calculation results in a 10% slippage of -78 (compared to -135 units under the original methodology) and the full method of calculation can be found on pages 3 and 4 of the HLAS.

4 Windfall Calculation

- 4.1 The Authority has monitored a ten year period (2008 – 2018) which confirms that a total of 259 dwellings were built or under construction which met criteria as outlined within the NPPF para. 48 definition of windfall and those outlined on page 7 of the HLAS. This amounts to an average of 26 per year. A five year requirement would be 130.
- 4.2 A windfall allowance is included in line with the NPPF to reflect that contribution that windfall approvals will be expected to bring forward. Windfalls are sites that are expected to come forward as a matter of trend and provide a reliable source of planning permissions for dwellings. The 31 March base date HLAS includes an uplift of 15 dwellings per year to the windfall allowance.
- 4.3 A windfall allowance of 130 dwellings per annum is included to reflect the likely future supply of housing land. Previously the windfall allowance was calculated as 115 based upon a six year period of monitoring.
- 4.4 The windfall calculation will continue to be monitored, to show if it needs to be modified in the light of up to date trends.

5 Application of a Buffer

- 5.1 In accordance with the NPPF each local planning authority should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their objectively assessed needs, with an additional buffer of 5% or 20% (moved forward from later in the plan period) where there has been a record of persistent under-delivery of housing to provide a realistic prospect of achieving the planned supply and to ensure choice and competition in the market for land.
- 5.2 During the course of assessing the HLAS an application on Land at Higher Road, Longridge for the residential development of up to 123 houses has been allowed at Appeal (Appeal Ref: APP/T2350/W/17/3186969).

- 5.3 The Inspectors report details his position on the Housing Land Supply with a base date of October 2017. The report includes analysis of delivery on individual sites, the current windfall allowance and sites allocated in Reg. 19 HED DPD.
- 5.4 The Inspector accepted that the Core Strategy has had an influence upon the recent increase in housing delivery rates/completion rates per year. However he considers that there remains a considerable shortfall (page 9 of the April HLAS provides a full list of completions per year since the adoption of the Core Strategy);
- 5.5 Furthermore, the Inspector analysed the delivery of a number of large key sites within the Borough. When taking into account both the Councils and appellants case for each site he finalised what he considered to be deliverable within the 5 year period at that time.
- 5.6 When having regard to all the Inspectors key findings with respect to the large key sites and the backlog he found;
- 'on the basis of the evidence before me the deliverable housing land supply demonstrated is approximately 4.5 years, including the application of a 20% buffer' (para. 30 of the Appeal Decision)'.
- 5.7 This decision is considered to be a material consideration when calculating the current HLAS and when making any subsequent planning decision. On this basis, the Authority has taken into account the Inspectors findings in respect to the large key sites, whilst also bearing in mind just short of nine months has elapsed since the base date of the Inspectors decision which was October 2017.
- 5.8 With this in mind, the current HLAS has provided a calculation based on both a 5% and 20% buffer in order to make explicit the 5 year supply for each circumstance. The annualised requirement when applying a 5% buffer is 426 dwellings and with a 20% buffer is 487 dwellings (refer to Appendix A of this report). With a 5% buffer the Council can demonstrate a 5.3 Year Supply. With a 20% buffer the Council can demonstrate a 4.6 Year Supply (refer to Appendix B of this report).

6 IMPLICATIONS OF SUPPLY OUTTURN

- 6.1 As Members will note the 5 year land supply position is critically influenced by the relevant NPPF derived buffer (5% or 20%). This is important because at the point the Council is unable to demonstrate a 5 year supply position what is referred to as "tilted balance" is triggered. This introduces the presumption in favour of sustainable development and the need to determine residential planning applications in the positive. The key to this in terms of residential development is the provisions of NPPF paragraph 49 wherein relevant policies of the development plan fall to be considered out of date (if the Council is unable to demonstrate a 5 year supply) and there is the established presumption then in favour of residential development through the provisions of paragraph 14 of NPPF. For decision making this means that where the relevant policies are out of date (as per paragraph 49) granting permission unless material considerations indicates otherwise is the approach that must be taken.
- 6.2 As Members are aware, the recent Inspector's decision in relation to the appeal at Higher Road, Longridge, found that the Council was premature in relying upon policy

provisions that were still subject to consultation. The Inspector took the view that the Council had a record of persistent under delivery which therefore triggered the application in his view of a 20% buffer and on his analysis there was not a 5 year supply of land. The analysis in the latest housing land supply document sets out that with the application of a 20% buffer the Council is unable to demonstrate a 5 year supply. In his decision letter the Inspector has made reference that the Council's reliance on the housing delivery test and the direction of travel set out in the Government's supporting documents, however there are a number of other factors that contribute to the assessment of housing delivery overall and the view is maintained that these are still relevant.

- 6.3 The relevant factors are that the Council can demonstrate that it has been achieving increasing delivery since the adoption of its plan. The Council in adopting the plan has made positive steps, within its control, to drive delivery up and this has been demonstrated through completions on the ground. The analysis indicates an increase in delivery beyond its planned requirements over the proceeding 4 years. It is anticipated that this trend will continue and that the mid-term monitoring in October 2018 is expected to show the continued achievement of housing delivery. This supports the position that the Council is doing all it can within its power to help deliver housing.
- 6.4 It is also relevant that the requirement against which planned requirements are being measured was only known in 2014 as the Core Strategy was adopted. The critical point here is that it would have been somewhat difficult for the Council to have achieved that requirement without knowing what it actually was. It has to be acknowledged however that even when measured against preceding lower requirements, during the period of moratorium and strategic policy change, the Council was not attaining the identified requirement but was not having to accommodate such a significant backlog.
- 6.5 These factors contribute to forming the Council's position that it has taken relevant and applicable steps to boost the supply of housing and the situation is that against these conditions the Council has continued to deliver planning permissions which is essentially what the Council is able to do. Nevertheless there is a risk of the Housing and Economic DPD being found unsound at Examination as the Council at 20% cannot identify a 5 year supply. If the presumption that a 20% buffer is applicable and is upheld, then on current information the Council would not be able to identify a 5 year supply.
- 6.6 Planning on the basis of the 5% buffer assumption, not only brings with it the risk of unsounding the plan, but also a potential risk of costs against appealed planning decisions should it be shown that the Council should have adopted the 20% buffer on the evidence available. To protect the Council from this position, it is sensible to consider a buffer of additional identified sites to safeguard against this risk. Whilst the Council can continue to approve planning applications (and therefore the stock of supply will grow through that part of the process) the means by which it can demonstrate that it is ensuring that a 5 year supply can be maintained, on whatever buffer is applied is to make modest additional allocations thereby providing a safety net to guard against the inevitable fluctuations that have occurred in the supply figure going forward.
- 6.7 As our analysis shows, with the most recent survey data, even applying a 5% buffer leaves the Council vulnerable to fluctuations in supply. Whilst the Council can demonstrate a 5.3 year supply on the 5% model, this is considered to be marginal and vulnerable to fluctuations, which may not iron out in the course of a year. Again the key

matter would be that on a 5% model any assessment placing the Council unable to demonstrate a 5 year supply, would lead to the application of the tilted balance and the Council having much less control over the location of development going forward. In making future decisions the Core Strategy policies in terms of its Development Strategy and the ability to move to adoption with the allocations document to establish up to date settlement boundaries would provide the Council with much stronger controls which don't exist at present. To protect from this the Council should ideally have a 5 year supply that falls into the range of 5.5 to 6 years. This will ensure greater stability mitigating the risk of challenge and support the Council's position EIP.

- 6.8 To protect the integrity of the plan and the Council's ability to direct development it is suggested that the impact of a 20% buffer is adjusted to deliver at least the same year's supply as at 5% that is 5.3 years. This way the Council's ability to demonstrate a 5 year supply against either assumption is strengthened and risks are mitigated. There is a need therefor to look at how the buffer can be made up. As Members are aware whilst the survey date provides a baseline, development applications continue to be approved. For the purposes of preparing this report we have examined planning applications between 1 April and the end of June a 3 month period which mirrors the quarterly monitoring periods reflected in the Core Strategy. In this period there has been identified a further 136 units (including the outcome of the appeal at High Road) granted planning permission. In terms of the gap this is a significant contribution.
- 6.9 Given that the buffer to close the gap identified is some 300 dwellings and that 136 are identified in the April to June quarter, the residual buffer to identify to provide a robust supply for strategic purposes is in the order of 165 dwellings.
- 6.10 In addition to the units already approved a number of applications remain to be determined and once approved will contribute to supply. At present however the outcome of the determination process cannot be pre-determined and any approvals will need to be collated at the next survey date. As Members will be aware the housing requirements set out in the plan are not a ceiling and development will continue to be determined with the presumption in favour of sustainable development and the provisions of policies set out in the adopted Core Strategy. It is inevitable therefore that additional sites will come forward. It must also be stressed that the ability to demonstrate a 5 year supply in itself cannot be used a result to refuse planning applications where otherwise they accord with policy provisions.
- 6.11 The identified buffer residual should be met by way of additional allocations which will be put forward as part of the Examination process as proposed Main Modifications for considerations by the Inspector. By identifying additional allocations the Council will be able to demonstrate to the Inspector that the Council can identify a deliverable supply of sites, that is robust and addresses the requirements of the NPPF. This will place the Council in a far stronger position to apply controls to development going forward.
- 6.12 The proposed allocations will, if agreed, be submitted to the Inspector as Main Modifications. They will be subject to a statutory 6 week period of consultation, the outcome of which will be presented to the Inspector to help inform his deliberations. A separate report on this Committee's agenda deals with the proposals for specific additional allocations considered suitable to put forward to provide the deliverability buffer.

- 6.13 It is also possible that other sites will be promoted through the consultation and indeed to date sites have been put forward to the Council for consideration where applicants are considering bringing these sites forward. It is suggested that in terms of the process to be pursued that these are considered in response to the consultation and may in themselves give rise to additional sources of supply. Members should also be aware that applicants may also have identified sites that they wish to promote through the public hearings for the Examination which will enable the Inspector to bear these in mind in forming his judgments.
- 7 Examination of the Housing and Economic Development, Development Plan Document (HEDDPD) and 5 Year Supply Position
- 7.1 As Members are aware the Examination will take place of the Housing and Economic Development, Development Plan Document (HEDDPD) in November of this year.
- 7.2 The allocations as set out in the above document (amounting to 50 in total) are already included within our housing land position, and an approach that was supported by the Inspector at the Higher Road appeal.
- 7.3 The table below outlines applications that have been approved since the 31 March and up to the 30 June. 136 dwellings will contribute to the next HLAS in October of this year.

IDENTIFIED SUPPLY THAT WILL CONTRIBUTE TO THE OCTOBER 2018 HLAS		
Address	Application No.	Impact Upon Supply
44-46 King Street, Clitheroe	3/2017/1002	+ 10
Clayton Hey, 141 Ribchester Road, Clayton-le-Dale	3/2018/0192	+1
3 King Street, Clitheroe	3/2018/0191	+3
Highmoor Farm, Clitheroe	3/2017/1221	+ 5
Stanley House, Clitheroe	3/2018/0147 & 0149 (LBC)	+1 (two previously approved and in figures only one addition)
68-70 Whalley Road	3/2018/0063	+ 3
1A New Market Street	3/2018/0093	+3
20 Abbey Fields, Whalley	3/2018/0119	+1
Land West of Preston Road, Longridge for 256 dwellings	3/2018/0105	-19 (Outline was for 275)
Land at Higher Road, Longridge	3/2016/1082	+122 (as one existing dwelling to be demolished to create access)
Outbuildings adj. Hammond Drive, Read	3/2018/0024	+1
Land rear of Rocklea and Standridge, Whalley Road, Billington	3/2018/0296	+3
Broach Laithe, Paa Lane, Paythorne	3/2018/0359 – Class Q A and B	+1
Slated Laithe, Paa Lane, Paythorne	3/2018/0357 – Class Q A and B	+1
NET GAIN		136
NB. No discounting has been applied to this figure		

- 7.5 The current supply is 2275 dwellings. An additional 300 dwellings to the supply would result in the Authority having just over a 5 year supply with a 20% buffer $(2575 + 487) = 5.3$ Year Supply
- 7.6 The net addition of 136 dwellings would help to contribute to the Authorities housing supply. However there remains a 'shortfall' of 164 dwellings.
- 7.7 It must be stressed that the supply position is an ever moving situation and can increase as well as decrease at any point in time which has an impact upon the calculation of the subsequent 6 monthly HLAS. Whilst at any point an application with large housing numbers can be submitted to the Authority other impacts can result in a reduction to the supply at any point in time. For example lapsed permissions, reduction in housing numbers on a large site and slower than expected completion rates.
- 7.8 It is considered important to address these fluctuations to secure a more robust position at Examination as well as managing planning decisions. It is proposed to make a number of site allocations as part of a main modification to the HEDDPD. A separate agenda item is included on this Committee's agenda relating to this matter.

8 RISK ASSESSMENT

- 8.1 The approval of this report may have the following implications:
- Resources – No additional staff or resources will be required.
 - Technical, Environmental and Legal – None
 - Political – No direct political implications.
 - Reputation – That development plan documents be completed and adopted in a timely and efficient manner.
 - Equality & Diversity – No implications identified.

9 RECOMMENDED THAT COMMITTEE

- 9.1 Endorse the revised method of calculation used to apply the 10% slippage and the uplift of the windfall allowance of 115 to 130 dwellings as set out in sections 3 and 4 of this report
- 9.2 Note the implications of the survey in relation to five year supply.

RACHEL HORTON
SENIOR PLANNING OFFICER

MARSHAL SCOTT
CHIEF EXECUTIVE

BACKGROUND PAPERS

Housing Land Availability Schedule As at 31 March 2018
Appeal Decision – Land at Higher Road, Longridge (Appeal Ref: APP/T2350/W/17/3186969)

APPENDIX A

Annualised Requirement with a 5% buffer		
A	Planned Provision 2008-2028	5600
B	Annual Equivalent	280
C	Five year requirement (Bx5)	1400
D	Completions in the plan period 1 st April 2008 – 31 st March 2018	2170
E	Shortfall ($\lfloor 10 \text{ years} \times 280 \rfloor - 2170$)	630
F	Plus 5% Buffer (5% of C + E)	102
G	Total 5 Year Requirement (C+E+F)	2132
H	Annualised Requirement (G ÷ 5)	426

Annualised Requirement with a 20% buffer		
A	Planned Provision 2008-2028	5600
B	Annual Equivalent	280
C	Five year requirement (Bx5)	1400
D	Completions in the plan period 1 st April 2008 – 31 st March 2018	2170
E	Shortfall ($\lfloor 10 \text{ years} \times 280 \rfloor - 2170$)	630
F	Plus 20% Buffer (20% of C + E)	406
G	Total 5 Year Requirement (C+E+F)	2436
H	Annualised Requirement (G ÷ 5)	487

APPENDIX B

5 YEAR SUPPLY AS OF 31ST March 2018 WITH A 5% BUFFER:

ALL SITES NOT STARTED	No. of Units	
Sites approved but subject to Section 106 Agreements ¹	63	
Sites with Planning Permission:		
Full Permission (market units only)	536	
Outline Permission (market units only)	1240	
Conversions – Not Started (market units only)	65	
Affordable Units	696	
SUBTOTAL	2600²	
10% SLIPPAGE CALCULATION	No. of Units	
Less total number of dwellings (large sites not started) ³	-1824	
SUBTOTAL	776	
Less 10% slippage	-78	
Plus total number of dwellings deliverable in 5 years ³	+ 362	
TOTAL	1060	A

ALL SITES UNDER CONSTRUCTION	No. of Units	
Sites whereby development has commenced, but part of the site has not started	840	
Sites whereby development has commenced and dwellings are under construction	413	
Conversions – Development Commenced	92	
SUBTOTAL	1345²	
Less sites not currently active and unlikely to complete in the next 5 years ⁴	-11	
Less number of dwellings deliverable beyond 5 year period on large sites which have started ⁵	-299	
SUBTOTAL	1035	B

ADDITIONAL CONTRIBUTIONS		
Sites Allocated in Reg. 19 HED DPD	50	C
Windfall Allowance ⁶	130	D
TOTAL SUPPLY (A+B+C+D)	2275	

FIVE YEAR POSITION	
Total Supply ÷ Annualised Requirement ⁷ (2275 ÷ 426)	5.3 Year Supply with a 5% Buffer

5 YEAR SUPPLY AS OF 31ST March 2018 WITH A 20% BUFFER:

ALL SITES NOT STARTED	No. of Units	
Sites approved but subject to Section 106 Agreements ¹	63	
Sites with Planning Permission:		
Full Permission (market units only)	536	
Outline Permission (market units only)	1240	
Conversions – Not Started (market units only)	65	
Affordable Units	696	
SUBTOTAL	2600²	
10% SLIPPAGE CALCULATION		
Less total number of dwellings (large sites not started) ³	-1824	
SUBTOTAL	776	
Less 10% slippage	-78	
Plus total number of dwellings deliverable in 5 years ³	+362	
TOTAL	1060	A

ALL SITES UNDER CONSTRUCTION	No. of Units	
Sites whereby development has commenced, but part of the site has not started	840	
Sites whereby development has commenced and dwellings are under construction	413	
Conversions – Development Commenced	92	
SUBTOTAL	1345²	
Less sites not currently active and unlikely to complete in the next 5 years ⁴	-11	
Less number of dwellings deliverable beyond 5 year period on large sites which have started ⁵	-299	
SUBTOTAL	1035	B

ADDITIONAL CONTRIBUTIONS		
Sites Allocated in Reg. 19 HED DPD	50	C
Windfall Allowance ⁶	130	D
TOTAL SUPPLY (A+B+C+D)	2275	

FIVE YEAR POSITION	
Total Supply ÷ Annualised Requirement⁷ (2275 ÷ 487)	4.6 Year Supply with a 20% Buffer

Table 1. Summary of the data for the 1000 Genomes Project

Population	Number of individuals	Number of SNPs	Number of variants
YRI	100	10,000,000	10,000,000
CEU	100	10,000,000	10,000,000
CHB	100	10,000,000	10,000,000
JPT	100	10,000,000	10,000,000
FIN	100	10,000,000	10,000,000
GBR	100	10,000,000	10,000,000
IBL	100	10,000,000	10,000,000
MDL	100	10,000,000	10,000,000
STW	100	10,000,000	10,000,000
WAS	100	10,000,000	10,000,000
ASW	100	10,000,000	10,000,000
CEU+CHB	200	10,000,000	10,000,000
CEU+CHB+JPT	300	10,000,000	10,000,000
CEU+CHB+JPT+FIN	400	10,000,000	10,000,000
CEU+CHB+JPT+FIN+GBR	500	10,000,000	10,000,000
CEU+CHB+JPT+FIN+GBR+IBL	600	10,000,000	10,000,000
CEU+CHB+JPT+FIN+GBR+IBL+MDL	700	10,000,000	10,000,000
CEU+CHB+JPT+FIN+GBR+IBL+MDL+STW	800	10,000,000	10,000,000
CEU+CHB+JPT+FIN+GBR+IBL+MDL+STW+WAS	900	10,000,000	10,000,000
CEU+CHB+JPT+FIN+GBR+IBL+MDL+STW+WAS+ASW	1000	10,000,000	10,000,000

Population	Number of individuals	Number of SNPs	Number of variants
YRI	100	10,000,000	10,000,000
CEU	100	10,000,000	10,000,000
CHB	100	10,000,000	10,000,000
JPT	100	10,000,000	10,000,000
FIN	100	10,000,000	10,000,000
GBR	100	10,000,000	10,000,000
IBL	100	10,000,000	10,000,000
MDL	100	10,000,000	10,000,000
STW	100	10,000,000	10,000,000
WAS	100	10,000,000	10,000,000
ASW	100	10,000,000	10,000,000
CEU+CHB	200	10,000,000	10,000,000
CEU+CHB+JPT	300	10,000,000	10,000,000
CEU+CHB+JPT+FIN	400	10,000,000	10,000,000
CEU+CHB+JPT+FIN+GBR	500	10,000,000	10,000,000
CEU+CHB+JPT+FIN+GBR+IBL	600	10,000,000	10,000,000
CEU+CHB+JPT+FIN+GBR+IBL+MDL	700	10,000,000	10,000,000
CEU+CHB+JPT+FIN+GBR+IBL+MDL+STW	800	10,000,000	10,000,000
CEU+CHB+JPT+FIN+GBR+IBL+MDL+STW+WAS	900	10,000,000	10,000,000
CEU+CHB+JPT+FIN+GBR+IBL+MDL+STW+WAS+ASW	1000	10,000,000	10,000,000

The 1000 Genomes Project is a large-scale genomics project that aims to provide a comprehensive resource of human genetic variation. The project has sequenced the genomes of over 2,500 individuals from 26 different populations, resulting in the discovery of over 80 million variants. The data is available to the public through the 1000 Genomes Project website.

**RIBBLE VALLEY BOROUGH COUNCIL
REPORT TO PLANNING AND DEVELOPMENT COMMITTEE**

Agenda Item No.

meeting date: 17 JULY 2018
title: PROPOSED ADDITIONAL HOUSING LAND ALLOCATIONS TO BE INCLUDED WITHIN HOUSING AND EMPLOYMENT LAND DEVELOPMENT PLAN DOCUMENT
submitted by: CHIEF EXECUTIVE
principal author: PHILIP DAGNALL, ASSISTANT PLANNING OFFICER

1 PURPOSE

- 1.1 To outline the background to the selection of a series of proposed additional housing allocations to the Submitted Housing and Economic Development DPD (HED DPD) and set out maps of those sites proposed for selection.
- 1.2 Relevance to the Council's ambitions and priorities:
 - Community Objectives – The matters covered in this report will contribute to sustainable development in the area.
 - Corporate Priorities – The document that is the subject of this report relates to Council ambitions of making people's lives safer and healthier and also helping to protect the environment by directing future development into appropriate and sustainable locations.

2. BACKGROUND

- 2.1 The HED DPD was submitted for Examination in Public (EIP) by the Planning Inspectorate in August 2017. Within it were housing land allocations in Wilpshire and Mellor, the only settlements at that time requiring allocations, given that the Core Strategy's housing overall Borough-wide requirement and its specific distribution to individual settlements as set out in Core Strategy Key Statement DS1 had already been met by the Standen Strategic Site and a variety of granted planning permissions, and at the time of the submission of the HED DPD the Council had demonstrated that it had a five year supply.
- 2.2 Unforeseen and lengthy delays caused by the illness of the Inspector led to the postponement of the document's formal Examination in Public (EIP). During this time the overall Council's housing requirement position has changed as sites have not completed as expected, fewer new permissions have come forward and the recent appeal decision at Higher Road, Longridge has raised the issue of the applicable NPPF buffer to apply for the purposes of calculating a five year housing land position. All this is also against the background of emerging new NPPF provision and potential changes in underlying housing requirements that will alter the basis of land assessment, which the Council will have to consider in due course.

2.3 Whilst the Council can demonstrate a five year supply with a 5% buffer, it cannot do so when a 20% buffer is applied. Therefore to address this urgent issue further housing land allocations will need to be considered. To allow the time necessary to select and consult on these additional site allocations as set out below the Examination has been postponed to November 2018. The sites and selection criteria outlined in this report have also been recently discussed in detail by members at the Development Plan Working Group meeting of 27 June.

2.4 Updated boroughwide housing figures, taking into account matters discussed in recent appeals and set out in the Housing Land Availability report (see Para 6.6) that is also being taken to this Committee meeting indicate that additional allocations totalling at least 165 units are needed. Should sites be selected they will be need to be publicly consulted on as proposed Main Modifications to the Submitted HED DPD of 2017 through a six week consultation and also be screened through a Sustainability Appraisal process before being brought to the EIP.

3 SITE SELECTION

3.1 The detailed criteria used to select the attached sites are set out in Appendix 1. Briefly a series of tests are applied to an initial of sites that were put to the Council in the Regulation 18 and 19 consultations on the HED DPD but were at the time considered inappropriate as they did not relate to the then specific requirements for sites only in Mellor and Wilpshire. The tests include the application of adopted Core Strategy strategic policies such as those relating to Principal and Tier 1 settlements; pragmatic assessments of the likely yield of dwellings and the particular sizes of individual sites given the need to allocate sites that would be built out in five years; specific issues regarding sites that the Council were already aware of from discussions relating to previous planning applications; Sustainability Appraisal feedback; updated indications from the individual site proposers given that the sites were put to the Council nearly a year ago and the potential of sites already allocated in the Submitted version of 2017 to accept additional units.

4 PROPOSED SITES FOR ALLOCATION SELECTION

4.1 The above process has led to the selection of the sites mapped in Appendix 2. Briefly they and their initial approximate yield of dwellings are set out below. Where approximations of dwellings are quoted they relate to an average theoretical yield of 30 dwellings per hectare.

4.2 Principal Settlement Sites.

Site 11	Site of Pendleton Brook Day Centre, Clitheroe	(11)
Site 14	Site of Clitheroe Joint Divisional Office, Clitheroe	(11)
Site 15	Chatburn Road, Clitheroe (NE portion only)	(c. 40)
Site Devpr3	Land off Hawthorne Place, Clitheroe	(c. 40)
Sub Total		c. 102 units

There were no suitable sites that fulfilled the selection criteria put forward in the other Principal Settlements of Whalley and Longridge.

Tier 1 Sites

Langho Site 1 South of Laycocks Farm, Langho	(c. 10)
Site 18 North of Ribblesdale View, Chatburn	(18)
Site 24 Haugh Head, Whins Lane, Read and Simonstone	(c. 20)
Site HAL2 Wilpshire (additional allocation to that already proposed)	(c.30)
Sub Total	c. 78 units
<u>Total</u>	<u>180 units</u>

4.3 Tranche 2 Sites

Members may wish to consider whether it would also be prudent to guard against unanticipated circumstances resulting in an under delivery on the above sites. To allow for this possibility it is suggested that a secondary tranche of three sites be selected from which any shortfall can be covered. It is emphasised that these sites are only to be considered in the eventuality of those in the Principal and Tier 1 settlements above failing to deliver to the anticipated scale in the anticipated time and may need to be revisited in the light of consultation. The three sites are:

Site 6 Mellor Lane, Mellor	(c. 50 units)
Site 13 Highmoor Farm, Clitheroe	(c. 100 units)
Site 25 South east of Main Road ,Gisburn	(c. 50 units)

4.4 At this stage to ensure an adequate buffer of identified land there is considered to be a need to identify additional land to deliver approximately 165 dwellings. It is recommended that this be achieved by way of additional allocation of the sites listed above.

5 RISK ASSESSMENT

5.1 The approval of this report may have the following implications:

- Resources – No direct in house staff and other in house resources will be required at this stage.
- Technical, Environmental and Legal – None
- Political – No direct political implications

- Reputation – That development plan documents be completed and adopted in a timely and efficient manner.
- Equality & Diversity – No implications identified

6 RECOMMENDED THAT COMMITTEE

- 6.1** Approve the need for further housing allocations to be made on the basis outlined in paragraph 4.2 of this report and that they be consulted on and submitted to the Examination as proposed Main Modifications to the submitted HED DPD,

PHILIP DAGNALL
ASSISTANT PLANNING OFFICER

MARSHAL SCOTT
CHIEF EXECUTIVE

BACKGROUND PAPERS

None

For further information please ask for Philip Dagnall, extension 4570

Proposed Additional HED DPD Allocation Site Selection Criteria**1. Borough Wide Need.**

The initial Submitted HED DPD allocations in 2017 were directed solely towards Mellor and Wilpshire to address specific Core Strategy residual housing requirements in those two settlements. However the additional requirements that have now emerged and are referred to in the accompanying report are a Borough- wide matter and therefore a wider variety of sites in other settlements can in principle also now be considered.

2. Regulation 18 and 19 Sites as Starting Point

To address the above need all sites that were put to the Council during the Regulation 18 and 19 consultations that led to the Submission of the HED DPD in August 2017 were re-considered. These sites were originally discounted as they did not relate to Mellor or Wilpshire but they can now be considered in relation to the newly emerged additional Borough-wide need. While the Council does also have a series of sites within its 2013 SHLAA document that could be considered in the absence of other sites, the fact that the Regulation 18 and 19 sites were positively put forward by promoters significantly more recently is taken as more concrete evidence that they could be delivered within the required HED DPD timescales. In addition the promoters of the selected sites below have been contacted within the last month to ascertain whether the sites were still positively available and they have informed us that they all remain so. The SHLAA sites remain as a fall back option to be considered should no suitable sites emerge from this particular selection process.

3. Adopted Core Strategy Strategic Locational Policies

The next step was to consider the above sites in the light of the Council's adopted Core Strategy policies in considering particular locations for the additional allocations. Following the Development Strategy set out in the Core Strategy (Key Statement DS1) development is guided towards the Borough's most sustainable settlements ie the Principal Settlements of Clitheroe, Longridge and Whalley. In addition sites could be considered in the Tier 1 settlements, the more sustainable of the Borough's smaller settlements. This the logical approach as it rests on adopted policy. This also means discounting sites that are in the Tier 2 settlements or in the Open Countryside not adjacent to a settlement boundary (see below).

Applying policy further, sites, ideally brownfield sites, that are located within the current settlement boundaries were preferred as they should be considered in principle as more sustainable, followed by those that are immediately adjacent to the settlement boundaries.

4. Scale of Site and Likely Deliverability

Sites that were too large to deliver within five years were discounted (based on a calculation of approx. 30 dwellings per hectare) as the need for additional allocations follows directly from an current inability to satisfy the five year requirement. This pragmatically selects sites that could reasonably be considered to deliver units within five years of planning permission/allocation and also aligns with recent proposed draft government national planning policy changes to deliberately favour smaller development sites. Pragmatically it is considered that the maximum

site size that would pass the above test is one that would deliver 100 units. Therefore sites that were above this level were also discounted.

Taking the matter of site size further, whilst sites of a maximum of 100 units could be considered theoretically appropriate in relation to the larger Principal Settlements of Clitheroe, Longridge and Whalley they were considered too large for the smaller Tier 1 settlements. In terms of their populations and built scale a maximum of 30 units was considered to be more appropriate here. Therefore sites above 30 units in Tier 1 settlements were discounted. This process also involved the re-consideration of the two sites that were already allocated in the Submitted HED DPD and it was considered that the Wilpshire site (HAL2) could accommodate additional units above its original allocation (which itself related to the specific Core Strategy residual requirement there). The Mellor site (HAL1) was considered to be unable to host additional units.

5. Individual Site Specific Matters.

In addition to the above general tests the Council are aware, through a variety of routes including recent applications and on-going appeals, and the general application of professional judgement, of some site specific matters that affected individual sites. These have also collectively fed into the selection process.

An example of the application of this knowledge and experience is the restriction of likely development of Site 15 in Clitheroe to exclude the "tail" of land extending south west adjacent to the railway line as being practically too difficult to develop and therefore only that portion of the site to the north east adjacent to Chatburn Road being considered as allocatable.

Also the Hammond Ground, Read site was discounted as the Council's position at the forthcoming appeal relating to this site is that, due to its scale and location, it would be injurious to the setting of the AONB and would cause harm to the visual amenity of the parkland landscape that contributes significantly to the character of the village of Read.

Selected Proposed Allocation Site Maps

Principal Settlements



Site 11: Pendleton Brook D Cntr

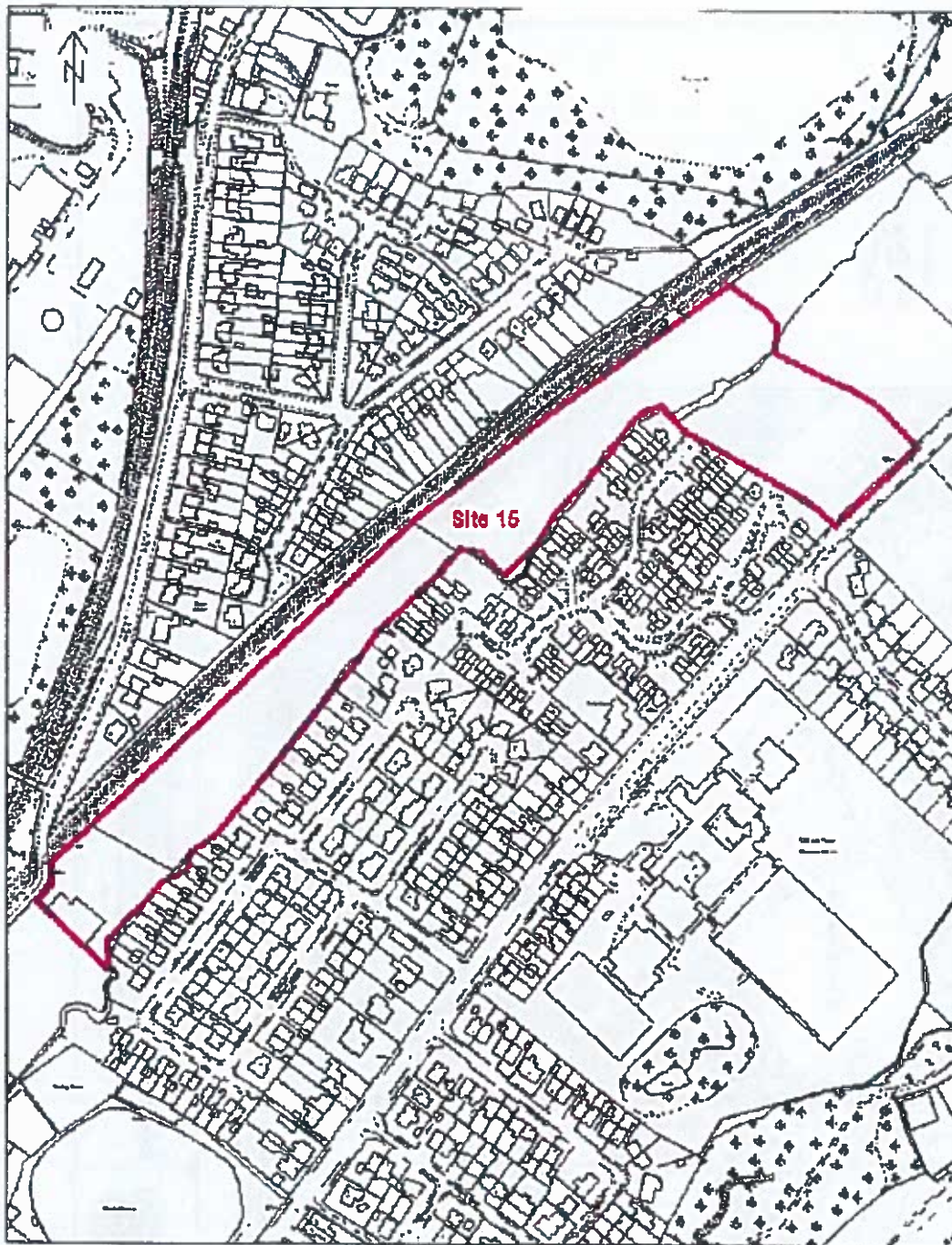
This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.
Ribble Valley Borough Council. Licence No. LA 100018541 24 November 2010 1 500



Site 14: C Joint Divisional Off

This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationary Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.

Ribble Valley Borough Council. Licence No. LA 100018541 24 November 2016 1 1000



Site 15: Chatburn Rd

This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction of this map is a criminal offence and may lead to prosecution or civil proceedings.

Ribble Valley Borough Council. Licence No. LA 100018543 24 November 2016 1:3000

Tier 1 Sites

Development Department
Council Offices, Church Walk, Chitheroe, Luton, BB7 2RA

Tel: (01200) 425111 Fax: (01200) 414487

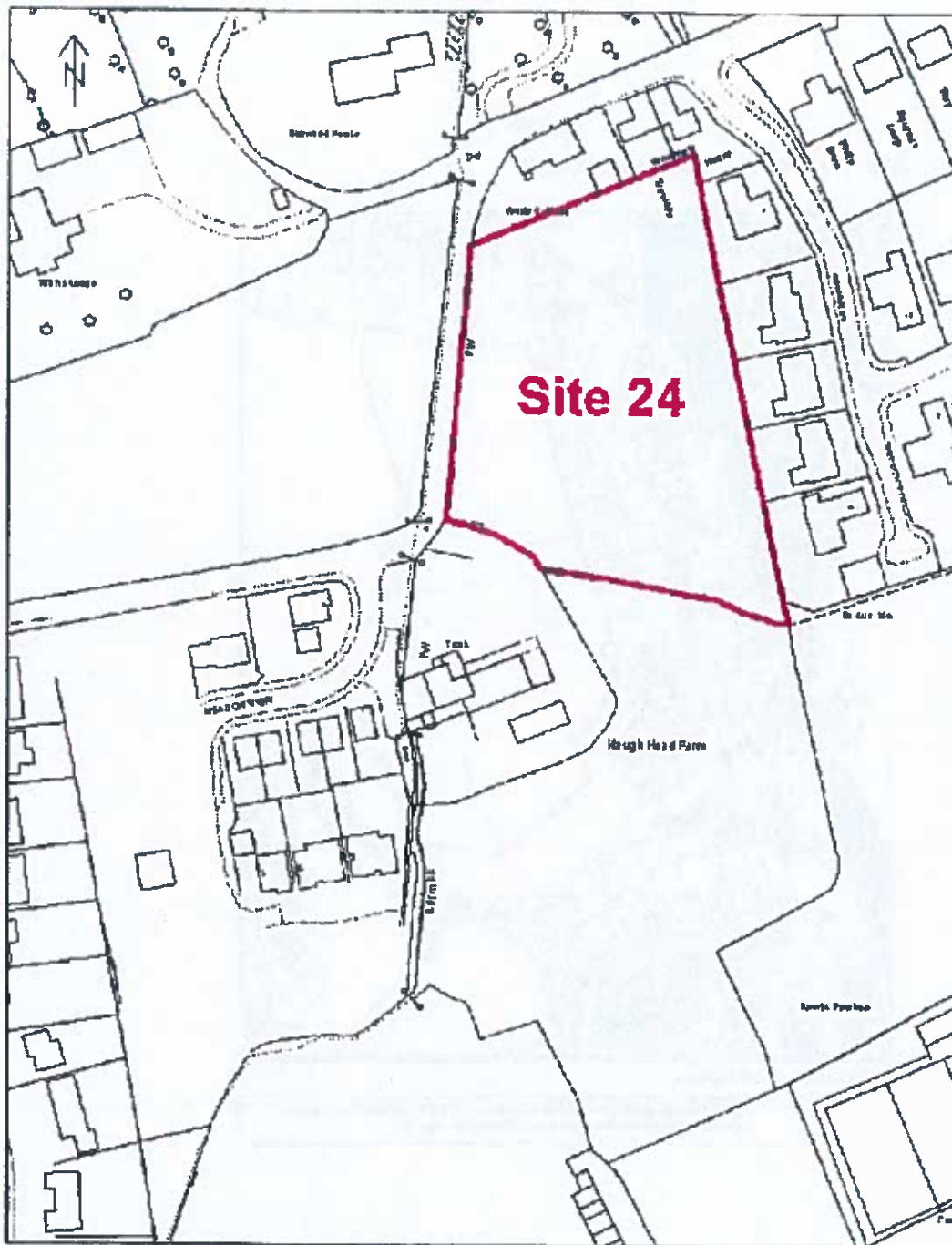
Location Plan Map Ref: SD7034NE Scale: 1:2500 LANGHO SITE 1



This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationary Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.
This copy has been produced specifically for your reference purposes only. No further copies may be made.
Woking Valley Borough Council. Licence No. LA 1000156/11 02 July 2010

RECEIPT NO.

SOLD BY



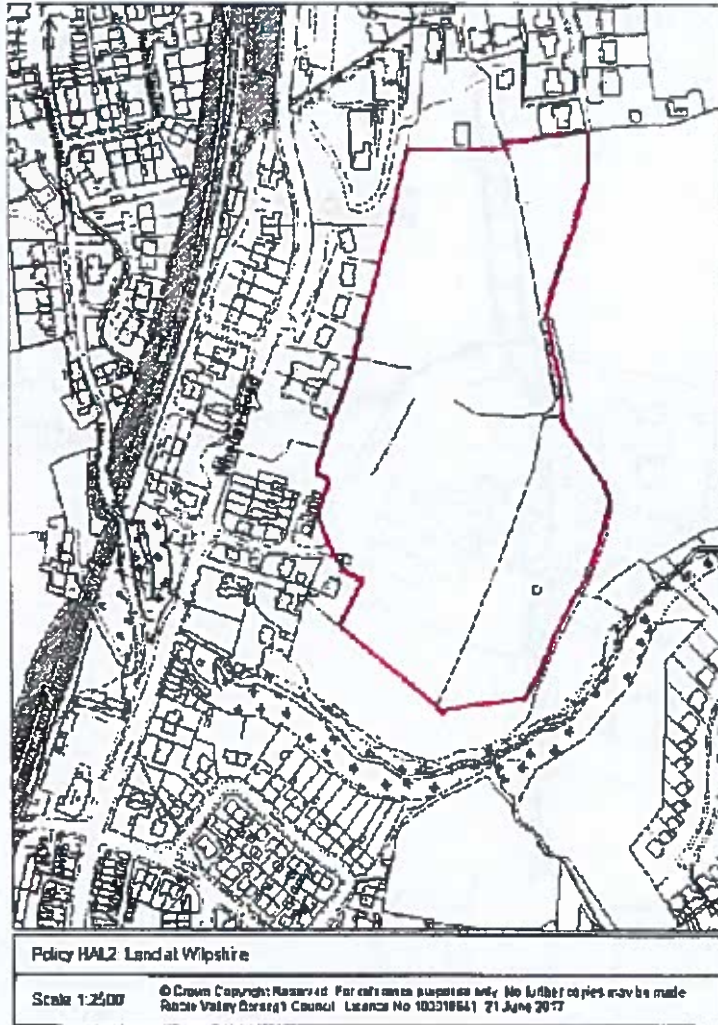
Site 24: Adi Haugh Head WhinsL

This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown Copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.

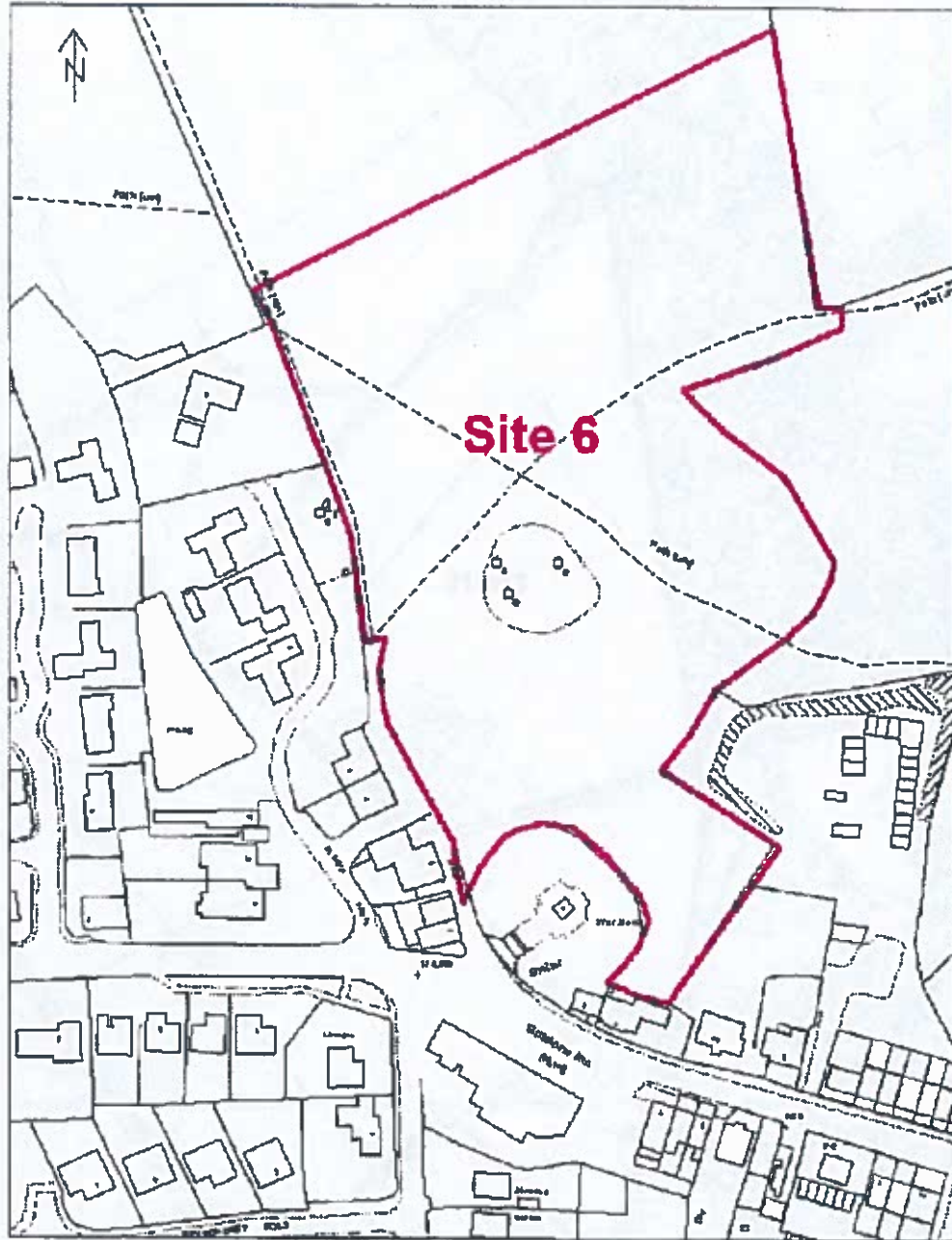
Ribble Valley Borough Council. Licence No. LA 100018841 24 November 2016 1:250

Appendix 1

Map 1: revised allocation boundary of Policy HAL2



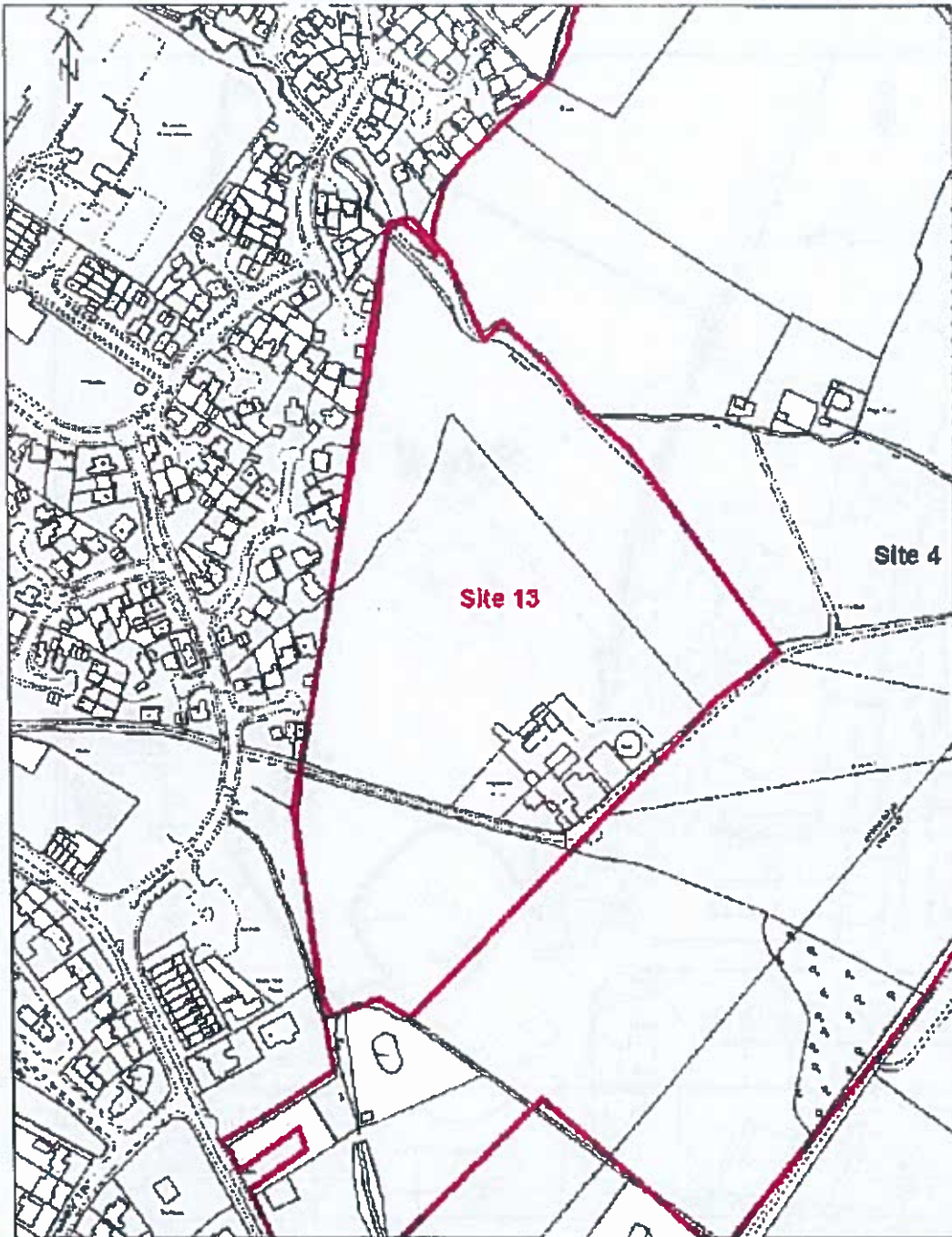
Tranche 2 Sites



Site 6: Mellor Lane, Mellor

This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.

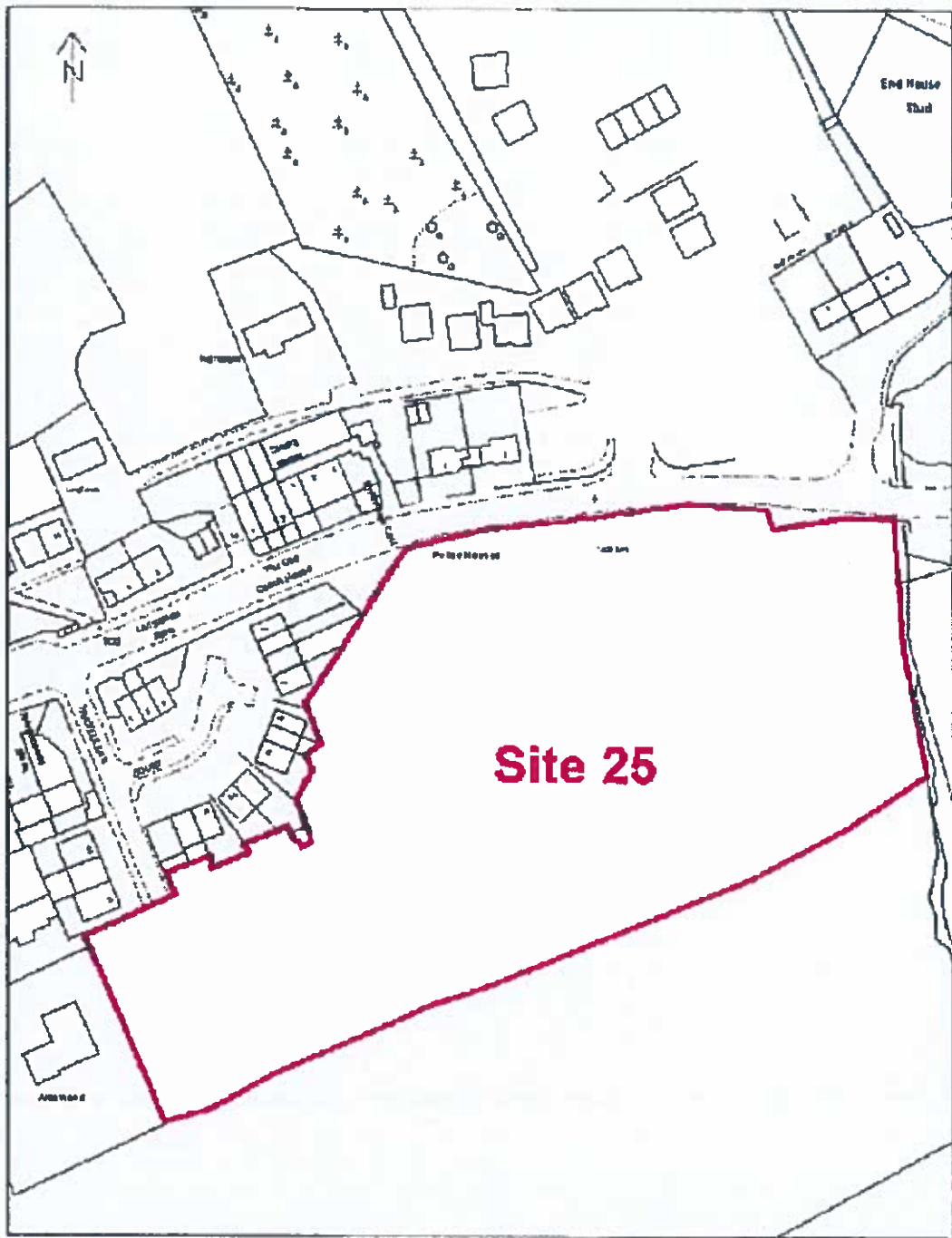
Ribble Valley Borough Council. Licence No. LA 100018641 25 November 2016 1 | 250



Site 13: Highmoor Farm

This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.

Ribble Valley Borough Council Licence No LA 100018641 24 November 2016 1:2500



Site 25: SE of Main Rd, Gisburn

This map is reproduced from Ordnance Survey material with the permission of Ordnance Survey on behalf of the Controller of Her Majesty's Stationery Office. © Crown copyright. Unauthorised reproduction infringes Crown copyright and may lead to prosecution or civil proceedings.

Ribble Valley Borough Council Licence No LA 100018641 25 November 2016 1 1250



The above diagram is a schematic representation of the layout of the property shown in the attached plan. It is not intended to be a true scale drawing and should not be used for any purpose other than to illustrate the general arrangement of the property.

This response also referenced as an appendix the Ribble Valley Core Strategy.

This is available on the Council's website at:

https://www.ribblevalley.gov.uk/downloads/file/10010/adopted_core_strategy

1998-1999

1998-1999

1998-1999



RIBBLE VALLEY BOROUGH COUNCIL

Development Department

Council Offices, Church Walk, Clitheroe, Lancashire, BB7 2RA

Telephone: 01200 425111 Fax: 01200 414488

Planning Fax: 01200 414487

Town and Country Planning Act 1990

OUTLINE PLANNING PERMISSION

APPLICATION NO: 3/2015/0495

DECISION DATE: 9 September 2016

DATE RECEIVED: 30/07/2015

APPLICANT:

Mr and Mrs H Speak
c/o Agent

AGENT:

Mr Gary Hoerty
Gary Hoerty Associates
Suite 9
Grindleton Business Centre
The Spinney
Grindleton
Clitheroe
BB7 4DH

PARTICULARS OF DEVELOPMENT:

Outline application (access only) for the erection of up to 15 dwellings on land at Worthalls Farm with access off Westfield Avenue.

AT: Land at Worthalls Farm Westfield Avenue Read BB12 7PW

Ribble Valley Borough Council hereby give notice in pursuance of provisions of the Town and Country Planning Act 1990 that **outline planning permission has been granted** for the carrying out of the development referred to above in accordance with the application and plans submitted subject to the following conditions:

Application for approval of reserved matters must be made not later than the expiration of three years beginning with the date of this permission and the development must be begun not later than whichever is the later of the following dates.

(a) The expiration of three years from the date of this permission; or

(b) The expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

REASON: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

P.T.O.

APPLICATION NO: 3/2015/0495

DECISION DATE: 9 September 2016

-
- 2 No more than 15 dwellings (Use Class C3) are hereby permitted within the application site.

REASON: For the avoidance of doubt to ensure there is no ambiguity in the decision notice over what amount of development has been approved. In accordance with Key Statements DS1 and DS2 and Policies DMG1 and DMG2 of the Ribble Valley Core Strategy, to ensure a satisfactory quantum and level of development given its location.

- 3 Applications for the approval of reserved matters shall include details of replacement parking provision for residents of Westfield Avenue and Whalley Road, for the avoidance of doubt the provision shall be adequate to accommodate 6 parked motor vehicles and shall not be made available for use by residents of the development hereby approved. The agreed parking provision shall be made available for use and completed in accordance with the approved details prior to first occupation of any of the dwellings hereby approved.

REASON: To secure satisfactory parking provision for existing residents in the area in accordance with Policies DMG1, DMG3 and DM12 of the Ribble Valley Core Strategy.

- 4 Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 or any Order revoking and re-enacting that Order, the dwelling hereby permitted shall not be altered or extended, no new windows shall be inserted, no alterations to the roof shall be undertaken and no buildings or structures shall be erected within the curtilage of the dwelling unless planning permission has first been granted by the Local Planning Authority.

REASON: To enable the Local Planning Authority to exercise control over development which could materially harm the character and visual amenities of the immediate area or be of detriment to the residential amenities of neighbouring occupiers due to site constraints, in accordance with Policy DMG1 of the Ribble Valley Core Strategy (Adopted Version).

- 5 Unless otherwise agreed in writing and in line with the surface water management hierarchy, no development approved by this permission shall commence until a scheme for the disposal of foul and surface waters for the entire site has been submitted to and approved in writing by the Local Planning Authority. For the avoidance of doubt, surface water must drain separate from the foul and no surface water will be permitted to discharge directly or indirectly into existing public sewerage systems. The development shall be completed, maintained and managed in accordance with the approved details.

REASON: To ensure a satisfactory form of development and to prevent an undue increase in surface water run-off and to reduce the risk of flooding in accordance with Policies DMG1 and DME6 of the Ribble Valley Core Strategy.

P.T.O.

6 Applications for the approval of reserved matters shall include details of existing and proposed land levels and finished floor levels, including the levels of the proposed roads. The development shall thereafter be carried out in accordance with the approved details.

REASON: To secure satisfactory finished ground and floor levels in accordance with Policy DMG1 of the Ribble Valley Core Strategy.

7 No development approved by this permission shall commence until a scheme for the on and off-site highway works, including timescales for implementation, has been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.

REASON: In the interests of highway safety and to mitigate the impacts of the development in accordance with Policies EN2, DMG1, DMI2 and DMG3 of the Ribble Valley Core Strategy.

8 No development shall take place, including any site preparation or demolition works, 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. For the avoidance of doubt the statement should provide details of:

- A.The location of parking provision for vehicles of site operatives and visitors
- B.The location for the loading and unloading of plant and materials
- C.The location for the storage of plant and materials used in constructing the development
- D.The erection and maintenance of security hoarding
- E.The location of wheel washing facilities that shall be made available during the construction phase of the development
- F.Measures to control the emission of dust and dirt during construction
- G.Routes to be used by vehicles carrying plant and materials to and from the site
- H.Hours of operation and the timing of deliveries
- I.Measures to ensure that construction and delivery vehicles do not impede upon access to existing properties
- J.Programme and timings of the road-sweeping of the adjacent highways network
- K.Periods when plant and materials trips should not be made to and from the site (mainly peak hours but the developer to identify times when trips of this nature should not be made)

REASON: In the interests of protecting residential amenity from noise and disturbance and to satisfy the Local Planning Authority and Highway Authority that the development would not be of detriment to the safe operation of the immediate highway in the interests of highway safety and compliance with current highway legislation in accordance with Policies DMG1, DMG3 and DMI2 of the Ribble Valley Core Strategy.

P.T.O.

- 9 Prior to the commencement of the development, including any demolition or site preparation works, a joint survey shall be carried out between the developer and the Highways Authority to determine the current pre-construction condition of Whalley Road. A similar repeat survey shall be carried out within six months of the completion of the last dwelling hereby approved; the findings of the surveys shall be submitted to and agreed in writing by the Local Planning Authority.

For the avoidance of doubt the submitted details shall specify any works to be undertaken, and their timings, to make good any damage to Whalley Road as a result of construction works, to return the highway to the pre-construction situation/condition. The development and any remediation/repair works shall be carried out in strict accordance with the approved details.

REASON: To maintain the safe operation of the immediate highway and to ensure no long-term damage to the highway as a result of the construction phase of the development in accordance with Policies DMG1, DMG3 and Key Statement DM12 of the Ribble Valley Core Strategy.

Note(s)

- 1 For rights of appeal in respect of any condition(s)/or reason(s) attached to the consent see the attached notes.
- 2 The applicant is advised that should there be any deviation from the approved plan the Local Planning Authority must be informed. It is therefore vital that any future Building Regulation application must comply with the approved planning application.
- 3 The Local Planning Authority operates a pre-planning application advice service which applicants are encouraged to use. Whether or not this was used, the Local Planning Authority has endeavoured to work proactively and positively to resolve issues and considered the imposition of appropriate conditions and amendments to the application to deliver a sustainable form of development.
- 4 This permission should be read in conjunction with the Section 106 Agreement signed and dated 24 August 2016.

**JOHN HEAP
DIRECTOR OF COMMUNITY SERVICES**

**RECOMMENDATION FOR PLANNING AND DEVELOPMENT COMMITTEE
DEFER AND DELEGATE**

DATE: 11 February 2016

REF: SK

CHECKED BY:

APPLICATION NO: 3/2015/0495/P

(GRID REF: SD 376641 434427)

**OUTLINE APPLICATION (ACCESS ONLY) FOR THE ERECTION OF UP TO 15 DWELLINGS
ON LAND AT WORTHALLS FARM WITH ACCESS OFF WESTFIELD AVENUE, READ BB12
7PW**



3/2015/0495 Worthalls Farm, Westfield Avenue, Read, BB12 7PW

Scale 1:2500

© Crown Copyright Reserved. For reference purposes only. No further copies may be made.
Ribble Valley Borough Council. Licence No.100018641 27 January 2018

PARISH COUNCIL:

Read Parish Council have no objections to this proposal and have stated that they consider that this is a good development of redundant farm buildings.

LCC HIGHWAYS

Lancashire county council Highways have stated that they are of the opinion that the proposed housing development would have a negligible impact upon highway capacity in the immediate vicinity of the site.

The Highways development Control section further state that the provision of new footpath and junction improvements at the site access on Westfield Avenue is fully supported by the Highway Development Control Section but note that this will remove parking for the adjacent terraced properties.

The applicant has indicated 6 off road parking space to replace the lost parkin on Westfield Avenue and this is fully support as it will remove parked cars from the access onto Whalley Road.

LCC Highways therefore has no objection to the proposal subject to the imposition of planning conditions.

LCC CONTRIBUTIONS:

No response received.

LLFA:

No response received.

UNTITED UTILITIES:

No objections subject to the imposition of planning conditions.

United Utilities have stated that a public sewer crosses this site and that they may not permit building over it. An access strip width of six metres, three metres either side of the centre line of the sewer will be required for maintenance or replacement. Therefore a modification of the site layout, or a diversion of the affected public sewer at the applicant's expense, may be necessary.

Additionally United Utilities have stated that a water main/trunk main crosses the site and will not permit development in close proximity to the main. An access strip of no less than 5 metres, measuring at least 2.5 metres either side of the centre line of the pipe.

The applicant must comply with our standard conditions for work carried out on, or when crossing aqueducts and easements. This should be taken into account in the final site layout, or a diversion will be necessary, which will be at the applicant's expense. Any necessary disconnection or diversion required as a result of any development will be carried out at the developer's expense.

**ADDITIONAL
REPRESENTATIONS:**

7 letters of representation have been received raising the following observations and objecting on the following grounds:

- The erection of new dwellings would exacerbate the existing poor highways safety and parking problems.
- No alternative parking arrangements for existing residents.
- Lack of footpaths.
- The application has been made on land that is not wholly in the control/ownership of the applicant.
- Increased traffic impact upon the area.
- Highways safety.
- The introduction of TRO's will result in existing residents losing parking provision.

Proposal

The application seeks outline consent (access only) for the erection of up to 15 dwellings on land at Worthalls Farm with access off Westfield Avenue, Read BB12 7PW.

The submitted details indicate primary vehicular and pedestrian access from Whalley Road off Westfield Avenue. The submitted layout proposes 15 dwellings, with the units being a mixture of detached, semi-detached and terraced forms. The layout proposes an informal cul-de-sac arrangement with parking provision for existing residents being provided towards the site entrance.

As the application is made in outline, layout is not a matter for which consent is sought at this stage and therefore cannot be assessed.

Site Location

The proposal site is Located off Whalley Road Read, accessed off Westfield Avenue. The area is predominantly residential in character with the southern extents of the site being bounded by green belt.

Relevant History

There is no recent planning history for the site that is directly relevant to the determination of the current application.

Relevant Policies

Ribble Valley Core Strategy

Key Statement DS1 – Development Strategy.

Key Statement DS2 – Presumption in Favour of Sustainable Development.

Key Statement EN3 – Sustainable Development and Climate Change.

Key Statement EN4 – Biodiversity and Geodiversity.

Key Statement H1 – Housing Provision.

Key Statement H2 – Housing Balance.

Key Statement H3 – Affordable Housing.

Key Statement DMI1 – Planning Obligations.
Key Statement DMI2 – Transport Considerations.

Policy DMG1 – General Considerations.
Policy DMG2 – Strategic Considerations.
Policy DMG3 – Transport and Mobility.
Policy DME5 – Renewable Energy.
Policy DME6 – Water Management.

Policy DMH1 – Affordable Housing Criteria.
Policy DMB4 – Open Space Provision.
Policy DMB5 – Footpaths and Bridleways.

Planning Practice Guidance
National Planning Policy Framework

Environmental, AONB, Human Rights and Other Issues

Principle of Development

In terms of strategic considerations, Key Statement DS1 of the recently adopted Core Strategy outlines that the majority of new housing development will be concentrated within the identified strategic site to the south of Clitheroe (Standen); and the principal settlements of Clitheroe, Longridge and Whalley.

Key Statement DS1 states that 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.

The Council is required to maintain a 5 year supply of housing land to ensure land supply is not a barrier to housing growth. Objectively assessed housing need identifies 280 units are required to be delivered in the Borough per year – these are minimum targets.

Using the October monitoring figures (Housing Land Availability Schedule October 2015), the Council can demonstrate a 5.67 year supply of housing land with an annual requirement of 280 units using the Sedgfield methodology.

The adopted core strategy, based on objectively assessed housing need, identifies the overall minimum housing target for Read and Simonstone is 19 dwellings over the plan period 2008-2028. As of December 2015 19 dwellings remain to be provided in Read and Simonstone over the plan period. The current proposal would contribute up to 15 dwellings to this objectively assessed need and the principle of the development in housing numbers terms is therefore considered to be in accordance with the adopted Core Strategy.

Given the site is located within the defined settlement boundary of Read/Simonstone the application is considered to be in broad accordance with the Development Strategy for the Borough and in principle, notwithstanding other material considerations, to be in accordance with Key Statement DS1 and Policy DMG2 of the adopted Core Strategy.

Highway Safety and Accessibility

The development proposal is made in outline with solely matters being applied for. The application seeks consent for the construction of a residential development of up to 15 dwellings which will be accessed off Whalley Road via Westfield Avenue. The submitted details propose that a 2m footway will be provided to the east and west of Westfield Avenue for the first 20 metres of the road.

It is noted that the applicant has proposed to provide 6 off-road car parking spaces within the site to replace those that would be lost on Westfield Avenue and this is fully supported as it will remove parked motor vehicles from the access point on to Whalley Road. The location and provision of the aforementioned replacement parking provision will be secured via planning condition that will require the submission of detailed information at the relevant reserved matters stage.

LCC Highways have made a number of observations in relation to the application but have raised no objection to the proposal subject to the imposition of planning conditions. The observations made are as follows:

- Westfield Avenue is a private road and is not subject to any future adoption agreement. The applicant should seek legal advice as to whether they have rights over this road to access the site.
- All off-road car parking spaces should be provided with a manoeuvring/reversing distance of 6m.
- All parking bays should be 2.4m wide by 5m in length.
- The shown highway layout is acceptable for all road users but has insufficient provision for services as such the highway as shown is not to minimum adoptable standards and as such highway safety and future maintenance may be jeopardised. The works required to bring the highway design up to an adoptable standard are listed below:
- A service verge is required on both sides of the new carriageway. A 2m wide service verge is required for locating statutory undertakes equipment and should be provided where buildings front onto the road. The minimum width of the remaining service verge can be reduced to 0.5m providing no street lighting is located within the aforementioned margin. If street lighting is required on the narrow service verge the minimum width is 800mm. Please note - the car parking spaces must not be over the service verge area.
- All trees should be removed from the service verge, as they are not permitted within the adoptable highway. From Lancashire County Council Residential Design Guide. The trees would only be permitted within the adoptable highway if a section 96 agreement of the 1980 Highways Act is entered with the district authority. The principle of the agreement would need to be agreed fully with the district authority before the section 38 agreement is entered.
- The full length of Westfield Avenue is not to an adoptable standard/layout as above.

The Highway Development Control Engineer has requested that should consent be granted, conditions relating to the following matters be attached:

- Wheel washing facilities be made available on site.
- Details of car parking provision to be provided.
- Details of highways works to be submitted.
- Road condition survey to be undertaken pre-commencement and post-completion.

- Construction Method Statement and Traffic Management Plan to be submitted.

It is therefore considered that subject to appropriate conditions, the proposal would be acceptable in respect of access, connectivity and highway safety in accordance with Policies DMG1 and DMI2 of the Adopted Core Strategy.

Legal Agreement/Planning Obligations

The applicant has submitted a S106 Agreement in respect of the development. Matters relating to the specific content of the S.106 agreement are currently under negotiation but it is envisaged that 30% of the units to be provided on site will be affordable in nature.

In accordance with Policy DMH1 of the Core Strategy it will be required that 15% of the units on site will be for older persons housing provision, 50% of which shall be included within the overall 30% affordable provision. The remaining 50% of older persons housing provision will be market housing, solely to be occupied by those over 55 years of age. It is the Local Authorities preference that the older persons provision be brought forward in the form of bungalows, this matter will be subject to on-going discussion.

At this stage No financial contributions have been requested in respect of education and sports/recreation. Should matters change they will be reported verbally.

Other Matters

As previously stated, the application is made in outline with all matters reserved save that of access. Matters of detailed layout therefore cannot be assessed at this stage, however it is imperative that the Local Planning Authority are assured that the level/amount of development proposed can be adequately accommodated on site without compromising the residential amenities of neighbouring occupiers or the visual amenities of the immediate and wider area.

I have a number of observations in respect of the indicative layout proposed, it is envisaged that these matters would be addressed through negotiation at the appropriate reserved matters stage. The following observations comments have been provided for the purposes of clarity/continuity and in light of the nature of a number of representations received.

In respect of the proposed layout I have the following observations:

- Concerns exist in relation to the potential impact upon existing residential amenities as a result of the orientation of a number of proposed the properties and their proximity to existing properties, in particular but not exclusively plots 1, 14, 15 and 11 to 13.
- Given a number of the units may be in terrace form, consideration will have to be given to a waste management strategy that allows for external provisions of a route that will allow refuse storage receptacles to be taken from the rear of the property to the frontage on collection day.
- The layout as proposed appears to fail to provide adequate manoeuvring for vehicles within the site.

- The dimensions of the replacement residents parking bays appear to be inadequate as do the required reversing manoeuvring distances.

A number of representations have been received in respect of the proposal raising issues of land ownership and that the access to the site does not fall within the ownership of the applicant. Members will note that matters of land ownership are a private legal matter and the LPA cannot consider such matters in the determination of the application.

A number of the representations received also raise concerns in relation to loss of existing parking provision. The applicant has provided a commitment that replacement parking provision will be provided on site, this matter will be addressed through planning condition that will require details of such provision to be submitted at the relevant matters stage.

SUMMARY OF REASONS FOR APPROVAL

Subject to further work being undertaken on the S.106 agreement, consider in principle, the development as proposed is not in direct conflict with the adopted Core Strategy and accords with the overall development Strategy for the Borough.

It is for the above reasons and having regard to all material considerations and matters raised that I recommend accordingly.

RECOMMENDATION: That the application be DEFERRED and DELEGATED to the Director of Community Services for approval following the satisfactory completion of a Legal Agreement within 3 months from the date of this decision and subject to the following conditions:

1. Application for approval of reserved matters must be made not later than the expiration of three years beginning with the date of this permission and the development must be begun not later than whichever is the later of the following dates.

(a) The expiration of three years from the date of this permission; or

(b) The expiration of two years from the final approval of the reserved matters or, in the case of approval on different dates, the final approval of the last such matter to be approved.

REASON: Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990 as amended by Section 51 of the Planning and Compulsory Purchase Act 2004.

2. No more than 15 dwellings (Use Class C3) are hereby permitted within the application site.

REASON: For the avoidance of doubt to ensure there is no ambiguity in the decision notice over what amount of development has been approved. In accordance with Key Statements DS1 and DS2 and Policies DMG1 and DMG2 of the Ribble Valley Core Strategy, to ensure a satisfactory quantum and level of development given its location.

3. Applications for the approval of reserved matters shall include details of replacement parking provision for residents of Westfield Avenue and Whalley Road, for the avoidance of doubt the provision shall be adequate to accommodate 6 parked motor vehicles and shall not be made available for use by residents of the development hereby approved. The

agreed parking provision shall be made available for use and completed in accordance with the approved details prior to first occupation of any of the dwellings hereby approved.

REASON: To secure satisfactory parking provision for existing residents in the area in accordance with Policies DMG1, DMG3 and DMI2 of the Ribble Valley Core Strategy.

4. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 or any Order revoking and re-enacting that Order, the dwelling hereby permitted shall not be altered or extended, no new windows shall be inserted, no alterations to the roof shall be undertaken and no buildings or structures shall be erected within the curtilage of the dwelling unless planning permission has first been granted by the Local Planning Authority.

REASON: To enable the Local Planning Authority to exercise control over development which could materially harm the character and visual amenities of the immediate area or be of detriment to the residential amenities of neighbouring occupiers due to site constraints, in accordance with Policy DMG1 of the Ribble Valley Core Strategy (Adopted Version).

5. Unless otherwise agreed in writing and in line with the surface water manage hierarchy, no development approved by this permission shall commence until a scheme for the disposal of foul and surface waters for the entire site has been submitted to and approved in writing by the Local Planning Authority. For the avoidance of doubt, surface water must drain separate from the foul and no surface water will be permitted to discharge directly or indirectly into existing public sewerage systems. The development shall be completed, maintained and managed in accordance with the approved details.

REASON: To ensure a satisfactory form of development and to prevent an undue increase in surface water run-off and to reduce the risk of flooding in accordance with Policies DMG1 and DME6 of the Ribble Valley Core Strategy.

6. Applications for the approval of reserved matters shall include details of existing and proposed land levels and finished floor levels, including the levels of the proposed roads. The development shall thereafter be carried out in accordance with the approved details.

REASON: To secure satisfactory finished ground and floor levels in accordance with Policy DMG1 of the Ribble Valley Core Strategy.

7. No development approved by this permission shall commence until a scheme for the on and off-site highway works, including timescales for implementation, has been submitted to and approved in writing by the Local Planning Authority. The development shall thereafter be carried out in accordance with the approved details.

REASON: In the interests of highway safety and to mitigate the impacts of the development in accordance with Policies EN2, DMG1, DMI2 and DMG3 of the Ribble Valley Core Strategy.

8. No development shall take place, including any site preparation or demolition works, 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. For the avoidance of doubt the statement should provide details of:

- a) The location of parking provision for vehicles of site operatives and visitors
- b) The location for the loading and unloading of plant and materials
- c) The location for the storage of plant and materials used in constructing the development
- d) The erection and maintenance of security hoarding
- e) The location of wheel washing facilities that shall be made available during the construction phase of the development
- f) Measures to control the emission of dust and dirt during construction
- g) Routes to be used by vehicles carrying plant and materials to and from the site
- h) Hours of operation and the timing of deliveries
- i) Measures to ensure that construction and delivery vehicles do not impede upon access to existing properties
- j) Programme and timings of the road-sweeping of the adjacent highways network
- k) Periods when plant and materials trips should not be made to and from the site (mainly peak hours but the developer to identify times when trips of this nature should not be made)

REASON: In the interests of protecting residential amenity from noise and disturbance and to satisfy the Local Planning Authority and Highway Authority that the development would not be of detriment to the safe operation of the immediate highway in the interests of highway safety and compliance with current highway legislation in accordance with Policies DMG1, DMG3 and DMI2 of the Ribble Valley Core Strategy.

9. Prior to the commencement of the development, including any demolition or site preparation works, a joint survey shall be carried out between the developer and the Highways Authority to determine the current pre-construction condition of Whalley Road. A similar repeat survey shall be carried out within six months of the completion of the last dwelling hereby approved; the findings of the surveys shall be submitted to and agreed in writing by the Local Planning Authority.

For the avoidance of doubt the submitted details shall specify any works to be undertaken, and their timings, to make good any damage to Whalley Road as a result of construction works, to return the highway to the pre-construction situation/condition. The development and any remediation/repair works shall be carried out in strict accordance with the approved details.

REASON: To maintain the safe operation of the immediate highway and to ensure no long-term damage to the highway as a result of the construction phase of the development in accordance with Policies DMG1, DMG3 and Key Statement DMI2 of the Ribble Valley Core Strategy.

1. The first part of the document discusses the importance of maintaining accurate records of all transactions. It emphasizes that this is crucial for the company's financial health and for providing reliable information to stakeholders.

2. The second part of the document outlines the specific procedures for recording transactions. It details the steps from initial entry to final review, ensuring that all entries are properly categorized and supported by appropriate documentation.

3. The third part of the document addresses the role of the accounting department in ensuring compliance with applicable laws and regulations. It highlights the need for ongoing monitoring and reporting to avoid any potential legal issues.

4. The fourth part of the document discusses the importance of regular audits and reviews. It explains how these processes help identify any discrepancies or errors and provide an opportunity to correct them before they become a problem.

5. The fifth part of the document concludes by reiterating the company's commitment to transparency and accuracy in its financial reporting. It expresses confidence in the reliability of the information provided and the effectiveness of the internal controls.

6. The sixth part of the document provides a detailed overview of the company's financial performance over the past year. It includes key metrics such as revenue, profit, and expenses, along with a comparison to the previous year and industry benchmarks.

7. The seventh part of the document discusses the company's strategic goals for the upcoming year. It outlines the key areas of focus, such as increasing market share, improving operational efficiency, and investing in research and development.

8. The eighth part of the document addresses the company's risk management strategy. It identifies the major risks facing the company and describes the measures in place to mitigate these risks and ensure the company's long-term sustainability.

9. The ninth part of the document discusses the company's commitment to social responsibility and environmental sustainability. It highlights the various initiatives and programs in place to support these goals and the positive impact they have had on the community and the environment.

10. The tenth part of the document concludes by expressing the company's confidence in its future prospects and its commitment to continued growth and success. It thanks the board of directors and all employees for their hard work and dedication throughout the year.

11. The eleventh part of the document provides a detailed overview of the company's financial performance over the past year. It includes key metrics such as revenue, profit, and expenses, along with a comparison to the previous year and industry benchmarks.

12. The twelfth part of the document discusses the company's strategic goals for the upcoming year. It outlines the key areas of focus, such as increasing market share, improving operational efficiency, and investing in research and development.

13. The thirteenth part of the document addresses the company's risk management strategy. It identifies the major risks facing the company and describes the measures in place to mitigate these risks and ensure the company's long-term sustainability.

14. The fourteenth part of the document discusses the company's commitment to social responsibility and environmental sustainability. It highlights the various initiatives and programs in place to support these goals and the positive impact they have had on the community and the environment.

15. The fifteenth part of the document concludes by expressing the company's confidence in its future prospects and its commitment to continued growth and success. It thanks the board of directors and all employees for their hard work and dedication throughout the year.

RECOMMENDATION FOR PLANNING AND DEVELOPMENT COMMITTEE

REFUSAL

DATE: 13 April 2017

REF:

CHECKED BY: JM

APPLICATION REF: 3/2016/1192

GRID REF: SD 376346 434559

DEVELOPMENT DESCRIPTION:

OUTLINE RESIDENTIAL DEVELOPMENT FOR 50 UNITS INCLUDING RESERVED MATTERS FOR ACCESS AT HAMMOND GROUND, WHALLEY ROAD, READ, BB12 7QN



CONSULTEE RESPONSES/ REPRESENTATIONS MADE:

PARISH COUNCIL:

Read Parish Council objects to this development on the following grounds:

1. The location is outside the settlement boundary and in an open countryside location. Hammond Ground is part of Read Park, an ancient and historic landscape. There are stunning trees set within this designated landscape which would be spoiled by being surrounded by modern housing. Many people enjoy the green vista of Hammond Ground from public highways around Read and also from as far away as Great Harwood and Altham.

2. The adopted core strategy, based on objectively assessed housing need, identifies the overall minimum housing target for Read and Simonstone of 45 dwellings over the plan period 2008- 2028. As of December 2015 19 dwellings remain to be provided in Read and Simonstone over the plan period. The current proposal would contribute up to 50 dwellings, which along with the planned development at Worthalls Farm of 15 dwellings would greatly exceed the objectively assessed need and the principle of sustainable development in housing numbers terms is therefore considered not to be in accordance with the adopted Core Strategy. Approval of the application for Hammond Ground could mean we get more than double the number of houses deemed appropriate for Read and Simonstone less than half way through the plan period.
3. A key part of this application is a claim that much of the housing will be for elderly people yet we have no doctors, opticians or dentists in the village and our bus service has recently been reduced. The Core Strategy concentrated development on settlements with better infrastructure. It cannot meet any suggested need that elderly residents find themselves living on a sloping site outside the village boundary with inadequate services.

OAN Housing Survey undertaken by Trustees of Hammond Ground

Having reviewed the results of this survey the parish council have noted that the results of the survey are quoted as % figures and we are unable to ascertain how many respondents there were. We therefore feel that this survey is meaningless without this context.

Simonstone Parish Council objects to the above application on the following grounds:

- The proposed application should be resisted as this piece of land is outside the Settlement Boundary of Read and Simonstone in the District Local Plan Core Strategy 2008 – 2028.
- Hammond Ground is ancient parkland and is of great scenic value to both tourists and residents of communities both from Ribble Valley and those who travel to and from the area. To lose this would be contrary to Policies DME1 and EN2 as this particular piece of land is considered highly for its scenic value.
- The Consultation of the Local Plan for Ribble Valley (Housing and Employment Development DPD) - Regulation 18 is almost complete. Should this application be approved the effect would be to virtually remove all the spare housing (55) capacity in the Local Plan.
- The Parish Council carried out a survey of residents and produced a Parish Plan and over 30% of the 479 delivered questionnaires were returned. There was little support for additional housing and overwhelming opposition to any large scheme development. There was evidence that limited accommodation for single elderly people would be welcomed, so as to give elderly residents the opportunity to down size, without having move outside the village which would increase the risk of them becoming isolated from their friends and acquaintances.

- The Parish Council has been working with Ribble Valley Borough Council and Ribble Valley Homes to develop residences for villagers who have expressed a wish to downsize.
- This extract from contaminated land report of the Application information states that; *The site is classified as Coal Mining Development High Risk Area which is present in the north and south of the site, associated with the 'probable shallow coal mining' and 'coal outcrops'. Long term safety of the site is questionable. Safety of the site is compromised as the site underlain by the Pennine Middle Coal Measures with a number of coal seams sub-cropping on site and a number of nearby mine entries. This strata could generate ground gas (primarily carbon dioxide and methane) particularly where worked seams are present.*
- With respect to pollutant linkage 3 (gas risk), it is recommended that the ground conditions are confirmed below the site; including the extent and depth of clay, the presence of shallow coal seams and confirmation of shallow workings. There is no evidence of any boreholes to enable a proper assessment of safety of the site and there is insufficient evidence in the application to ensure that the site is safe to develop and as such the site is unsuitable for housing development.
- The site is of historical importance as it was the scene of a battle during the civil war and is a locally important heritage site.
- The Housing Needs Survey document gives no numbers of required houses or types required; only percentages are shown and as a consequence no conclusions can be drawn from it's findings, which renders it a worthless document.

ENVIRONMENT DIRECTORATE (COUNTY SURVEYOR):

The County Surveyor (Highways) has no objection to the proposed development subject to the inclusion of appropriate conditions

LEAD LOCAL FLOOD AUTHORITY:

The Lead Local Flood Authority has no objection to the proposed development subject to the inclusion of appropriate conditions requiring the submission of appropriate surface water drainage details.

UNITED UTILITIES:

The drainage for the development should be carried out in accordance with principles set out in the submitted Flood Risk Assessment. No surface water will be permitted to drain directly or indirectly into the public sewer.

ENVIRONMENT AGENCY:

No observations.

LCC CONTRIBUTIONS:

An education contribution is not required at this stage in regards to this development.

THE COAL AUTHORITY:

The Coal Authority concurs with the recommendations of the Coal Mining Risk Assessment Report; that coal mining legacy potentially poses a risk to the proposed development and that intrusive site investigation works should be undertaken prior to development in order to establish the exact situation regarding coal mining legacy issues on the site. The Coal Authority recommends that the LPA impose a Planning Condition should planning permission be granted for the proposed development requiring these site investigation works prior to commencement of development.

LCC AONB OFFICER:

The AONB Partnership considers that Read Park and Hammond Ground provide important 'buffer' landscapes between the AONB and the more developed and industrial character of the landscapes to the south in the Calder valley. The proposed development will erode the character of these local landscapes and impact on the special qualities of this part of the AONB setting. For these reasons, the AONB Partnership maintains its objection to the proposed development.

LANCASHIRE ARCHAEOLOGICAL ADVISORY SERVICE:

It is recommended that the development site is subject to a desk-based assessment and that the need for any form of further archaeological investigation or mitigation work is considered and presented as part of any reserved matters application. Should it appear probable that significant remains may exist on the site further phases of work, which may include geophysical or topographical survey, trial trenching, etc. may be necessary.

CAMPAIGN TO PROTECT RURAL ENGLAND:

CPRE Lancashire considers the benefit of the development is outweighed by the harm to the local community. It raises the following points:-

- The proposal is contrary to Local Plan Policy G2; within the plan area developments will be mainly directed towards land within the main settlement boundaries. This proposal would contribute to a significant sprawl of built development into countryside and cause the encroachment into rural Lancashire.
- CPRE Lancashire remains concerned about the high incidence of 'off-local plan' housing applications that were approved by the Council and Planning Inspectorate in countryside in advance of an adopted Local Plan.

- The development would incur the loss of farmland. We remind planning decision makers that once countryside land is developed it is gone for good, with net loss to the natural environment.
- The heritage setting of Read Park would be adversely impacted, which is an important local historic landscape with important views to natural environments.
- There is concern about negative impact from the proposed development on the landscape and visual amenity of local residents from both short and long range views due to the sloping topography of the site. Views from local Public Rights of Way would be negatively impacted. Local Plan Policy DME2 refers to the protection of landscape features such as stone walls and townscape elements.
- CPRE Lancashire is concerned by harmful impacts to a number of ancient trees that should be protected on site.
- Ribble Valley Borough Council has a statutory responsibility to hedgerows considered important if it is over 20 metres long, 30 years old, and home to a certain number of plants and animal species by the Hedgerow Regulations 1997.
- CPRE Lancashire encourages the planning decision makers to give adequate weight to local opinion when deciding on an application. The application proposal is opposed by a large number of local residents and Read Parish Council.

LANCASHIRE GARDENS TRUST:

This development proposal was the subject of an earlier planning application 2016/0421, which was refused on planning policy, housing supply and landscape grounds. The current application appears virtually unchanged from the earlier application. The LGT was not notified of the earlier application, and therefore no comments were made. If we had been aware at the time an objection would have been submitted.

LGT have reviewed the application documentation, but not visited the site. LGT note that neither the earlier nor the current application included a Heritage Assessment. This is a significant omission from the application in view of the nature, historic origin and location of Hammond Ground. Read Hall and Park are included in *A Local List of Lancashire's Unregistered Historic Designed Landscapes(2013)* produced in partnership by LGT, Lancashire County Council and Manchester Metropolitan University. This assessed the Read landscape as category A2, i.e. of Regional and County significance. LGT has not yet undertaken a specific Statement of Significance for Read Park. Although the 2013 report does not identify the boundaries of the Park, a number of historic maps show the estate with parkland notation extending across the entire estate. This includes Hammond Ground, which is named along with other areas of the Estate, (Front Field, New Marls, Sagar Heys, Coppy and Acres). All are shown on the 1914 OS map (as well as other maps which are included in the Appendix of Part 1 of the Land Contamination Report) submitted as part of this application.

LGT would hope to undertake more detailed assessment of the Significance of Read Park in the future. Based on the documentation currently available, the LGT objects to residential

development within the historic boundaries of Read Park, which would result in a loss of part of the historic designed landscape.

ADDITIONAL REPRESENTATIONS:

Two petitions have been received in objection to the proposals with a total of 364 signatures and 162 objection letters have been received from individual residences. An objection has also been received on behalf of the residents group Hammond Ground Resident Group. Objections are raised for the following reasons:

- The proposed development would alter the feel of the village
- Local infrastructure would be unable to cope and traffic in the area is already busy
- The applicant is likely to have intentions to increase house building in this area at a later date or to re-plan the site for more market housing.
- Access is directly onto the A671 which is already congested at the beginning and end of the day
- Local facilities such as doctors and schools would find it difficult to cope with additional demand
- The number of dwellings proposed exceeds the housing requirement for Read and Simonstone in the Council's Core Strategy and would nearly double the requirement
- Existing facilities within the village are limited to a few shops and small pharmacy and there are limited public transport links. There is no doctors surgery, dentist or library making it difficult for older residents and families who would be reliant on the car
- Hammond Ground is valuable landscape and contained many well established trees
- The River Calder is unable to take extra water and has caused recent floodings in Padiham and Whalley
- View of the landscape would be altered looking out from Great Harwood, Huncoat, Hapton and Altham and miles around.
- Hammond Ground has a local historic significance and is a valuable landscape with a park-like appearance
- The housing need survey submitted is of little value as it fails to provide the number of respondents and was done by stealth. The developers have been selective in the information provided and the Council should undertake their own survey
- Understanding that individual responses to the Housing Needs Survey are confidential but not the main body of the report which should be considered as evidence and subject to public scrutiny. Whilst there are more older people in Read and Simonstone this does not mean there is a justified need for bungalows.
- Demand for new properties is relatively low with a variety of housing available at various budgets including terraced dwellings for £120k – you only need look at the 'Meadow View' development as proof of this. There are many bungalows for sale in the local area available at a more affordable price.
- Shortage of housing for the elderly cannot be met by building on the outskirts of a village with limited public transport, no doctors, no dentist and no community centre. The nearest convenience shop is almost half a mile away.
- Proposal would result in harm to wildlife including deer, fox, bats and owls
- Dwellings along George Lane face onto Hammond Ground.
- Many brownfield sites have not been utilised for residential development

- The landowners do not live locally and have no interest in safeguarding the landscape or wider area
- The proposal to have a path at the rear of houses on George Lane would be detrimental to the occupants of these properties including invasion of privacy and security concerns
- Read is undermined with shallow mine works and Hammond Ground contains a number of mine shafts
- The LVIA is based on all homes on the site being single storey accommodation
- The application site is not material in terms of the 5 year supply and the Council should work to accelerate delivery at the Standen site. There is potential for small scale development within the settlement
- Submitted LVIA is inaccurate and fails to fully assess impact
- Unacceptable impact on heritage assets

1. **Site Description and Surrounding Area**

- 1.1 The application site is an irregular parcel of land comprising 4.09 hectares in the open countryside and is situated to the west of Read outside of the defined settlement boundary. The site comprises the south-eastern end of land known as Hammond Ground and is sloping pasture land with a number of veteran trees. Levels on the site slope steeply from north to south. The southern boundary of the application site is bound by Whalley Road (A671) which is considered a strategic route. A roadside hedge forms the site frontage facing Whalley Road. To the east the site abuts the gardens of residential properties along George Lane.

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

- 2.1 Outline consent is sought for residential development comprising 50 dwellings including reserved matters for access at Hammond Ground, Whalley Road, Read. The application is a re-submission of planning application 3/2016/0421 which was refused at the Planning Committee meeting on 21st July 2016 on the following grounds:-
1. *The proposal, by reason of its scale and location, would lead to the creation of new residential development in the open countryside in excess of the identified residual number of dwellings proposed to be accommodated in Read and Simonstone. The proposal would cause harm to the development strategy set out in the Ribble Valley Core Strategy. As such, the proposal does not comprise sustainable development and is therefore considered to be contrary to Key Statements DS1 and DS2 and Policies DMG1, DMG2 and DMH3 of the Ribble Valley Core Strategy.*
 2. *The proposal, by reason of its scale and location, would be injurious to the setting of the AONB and would result in irreversible harm to the visual amenity of the parkland landscape that contributes significantly to the character of the village of Read and the surrounding area contrary to Policies EN2 and DME2.*
 3. *The proposal would create a harmful precedent for the acceptable of similar unjustified proposals, which would have an adverse impact on the*

implementation of the planning policies of the Council, contrary to the interests of the proper planning of the area.

- 2.2 The application now submitted differs from the original submission in respect of additional supporting documentation and an amended illustrative layout. There are assertions in the covering letter supporting the application that the proposal is for *up to 50 residential units all bungalows for over 55s and Starter Homes.*

3. **Relevant Planning History**

- 3.1 3/2016/0421 - Outline residential development for 50 units (33 bungalows and 17 houses) including reserved matters for access at Hammond Ground Read. Refused.

4. **Relevant Policies**

Ribble Valley Core Strategy

Key Statement DS1 - Development Strategy

Key Statement DS2 - Sustainable Development

Key Statement EN2 - Landscape

Key Statement EN3 - Sustainable Development and Climate Change

Key Statement EN4 - Biodiversity and Geodiversity

Key Statement EN5 – Heritage Assets

Key Statement H1 – Housing Provision

Key Statement H2 - Housing Balance

Key Statement H3 – Affordable Housing

Key Statement DMI1 - Planning Obligations

Key Statement DMI2 - Transport Considerations

Policy DMG1 - General Considerations

Policy DMG2 - Strategic Considerations

Policy DMG3 - Transport and Mobility

Policy DME1 - Protecting Trees and Woodlands

Policy DME2 - Landscape and Townscape Protection

Policy DME3 - Site and Species Protection and Conservation

Policy DME6 - Water Management

Policy DMH1 – Affordable Housing Criteria

Policy DMH3 – Dwellings in the Open Countryside and the AONB

Other Material Considerations:

National Planning Policy Framework (NPPF)

Technical Guidance to the National Planning Policy Framework

Planning Practice Guidance (PPG)

5. **Assessment of Proposed Development**

- 5.1 The main considerations in determining this application are the principle of the development, the impact of the development on the character and visual appearance of the surrounding area, its effect on the residential amenities of neighbouring occupiers, the ecological impact of the proposals and its effect on highway safety.

5.2 Principle of Development

- 5.2.1 In terms of assessing the principle of residential development in this location, the development plan for the borough comprises the Ribble Valley Core Strategy 2008-2028. Under Section 38 of the Planning and Compulsory Purchase Act 2004, decisions on planning applications must be made in accordance with the development plan unless other material considerations indicate otherwise.
- 5.2.2 Paragraph 47 of the National Planning Policy Framework (The Framework) requires LPA's to boost significantly the supply of housing and to maintain five years' worth of housing supply against their requirements. According to the latest published figures (October 2016) the Council has a 5.3 year housing land supply and this is the figure that the Council must use when determining planning applications for housing. However, research undertaken into approaches taken by inspectors to the methodology for calculating the requirement, in recent appeals and development plan examinations has caused the re-examination of a certain element of the five year requirement calculation relating to the application of the 20% buffer. The net effect was to generate a five year supply position of 4.99 years supply when measured against the Council's own estimates of supply at 30th September 2016. Where the Council cannot demonstrate a 5 year supply, the implications of paragraph 49 of NPPF must be taken into account in making any decisions. NPPF paragraph 49 states that, "*Housing applications should be considered in the context of the presumption in favour of sustainable development. Relevant policies for the supply of housing should not be considered up-to date if the local planning authority cannot demonstrate a five-year supply of deliverable housing sites.*"
- 5.2.3 It is recognised however that the five year supply position constantly changes as permissions are given and sites developed. The Council's housing land supply figure when determining planning applications for housing remains the latest published figure (5.3 years supply). The most comprehensive position will be ascertained through the next survey schedules to take place at the end of March 2017. The resolution to grant outline planning permission, following completion of a S106 agreement, for 275 dwellings at Grimbaldeston Farm, Longridge will address any lack of five year supply in the short-term and it is therefore considered that the Council is able to demonstrate a five year supply of housing land at this time. As a result, Core Strategy Policies for the supply of housing are considered up-to-date.
- 5.2.4 The Development Strategy put forward in Key Statement DS1 of the Core Strategy seeks to direct the main focus of new house building to the Strategic Site, the Principal Settlements of Clitheroe, Longridge and Whalley and Tier 1 villages which are considered the more sustainable of the 32 defined settlements. Key Statement DS1 identifies Read and Simonstone as a Tier 1 settlement and therefore some housing development is considered acceptable in the village. The Core Strategy identifies a requirement for 45 houses within the defined settlement boundary of Read and Simonstone. The Core Strategy recognises that the housing numbers are minimum requirements, but also seeks

to manage the rate at which the settlements develop. The Council held a public consultation exercise on the Regulation 18 (Issues and Options) stage of the Housing and Economic Development (HED) DPD in summer 2016. This document sets out the remaining housing requirement in the borough and, as per the spatial development strategy of the Core Strategy, this was broken down into settlements. Since the start of the Core Strategy plan period a total of 14 dwellings have been built up to 30 September 2016 in the settlement of Read and Simonstone and there is a total of 28 dwellings with extant planning consent. Taking this into account, there is a residual number of 3 dwellings required in Read and Simonstone to meet the minimum housing targets in the Core Strategy and it has been determined that no specific housing allocations are required in the settlement as this level of dwellings would be anticipated to be addressed by windfall sites within the settlement boundary.

5.2.5 Settlement boundaries have recently been reviewed and updated as part of the emerging Housing and Economic Development (DPD). The Draft Settlement Boundaries which formed part of the Regulation 18 stage consultation have now been adopted for Development Management Purposes (as of Dec 2016). The Draft Read and Simonstone settlement boundary continues to exclude Hammond Ground which is designated as Open Countryside.

5.2.6 The proposed development would result in an oversupply of 47 units in Read and Simonstone; a significant oversupply against the residual requirement of 3 dwellings. It is acknowledged that the housing figures contained in Core Strategy Key Statement DS1 are a minimum requirement and that some quantum of oversupply can take place without detrimental harm to the development strategy. Key Statement DS1 directs spatial growth in order to achieve the most sustainable pattern of development. The scale of planned housing growth for each settlement reflects the existing population size, the availability of facilities and the extent to which development can be accommodated within the local area. In this case the proposed development would result in a considerable surplus of residential properties over and above the numbers to be planned for as a residual in Read and Simonstone which would cause harm to the Development Strategy set out in the Ribble Valley Core Strategy. The location of the development site on land designated as Open Countryside is subject to consideration by other Policies in the Core Strategy which, alongside Key Statement DS1, comprise the Development Strategy for the Borough and form the local planning authority's plan for sustainable development.

5.2.7 Core Strategy Policy DMG2 provides guidance to direct development in the Borough and relates specifically to development outside of the defined settlements. In these areas development must meet one of the following considerations:

- (1) the development should be essential to the local economy or social wellbeing of the area;
- (2) the development is needed for the purposes of forestry or agriculture;

- (3) the development is for local needs housing which meets an identified need and is secured as such;
 - (4) the development is for small scale tourism or recreational developments appropriate to a rural area;
 - (5) the development is for small-scale uses appropriate to a rural area where a local need or benefit can be demonstrated;
 - (6) the development is compatible with the enterprise zone designation.
- 5.2.8 Providing affordable homes and housing for older people are priorities within the Council's Housing Strategy and the Strategic Housing Market Assessment (SHMA) supports the need for bungalows in the Borough. The shortfall in affordable homes and 55 years plus accommodation is expressly addressed through the affordable housing policies in the Core Strategy.
- 5.2.9 There are assertions in the covering letter supporting the application that the proposal is for *up to 50 residential units all bungalows for over 55s and Starter Homes* but there is no commitment to this on the application form. The planning agent has confirmed that the proposals would include 15 'Starter Homes' catering to the needs of young families and 30 bungalows accommodating for the 55+ age group.
- 5.2.10 Starter homes are a new affordable housing product designed by the government to specifically meet the housing needs of younger generations and are available for purchase by 'qualifying first-time buyers' only; these are defined as people who don't already own a home and who are aged 23-40. Starter Homes are to be sold at a discount of at least 20% of their market value, and always for less than the price cap (currently set to £450,000 in Greater London; £250,000 outside London).
- 5.2.11 The housing mix proposed is an unusual concept and not a standard approach to addressing the housing needs for general needs households. By providing an element of affordable housing and homes for older people the application seeks compliance with criterion (3) of DMG2; *'the development is for local needs housing which meets an identified need and is secured as such'* and Policy DMH3 'Dwellings in the Open Countryside and AONB' which also supports the principle of local needs housing in areas designated as Open Countryside or an Area of Outstanding Natural Beauty.
- 5.2.12 In order for the development to comply with Core Strategy Policy DMG2 the local planning authority would need to be satisfied that the proposal would provide local needs housing which meets an identified need. The local planning authority has not undertaken a Housing Needs Survey for Read and Simonstone and the Council does not hold a waiting list for properties as there is currently no affordable housing stock. The previous planning application was not supported by a Housing Needs Assessment for the settlement of Read and Simonstone and therefore it was considered that the development failed to accord with criterion (3) of Policy DMG2 and Policy DMH3.

- 5.2.13 This application is accompanied by an independent Housing Needs Survey for Read and Simonstone prepared by Planit Wright using a questionnaire that replicates that used by the Council in its own surveys. The primary objective of identifying need is to identify the future quantity of housing needed, including a breakdown by type, tenure and size. According to Planning Practice Guidance (Housing and economic development needs assessments), the need for housing in the context of the guidance refers to the scale and mix of housing and the range of tenures that is likely to be needed in the housing market area over the plan period – and should cater for the housing demand of the area and identify the scale of housing supply necessary to meet that demand.
- 5.2.14 National guidance is provided by paragraph 54 of The Framework which requires local planning authorities to be *“responsive to local circumstances and plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites where appropriate. Local planning authorities should in particular consider whether allowing some market housing would facilitate the provision of significant additional affordable housing to meet local needs”*.
- 5.2.15 It is noted that the Planning and Housing Assessment document submitted with the application refers to the site as a ‘Rural Exception Site’. Rural Exception Sites are defined by The Framework as *“small sites used for affordable housing in perpetuity where sites would not normally be used for housing. Rural exception sites seek to address the needs of the local community by accommodating households who are either current residents or have an existing family or employment connection. Small numbers of market homes may be allowed at the local authority’s discretion, for example where essential to enable the delivery of affordable units without grant funding.”* Whilst there is no specific Rural Exception Site policy in the Ribble Valley Core Strategy, Key Statements DS1, DS2 and H2 and Policies DMG1, DMG2 and DMH3 combine to have a similar effect (i.e. development for local needs housing outside the defined settlement area must meet an identified need and must be in keeping with the character of the landscape by virtue of its size, design, use of materials, landscaping and siting).
- 5.2.16 The 15 starter homes proposed would contribute to affordable housing at the site; in accordance with Core Strategy Policy DMH1 there would also be a requirement for a proportion of the over 55s housing to be affordable. However, whilst the application refers to the proposed development as a Rural Exception Site, the share of affordable housing offered is not significantly greater than the Council’s general requirement for 30% affordable units set out in Key Statement H3: Affordable Housing. It is opined that the site cannot truly be considered as a Rural Exception Site given that it would predominantly comprise market housing.
- 5.2.17 Core Strategy Policy DMH1 requires proposals for affordable housing to be accompanied by a full survey of the extent of need including how the cost of the accommodation would be matched to the incomes of target groups. National Planning Practice Guidance makes clear that housing need should be based on quantitative assessments, but also on an understanding of the qualitative

requirements of each market segment - development needs should be proportionate and does not require local councils to consider purely hypothetical future scenarios, only future scenarios that could be reasonably expected to occur. Furthermore, it has to be recognised that any survey of this kind has its limitations; people's responses express their aspirations as well as need. Whilst it is necessary to take account of these when considering need, affordable housing is based on actual need. For example, although a single person may state a preference to live in a two or three bedroom property, in reality they may only qualify for a one-bedroom unit.

- 5.2.18 In assessing the information collated in the Read and Simonstone Housing Needs Survey, the Council's Housing Officer has raised concerns regarding the number of households that were surveyed which is different to the number the Council hold on record. The Council records 1,091 households in the two parishes compared to 1,152 as surveyed. This difference of 61 properties is significant when the total number of households in need is considered.
- 5.2.19 Also not clear in the report is the total number of households that responded to Part 2 (i.e. households that are likely to wish to move now or in need of accommodation in the future). This is fundamental in understanding future need. Planit Wright has confirmed that a total of 32 households responded as needing accommodation either now or in the future. From this information we can establish that the survey concluded that there is a requirement for 17 houses, 11 bungalows, 3 flats and 1 sheltered unit. However, only 25% of those looking to move required accommodation within the next 2 years; this equates to 8 households in total. If the needs of the 2-5 year period from the survey are considered then this provides a further need for 16 units.
- 5.2.20 Of the respondents, over half were over 55 years old and in terms of income levels, the mean take home income was £1549 per month. In terms of affordable housing tenure options, discount sale was identified as the most preferred with 12 households identifying discount sale, followed by 4 requiring shared ownership and 2 interested in renting. In terms of tenure mix, 25% of respondents have an income which would make affordable rent the only option affordable to them; they would be unable to afford the 'starter bungalows' on offer. The remaining units would need to be a mix of affordable home ownership tenures (shared ownership and discount sale). The tenure mix request would therefore be split equally between affordable rent, shared ownership and discount sale to reflect the income levels collated and the discount would need to be at a discount of 40% from open market value (OMV) to enable those in need to access the housing. All the units would need to be affordable in perpetuity and have a local connection restriction in place.
- 5.2.21 Taking into account the above, the proposed development does not reflect the scale of housing identified in the Housing Needs Survey. Whilst the Housing Needs Survey submitted with the application provides a socio-economic profile of the settlement of Simonstone and Read including a brief assessment of the local

housing market, there is no evidence within the body of the report to support the provision of the 50 dwellings proposed.

5.2.22 The housing mix and the range of tenures proposed also fails to match the need identified in the Housing Needs Survey and may result in those in housing need being unable to access the housing provided. Additionally, the provision of 50 bungalows fails to provide a suitable mix of housing to meet the needs of different groups and would be contrary to the national policy requirement to provide "...a mix of housing based on current and future demographic trends, market trends and the needs of different groups in the community" (NPPF, para 50) and the requirements of Core Strategy Key Statement H2 which states that "*planning permission will only be granted for residential development providing it can be demonstrated that it delivers a suitable mix of housing...*". It could be further argued that the aforementioned failure to take account of future demographic trends/shifts in the area may ultimately result in the Local planning Authority having to consider accommodating further development in adjacent open countryside to meet need.

5.2.23 Having regard to the above, the proposal, by reason of its scale and location, would lead to the creation of new residential development in the open countryside in excess of the identified residual number of dwellings proposed to be accommodated in Read and Simonstone. The proposal would cause harm to the development strategy set out in the Ribble Valley Core Strategy and would not comprise sustainable development. It is therefore considered to be contrary to Key Statements DS1, DS2 and H2 and Policies DMG1, DMG2 and DMH3 of the Ribble Valley Core Strategy.

5.3 Landscape/Visual Impact

5.3.1 Core Strategy Policies EN2 and DME2 set out how the Council will assess development within the Open Countryside and AONB. The landscape and character of those areas that contribute to the setting and character of the AONB will be protected and conserved and development must be in keeping with the character of the landscape. Policy DME2 states that development proposals will be refused which significantly harm important landscape or landscape features.

5.3.2 The application proposes the development of 4.09 hectares of sloping pasture land with scattered veteran trees on the western edge of the village of Read. The application site lies approximately 600m south of the boundary of the Forest of Bowland AONB and when viewed from the south across the Calder Valley the site is seen against the backdrop of the Forest of Bowland thus contributing to its setting and character. The site lies on the northern upper slopes of the Calder Valley with land rising steadily to the north.

5.3.3 The site forms an attractive gateway to the village and provides an open vista to the north of the A671 on entrance and exit on the west side of the village. The proposed development would be prominent when seen from the main road that runs through the village and is a strategic route within the Borough. The site is

also highly visible from long-distance views from the southern valley slopes. It is noted that there has been significant objection from local residents who regard Hammond Ground as an important landscape which makes a significant contribution to the character of the village.

- 5.3.4 The site comprises parkland made up of pasture with scattered mature tree, which was formerly the south easternmost corner of the Read Estate. To the north and west of the site is open parkland. To the south of the site is the main road beyond which the land drops down to the River Calder. The sites eastern boundary is formed by the gardens of properties along George Lane. Whilst there are no statutory designations covering the site, the significance of Read Hall and Park as a historic landscape is recognised in '*A local list of Lancashire's Unregistered Historic Designed Landscapes*' (LCC, 2013) which considers it to be of County/Regional Significance. The site is classified as Landscape Character Type 6a Calder Valley in the Landscape Character for Lancashire and it is noted that "*designed landscapes, such as Huntroyde and Read Park, are important locally to the visual and cultural qualities of this character area; they also contribute an important wooded element to the landscape.*" The Forest of Bowland Management Plan identified the site as falling within landscape type Undulating Lowland Farmland with Parkland and notes that Country houses are a feature of the area and are often surrounded by parklands and well managed estates. They are evidence of the developing industrial enterprise and increasing wealth between the 16th and 19th centuries. Forest of Bowland Management Plan advocates the importance of conserving and enhancing the existing parkland, including ensuring the long-term viability of the parkland trees and landscape.
- 5.3.5 The application is supported by a Landscape and Visual Impact Assessment (LVIA). In terms of its relationship with the AONB, the LVIA recognises that the application site forms part of the setting for the AONB. It considers that any impact would be marginal given that inter-visibility between the site and the AONB from viewpoints close to the site are limited. However, the AONB Officer observes that the assessment only considers 'inter-visibility' between the site and the AONB as the principal factor in concluding that the impact on the AONB setting will be *Slight*. The assessment goes on to highlight the importance of Read Park and Hammond Ground as important and valued 'parkland' landscapes (either existing or historic) and outlines the likely impact of the development as ranging from *Moderate Adverse* to *Moderate-Substantial Adverse*. The AONB Officer considers that Read Park and Hammond Ground provide important 'buffer' landscapes between the AONB and the more developed and industrial character of the landscapes to the south in the Calder valley. The proposed development will erode the character of these local landscapes and impact on the special qualities of this part of the AONB setting.
- 5.3.6 Having regard to the visual effects of the development, the development site is highly visible along the A671 from which the land rises to the north and the LVIA recognises the visual impact on road users and pedestrian as Major to Moderate adverse. There are glimpses of the site from George Lane where the impact would be moderate to slight. There are also long distance views from the M65,

A680 to the west and Memorial Park on Church Lane, Great Harwood. There are also fundamental concerns in respect of the proposed perceived visual density of development which in areas appears overtly cramped and discordant with the pattern of development to the east.

5.3.7 The LVIA outlines measures to mitigate the visual and landscape impact of the development including the retention of mature trees, supplementary hedge and tree planting, use of traditional estate style metal railings and creation of new areas of public open space. Whilst the retention of the mature trees and the single storey height of the proposed dwellings would reduce the visual harm of the development, the development would still result be severely harmful to the character and appearance of the landscape. Taking the above into account, the proposals would be injurious to the setting of the AONB and would result in irreversible harm to this parkland landscape that contributes significantly to the character of the village of Read and the surrounding area contrary to Policies EN2 and DME2.

5.3.8 It is noted that Read Hall is a Grade II* Listed Building that lies approximately 700m north-west of the site. Read Park is recognised in Lancashire County Councils publication *A Local List of Lancashires Unregistered Historic Designed Landscapes* as being of County/Regional importance. Whilst the application site forms part of the wider parkland setting for Read Hall it is not considered that the proposed development would result in unacceptable harm to the significance of the listed building given that there is an intervening woodland buffer which ensures minimal inter-visibility between Read Hall and the application site itself, and due to the application sites location adjacent to existing dwellings along George Lane.

5.4 Layout and Urban Design

5.4.1 Whilst the issues of appearance, landscaping, layout and scale would be considered in detail at reserved matters stage, the overall masterplan and urban design approach to the site should be fully considered and agreed at this stage. This will aid in ensuring that the current application would fully inform and guide the approach taken to the site at later detailed design stages of the proposal. There is scope for more to be made of the pedestrian entry point in the south-eastern corner of the site leading to the 'Green Corridor' adjacent the eastern boundary. This entry point should be reinforced so that the areas of informal usable Public Open Space (POS) may serve a wider community benefit and that the entry point is seen as an 'attractive option' for users who would not reside within the proposed development. The aforementioned entry point should also be adequate to accommodate a shared pedestrian/cycleway in accordance with Policy DMG3 which requires provision to be made for pedestrians and cyclists.

5.4.2 There are concerns regarding housing backing on to the green corridor insofar that it will potentially be interpreted as a separate element to the development rather than integral to its overall arrangement. It is considered that a preferable approach be that

the dwellings are reoriented to front directly on to the corridor whilst respecting overlooking distances of adjacent existing residential development. This may require revisions to the vehicular access route so that access could be maintained to the frontage of these properties, however this would allow the eastern corridor to act as a semi-natural 'green' and ensure it benefits from natural surveillance.

5.4.3 The western extents of the site which would be visually defined by a number of formal boundary treatments/garden areas with no scope or margins for adequate visual mitigation that would allow for a sensitive visual transition from private residential curtilage to the rural appearance of the adjacent land. Taking into account the openness of the adjacent land to the west it is likely formal boundary treatments and areas of residential curtilage would appear completely alien and incongruous upon the landscape to the significant detriment of the character and visual amenities of the area. These concerns also extend to the parcel of development to the northern extents of the site.

5.4.5 Having regard to the above, it is considered that the proposed masterplan is likely to result in the submission of a reserved matters proposal that would fail to respond positively to the landscape character of the area or adjacent pattern of development and is therefore likely to be of significant detriment to the character and visual amenities of the area.

5.5 Ecology and Trees

5.5.1 The Ecology Assessment submitted with the application is dated November 2015 and was submitted as part of the previous application. The assessment notes that the trees on site have a high/moderate roost potential for bats. It is recommended that T1, T10 and T11 are subject of further surveys to establish whether bats are present and to inform any requirements for mitigation. The trees, woodland and hedgerows on site provide good habitat for nesting birds and feeding. A breeding bird survey would have to be carried out at reserved matters stage to determine species present and inform mitigation and enhancement measures. Any subsequent reserved matters applications would need to demonstrate how the detailed design achieves a net enhancement of biodiversity and if a net loss is likely, biodiversity offsetting would be required. I am satisfied that a net enhancement could be secured and no reason for refusal is therefore raised in this respect.

5.5.2 An Arboricultural Impact Assessment has been submitted with the application and includes a survey of 8 individual trees, two groups of trees and one hedge. Five of the trees and one of the groups are categorised as high quality class 'A' trees which are of particular visual importance as arboricultural and/or landscape features. Due to their sizes, topography of the site and the wider area, these trees (T1- T5) are highly visible in the immediate local landscape and confer a substantial visual amenity. The proposal, as it stands, includes the provision and ability to retain all of the trees on site. The development would require the partial

removal of hedge along the A671 road frontage to create the access and the proposals include new tree and hedge planting.

5.5.3 Notwithstanding the assurance that existing trees would be protected and incorporated into the development site, it is considered that the harm to the character and visual appearance of the parkland resulting from the erection of 50 dwellings could not be adequately mitigated through additional hedge and tree planting.

5.6 Impact on Residential Amenity

5.6.1 Layout is a reserved matter, however, given the location of the site, I am satisfied that the proposed development of the land in principle would have no undue impact on the amenity of the occupants of adjoining residential properties. The applicant has failed to provide a noise report and details of appropriate mitigation measures that would be required to protect the future occupants of the dwellings from road noise associated with the A671. However, I am satisfied that noise mitigation measures could be secured by condition of any permission. No reason for refusal is therefore raised in these respects.

5.7 Highway Safety and Accessibility

5.7.1 The proposed development would provide 50 dwellings on undeveloped land on the western edge of Read, with a new access on to Whalley Road. Whalley Road (A671) is categorised as a strategic road with a speed limit of 40mph fronting the site access and reducing to 30mph at the eastern boundary of the site.

5.7.2 The County Surveyor estimates that the development would generate an estimated 325 two-way daily traffic movements with a peak flow of 30 two-way traffic movements during the morning and evening peak period. This equates to only one additional vehicle movement on Whalley Road every two minutes. The County Surveyor is of the opinion that the applicant should pay to relocate the change of speed limits from the east of the site to the west of the site and these works to be carried out under a section 278 agreement with Lancashire county Council. The relocated change in speeds would potentially reduce speeds fronting the site access by forming a gateway feature before the new settlement boundary.

5.7.3 Whilst the highway safety concerns raised by local residents are noted, the National Planning Policy Framework in paragraph 32 states "Development should only be prevented or refused on transport grounds where the residual cumulative impacts of development are severe". The County Surveyor is of the opinion that the proposed development should have a negligible impact on highway safety and capacity in the immediate vicinity of the site.

5.8 Flooding and Drainage

5.8.1 The application is supported by a site-specific Flood Risk Assessment and Drainage Strategy and the Lead Local Flood Authority has raised no objections against the proposals. The proposals indicate that the applicant intends to carry out works on or near to an ordinary watercourse. Under the Land Drainage Act 1991 (as amended by the Flood & Water Management Act 2010), the applicant would need consent from the Lead Local Flood Authority to build a culvert or structure (such as a weir) or carry out works within the banks of any ordinary watercourse which may alter or impede the flow of water, regardless of whether the watercourse is culverted or not.

5.8.2 It is evident that the applicant intends to discharge surface water to an ordinary watercourse. Whilst other preferable runoff destinations should be considered first, namely into the ground (infiltration), it is noted from Section 5.5 of the Flood Risk Assessment that infiltration is unlikely to prove a viable drainage solution for all the surface water run-off generated by the proposals. This arrangement is considered to be acceptable in principle, subject to sufficient evidence of permeability testing for the site and subject to an appropriate point of discharge being identified.

5.9 Developer Contributions

5.9.1 There are assertions in the covering letter supporting the application that the proposal is for *up to 50 residential units all bungalows for over 55s and Starter Homes* but there is no commitment to this on the application form. The application is accompanied by a Draft S106 agreement which also fails to indicate the mix and tenure of affordable housing proposed. The planning agent has confirmed that the site would include 15 'Starter Homes'. In addition, 30 dwellings would cater for over 55s of which there would be a requirement for some affordable units to be provided on site in accordance with Core Strategy Policy DMH1. Should on site provision of bungalows be agreed, the Local Planning Authority would require that a commitment to provide such provision be enshrined within the S.106 agreement for the site. The mix of rental, shared ownership and other tenure would be agreed through further negotiation and would be enshrined within a legal agreement.

5.9.2 The proposal would place pressure on existing sports and open space infrastructure in the Borough. Contributions would be necessary to mitigate the impact of the development. Whilst the proposal would provide areas of informal open space on-site, including meadow grassland, pond area and wetlands, there would remain a requirement for an off-site contribution towards recreational/leisure facilities in the locality. Given the application only seeks to establish the upper quantum of development to be provided on site, based on current practice by the Local Planning Authority, this would require a method for calculation to be applied at the reserved matters stage as follows:

5.9.3 The contribution sought will be based on the following occupancy ratios at a rate of £216.90 cost per person:

- 1 bed unit - 1.3 people
- 2 bed unit - 1.8 people
- 3 bed unit - 2.5 people
- 4 bed unit - 3.1 people
- 5 + bed unit - 3.5 people

5.9.4 Lancashire County Council (education) have confirmed that an education contribution is not required in regards to this development.

6. Conclusion

6.1 In terms of benefits, there would be economic benefits arising from the development in terms of job creation during the construction period and funding from the new homes bonus. Whilst the provision of housing and affordable housing would normally comprise benefits, the NPPF is clear that housing provision is a benefit when it is of the right type and in the right location. In respect of the latter, the development strategy of the Borough identifies that Read is not the right location for new large scale housing development. In the case of Read and Simonstone, planning permissions for residential development granted to date would leave a residual housing requirement of 3 dwellings and a residential development of the scale proposed would clearly exceed the housing figures as set out in Key Statement DS1. Furthermore, no evidence has been submitted with the application that identifies a housing need in Read for development of the mix, scale and tenure proposed. The proposal therefore fails to comply with criterion (3) of DMG2 or any of the other criteria within this policy. The application site has a high landscape value and contributes significantly to the visual appearance of the surrounding area. It is considered that the proposals would result in significant harm to the setting and character of the AONB and harm an important landscape contrary to Key Statement EN2 and Policy DME2

6.2 In this case, it is concluded that the adverse impacts of granting permission for this development proposal would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Ribble Valley Core Strategy. As such, the proposal does not comprise sustainable development and would compromise the implementation of planning policies of the Council, contrary to the interests of the proper planning of the area. It is therefore recommended that planning permission be refused.

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

1. The proposal, by reason of its scale and location, would lead to the creation of new residential development in the open countryside in excess of the identified residual number of dwellings proposed to be accommodated in Read and Simonstone. The proposal would cause harm to the development strategy set out in the Ribble Valley Core Strategy. As such, the proposal does not comprise sustainable development and is therefore considered to be contrary to Key Statements DS1 and DS2 and Policies DMG1, DMG2 and DMH3 of the Ribble Valley Core Strategy.
2. The proposal is considered to be contrary to Key Statement DS1 and DS2 and Policy DMG2 of the Ribble Valley Core Strategy in that the proposal would lead to a level of

development that significantly exceeds the anticipated level of development embodied within the Ribble Valley Core Strategy in terms of the planned residual need for the settlement of Read and Simonstone and as a consequence the planned levels of development across the Borough. It is further considered that the level of over-supply as a result of the proposed development would undermine the Development Strategy for the Borough which seeks to critically establish both the pattern and intended scale of development in relation to housing numbers in order to achieve a sustainable pattern of development across the Borough for the duration of the plan period.

3. The proposal, by reason of its scale and location, would be injurious to the setting of the AONB and would result in irreversible harm to the visual amenity of the parkland landscape that contributes significantly to the character of the village of Read and the surrounding area contrary to Policies EN2 and DME2.
4. The proposal would create a harmful precedent for the acceptable of similar unjustified proposals, which would have an adverse impact on the implementation of the planning policies of the Council, contrary to the interests of the proper planning of the area.

BACKGROUND PAPERS

https://www.ribbonvalley.gov.uk/site/scripts/planx_details.php?appNumber=3%2F2016%2F1192

RIBBLE VALLEY BOROUGH COUNCIL

Development Department

Council Offices, Church Walk, Clitheroe, Lancashire, BB7 2RA

Telephone: 01200 425111 Fax: 01200 414488 Planning Fax: 01200 414487

Town and Country Planning Act 1990

REFUSAL OF PLANNING PERMISSION

APPLICATION NO: 3/2016/1192

DECISION DATE: 18 April 2017

DATE RECEIVED: 21/12/2016

APPLICANT:

Trustees of Hammond Ground
c/o Agent

AGENT:

Ms J Dickman
Dickman Associates Ltd
PO Box 97
Bolton
BL1 9PT

DEVELOPMENT PROPOSED: Outline residential development for 50 units including reserved matters for access.

AT: Hammond Ground Whalley Road Read BB12 7QN

Ribble Valley Borough Council hereby give notice in pursuance of the provisions of the Town and Country Planning Act 1990 that permission has been refused for the carrying out of the above development for the following reason(s):

- 1 The proposal, by reason of its scale and location, would lead to the creation of new residential development in the open countryside in excess of the identified residual number of dwellings proposed to be accommodated in Read and Simonstone. The proposal would cause harm to the development strategy set out in the Ribble Valley Core Strategy. As such, the proposal does not comprise sustainable development and is therefore considered to be contrary to Key Statements DS1 and DS2 and Policies DMG1, DMG2 and DMH3 of the Ribble Valley Core Strategy.
- 2 The proposal is considered to be contrary to Key Statement DS1 and DS2 and Policy DMG2 of the Ribble Valley Core Strategy in that the proposal would lead to a level of development that significantly exceeds the anticipated level of development embodied within the Ribble Valley Core Strategy in terms of the planned residual need for the settlement of Read and Simonstone and as a consequence the planned levels of development across the Borough. It is further considered that the level of over-supply as a result of the proposed development would undermine the Development Strategy for the Borough which seeks to critically establish both the pattern and intended scale of development in relation to housing numbers in order to achieve a sustainable pattern of development across the Borough for the duration of the plan period.
P.T.O.

**RIBBLE VALLEY BOROUGH COUNCIL
REFUSAL OF PLANNING PERMISSION CONTINUED**

APPLICATION NO: 3/2016/1192

DECISION DATE: 18 April 2017

- 3 The proposal, by reason of its scale and location, would be injurious to the setting of the AONB and would result in irreversible harm to the visual amenity of the parkland landscape that contributes significantly to the character of the village of Read and the surrounding area contrary to Policies EN2 and DME2.
- 4 The proposal would create a harmful precedent for the acceptable of similar unjustified proposals, which would have an adverse impact on the implementation of the planning policies of the Council, contrary to the interests of the proper planning of the area.

Note(s)

- 1 For rights of appeal in respect of any reason(s) attached to the decision see the attached notes.
- 2 The Local Planning Authority operates a pre-planning application advice service which applicants are encouraged to use. The proposal does not comprise sustainable development and there were no amendments to the scheme, or conditions that could reasonably have been imposed, which could have made the development acceptable and it was therefore not possible to approve the application.

**JOHN HEAP
DIRECTOR OF COMMUNITY SERVICES**



All areas and dimensions need to be checked on site by the architect prior to construction of works. Any variation must be immediately reported to the architect.

An information company will be visiting the site on the 21st of July 2015. The purpose of this visit is to check the site and to discuss the proposed works with the architect. The architect will be responsible for providing the necessary information to the information company.

Please do not start any work until you have received the architect's approval.

© GreenSky Ltd

Scale: 1:1000

GREENSKY ARCHITECTURE

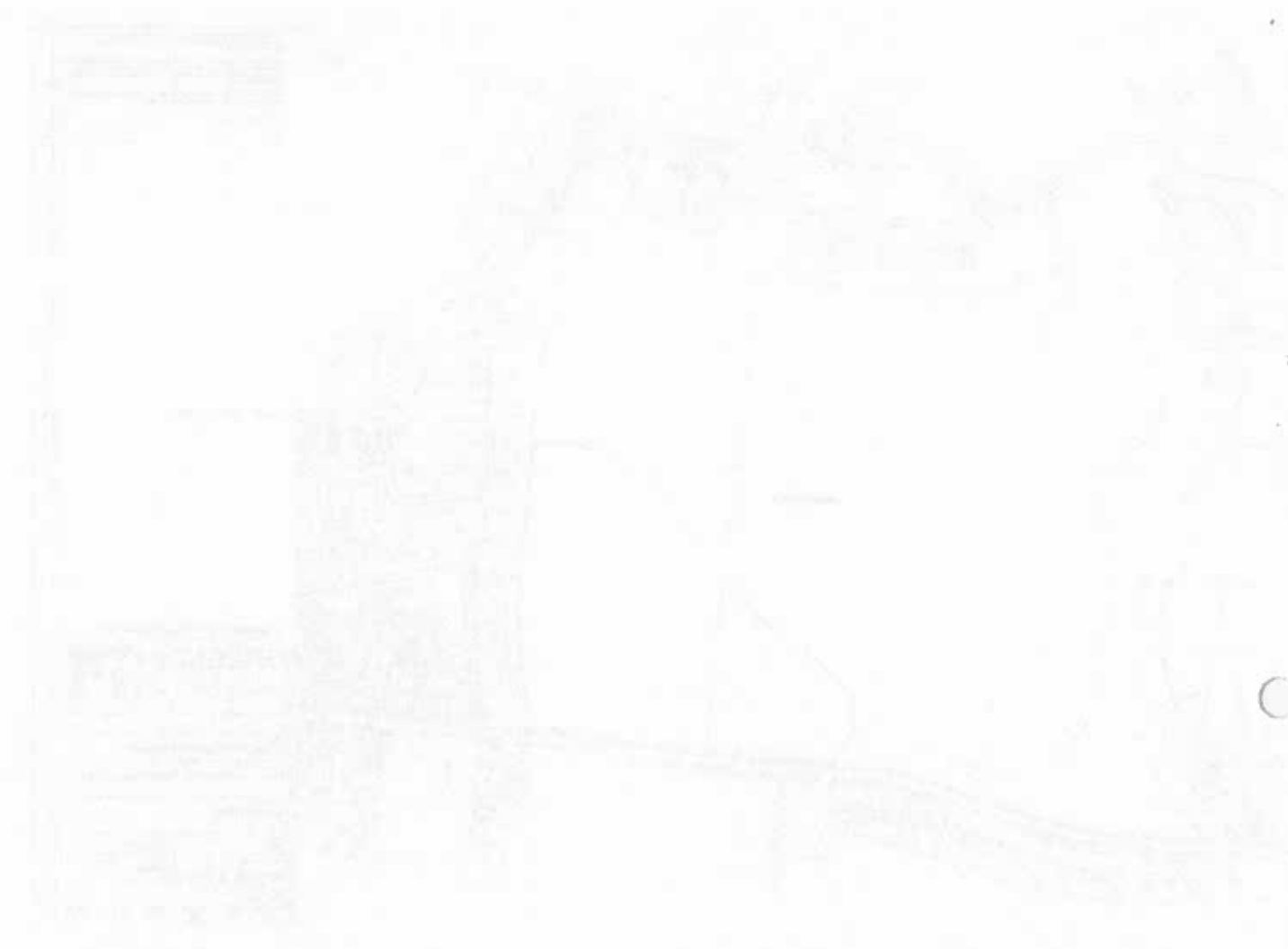
Client: Trustees of Hammond Ground

Project: Hammond Ground, Whalley Road, Reed

Drawing: Location Plan

Drawn: MS	Checked: MS	Date: 21.07.2015
Drawing Number: 1155-Loc	Scale: 1:1000	Revision: A1

Drawing Name	Drawn	Checked	Project	Revision	Date
1155-Loc	MS	MS	Hammond Ground	A1	21.07.2015



TOWN AND COUNTRY PLANNING ACT 1990
APPEAL BY The Trustees of Hammond Ground
SITE AT Hammond Ground, Whalley Road, Read
INSPECTOR: P Lewis BA(Hons) MA MRTPI

ACTION	TIMETABLE
Start date	16 November 2017
Submission of questionnaire	30 November 2017
Deadline for comments from interested parties	02 January 2018
Submission of statement of case (Local Planning Authority)	12 January 2018
Submission of statement of common ground Submission of updated statement of common ground	06 March 2018 11 September 2018
Submission of proofs of evidence Submission of updated proofs of evidence	03 April 2018 11 September 2018
Witness names and anticipated duration for: <ul style="list-style-type: none"> • opening and closing statements • evidence in chief • cross examination of other parties' witnesses Copy of LPA event notification letter	10 April 2018
Inquiry (time, date and venue)	10.00am on 01 May 2018. The Council Chamber, Ribble Valley Borough Council, 11 Church Street, Clitheroe, BB7 2DD RESUMED INQUIRY 9 October 2018 at 10.00am. The Council Chamber, Ribble Valley Borough Council, 11 Church Street, Clitheroe, BB7 2DD

Estimated number of sitting days	5
Estimated number of resumed Inquiry sitting days	4
Decision issued on or before (Inspector decided cases)	TBA1

¹ The target date for Issue of the decision will be confirmed within 4 working days of the close of the Inquiry.



Appeal Decision

Site visit made on 21 June 2016

by **Philip Lewis BA (Hons) MA MRTPI**

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 12 July 2016

Appeal Ref: APP/T2350/W/16/3146494

Mayfield, Ribchester Road, Clayton le Dale, Lancashire BB1 9EE

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr Mark Hindle against the decision of Ribble Valley Borough Council.
 - The application Ref 3/2016/0095, dated 20 January 2016, was refused by notice dated 1 March 2016.
 - The development proposed is described as proposed alterations to the existing dwelling to convert the property into three separate retirement homes.
-

Decision

1. The appeal is dismissed.

Procedural matter

2. Whilst the appeal property is named as 'Maveril' on the application form, it is called 'Mayfield' in subsequent documents and I have drafted the site address accordingly.

Main Issue

3. The main issue for the appeal is whether the appeal proposal would harm the development strategy for the borough and give rise to sustainable development.

Reasons

4. Key Statement DS1 of the Ribble Valley Borough Council Core Strategy 2008-2028 A Local Plan for Ribble Valley adopted 2014 (Core Strategy), sets the development strategy for the area. It states that the majority of new housing development will be concentrated within an identified strategic site and three principal settlements, with other development, other than that for proven local needs, being focused within Tier 1 settlements, including Wilpshire. The parties agree that the appeal site is situated outside the settlement boundary of Wilpshire/Salesbury and I note that the appellant states that the appeal site is situated about 400 metres from the settlement boundary as defined in the replaced Ribble Valley District Wide Local Plan.
 5. Core Strategy Policy DMG2 includes that development in Tier 1 villages should consolidate, expand, or round off development so that it is closely related to the main built up areas. I saw at my site visit that the appeal proposal concerns a large dwelling which is situated within linear development along
-

Ribchester Road. I consider that the appeal site is not closely related to the main built up area of Wilpshire/Salesbury, given the distance between it and Salesbury along a ribbon of development. Consequently, in terms of the Council's development strategy, the appeal site should be considered as being in the 'countryside' as it does not fall within a defined settlement. Given that there is no dispute that the Council can demonstrate a five year supply of deliverable housing sites, which is not a maximum figure, the relevant policies for the supply of housing should be considered up to date in accordance with the provisions of the National Planning Policy Framework (the Framework). Although the appeal site is clearly some distance away from the main body of the settlement, it is not however in an isolated countryside location.

6. The appellant has referred to the Core Strategy which sets a housing requirement for Wilpshire of 66 dwellings, and states that there is a further 45 dwellings to provide and that there are not up to date settlement boundaries. However, the Core Strategy was only adopted in 2014 and the strategy should be given time to be implemented. In any event, the provision of two additional dwellings would take place outside of the main built up area of Wilpshire/Salesbury.
7. The appeal proposal is concerned with the alteration of the existing dwelling to form three dwellings. Whilst the scheme is not a new build development, it would nevertheless give rise to a net increase of two dwelling units outside of a defined settlement. This is an intensification of use of the building in terms of the number of dwelling units and whilst I note the comment that the overall numbers of occupants may not alter, the proposal is nevertheless likely to give rise to a requirement for additional travel with the building occupied by three separate households.
8. In respect of the sustainability of the appeal site, there are some local facilities within reasonable walking distance of the appeal site in Salesbury, including a public house, community hall, parish church, hairdressers, primary school and recreational facilities. The access to these would be via a lit footway. I also note that there is a bus stop near the appeal site, with services of limited frequency during the day, which offer some access to a number of locations and other public transport connections including by rail. However, whilst I note the reference by the appellant to shops in Wilpshire, it has not been demonstrated that the appeal site is in reasonable proximity to food shops or other facilities such as medical services, necessary to meet day to day needs of the future occupiers or to employment opportunities. I note the reference to the former PPG13 but as it is no longer in place I do not give it weight.
9. Consequently, whilst there are some public transport services available and some services and facilities in Salesbury, I consider that the future occupiers of the proposed dwellings would nevertheless, be reliant upon the private car for many essential day to day activities which it has not been demonstrated are available locally. The appeal proposal would perpetuate therefore an unsustainable pattern of development, placing further reliance upon the private car.
10. Core Strategy Policy DMH3 sets out that residential development within the open countryside will be limited to development essential for the purposes of agriculture or residential development which meets an identified local need, or the appropriate conversion of buildings provided they are suitably located. No

such need has been demonstrated in this case and I have found that the proposed dwellings would not be suitably located in respect of access to services.

11. I have considered the Council's argument that the current proposal would set a precedent for similar developments in the countryside. Whilst each application and appeal must be treated on its individual merits, I can appreciate the Council's concern that approval of this proposal could be used in support of such similar schemes. I consider that this is not a generalised fear of precedent, but a realistic and specific concern given the number of properties in the area where such development could be proposed. Allowing this appeal would make it more difficult to resist further planning applications for similar developments which could undermine the Council's development strategy and I consider that their cumulative effect would exacerbate the harm which I have described above.
12. I consider therefore that the appeal proposal would harm the development strategy for the borough and not give rise to sustainable development. Consequently, it would conflict with the development strategy as set out in Key Statement DS1 of the Core Strategy. It also conflicts with Core Strategy Policy DMG2, which states that development should be in accordance with the development strategy and sets out the circumstances when development would be acceptable outside defined settlement areas and the countryside. The appeal proposal also does not accord with Core Strategy Policy DMH3. It has been put to me that Core Strategy Policy DMG3 states that in addition to assessing proposals within the context of the development strategy considerable weight will be given to the adequacy of public transport and associated infrastructure. However, this assessment requirement is additional to the assessment against the development strategy and does not outweigh. Similarly, given that the policies related to the supply of housing are up to date, I have determined the appeal against those in accordance with Core Strategy Key Statement DS2.

Other matters

13. Whilst I note the comment that the appeal property is a large dwelling and it has not proved possible to sell it in present form, no information is before me in respect of the marketing of the dwelling and therefore I give this little weight. It has been submitted that windfall plots should be determined according to their unique circumstances, however in this case, I have found that the appeal proposal conflicts with the development plan.
14. The appellant has referred to a number of policies of the Framework and the Core Strategy which I have considered. However, whilst I note that the scheme involves little new construction work, I do not consider however that the appeal proposal is sustainable development for which there is a presumption in favour.
15. Whilst I note the comment by the appellant that the Council has been inconsistent in decision making, that is a matter for outside of the appeal process. The appellant has referred to a planning appeal at Whalley (APP/T2350/W/15/3003003) and an application for a bungalow at Rose Garth 197 Ribchester Road. From the limited details provided, I am unable to form a view as to whether these developments are sufficiently similar to the appeal scheme and if so whether they should provide an indication of what should be

followed in this case given the harm found. I note that the planning permission for the dwelling formed from the former annex to Mayfield was granted when the settlement boundary was in place but prior to the Core Strategy being adopted and the Framework being published.

16. I concur that the limited external changes proposed to the building would not harm the character and appearance of the countryside or conflict with the development plan in this regard. I also note that the appellant considers that the matter raised by the Council in respect of the proposed dormers could be dealt with by way of a planning condition if I were so minded to allow the appeal. However these matters do not change my overall conclusion.
17. The description of development refers to the provision of retirement homes which is clarified in evidence as being for people being over 55 years old for which there is said to be demand. However, there is no substantive evidence before me that such occupancy would be any less harmful than with unrestricted housing.

Conclusion

18. For the given above and having considered all matters raised, I conclude that the appeal should be dismissed.

Philip Lewis

INSPECTOR



Appeal Decision

Site visit made on 5 October 2016

by **W Fabian BA Hons Dip Arch RIBA IHBC**

an Inspector appointed by the Secretary of State for Communities and Local Government

Decision date: 12 October 2016

Appeal Ref: APP/T2350/W/16/3153754

Ellerslie House, Ribchester Road, Clayton le Dale, Blackburn BB1 9EE

- The appeal is made under section 78 of the Town and Country Planning Act 1990 against a refusal to grant planning permission.
 - The appeal is made by Mr Andrew Milligan against the decision of Ribble Valley Borough Council.
 - The application Ref 3/2016/0393, dated 26 April 2016, was refused by notice dated 28 June 2016.
 - The development proposed is a dwelling.
-

Procedural Matter

1. The submitted drawing indicates that the proposal is for a new dwelling within the garden of Ellerslie House, as applied for. However, an additional title on the drawing indicates that the address is 142, Ribchester Road, Wilpshire. I saw at my unaccompanied site visit that a property several houses further along the road on the same side as Ellerslie House is numbered 142. There is no doubt from the proposal drawing that Ellerslie House is the property referred to in the application and as shown on the drawings. Accordingly I shall determine the appeal in accordance with the address as detailed in the application.

Decision

2. The appeal is dismissed.

Application for costs

3. An application for costs was made by Ribble Valley Borough Council against Mr Andrew Milligan. This application is the subject of a separate Decision.

Main Issue

The main issue is the effect of the proposal on the character and appearance of the open countryside and whether the principle of development in this particular location would be justified having regard to development plan policy objectives for the strategic location of new housing.

Reasons

4. The proposed dwelling would be built in the large side garden (on a former tennis court) at Ellerslie House and would share the existing access from the main road. Three in-curtilage parking places would be provided as well as a turning space to enable vehicles to enter and leave the site in forward gear.

5. The long ribbon of houses along this stretch of rural road are extremely varied; mainly detached or semi-detached, mostly in large plots and in a wide range of styles, both single and two storey. There are sporadic gaps with open fields on both sides of the road, which increases the sense of intermittent rural development.
6. The proposed two storey brick house would be similar to some of the smaller houses in the vicinity and would have adequate space around it to maintain the sense of space along the road. The Council has raised no objection to the proposal in terms of character and appearance and I can see none; the style of the proposed house would blend easily with the varied mix of house types and styles in the immediate vicinity, both opposite and alongside the site. The Council has acknowledged that highway access and parking matters have been resolved. The appeal therefore turns on the principle of development on this site.
7. Policy DS1 of the Ribble Valley Borough Council Core Strategy 2008 – 2028 A Local Plan for Ribble Valley, 2014, (CSLP) mainly directs new housing development to the principle settlements of Clitheroe, Longridge and Whalley. In addition, the policy lists Tier 1 Villages, which are the more sustainable of the 32 defined settlements and Tier 2 Village settlements, which are the less sustainable of the 32 defined settlements. CSLP policy DMG2 states that development should be in accordance with the Core Strategy Development Strategy and should support the spatial vision.
8. Although Wilpshire, nearby, is a Tier 1 Village, there is a recognisable form to that village, with undeveloped field gaps between it and the settlement of Clayton le Dale, where the appeal site is located. Consequently it is clear that the appeal site and its surroundings fall to be considered as part of an 'other settlement'. The policy allows for small-scale development in smaller settlements that are appropriate for consolidation and expansion or rounding off, for identified local needs. However, no case for local need has been put forward in relation to the appeal proposal. Further, CSLP policy DMG2 includes that development in Tier 1 villages should consolidate, expand, or round off development so that it is closely related to the main built up areas; this cannot be said to apply in this case where the site is part of a long ribbon of development, well away from the main built up area.
9. The appeal site lies some 400m outside the settlement boundary defined in the previous 1998 Local Plan as well as the recently updated Draft Settlement Boundaries, April 2016. As such it lies in an area defined as open countryside where CSLP policy DMH3 states that new dwellings should be limited to those essential for the purposes of agriculture or which meets an identified local need. Neither of these apply in this case.
10. With regard to paragraphs 49 and 14 of the Government's Framework¹, it is not disputed that the Council can demonstrate a five-year supply of deliverable housing sites. While the appellant suggests that this has not yet been fully built out, there is little evidence before me to suggest that this will not be achieved within the relevant plan period. As such the housing policies of the development plan are up to date and apply in this case.

¹ National Planning Policy Framework

11. The appellant has noted a residential annex granted approval as a separate dwelling in 2009 and a bungalow granted planning permission in 2013, both nearby. These both pre-date the current development plan, which forms the policy context for this appeal. Sustainability matters relating to access to transport, facilities and services from the site are not in dispute, but are not determinative considerations in this case.
12. My attention has also been drawn to a recent appeal decision² in the same district where the inspector noted that the presumption in favour of development explained in paragraph 14 of the Framework cannot apply here because housing policies are up to date (as set out above), but proposals that are otherwise acceptable should not be refused on the basis that a five year supply already exists. He also stated that windfall plots such as this must be determined according to their unique circumstances – as I have done in reaching by decision in this case. The site circumstances in that case were wholly different; the site was located close to Whalley, a principle settlement in the strategic policy. Since then also the draft settlement boundary document has been published for consultation and so attracts a little more weight than previously.
13. Matters of precedence, raised by the Council, are rarely a justification for refusing planning permission as each proposal should be determined on its own individual merits. However, in the context of numerous similar locations that I have seen along this stretch of road, approval of this appeal could make it more difficult for the Council to resist future similar applications for those sites and cumulatively this could undermine the Council's development strategy and exacerbate the harm identified in this case.
14. For the reasons set out above and taking all other matters raised into consideration, the proposal would harm the character and appearance of the open countryside, through the introduction of an additional new dwelling. It would fail to comply with development plan policy objectives for the strategic location of new housing. The appeal should be dismissed.

Wenda Fabian

Inspector

² APP/T2350/15/3003006

The first part of the report deals with the general situation in the country during the year 1950. It mentions the political and economic conditions and the state of the economy. It also mentions the state of the economy and the state of the economy.

The second part of the report deals with the state of the economy during the year 1951. It mentions the political and economic conditions and the state of the economy. It also mentions the state of the economy and the state of the economy.

The third part of the report deals with the state of the economy during the year 1952. It mentions the political and economic conditions and the state of the economy. It also mentions the state of the economy and the state of the economy.

The fourth part of the report deals with the state of the economy during the year 1953. It mentions the political and economic conditions and the state of the economy. It also mentions the state of the economy and the state of the economy.

Conclusion

The report concludes that the economy has shown a steady growth during the period covered by the report.