



REPORT FROM: PLANNING, ECONOMIC DEVELOPMENT AND REGULATORY SERVICES

TO: WEST CRAVEN COMMITTEE

DATE: 3rd December 2019

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PLANNING APPLICATIONS

PURPOSE OF REPORT

To determine the attached planning application.

REPORT TO WEST CRAVEN COMMITTEE ON 03 DECEMBER 2019

Application Ref: 19/0289/FUL

Proposal: Full: Major: Erection of Holiday Park comprising 26 lodges with associated on-site facilities buildings, car parking, landscaping and new vehicular access.

At: Land To The West Of Former Whitemoor Pumping Station, High Lane, Salterforth

On behalf of: Dalfour Ltd

Date Registered: 10/07/2019

Expiry Date: 09/10/2019

Case Officer: Alex Cameron

Site Description and Proposal

The application site is a former covered reservoir and adjacent agricultural land to the agricultural land to the west of a former quarry accessed from High Lane. To the north, south and west is open agricultural land and to the east of the quarry are dwellings fronting High Lane.

The proposed development is the erection a holiday park, the original proposal was for 27 1-2 storey lodges. Amended plans have been submitted reducing this to 26 smaller lodges, an amended two storey reception building, facilities building, formation of a new access road, internal roads and car parking areas, hardstanding, drainage pond and alterations to the covered reservoir building are also proposed.

Relevant Planning History

None.

Consultee Response

LCC Highways – No objection subject to a visibility splay condition.

Lead Local Flood Authority – No objection subject to drainage conditions.

Earby and Salterforth Internal Drainage Board

Yorkshire Water - no comments to make regarding planning matters. I understand that the developer has previously contacted our New Supplies team and that there are technical issues associated with providing an adequate supply of water to the development.

The developer should continue their dialogue with our New Supplies team with regard to the above. Pumps or storage tanks will be required and installed to Yorkshire Water's specification (with all costs to be borne by the developer).

There are also 8" and 10" abandoned clean water mains in area which if they are to be excavated should be capped off.

Natural England – No comments.

Lancashire Constabulary Architectural Liaison

Salterforth Parish Council - object due to flooding on the road below the site - since the houses have been renovated there has been an increased issue with flooding in front of the properties. Increase in traffic on a busy road. It is noted that the highways have no objection, this is questionable. At what times was the survey carried out? The report did not mention ecology or light pollution.

Public Response

Press and site notices posted and nearest neighbours notified. Responses received objecting on the following grounds:

- The site is not a sustainable location. The development would not be a sustainable form of tourism contrary to paragraph 83 of the Nation Planning Policy Framework and Pendle's Development Plan Policies.
- There is no access to public transport available within easy reach and the site is not within walking distance of nearby settlements. High Lane is not conducive to safe walking and cycling.
- The approved Park Close Quarry development is materially different to this in terms of it being a wholly brownfield site that is not as isolated.
- Increase in traffic using High Lane which is narrow and dangerous.
- Inadequate visibility at the access.
- The proposed level of car parking provision is excessive.
- The traffic survey is misleading as it was carried out over Sunday to Sunday, which would reduce the average level of traffic and in July, a quiet time of year.
- Vehicles traveling faster than the 85th percentile speed should be taken into account in the necessary visibility splays.
- A detailed traffic assessment should have been carried out.
- High Lane is not suitable to safely accommodate large service vehicles.
- The access through the site would also be used by agricultural vehicles which the applicant has no control over. This may create additional problems for the residents of existing adjacent properties and safety issues for the residents of the site. Residents of the site may also use the unsuitable farm access track and potentially cut across the gardens of existing residences.
- The potential that the development would be expanded in future.
- Kestrels have been seen in the area surrounding the quarry and it is likely that they could have used it as a nesting site.
- The ecological survey map in that it refers to the value of quarry and gardens in terms of potential habitat as "high". The quarry has been extensively and radically altered in the past 12 months.
- A Grade A tree adjacent to the access should not be removed.

- Lighting and security systems will have a negative impact on wildlife.
- Risk of flooding and pollution from additional surface water runoff from the site. The land drain proposed to be used for surface water drainage is in poor condition and already frequently floods after heavy rainfall.
- Concerns about the provision on foul water sewage disposal and potential for pollution.
- Safety concerns relating to cantilevered balconies over the quarry edge.
- Adverse residential amenity impacts.
- Light and noise pollution.
- Moor Laithe Farmhouse is the property referenced as a 'vacant farmhouse' in the Planning, Design and Access Statement. It should be pointed out however that it is fully habitable. The only vehicular access to Moor Laithe Farm is through the proposed development site.
- Whitemoor Estate is adjacent to the site. The proposed development would be very intrusive to the estate and would have significant adverse impacts on residential amenity. The estate is used for shooting and there would be significant disturbance to nesting wild and game birds.
- The proposed development is in open land and would fundamentally alter the landscape characteristics of the site at a local level.
- The design of the development is entirely alien to the area.
- The development will result in the loss of green land and be visible for miles around.

Officer Comments

Policy

Pendle Local Plan Part 1: Core Strategy

ENV1 (Protecting and Enhancing Our Natural and Historic Environments) states that proposals in the designated open countryside should have regard to the Development in the Open Countryside SPG. The impact of new developments on the natural environment (biodiversity and geodiversity) should be kept to a minimum.

ENV2 (Achieving Quality in Design and Conservation) All new development should viably seek to deliver the highest possible standards of design, in form and sustainability.

Policy ENV4 (Promoting Sustainable Travel) requires new development to have regard to potential impacts that may be caused on the highway network. Where residual cumulative impacts cannot be mitigated, permission should be refused.

Policy ENV7 (Water Management) states that the design of all new developments (Policy ENV2) must consider:

1. The potential flood risk to the proposed development site.
2. The risk the proposed development may pose to areas downslope / downstream.

3. The integrated, or off-site, use of Sustainable Drainage Systems (SuDS) to help reduce surface water run-off from the development.
4. The availability of an adequate water supply and disposal infrastructure.

Policy WRK5 (Tourism, Leisure and Culture) states that Proposals associated with the provision of new or improved facilities for tourism, leisure and cultural activities, including accommodation for visitors, will be supported where they:

1. Promote sustainable tourism associated with walking, cycling, waterways and the appreciation of the area's natural and historic environment.
2. Help to improve the quality and diversity of the existing tourism offer, and extend the tourist season.
3. Do not result in a significant increase in car usage and are readily accessible by public transport, and sustainable modes of transport (e.g. walking and cycling).
4. Support conservation, regeneration and/or economic development objectives, including the promotion of cross-border initiatives.
5. Are of an appropriate scale and will not have a significant detrimental effect on the natural or historic environment, local amenity or character of the area.
6. Achieve high environmental standards in terms of design and accessibility.

National Planning Policy Framework (The Framework)

Paragraph 83 states that decision should enable sustainable rural tourism and leisure developments which respect the character of the countryside.

Paragraph 79 states that Planning policies and decisions should avoid the development of isolated homes in the countryside unless specific circumstances apply. This application is for tourist accommodation and therefore paragraph 79 does not apply in this case. The use as tourist accommodation could be ensured by condition.

Paragraph 130 states that emissions should be refused for development of poor design that fails to take the opportunities available for improving the character and quality of an area and the way it functions, taking into account any local design standards or style guides in plans or supplementary planning documents. Conversely, where the design of a development accords with clear expectations in plan policies, design should not be used by the decision-maker as a valid reason to object to development.

Visual Amenity and Landscape Impact

The Landscape and Visual Impact assessment submitted with the application identifies potential views of the development from Footpath 58 joining Kelbrook Road, Footpaths 18 and 65 joining the A56 Colne Road, Footpath 1, Footpath 20 and Standing Stone Lane.

Footpath No.1 runs approximately 300m to the north of the site, due to intervening topography and vegetation the amended development would not be prominently visible from the right of way.

The amended lodges are again unlikely to be prominently visible due to intervening topography and vegetation from High Lane, Footpath 6 to the east and Footpath 20 to the south. However, the amended reception building and access road would be visible from High Lane and Footpath 6, as an adjacent single storey detached outbuilding is now. The design of the building would be distinctive, largely timber clad with gables containing feature glazing on each of the four ends of a cruciform layout, these features would stand out starkly in this rural setting. Although to some extent reflective of features of the adjacent pumping station conversion, the design is not in keeping the general character of the area and this would exacerbate its prominence. Its siting,

scale and design would result in a prominent and incongruous development not in keeping with the open, rural character of the area.

The building would be set against existing trees and this would screen it from the south and partially from the east. New landscaping is proposed which could potentially partially screen the new access road and building from those viewpoints identified above, however, this would be likely to take a number of years to establish to that point.

Furthermore, this part of the site is prominently visible in the landscape from the opposite side of the valley from Colne Road, Old Stone Trough Lane and Cob Lane and the intersecting public footpath network. Due to the sloping nature of the site landscaping would not be likely to effectively screen the development in those views.

The proposed reception building would be sited above and to the north of the existing line of buildings, it would appear separate from that group and significantly increase the extent of built development.

Lodges 1-10 would sit on the upper edge of the quarry which is currently dotted with trees and vegetation, which could partially screen that part of the application site.

The existing belt of tall evergreen trees immediately to the rear of the converted pumping station would partially screen the lodge development in views from the north east, in other public views from the east and south the remaining trees within the quarry and adjacent land would not sufficiently screen the development. The quarry has recently been reopened and many trees appear to have been removed. The siting of lodges 1-10 would result in the removal of the majority of the remaining trees on the upper edge of the quarry and restrict the ability for additional landscaping to screen the development from that side.

The loss of most of the remaining existing trees in that area and lack of potential for any additional landscaping due to the proximity of the lodges to the quarry edge would significantly increase the impact of the development on the character of the landscape.

The Landscape and Visual Impact Assessment identifies moderate adverse impacts from footpath 20 and Standing Stone Lane, altering to minor adverse after 10-15 years and neutral to minor beneficial impacts from all other viewpoints. I disagree with this assessment, parts of the development would be visible within the landscape as development on what is at present open agricultural land and, fundamentally, this cannot result in a neutral or beneficial impact, particularly when there is limited scope for additional landscaping of most of the site for the reasons above.

Simply altering the layout to pull the lodges back behind the existing dry stone wall at the top of the quarry, retaining the existing trees and enabling additional landscaping would significantly reduce the landscape impact of the proposed lodges. It is also likely that a more modest reception building could be accommodated elsewhere within the site to address its landscape and visual impacts.

The design of the development therefore fails to take the opportunities available to preserve the character and quality of the area and as such represents poor design which the Framework states should be refused.

The design and resulting landscape and visual impacts of the development are therefore contrary to policies ENV1, ENV2 and WRK5 and paragraph 130 of the Framework.

Residential Amenity

The proposed development would be a sufficient distance from adjacent properties to ensure that it would not result in unacceptable residential amenity impacts.

The proposed development is therefore acceptable in terms of residential amenity in accordance with policy ENV2.

Parking and Highway Safety

Concerns have been raised regarding the highway safety impacts of the development and the level of car parking proposed. An appropriate level of car parking is proposed to serve the development and the details submitted with the application demonstrate that the new access and additional traffic from the development would not result in any unacceptable highway safety impacts.

Concerns have been raised regarding access through the site to and from adjacent properties. This is predominantly a civil matter that it is not within the remit of this planning application to control. With a condition to ensure adequate signposting of the exit vehicles from the site would not use the alternative access routes frequently enough to result in an unacceptable highway safety impact. The traffic through the site would also not result in unacceptable safety impacts.

The proposed development is acceptable in terms of highway safety.

Accessibility

The site is in an isolated rural location that would not in principle be an acceptable location for new unrestricted dwellings what assessed against paragraph 79 of the Framework. This application is for a tourist accommodation use, there is an identified need within the borough for the provision of tourist accommodation such as this and the nature of tourist accommodation is that it is located in attractive countryside locations with easy access to outdoor activities such as walking and cycling. Therefore, it is accepted that tourist accommodation can, where necessary, be located in locations that would not be acceptable for an unrestricted dwelling.

Policy WRK5 states that applications for tourist accommodation will be supported were they do not result in a significant increase in car usage and are readily accessible by public transport, and sustainable modes of transport.

Paragraphs 83 of the Framework states that decision should enable sustainable rural tourism and leisure developments.

The application would have no access to public transport and is not within acceptable walking distance of any settlement. Foulridge, Salterforth and Barnoldswick would be accessible by bicycle but that would involve riding along narrow and busy rural roads or unsurfaced public footpaths and steep hills. The location of the development is not in accordance with policy WRK5 in this regard.

The applicant's justification centres on the economic benefits of the development, making the case that they weigh heavily in favour of the development.

To assess this the overall benefits of the development must be weighed against its overall disbenefits. The development is located in an unsustainable location with no access to public transport and no acceptable means of pedestrian access to settlements with services and facilities, it would result in a significant increase in car usage and would not be readily accessible by public transport, and sustainable modes of transport contrary to policy ENV4 and WRK5 and paragraph 83 of the Framework. This weighs heavily against the development. The overall planning balance is addressed in the planning balance section below.

Ecology

An ecology survey of the site has been submitted with the application. The survey report states that was carried out on the understanding that no trees were to be removed, however, the development proposes the removal of a number of trees from what is identified as high quality habitat in the report. The impacts of this have not been fully assessed.

The report does not therefore adequately assess the impacts of the proposed development upon site ecology. The proposed development is therefore contrary to policy ENV1.

Drainage

Concerns have been raised regarding flooding a pollution. A Flood Risk Assessment and Drainage Strategy have been submitted for the application and these adequately demonstrate that the development would not result in an unacceptable increase in the risk of flooding. The Lead Local Flood Authority have raised no objection subject to conditions.

Concerns have been raised regarding the condition of a culver the site would drain into. However, the maintenance of such watercourses is the responsibility of the landowner of the land they flow through. The details submitted adequately demonstrate that the development would not unacceptably increase the risk of flooding.

With conditions to control the details of the foul and surface water drainage and its maintenance the proposed development is acceptable in terms of drainage and flood risk in accordance with policy ENV7.

Other Issues

Concerns have been raised regarding the impact on the operation of Whitemoor Estate. The development would have a significant impact on the estate and the concerns raised do not constitute grounds to refuse this planning application.

The Planning Balance

The statement submitted with the application sets out the economic benefits of the development. It is accepted that this development would result in economic benefits and contribute towards the provision of tourist accommodation. This statement concludes that this weighs heavily in favour of the development.

However, the development also has adverse impacts, as detailed in the accessibility section above the site is of low accessibility and would result in a significant increase in car usage. This weighs heavily against the development. Although my view is that the overall benefits of the development marginally outweigh this harm when it is considered alone, that is a very finely balanced conclusion.

The harm to the landscape and visual amenity of the area must also be taken into account in the balancing exercise. This harm would be moderate in the context of the landscape and localised views. When considered in the overall balance together with the low accessibility of the site the overall harm the development would cause clearly outweighs the overall benefits of the development.

Summary

The proposed development would be in a location with poor accessibility and would result in a significant increase in car usage, the design of the development would result in unacceptable visual and landscape impacts and the submitted ecology survey does not fully assess the impacts of the loss of trees on the site. The overall benefits of the proposed development would not

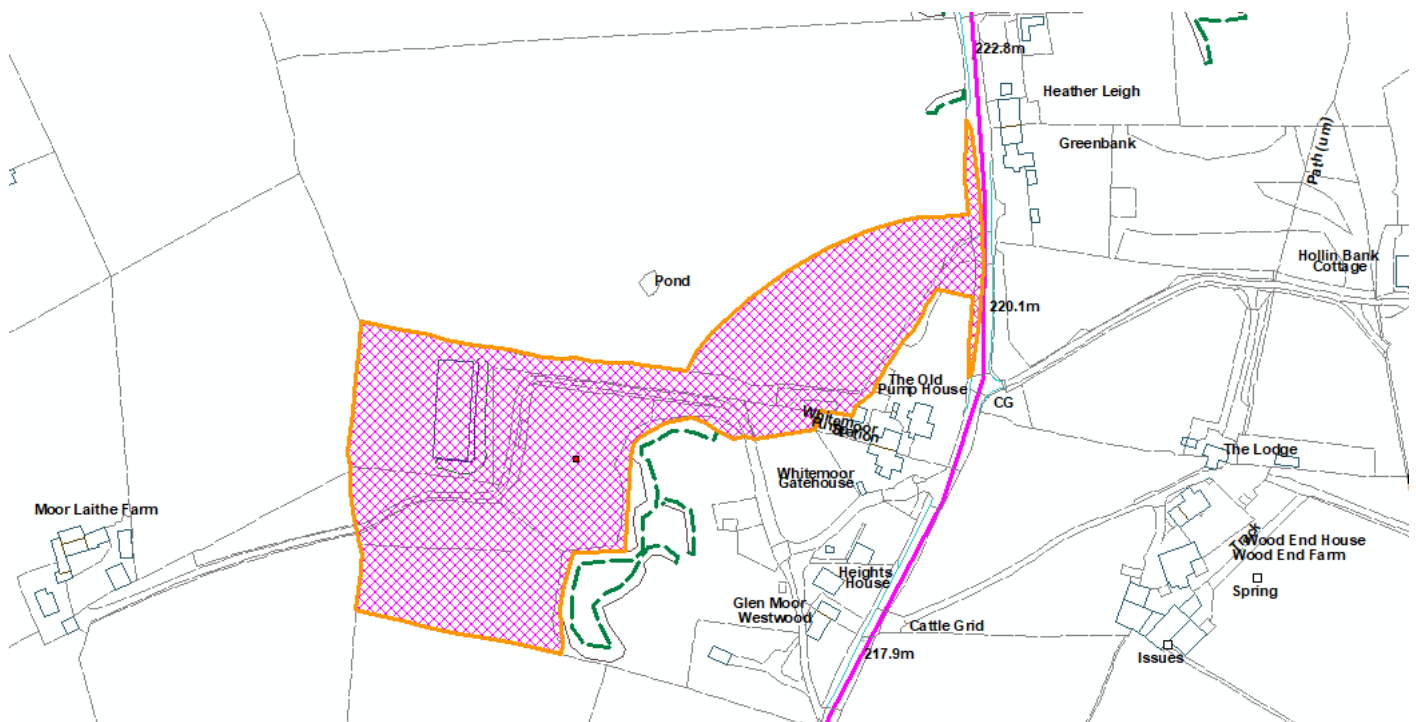
outweigh the overall harm it would cause and therefore the application is therefore recommended for refusal.

RECOMMENDATION: Refuse

1: The site is in a location with low accessibility that would not be readily accessible by public transport, and sustainable modes of transport and the proposed development would result in a significant increase in car usage and contrary to policy ENV4 and WRK5 of the Local Plan Part 1: Core Strategy and paragraphs 83 of the National Planning Policy Framework.

2: The proposed development would result in unacceptable harm to the landscape character and visual amenity of the area, the design of the development fails to take opportunities to mitigate those impacts and therefore represents poor design contrary to policies ENV1, ENV2, WRK5 of the Local Plan Part 1: Core Strategy and paragraphs 83 and 130 of the National Planning Policy Framework.

3: The submitted ecology survey does not fully assess the impacts of the removal of trees proposed by the development. The applicant has therefore failed to demonstrate that the development would not result in unacceptable harm to protected species contrary to ENV1 of the Local Plan Part 1: Core Strategy.



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Proposal: Full: Major: Erection of Holiday Park comprising 26 lodges with associated on-site facilities buildings, car parking, landscaping and new vehicular access.

At: Land To The West Of Former Whitemoor Pumping Station, High Lane, Salterforth

On behalf of: Dalfour Ltd

LIST OF BACKGROUND PAPERS

Planning Applications

NPW/CPB

Date: 21st November 2019