

RECOMMENDATION FOR PLANNING AND DEVELOPMENT COMMITTEE

REFUSAL

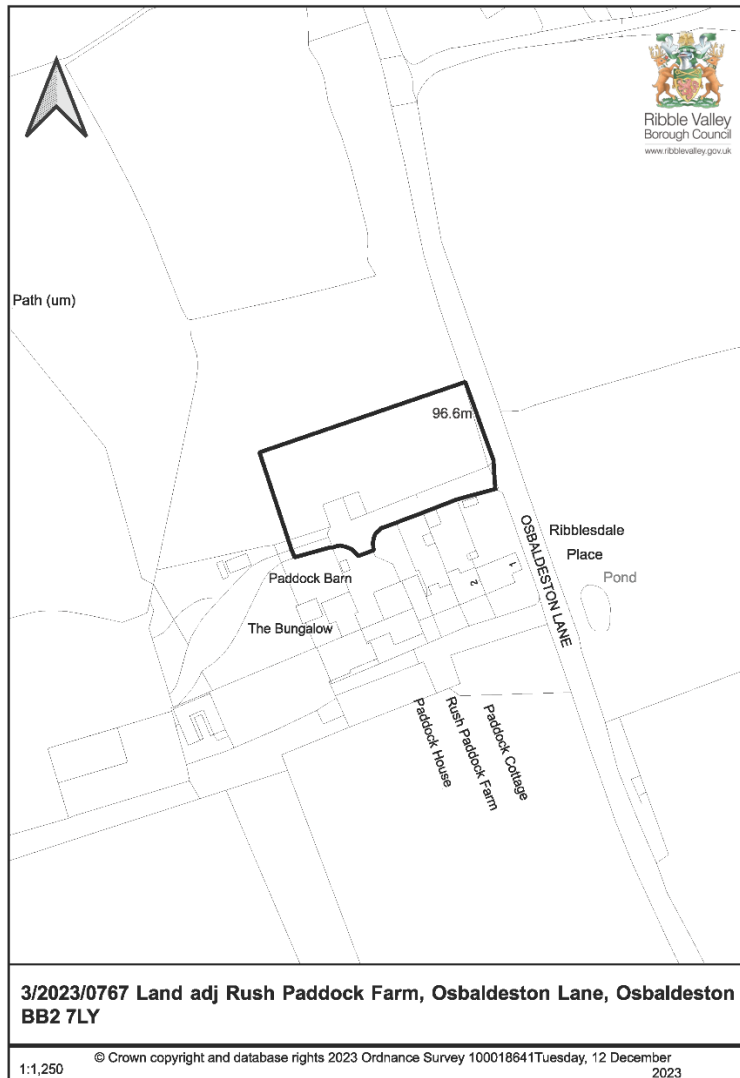
DATE: 11 JANUARY 2024
REF: KH
CHECKED BY: LH

APPLICATION REF: 3/2023/0767

GRID REF: SD 364818 432444

DEVELOPMENT DESCRIPTION:

PROPOSED ERECTION OF SIX HOLIDAY LODGES ON LAND CURRENTLY USED FOR AGRICULTURE TOGETHER WITH LANDSCAPING WORKS AT LAND ADJ. RUSH PADDOCK FARM, OSBALDESTON LANE, OSBALDESTON BB2 7LY



CONSULTEE RESPONSES/ REPRESENTATIONS MADE:

OSBALDESTON PARISH COUNCIL:

Raises a strong objection to the planning application for the following reasons:-

The proposal contradicts the relevant policies of the Ribble Valley Core Strategy specifically Policy DMB3 Recreation and Tourism in terms of:

10.25.2 – the proposal must be physically well related to an existing main settlement, or village or to an existing group of buildings.

- The application site is 0.5km outside of the settlement boundary.
- The proposal is flat roofed, timber clad chalets in an area dominated by stone buildings. The form of the chalets is reminiscent of static caravans and therefore not in keeping with the existing group of buildings.

10.25.3 – the development should not undermine the character, quality or visual amenities of the plan area by virtue of its scale, siting, materials or design.

- The character of the development area will be harmed significantly by the addition of 6 transient households. The chalets open directly onto the back of a row of houses and there will be additional activity, noise and light pollution.
- The visual amenity of the plan area will be negatively impacted by removing open farmland and replacing with a holiday park.

10.25.4 – the proposal should be well related to the existing highway network. It should not generate additional traffic movements of a scale and type likely to cause undue problems or disturbance. Where possible the proposals should be well related to the public transport network.

- Osbaldeston Lane is a narrow country lane used by residents and local people for walking and horse riding. The lane already represents a danger to these users and the significant additional vehicular movements generated by the users of the six holiday chalets without knowledge of the roads will further increase the danger.
- The site is not well connected to the public transport network and it is unlikely that visitors who drive to a holiday location will then choose to take a bus or train to local destinations. The nearest bus stop is more than 1km from the proposed site.

10.25.5 – the site should be large enough to accommodate the necessary car parking, service area and appropriate landscapes areas.

- We note that the landscaping is only between chalet 1 and road and no attempt is made to conserve the privacy of existing residents.
- Furthermore, a gap between chalets 4 and 5 allow for access further into the site for future expansion.

10.25.6 – the proposal must take into account any nature conservation impacts.

- The site is currently open farmland. We do not see how the proposed (relatively intense) development will add to the nature amenity in the area.

- There are owls and other wildlife in the local area that will be impacted by the noise and light pollution.

In addition we note the following:

- The greenfield site is described as redundant farmland – in fact it is simply farmland and there are local tenant farmers who would happily utilise it;
- The development will cause a change in the local ambience and cause stress to the residents;
- Concerns over road safety given the increase in traffic and the limited sight line on Osbaldeston Lane from the access road;
- The proposal states that the nearest properties are 30m from the site but the properties border the access road and therefore are a few metres from the site;
- Approval of this application will set a precedent for further inappropriate development on the site and elsewhere along Osbaldeston Lane.

BALDERSTONE PARISH COUNCIL:

Support the concerns and objections raised by Osbaldeston Parish Council. The proposal is discordant with the character of the area and will impoverish amenity value.

The parishes of Osbaldeston and Balderstone share several common settlement and topographical features, giving them a similar sense of place and character. There is concern that approval may set a precedent for a pattern of tourist development that is lacking in sustainability, which would adversely affect the character of mainly rural, lightly populated parishes.

LANCASHIRE COUNTY COUNCIL HIGHWAYS (LOCAL HIGHWAYS AUTHORITY):

Sustainability - The nearest bus stops are located on the A59 Longsight Road approximately 1km walking distance. The bus stops are served by services 280 Preston _ Skipton hourly, and 25A Mellor Brook Blackburn (4 per day) and 616 (Ribblesdale High School). The route is along Osbaldeston Lane which has no separate footways or street lighting.

Access – Osbaldeston Lane is an unclassified road and subject to a 30mph speed limit. It is unlit and has no separate footways. There are no collisions recorded on Osbaldeston Lane in the previous 5 years. The objections uploaded to the website suggest a speed compliance issue on Osbaldeston Lane, we have no speed data recorded to confirm this however speed compliance would not be uncommon on an unlit rural road subject to a 30mph speed limit.

There is an existing privately maintained paved access road which joins Osbaldeston Lane and serves the site. The access road width is 7.8m wide and reduces to 6.5m within the site. There is an existing turning head and field access identified on the layout which are to be maintained. The visibility to the south side of the junction is restricted by a hedge which is on neighbouring land. This is a concern for highway safety reasons and we would not support the intensification of use of this access due to this. The splay to the north side is adequate and in excess of 90m which we consider necessary at the site access.

Conclusion - Raise an objection to the proposed development and are of the opinion that the proposed development will have a significant impact on highway safety due to the substandard visibility splay to the south side of the site access along Osbaldeston Lane. The lack of footways

linking to the nearest bus stops and facilities is a concern for highway safety reasons due to conflict with other highway users.

UNITED UTILITIES:

No objection subject to a sustainable drainage system which accords with the National Planning Policy Framework and National Planning Practice Guidance in the following order of priority:

1. Into the ground;
2. To a surface water body;
3. To a surface water sewer, highway drain, or another drainage system;
4. To a combined sewer.

ADDITIONAL REPRESENTATIONS:

18 letters of representation have been received objecting to the application on the following grounds:

- Osbaldeston is a rural area with limited access along a narrow road, the greenbelt field for six holiday lodges is not appropriate;
- Development will have a detrimental impact on the locality and set a precedent for further development;
- The holiday lodges will attract behaviours which will disrupt the peace and tranquillity of the area, this location is not fair to residents;
- Applications of this nature should be further away from residential areas and within close proximity of the owners residence;
- The additional traffic will have a significant safety impact;
- The design is basic and out of keeping with existing building in the area which suggests they are cheap and could be intended for other use than accommodating holiday makers;
- There will be a pressing need for agricultural land for the production of foodstuffs, taking the land out for use such as this appears in bad taste to make money without delivering overall value;
- The road has no street lights or footpaths. It is not a safe road for transient holiday makers unfamiliar to the area;
- The road is heavily utilised by residents, walkers and horseboxes who require access to the livery.
- There are badgers in the local area and I can see no reference to the proper checks in the application;
- We have no idea who will rent these holiday cabins and there are concerns that anti-social behaviour and crime will increase in the area;
- There are already issues with drains flooding in the local area;
- The neighbour consultation notifies 14 properties the applicant owns five of these but resides in none of them;
- The development is not for the purpose of agriculture nor is it in response to an identified local need. There are numerous local holiday providers in the area in locations providing better access to the attractions of the Ribble Valley and surrounding countryside;
- A surplus of under utilised holiday accommodation could lead to misuse of the accommodation i.e. short term lets;
- The development would impact on social wellbeing with increased noise and light pollution, potential invasion of privacy and resultant increase in crime;

- I am concerned about the waste management of the site, the increased industrial traffic both servicing the site and during the development of the site and increased burden on the local authority services;
- Increased use of the local Public Footpaths could have a detrimental impact on the environment and wildlife. We have herds of deer, a pair of Barn Owls and numerous other species. Does the proposal require a full ecology survey?
- Add more than 12% to residential stock in an area where there is a presumption against new development;
- Yet another sewage plant draining into the watercourse;
- More hardstanding leading to an increase in flooding;
- Club house/swimming pool next?
- Reference is made in the Planning Statement to DS1 and that Osbaldeston is a tier 2 settlement where development will need to meet a proven local need or deliver regeneration benefits;
- Key Statement 2 is highlighted with development in keeping with the character of the landscape, reflect local distinctiveness, vernacular style, scale, style features and building materials. It is self-evident that this would be an alien feature in a high quality landscape;
- No reference is made to EC3 which encourages conversion of existing building or associated with existing attractions;
- The NPPF is referenced but omits Para 85 which relates to development being sensitive to its surroundings, not having an unacceptable impact on local roads and opportunities to make a location for sustainable;
- The Planning Statement makes no reference to promoting healthy and safe communities;
- Points from DMG1 are of particular importance;

1. **Site Description and Surrounding Area**

- 1.1 The application relates to an area of land outside of the settlement of Osbaldeston which lies some 400m to the southwest. The site is within open countryside and is bounded to by dwellings and associated buildings to the south and to the north, east and west by open agricultural land.
- 1.2 The site would be accessed from the existing track from Osbaldeston Lane to the rear of the existing dwellings.
- 1.3 Public Footpath 3-30-FP-27 runs along the southern side of the existing houses and past the western side of the application site outside of the red edge.

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

- 2.1 The application seeks consent for the erection of six holiday lodges with associated landscaping and parking areas. The submitted details indicate that the lodges will be articulated as a singular block-form with a single transition in the north-west to south-easterly primary roof-plane.
- 2.2 The six lodges would have a timber clad finish with dark staining and comprise of 2 x 1 bed units, 2 x 2 bed units and 2 x 3 bed units. Each unit would have 2 parking spaces to the eastern side of each lodge.

- 2.3 An existing access track, turning head and septic tank within the site is shown to be retained. A new septic tank is proposed alongside the existing, as well as new tree planting buffer to the eastern edge of the site between the lodges and the highway.

3. **Relevant Planning History**

None.

4. **Relevant Policies**

Ribble Valley Core Strategy

Key Statement DS1 – Development Strategy
Key Statement DS2 – Sustainable Development
Key Statement DMI2 – Transport Considerations
Key Statement EC3 – Visitor Economy
Key Statement EN3 – Sustainable Development
Policy DMG1 – General Considerations
Policy DMG2 – Strategic Considerations
Policy DMG3 – Transport & Mobility
Policy DMB3 – Recreation of Tourism Development

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

5. **Assessment of Proposed Development**

5.1 **Principle of Development:**

- 5.1.1 The application site is agricultural land which lies within open countryside as such, the principle for the development of the site for holiday purposes has not been established.
- 5.1.2 Taking account of the above, the development of the site for six lodges on the site results in Key Statement EC3 and Policies DMG2 and DMB3 being engaged for the purposes of assessing the application.
- 5.1.3 Key Statement EC3 lends general support for the creation of additional holiday accommodation stating that *‘Proposals that contribute to and strengthen the visitor economy of Ribble Valley will be encouraged, including the creation of new accommodation and tourism facilities through the conversion of existing buildings or associated with existing attractions’*.
- 5.1.4 Policy DMG2 aims to resist inappropriate development within the tier 2 villages and outside the defined settlement areas, requiring new development to meet at least one of the criteria listed. One such criteria is that *‘The development is for small-scale tourism or recreational developments appropriate to a rural area’*. Being for six holiday accommodation units, the proposal is considered to be small-scale tourism development as such this part of policy DMG2 is satisfied with regards to the principle of development.

- 5.1.5 Policy DMB3 is generally supportive of proposals that seek to enhance the range of tourism and visitor facilities within the borough stating that:

Planning permission will be granted for development proposals that extend the range of tourism and visitor facilities in the borough. This is subject to the following criteria being met:

1. *The proposal must not conflict with other policies of this plan;*
2. *The proposal must be physically well related to an existing main settlement or village or to an existing group of buildings, except where the proposed facilities are required in conjunction with a particular countryside attraction and there are no suitable existing buildings or developed sites available;*
3. *The development should not undermine the character, quality or visual amenities of the plan area by virtue of its scale, siting, materials or design;*
4. *The proposals should be well related to the existing highway network. It should not generate additional traffic movements of a scale and type likely to cause undue problems or disturbance. where possible the proposals should be well related to the public transport network;*
5. *The site should be large enough to accommodate the necessary car parking, service areas and appropriate landscaped areas; and*
6. *The proposal must take into account any nature conservation impacts using suitable survey information and where possible seek to incorporate any important existing associations within the development. failing this then adequate mitigation will be sought.*

- 5.1.6 In respect of the above, both policy DMB3 and Key Statement EC3 are generally supportive of the creation of new holiday accommodation. However, the first criterion of Policy DMB3 requires that not only should proposals not result in conflict with the inherent criterion of the policy itself, but additionally should not result in any conflict with other policies within the development plan.

- 5.1.7 As such, where such conflict exists or is identified, either through direct conflict with DMB3 or by virtue of conflict with other policies within the development plan, the general support afforded by Policy DMB3 is considered to be fully disengaged.

- 5.1.8 In a similar vein, Policy DMG2 is generally supportive of small-scale tourism development outside of settlement boundaries, however the policy goes on to outline requirements for protecting the character of the countryside landscape. As such where such conflict exists, the general support afforded by Policy DMG2 is also considered to be fully disengaged.

- 5.1.9 In this respect, the development as a whole would need to be acceptable in terms of impact on the character and visual amenity of the area by virtue of its scale, siting, materials and design as well as additional traffic movements in order to accord with the aims, objectives, and criterion of Policies DMG2 and DMB3.

5.2 Impact upon Residential Amenity:

- 5.2.1 The proposal has a direct interface and relationship with a number of nearby residential dwellings, as such consideration must be given in respect of the

potential for the proposal to result in undue impacts upon existing or future residential amenities.

- 5.2.2 Regard must be given to 1 & 2 Ribblesdale Place, Paddock Cottage, Rush Paddock Farm, Paddock House, Paddock Barn and The Bungalow which are all located to the south of the proposed development on the opposite side of the access track. The proposed lodges are orientated in such a manner whereby the rear elevations of the existing dwellings face onto the proposed development.
- 5.2.3 The submitted details indicate that the proposed lodges would be located approximately 6.5m from the rear boundaries of the existing dwellings at their closest point and approximately 25m from the rear elevations. The exceptions to this are The Bungalow and Paddock Barn which are sited to the rear of Paddock Cottage and were converted under planning permission 3/1993/0132 and are sited approximately 21.6m and 23m respectively from the site.
- 5.2.4 Taking into account the above distances and that the proposed lodges would not have elevations that would benefit from windows to the southern elevation that would result in any direct overlooking, it is not considered that the proposed lodges themselves would compromise or undermine the sense of privacy afforded to these properties and their private garden areas.
- 5.2.5 However, the lodges would each have parking provision and access from the lodges onto these parking areas would be along the eastern elevations with between three and five sets of opening doors of various sizes providing access along this elevation. This together with the access track which runs to the south of the lodges will result in additional activity and comings and goings which is considered to compromise the sense of privacy for existing residents.
- 5.2.6 Taking account of the above matters, the proposal is considered to be in direct conflict with Policy DMG1 of the Ribble Valley Core Strategy insofar that the proposed development would result in harm to the residential amenities of the occupiers 1 & 2 Ribblesdale Place, Rush Paddock Farm, Paddock Barn and The Bungalow which all have elevations which overlook the site and would experience adverse loss of privacy and increased noise and disturbance impacts caused by parking and access arrangements associated with the development.
- 5.2.7 This would also represent a direct conflict with the aims, objectives, and criterion of Policy DMB3 as well as the National Planning Policy Framework, which requires planning decisions to mitigate and reduce to a minimum potential adverse impacts resulting from noise from new development – and avoid noise giving rise to significant adverse impacts on health and quality of life.

5.3 Visual Amenity/External Appearance

- 5.3.1 Given that the proposal lies within a largely rural area set within the open countryside consideration must be given in respect of the potential for the proposal to result in undue impact upon the character or visual amenities of the immediate area and landscape.

- 5.3.2 In this respect, the criterion of DMG1 requires the proposal to be sympathetic to existing and proposed land uses in terms of its size, intensity and nature as well as scale, massing, style, features and building materials. The number and type of units in this prominent open countryside location adjacent to and visible from the public highway and public footpath would result in a visual disparity between the holiday lodges and the existing stone built residential properties in terms of scale, style and materials.
- 5.3.3 As such, consideration must also be given to Policies DMG2 and DMB3 and as to whether the proposal would undermine the character, quality or visual amenities of the area by virtue of its scale, siting, materials or design.
- 5.3.4 The proposed lodges are of a single storey rectangular footprint, benefitting from a flat-roofed appearance with a significant amount of glazing and external timber cladding as well as decked areas to accommodate outdoor amenity space.
- 5.3.5 Taking account of the quantum and uniformity of development, their appearance and cramped form it is considered that the proposal would result in the introduction of an incongruous, anomalous and discordant form of development that would result in visual harm and undermine the open aspect of the area that defines the inherent character of the immediate and wider landscape which would be visible from the public highway as well as the adjacent public footpath and neighbouring properties.
- 5.3.6 In this respect, the structures fail to accord with Policies DMB3, DMG2 and DMG1 in that the proposal fails to be in keeping with the character of the landscape and fails to be sympathetic to existing and proposed land uses in terms of its size, intensity and nature as well as scale, massing, style, features and building materials.
- 5.3.7 As such, taking all of the above matters into account. The proposal is considered to be in direct conflict with Policies DMG1, DMG2 and DMB3 insofar that the proposed development would result in a detrimental impact on the character and visual amenity of the area by virtue of its scale, massing and materials with the layout as proposed resulting in an overall cramped form of development.

5.4 Landscape and Ecology:

- 5.4.1 The proposed lodges will be sited in an area that largely consists of open-aspect agricultural land that is considered to be of low biodiversity value with no direct impacts upon trees or hedgerow being evident. As such it is not considered that the proposal will have any direct measurable detrimental impacts upon protected species, ecology or biodiversity.
- 5.4.2 No details have been provided in respect of proposed detailed landscaping, with the landscaping shown on the proposed site plan being considered as indicative with no details of species mix or density being provided. In this respect the authority cannot ascertain at this stage whether the proposal would align with the requirements of Key Statement EN4 which requires a 'net enhancement in biodiversity'. However, this could be controlled by an appropriate condition if the scheme was acceptable in other regards.

5.5 Highway Safety and Accessibility:

- 5.5.1 The proposed development would be accessed from Osbaldeston Lane which is an unclassified adopted road. The nearest bus stops would be a custom stop at Park Gate and marked stops at Bay Horse and St. Mary's RCPS on A59 Longsight Road.
- 5.5.2 In this respect the proposal would accord with Policy DMG3 of the Ribble Valley Core Strategy which requires that all development proposals 'provide adequate car parking and servicing'.
- 5.5.3 However, the proposed development would result in a significant adverse impact on highway safety due to the substandard visibility splay to the south side of the site access along Osbaldeston Lane. There is also a lack of footways in the area which would link the site to the nearest bus stops and facilities and could result in conflict with other highway users to the detriment of highway safety. This would also fail to encourage sustainable means of travel to/from the site instead putting reliance on the private motor vehicle, particularly as occupants of the lodges would have no on-site provisions, which is in conflict with the National Planning Policy Framework.

6. Observations/Consideration of Matters Raised/Conclusion

- 6.1 Taking account of the above, it is considered that the proposed lodges, by virtue of the quantum of development, scale, design and materials, would represent a cramped form of development that fails to be in keeping with the character of the landscape by virtue of layout, design and materials that would result in harm to the character and visual amenity of the area and be highly visible from public viewpoints on Osbaldeston Lane and Public Footpath 3-30-FP-27 to the detriment of the character and visual amenities of the area.
- 6.2 It is further considered that the proposal would result in the introduction of an incongruous, anomalous and discordant form of development due to the cramped layout, design and materials and associated vehicular parking that would result in harm to the open aspect of the area that defines the inherent character of the immediate and wider landscape.
- 6.3 The proposal is considered to be in direct conflict with Policy DMG1 of the Ribble Valley Core Strategy insofar that the proposed development would result in harm to the residential amenities of the occupiers 1 & 2 Ribblesdale Place, Rush Paddock Farm, Paddock Barn and The Bungalow which all have elevations that overlook the site and which would experience adverse loss of privacy and increased noise and disturbance impacts caused by parking and access arrangements associated with the development. This would also represent a direct conflict with the aims, objectives, and criterion of Policy DMB3 and the NPPF.
- 6.4 As set out above the proposal would also result in a significant adverse impact on highway safety and fail to promote sustainable means of travel to/from the site, contrary to Policy DMG3 of the Ribble Valley Core Strategy and the NPPF.
- 6.5 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 REFUSED for the following reasons:

1. The proposal is considered to be in direct conflict with Policy DMG1 and DMB3 of the Ribble Valley Core Strategy insofar that the proposed development would result in significant harm to the residential amenities of the occupiers of 1 & 2 Ribblesdale Place, Rush Paddock Farm, Paddock Barn and The Bungalow which all have elevations that overlook the site and which would experience adverse loss of privacy and increased noise and disturbance impacts caused by parking and access arrangements associated with the development. This is also in conflict with the National Planning Policy Framework which requires planning decisions to avoid noise giving rise to significant adverse impacts on health and quality of life.
2. The proposal is considered to be in direct conflict with Key Statement EN2 and Policies DMG1 and DMB3 of the Ribble Valley Core Strategy in that the proposed lodges, by virtue of their overall scale, design and cramped form of development would fail to be in keeping with the character of the landscape, being of significant harm to the character and visual amenity of the area.
3. The proposal would result in the introduction of an incongruous, anomalous and discordant form of development by virtue of the cramped layout, design and materials proposed that would significantly visually compromise and undermine the open aspect of the area that defines the inherent character of the immediate and wider area. As such the proposal would result in an unacceptable visual impact to the character and visual amenities of the open countryside contrary to Policies DMG1, DMG2 and DMB3 of the Ribble Valley Core Strategy 2008-2028.
4. The proposed development is considered to be indirect conflict with Policy DMG3 of the Ribble Valley Core Strategy insofar that the proposed development will have a significant adverse impact on highway safety due to the substandard visibility splay to the south side of the site access along Osbaldeston Lane together with the lack of footways linking the site with bus stops and facilities which could result in potential conflict with other highway users. The lack of footways and poor connectivity to nearby services and facilities would also place increased reliance on the private motor vehicle by occupants of the development, as opposed to encouraging sustainable means of travel, which is in conflict with the National Planning Policy Framework.

BACKGROUND PAPERS

https://webportal.ribblevalley.gov.uk/site/scripts/planx_details.php?appNumber=3%2F2023%2F0767