Change of use of public house (including manager’s apartment) to provide office accommodation on the ground floor (including a proposed extension) with 3 apartments above
The Clarence Hotel, Helmshore Road, Helmshore

Design and Access Statement

February, 2013

Prepared by Hartley Planning and Development Associates Ltd
Introduction

The following statement is to accompany a full application for the change of use and extension of the unused Clarence Hotel and manager's apartment to office accommodation with 3 apartments over.

The Design and Access Statement has been written to meet the requirements of Article 4C of the Town and Country Planning (General Development Procedure) Order 1995, as amended in Circular 01/06 (Guidance on Changes to the Development Control System) (Section 3).

Determination of the Planning Application

In the event that the application is determined at officer level would you please let me know, prior to any decision being made, if there is any part of the application proposal which requires amendment?

Should the application eventually fall to be determined by committee would you please let me know of that fact in a timely manner?

Site & Proposal

The Clarence hotel has been vacant and unused for some years. While it is called an hotel its last use was that of a public house

The building is of Victorian origin though it has more modern extensions to the rear. The original two storey building is of stone and slate construction whereas the newer extensions are rendered.

The proposal is to demolish the existing extensions and to replace them with a new addition so as to create a larger ground floor area.

The existing rear extensions have a footprint of 45m2 and extend outwards from the rear elevation of the original building by 7.75m. The proposed extension, which extends along the whole of the rear elevation, has a footprint of 89m2 and extends outwards from the back wall of the original building by 7.1m.
The intention is to use the ground floor area for office accommodation for an established IT Company which wishes to relocate to the site from its current offices outside of the Borough. It is likely that at least some of the proposed apartments will be occupied by employees of the company who will work in the offices below. The apartments will have uninterrupted open views to the west:
Relevant Planning policies

National Planning Policy

Delivering sustainable development.

Building a strong, competitive economy.

18. The Government is committed to securing economic growth in order to create jobs and prosperity, building on the country’s inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future.

19. The Government is committed to ensuring that the planning system does everything it can to support sustainable economic growth. Planning should operate to encourage and not act as an impediment to sustainable growth. Therefore significant weight should be placed on the need to support economic growth through the planning system.

20. To help achieve economic growth, local planning authorities should plan proactively to meet the development needs of business and support an economy fit for the 21st century.

21. Investment in business should not be over-burdened by the combined requirements of planning policy expectations. Planning policies should recognise and seek to address potential barriers to investment, including a poor environment or any lack of infrastructure, services or housing. In drawing up Local Plans, local planning authorities should:

- set out a clear economic vision and strategy for their area which positively and proactively encourages sustainable economic growth;
- set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;
- support existing business sectors, taking account of whether they are expanding or contracting and, where possible, identify and plan for new or emerging sectors likely to locate in their area. Policies should be flexible enough to accommodate needs not anticipated in the plan and to allow a rapid response to changes in economic circumstances;
- plan positively for the location, promotion and expansion of clusters or networks of knowledge driven, creative or high technology industries;
- identify priority areas for economic regeneration, infrastructure provision and environmental enhancement; and
- facilitate flexible working practices such as the integration of residential and commercial uses within the same unit.

22. Planning policies should avoid the long term protection of sites allocated for employment use where there is no reasonable
prospect of a site being used for that purpose. Land allocations should be regularly reviewed. Where there is no reasonable prospect of a site being used for the allocated employment use, applications for alternative uses of land or buildings should be treated on their merits having regard to market signals and the relative need for different land uses to support sustainable local communities.

**Achieving sustainable development**

14. At the heart of the National Planning Policy Framework is a presumption in favour of sustainable development, which should be seen as a golden thread running through both plan-making and decision-taking.

For decision-taking this means:

- approving development proposals that accord with the development plan without delay; and
- where the development plan is absent, silent or relevant policies are out-of-date, granting permission unless:
  — any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole; or
  — specific policies in this Framework indicate development should be restricted.

**Local Planning policy**

The building is located within the Urban Boundary as shown on the now replaced Rossendale District plan but where its Urban Boundary had been incorporated into the adopted Core Strategy.

**Policy 1: General Development Locations and Principles**

The Council will seek to maintain Rossendale’s distinctive environment through implementing the following approach for all types of development.

**General Development Locations**

The greatest amount of new development should take place in Rawtenstall with the majority of other development taking place in Bacup and Haslingden.

**Urban Boundary**

Development within Rossendale should take place within the defined urban boundary (Local Plan Saved Policy DS1), unless it has to be located in the countryside, and should be of a size and nature appropriate to the size and role of the settlement.
Overall Development Approach

The Council will seek to enhance the quality and sustainability of places and individual developments by taking into account the following criteria when preparing LDF documents and considering individual planning applications:

• Make best use of under-used, vacant and derelict land and buildings
  The building has been vacant for at least 2 years

• Complement and enhance the surrounding area(s) of the development through the use of inclusive design and locally distinctive materials which enhances the character and heritage of Rossendale
  the proposal will leave the front elevation largely unaffected. It will improve the appearance of the rear elevation by replacing a collection of somewhat unrelated extensions by a new one

• Minimise negative impacts upon existing infrastructure capacities by considering its capacity levels and plans for future upgrades and expansion
  N/A

• Taking a precautionary approach to flood risk
  Not in a flood risk zone

• The need to ensure that mineral resources are not needlessly sterilised by new development
  N/A

• Maximise energy efficiency and demonstrate effective use of low carbon technologies
  The conversion will be carried out to Building regulation requirements

• Maximise access by public transport, walking and cycling in a manner that promotes safe and inclusive communities and promote co-location of services and Facilities
  The building is well located in relation to other services and access by public transport

• Enhance and protect the countryside, geodiversity and biodiversity resources including habitats and species
  N/A

• Wherever possible, improve the amount of, links to and the quality of the local network of open spaces and green infrastructure
  The site abuts the Haslingden Sport centre

• Contributes to maintaining and creating sustainable and inclusive communities
It will do so by bringing back into use a vacant building. There are very many other public houses within a quarter of a mile walking distance

Policy 7: Social Infrastructure

It is proposed that social infrastructure improvements and new provision will be encouraged at suitable locations within the Borough:

The loss of social infrastructure / cultural facilities such as pubs, post offices, theatres, community halls, youth centres, parks and open space that require a change of use application will be resisted, particularly in local centres and small settlements. All the following factors will be considered when assessing applications:

• The availability of alternatives within 15 minutes travelling time by non car modes

The following public houses and clubs are all available within 1 mile (15 mins walk) of the Clarence Hotel. A 1 mile radius covers the whole of Haslingden:-
### Pubs and Clubs within 1 mile radius of the Clarence

#### Haslingden pubs

<table>
<thead>
<tr>
<th></th>
<th>Name</th>
<th>Address</th>
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</thead>
<tbody>
<tr>
<td>1</td>
<td>The Bay Horse Hotel, Haslingden</td>
<td>Helmshore Rd, Haslingden, Rossendale, Lancashire, BB4 4BG</td>
</tr>
<tr>
<td>2</td>
<td>The Black Bull Hotel, Haslingden</td>
<td>Blackburn Road, Haslingden, Rossendale, Lancashire, BB4</td>
</tr>
<tr>
<td>3</td>
<td>The Green Squirrel(Crown Inn), Haslingden</td>
<td>148 Manchester Rd, Haslingden, Rossendale, Lancashire, BB4 6NP</td>
</tr>
<tr>
<td>4</td>
<td>The Duke Of Wellington, Haslingden</td>
<td>Grane Rd, Haslingden, Rossendale, Lancashire, BB4 4AT</td>
</tr>
<tr>
<td>5</td>
<td>The Farmers Glory Inn, Haslingden</td>
<td>Roundhill Road, Haslingden, Rossendale, Lancashire, BB4 5TU</td>
</tr>
<tr>
<td>6</td>
<td>The Foresters Arms, Haslingden</td>
<td>12 Pleasant Street, Haslingden, Rossendale, Lancashire, BB4 5LG</td>
</tr>
<tr>
<td>7</td>
<td>The Griffin Inn, Haslingden</td>
<td>84 Hudrake, Haslingden, Rossendale, Lancashire, BB4 5AF</td>
</tr>
<tr>
<td>8</td>
<td>The Holden Arms, Haslingden</td>
<td>Grane Rd, Haslingden, Rossendale, Lancashire, BB4 4PD</td>
</tr>
<tr>
<td>9</td>
<td>The Regent Hotel, Haslingden</td>
<td>10 Regent St, Haslingden, Rossendale, Lancashire, BB4 5HQ</td>
</tr>
<tr>
<td>10</td>
<td>The Roebuck Inn, Haslingden</td>
<td>1 Charles Lane, Haslingden, Rossendale, Lancashire, BB4 5EA</td>
</tr>
<tr>
<td>11</td>
<td>The Rose and Crown, Haslingden</td>
<td>276 Manchester Rd, Haslingden, Rossendale, Lancashire, BB4 6PU</td>
</tr>
<tr>
<td>12</td>
<td>The Woolpack, Haslingden</td>
<td>488 Manchester Road, Haslingden, Rossendale, Lancs, BB4 6LN</td>
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</tbody>
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#### Helmshore pubs

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<thead>
<tr>
<th></th>
<th>Name</th>
<th>Address</th>
</tr>
</thead>
<tbody>
<tr>
<td>13</td>
<td>The Robin Hood Inn</td>
<td>280 Holcombe Rd,Rosendale,Lancashire,BB4 4NP</td>
</tr>
<tr>
<td>14</td>
<td>Bridge End Hotel</td>
<td>Helmshore Road</td>
</tr>
<tr>
<td>15</td>
<td>The Station Hotel</td>
<td>505 Helmshore Road Helmshore Road</td>
</tr>
<tr>
<td>16</td>
<td>The White Horse</td>
<td>Helmshore Road</td>
</tr>
</tbody>
</table>

#### Clubs and licensed premises in Haslingden and Helmshore

<table>
<thead>
<tr>
<th></th>
<th>Name</th>
<th>Address</th>
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</thead>
<tbody>
<tr>
<td>17</td>
<td>Haslingden Sports Centre</td>
<td></td>
</tr>
<tr>
<td>18</td>
<td>Sunnybank Social Club</td>
<td></td>
</tr>
<tr>
<td>19</td>
<td>Rossendale Golf club</td>
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<tr>
<td>20</td>
<td>Haslingden Cricket club</td>
<td>Greens Lane</td>
</tr>
<tr>
<td>21</td>
<td>IDL Club</td>
<td>George street , BB4 5RX</td>
</tr>
</tbody>
</table>
• The financial viability of the existing use
See note below

• The results of marketing the site for existing or other community uses for a minimum period of six months
The building has been offered for sale for over 6 months without there being any interest in its continuance as a public house/hotel
Fleurets were instructed to try to sell or let the property from the 3 April 2012. (Ref NW/214600. Tel 0161 683 5445). Fleurets organised an open day for viewing on the 15 May, 2012 (See sales details and associated photo). It was put in the auction for 31 May, 2012 under lot 65 but an offer was received before the auction took place. Completion was on the 28 June, 2012.
No other offers were received during this period and none to keep the property as a public house.
The purchaser intended to convert the property to a house for himself but then purchased a different property in Rising Bridge more suited to his family needs. He put the Clarence back on the market on the 7 November, 2012, with Hazeldene Estate Agents.
Pugh and co took the property to auction on the 29 November, 2012 when it failed to find a bidder (Lot 29a).
There have been no offers to buy the premises to keep it as a public house.

In total the dates between the formal offering of the property for sale/rent and any purchase has been in excess of 25 weeks. In reality the public house has been vacant and potentially available for purchase for approximately 2 years.

• Whether it is possible for the community facility to be retained in the same locality, but combined with another use
It will not be possible to retain any part of the building as an hotel/public house but there are over 20 such facilities within a quarter of ann hour’s walk of the building and there is the Haslingden sports centre (with its bar) adjoining it

• Significance of loss on the local community
See note above
A positive approach will be taken to the development of new and enhanced social infrastructure, especially where this creates options for a variety of uses and user groups and reduces the need to travel.
The Council will support the delivery of broadband and communications technology to all parts of the Borough and will encourage and facilitate its use.
The proposed use includes the relocation of an IT company to the Valley

Policy 10: Provision for Employment

The Council together with developers and other partners will seek to provide sufficient employment land to meet the Borough’s requirement of 20.84 hectares for B1, B2 and B8 use classes (i.e. for Business, General Industrial and Storage and Distribution) for the period up to 2026.

The Council will continue to encourage the retention and growth of its indigenous companies, providing support and facilities for new smaller scale hi-tech and creative industries, and encouraging business start-ups by supporting ‘incubator units’ and ‘move-on facilities’ (small, affordable units for new businesses). Employment opportunities related to increasing Rossendale’s tourism offer and enhancing its visitor economy will also be supported where appropriate and supported by other policies in the Core Strategy.

It is expected that new sites will be needed to meet demand in the Rawtenstall area and the Bacup, Waterfoot and Stacksteads Corridor.

This provision will be met through the Allocations Development Plan Document, where the Council will protect the best sites in terms of their location, access and suitability. New proposals should primarily be located within the defined urban boundary and maximise the use of previously developed land and buildings, meet high energy standards, and be accessible by modes other than the private car. In particular the Council will seek to protect and make best use of key employment locations in Rawtenstall (New Hall Hey), Bacup (Futures Park), Haslingden (Carrs Industrial Estate) and Rising Bridge. Renovation of older industrial estates will be encouraged to improve their attractiveness, and support will be given to encourage re-use of mill buildings for employment purposes, where appropriate.

Office development (B1 and A2 uses) should be primarily located in or adjacent to the town centres of Rawtenstall, Bacup and Haslingden.

The loss of existing employment sites and buildings to non employment generating uses will only be supported where:

(a) re-development for employment uses has been adequately demonstrated to the satisfaction of the Council to be economically unviable and the site is unlikely to be used for existing or future employment purposes, or

(b) the access to the site is poor and cannot be adequately improved, or

(c) the current, or any alternative employment, use has a significant adverse impact on the neighbouring land uses, or
(d) the site and/or buildings are significant heritage assets and their re-use or development is the most appropriate means to secure and maintain an acceptable and viable use that is consistent with their conservation, and in all cases

(e) the site has been marketed for 12 months, or less in exceptional circumstances, using a methodology agreed by the Council, and

(f) the development will have no unacceptable adverse impacts on surrounding land uses.

The re-use and retention of suitable buildings, including those in rural areas, for appropriate employment generating uses will be supported where:

- it assists diversification of the existing employment base, or
- it supports the creation or growth of a local business, or
- it retains buildings of significant architectural, historic or artistic interest, or
- it contributes to a wider regeneration initiative, and in all cases
- The proposal promotes the enhancement of the environment and accessibility provision, minimises transport impacts and makes best use of the existing space.

The Council will in general support the creation and expansion of small businesses within the Borough, and promote flexible start up accommodation in the form of small offices and industrial units within the key settlements of Rawtenstall, Bacup and Haslingden. ‘Move on’ facilities will also be encouraged to support their growth, such as at New Hall Hey. Opportunities for home-working will be encouraged, where appropriate.

Proposals for creative industries in Waterfoot and Bacup will be given positive consideration, in line with this policy.

This policy is linked to Policy 14, which recognises the employment opportunities associated with developing the tourism sector within the Borough, that are not within the traditional employment use classes of B1, B2 and B8.

**Rossendale – 5 Year Supply of Housing Land**

The proposed provision of accommodation will assist the LPA in meeting a 5 yer supply of deliverable housing in accordance with the housing target in the core strategy.
Layout

The design has been influenced by the following factors and aims:-
1. To retain the front elevation in its present architectural form as much as possible
2. To make any space additions to the rear of the building
3. To improve the rear elevation of the building by replacing the existing extensions
4. To provide sufficient parking spaces in line with council standards
5. To create an open plan office space sufficiently large for the new business
6. To provide extra accommodation at first and second floor level

Scale

The scale and massing of the building area as shown on the submitted plans

Appearance

The front elevation will retain its existing architectural features.
The existing rear extensions will be replaced as per the submitted plans

Landscaping and Boundaries

Existing boundaries are absent, with the rear and southern perimeters having an open plan style adjoining the sports centre site. No changes are proposed

Access & Car Parking

The site provides parking to the maximum allowed in the adopted Core Strategy
### Recent similar planning approvals

<table>
<thead>
<tr>
<th>Application no</th>
<th>Approved change</th>
<th>Approval date</th>
</tr>
</thead>
<tbody>
<tr>
<td>Public House, 1 Charles Lane, Haslingden</td>
<td>Conversion to 10 flats with 2 storey extension to rear</td>
<td>14 Oct, 2010</td>
</tr>
<tr>
<td>The Commercial, 318a Newchurch road, Stacksteads</td>
<td>Conversion to 4 shops and 4 flats</td>
<td>1 March, 2012</td>
</tr>
<tr>
<td>The Buck Inn, Cowpe Road, Cowpe</td>
<td>Change of use to 2 dwellings</td>
<td>25 Sept, 2012</td>
</tr>
</tbody>
</table>