


**Report to be read in conjunction with the Decision Notice.**

<b>Signed:</b>	<b>Officer:</b>	<b>EP</b>	<b>Date:</b>	<b>20/11/2025</b>	<b>Manager:</b>	<b>LH</b>	<b>Date:</b>	<b>20/11/25</b>
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<b>Application Ref:</b>	2025/0531			 Ribble Valley Borough Council <small>www.ribblevalley.gov.uk</small>
<b>Date Inspected:</b>	25/07/2025	<b>Site Notice:</b>	25/07/2025	
<b>Officer:</b>	EP			
<b>DELEGATED ITEM FILE REPORT:</b>				<b>REFUSAL</b>

<b>Development Description:</b>	Proposed erection of single-storey dwelling house (self-build) within existing garden curtilage together with new access and hardstanding and demolition of garage.
<b>Site Address/Location:</b>	Land rear of Pendle Street East Sabden BB7 9FX.

<b>CONSULTATIONS:</b>	<b>Parish/Town Council</b>
Saden Parish Council raised no objection.	

<b>CONSULTATIONS:</b>	<b>Highways/Water Authority/Other Bodies</b>
<b>LCC Highways:</b>	<b>No objection subject to condition.</b>
<b>United Utilities:</b>	<b>Standard advice in respect of sustainable drainage</b>

<b>CONSULTATIONS:</b>	<b>Additional Representations.</b>
One letter of representation has been received raising the following points <ul style="list-style-type: none"> <li>- Activity from neighbouring commercial garage may be audible and visible.</li> <li>- Standard working practice of neighbouring garage could cause discomfort for occupier of new dwelling and result in complaints.</li> </ul>	

<b>RELEVANT POLICIES AND SITE PLANNING HISTORY:</b>
<p><b>Ribble Valley Core Strategy:</b></p> <p>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</p> <p>Policy DMG1: General Considerations                  Policy DMG2: Strategic Considerations                  Policy DMG3: Transport &amp; Mobility                  Policy DME1: Protecting Trees &amp; Woodland                  Policy DME2: Landscape &amp; Townscape Protection                  Policy DME4: Protecting Heritage Assets                  Policy DMH3: Dwellings in the Open Countryside and AONB</p> <p>Planning (Listed Buildings and Conservation Areas) Act                  National Planning Policy Framework (NPPF)</p>

**Relevant Planning History:**

No recent planning history.

**ASSESSMENT OF PROPOSED DEVELOPMENT:****Site Description and Surrounding Area:**

The application relates to a parcel of land located at the rear of Pendle Street East. The application site is immediately adjacent to but not within Sabden Conservation Area and is within the designated National Landscape.

**Proposed Development for which consent is sought:**

Consent is sought for the construction of 1 no. self-build dwelling in a parcel of land to the rear of Pendle Street East. The dwelling will be of bungalow style and will be constructed in timber cladding. The application also seeks consent for the associated new access and car parking.

**Principle of Development:**

Key statement DS1 of the Ribble Valley Borough Council Core Strategy sets out the spatial vision for the Borough with a stipulation for the majority of new housing development to be sited within the principal settlements of Clitheroe, Whalley and Longridge with an additional focus towards the Borough's Tier 1 settlements. New housing development within and outside of the Borough's Tier 2 settlements is more tightly controlled with such development only being permissible where local needs housing or regeneration benefits can be delivered.

In a similar vein, Policy DMG2 of the Ribble Valley Core Strategy states:

*'Within the tier 2 villages and outside the defined settlement areas development must meet at least one of the following considerations:*

- 1. the development should be essential to the local economy or social well-being 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.*

*Where possible new development should be accommodated through the re-use of existing buildings, which in most cases is more appropriate than new build.'*

Policy DMH3 seeks to restrict residential development within the National Landscape (formerly the AONB) to development essential for the purposes of agriculture or residential development which meets an identified local need. The same policy also allows for the conversion of buildings to dwellings and for the rebuilding and replacement of existing dwellings under certain circumstances.

In this instance, the proposal site lies within the defined settlement limits of Sabden, which is designated as a tier 2 village. The proposed development would involve the creation of one new dwelling with associated access and parking. No evidence has been provided to demonstrate that the proposed development relates to local needs housing to meet an identified need, nor has any evidence been provided to demonstrate that the proposed development would deliver regeneration benefits. In addition, no case has been put forward to demonstrate that the proposed development would be essential to the local economy or social well-being of the area, nor would the proposed development be utilised in relation to agriculture, small scale tourism, recreation or any other small-scale uses that would be appropriate within a rural area. The supporting statement suggests that the applicants need to downsize as a member of the local community would result in the development meeting the above criteria. However, an individual need does not directly translate to local needs housing. Furthermore, the proposed dwelling would be a new build property and would not involve the rebuilding or replacement of an existing dwelling or conversion of an existing building. Accordingly, the proposal fails to satisfy the requirements of Key Statement DS1 and Policies DMG2 and DMH3 of the Ribble Valley Core Strategy and is therefore considered to be unacceptable in principle.

Policy DMG3 seeks to support development proposals which are well related to the primary road network and can be accessed by sustainable transport modes. This is in line with one of the overarching objectives of the NPPF to encourage sustainable development and in turn to reduce reliance on private motor vehicles.

In this instance, the new dwelling lies within Sabden itself, however the village is identified as a Tier 2 settlement in the RV Core Strategy in recognition of its limited services and facilities. Therefore, occupiers of a permanent residential dwelling would largely be dependent upon private motor vehicles in order to access the services and facilities necessary to meet their day-to-day needs, including employment, shops and secondary schools. There is a limited bus service that operates through Sabden with no suitable walking or cycle routes to provide access to adjacent towns/villages. Residents would rely heavily on the facilities of neighbouring towns for the provision of food. Accordingly, the proposal would amount to an unsustainable development by virtue of the site being an unsuitable location and would fail to satisfy Policy DMG3 of the RV Core Strategy.

#### Self-build

The proposal has been submitted as a self-build development, with a legal agreement submitted to secure this. The Council has given regard to the provision of a self-build unit as a material consideration, however this is considered to carry only limited weight, and is not considered significant enough to outweigh non-compliance with the Core Strategy.

#### **Impact upon Character/appearance of Conservations Area (Where Applicable):**

The access to the site is located within the Sabden Conservation Area; however, this element relates to the access only with the built form sited some 45m to the south of the conservation area boundary. It is not considered that the proposal would have a direct impact on the nearby Sabden Conservation Area due to the separation of the built form of the site from the conservation area boundary and the presence of existing development providing a visual barrier.

Therefore, the proposed development would not result in any harm and would have neutral impact in this regard on this Heritage Asset in accordance with Key Statement EN5 and Policy DME4 of the Ribble Valley Core Strategy.

#### **Impact Upon Residential Amenity:**

Paragraph 135 of the NPPF stipulates that development should create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users.

In addition, the RVCS states in relation to amenity that development must

1. *Not adversely affect the amenities of the surrounding area.*
2. *Provide adequate day lighting and privacy distances.*
3. *Have regard to public safety and secured by design principles.*
4. *Consider air quality and mitigate adverse impacts where possible.*

**Neighbouring Amenity:**

The proposed dwelling would be located approximately 50 metres from the nearest neighbouring receptors. As such, it is not considered there would be any adverse impact in respect to loss of light or sense of overbearing.

The application site is located immediately adjacent to an established commercial premises known as SAS autos. The site comprises two main buildings which it is understood operate as a mechanical workshop and body shop. In addition to the garage, there are varying buildings within the vicinity of the site including St Marys school. Given the potential noise impact of this commercial premises in close proximity to a new residential dwelling, as well as the impact from other external sources, a noise impact assessment was requested by the LPA and subsequently provided by the applicant during the course of the application.

The LPAs Environmental Health department have reviewed the submitted noise impact assessment and whilst the report concluded that the noise impact from the neighbouring garage would be low and that noise should not be a determining factor in the granting of consent, there are concerns over the assessment and calculations carried out and therefore the validity of the submitted report.

Section 4.6 of the report outlines the measured noise levels with the LAFmax readings ranging from 35 – 77 dB. Section 4.7 of the report goes on to summarise the observations with details of the source of the measured noise, although there is no source details provided for any of the higher recorded readings (70dB +).

Section 5.1 of the report goes on to make a noise assessment based on the recordings taken. Table 9 in this section assesses the sound insulation requirements and it is noted within this table that the 2<sup>nd</sup> highest LAFmax value has been used to calculate the frequency. Similarly, in section 5.1.3 which assess overheating and noise, it is noted that the 4<sup>th</sup> highest nighttime LAmox reading has been used to predict internal noise levels. When assessing the noise impact, the 1<sup>st</sup> highest LAmox levels should be used in calculations in order to depict a worst-case scenario and ensure the protection of residential amenity. On this basis, it is not considered that the noise report effectively assesses the potential noise impact implications for the occupiers of the proposed dwelling. Therefore it cannot be concluded that the proposed development would be sympathetic to neighbouring land uses and that future occupants would not be subject to adverse noise issues and is therefore contrary to paragraphs 135 and 187 of the NPPF and Policy DMG1 of the Ribble Valley Core Strategy.

**Visual Amenity/External Appearance:**

Policy DMG1 of the Ribble Valley Core Strategy states:

*'All development must be sympathetic to existing and proposed land uses in terms of its size, intensity and nature as well as scale, massing and style...particular emphasis will be placed on visual appearance and the relationship to surroundings, including impact on landscape character.'*

In relation to the National Landscape (formerly the AONB) Key Statement EN2 of the Core Strategy stimulates that *the landscape and character of the Forest of Bowland Area of Outstanding Natural Beauty will be protected, conserved and enhanced. Any development will need to contribute to the conservation of the natural beauty of the area.*

In respect to the scale of the dwelling the proposed footprint is modest, providing simple two-bedroomed accommodation of approximately 140 square metres in area. The single-storey nature of the proposal will provide for some mitigation of impact, however this does not overcome the design and layout concerns identified below.

The proposed dwelling is faced entirely in vertical timber cladding. Given the use of mixed materials in the vicinity, the use of some wooden cladding is not opposed. However, the introduction of a building entirely clad in timber and with a significant level of glazing is at odds with the surrounding built form. As proposed the design is not considered appropriate to the location, being within the National Landscape.

In regard to the proposed siting and layout of the site, the access and parking area will be sited immediately adjacent to the rear of Pendle Street East. At the entrance to the site, a parcel of garden will be retained for 19 Pendle Street East, which the applicants currently own and occupy. The dwelling itself will be accessed via a long garden path, leaving a substantial separation distance between the parking facilities and the dwelling itself. The dwelling itself is located approximately 65 metres from existing residential development. Whilst there are other outbuildings and structures in the vicinity of the site, it is not considered that the proposed site layout and dwelling location corresponds well to existing built development. The distance between the access/parking area and the dwelling itself is excessive and results in the new dwelling taking an unnecessarily isolated position within the site. The applicants cite the current use of the site is residential curtilage but there is no planning history or certificate of lawfulness confirming this. Even if this is confirmed, the proposed development including associated domestic paraphernalia will have an urbanising impact on the site and extend built form further away from the current pattern of development.

Based on the above assessment, the development conflicts with Key Statement EN2 and Policy DMG1 of the Ribble Valley Core Strategy by virtue of the proposed siting, layout and building design including choice of materials which conflicts with existing vernacular and the character of the National Landscape.

#### **Highways and Parking:**

LCC Highways have been consulted in relation to the proposal and raise no objection subject to the imposition of conditions relating to construction management, cycle storage and the creation and maintenance of the parking area.

#### **Landscape/Ecology:**

##### BNG

The development is exempt from having to achieve the mandatory Biodiversity Net Gain requirement as it is a self-build application, however this would need to be secured with a legal agreement in order for the exemption to apply. A legal agreement has been submitted with the application.

##### Trees

The submitted tree survey and proposed site plans outline tree protection and removal measured required to accommodate the development. Two trees are proposed for removal; these are labelled as T1 and T2 within the submitted survey and are identified as being of moderate quality are early-mature/semi0mature. It is not considered that these trees, given their quality, age and location, are of significant visual amenity value and therefore their removal would not cause concern subject to a scheme for replacement planting being agreed. This could be achieved via suitable condition.

#### **Observations/Consideration of Matters Raised/Conclusion:**

As such, for the above reasons and having regard to all material considerations and matters raised that the application is recommended for refusal.

**RECOMMENDATION:**

That planning consent be refused for the following reason(s).

<b>01:</b>	The proposal fails to satisfy the requirements of Key Statement DS1 and Policies DMG2, DMG3 and DMH3 of the Ribble Valley Core Strategy with respect to the introduction of new residential development within a Tier 2 settlement which is also within the designated National Landscape and an unsustainable location for housing. No evidence has been submitted to justify the principle of the development proposed.
<b>02:</b>	The development conflicts with Key Statement EN2 and Policy DMG1 of the Ribble Valley Core Strategy by virtue of the proposed siting, site layout and design including choice of materials which fail to assimilate with the existing development pattern and vernacular, resulting in visual harm to the local area and an adverse impact on the character and appearance of the Forest of Bowland National Landscape.
<b>03:</b>	The submitted noise impact assessment does not effectively assess the potential noise impact implications for future occupiers of the proposed dwelling. Therefore, it cannot be concluded that the proposed development would be sympathetic to neighbouring land uses and that future occupants would not be subject to adverse noise issues contrary to paragraphs 135 and 187 of the National Planning Policy Framework and Policy DMG1 of the Ribble Valley Core Strategy.