



JULY 2025

Planning Support Statement

Land to Rear of Pendle Street East, Sabden



Proposed New Build Bungalow

Job No: 25/L/052

Version: 1

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1. Introduction

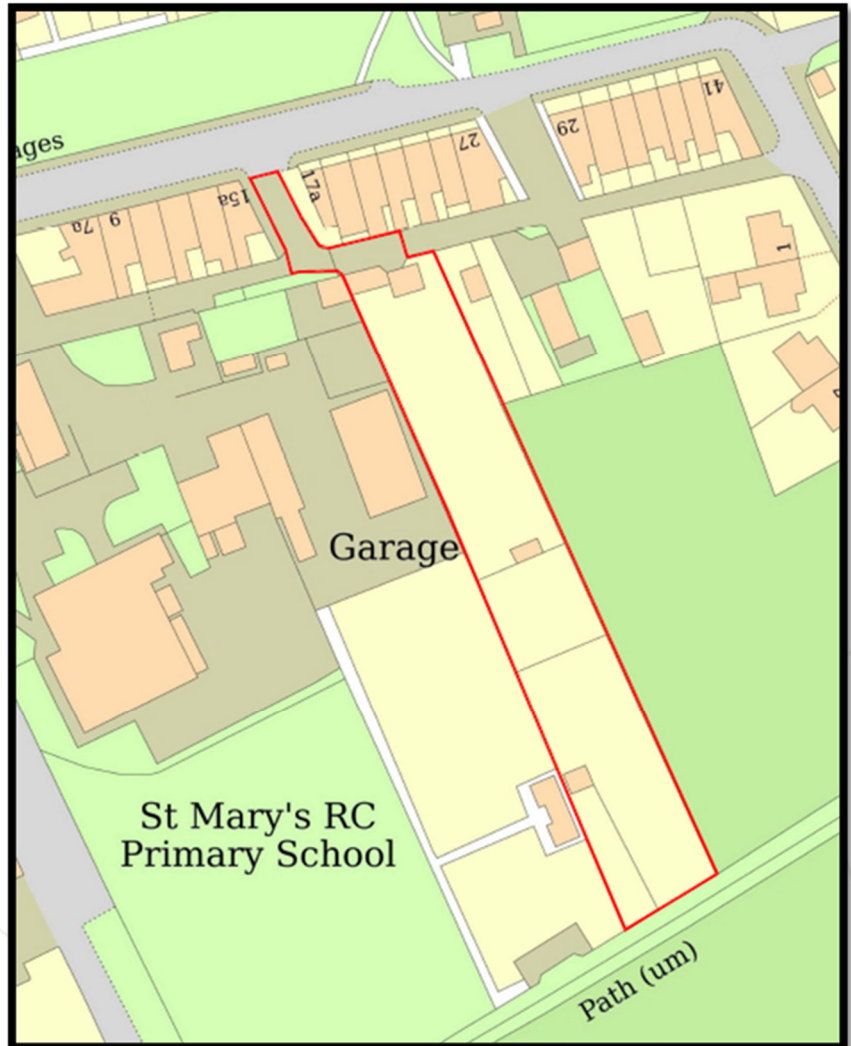
- 1.1. This Planning Support Statement has been prepared alongside a planning application for a proposed new build bungalow on land to the rear of Pendle Street East in the village of Sabden. The application seeks consent for the erection of 1 no. bungalow to the rear of the existing terrace of houses on Pendle Street East by developing part of the current residential garden of number 19.
- 1.2. The site is considered to be an acceptable location for new housing development as it is already in residential garden use and is located within the defined settlement boundary of the village of Sabden in the Ribble Valley Local Plan. The site also lies immediately adjacent to land granted consent for 17 houses, which is also defined as a Committed Site (DS1) in the Local Plan where development will be forthcoming for housing.
- 1.3. The application is submitted by Mr and Mrs Whitehurst who currently reside at number 19 and the proposal is for a single storey bungalow in the garden of the current property to allow them to downsize, with the current house to be occupied by their adult child and family. The application is a self-build project by the applicant.
- 1.4. The proposal will have a limited impact on the local area, due to the location of the site and careful design considerations, set out in this Statement.
- 1.5. A pre-application response suggested that the scheme would not be supported due to the Local Plan being up to date and not supporting new residential development in the village. However, we address the policy questions in this Statement and set out arguments to support approval of this new house.

2. Site Characteristics

2.1. The site lies within the village of Sabden, which lies at the crossroads between Clitheroe Road, Padiham Road and Whalley Road; these roads provide connections from the village to those named towns. The village lies to the south west of Pendle Hill. The village includes a range of shops and services, including local primary schools, sports clubs, pubs and employment uses and is a functional village settlement within the district of Ribble Valley. It has an estimated population of 2,000 people.

2.2. The application site is an elongated rectangular shape that lies to the rear of the existing terraced houses on Pendle Street East, which lies to the north of the site.

2.3. To the west of the site is a commercial repair garage complex known as Specialised Automotive Services (marked by 'Garage' on the Location Plan). To the south of the site lies a public footpath with open fields beyond. To the east is open land subject to the Committed Site housing scheme for 17 new homes in the Local Plan, detailed in Chapter 3.



- 2.4. The application site is currently the residential garden of number 19 Pendle Street East, and includes an existing garage building at the northern edge of the site that is accessible by vehicle via the side street and back alley from Pendle Street East. To the side and rear of the garage is the rest of the residential garden, which is mainly grassed, and extends to the south. It includes a number of existing outbuildings, garden sheds and general garden paraphernalia within the boundary of the site. The entire garden area is enclosed by a close-boarded timber fence and in parts by trees and hedgerows that form a relatively good protective visual barrier to the neighbouring areas described below.
- 2.5. The southern portion of the site, on which the new bungalow building is proposed, lies between a committed site for new housing development to the east and a garden area to the west that includes a relatively large garden outbuilding on the boundary to the far rear of the site.
- 2.6. Nearby bus stops to the site are located on Whalley Road and Padiham Road, both of which are readily walkable from the site and provide connection via public transport to local towns and villages. The majority of the village shops and services are also walkable from the site.
- 2.7. The site lies within Flood Zone 1, which represents areas with the least likelihood of flooding.
- 2.8. The village of Sabden has a Conservation Area, however the site lies outside of its defined boundary. It is notable that the existing terraced dwellings along Pendle Street East (which does not form part of the application site boundary) are considered buildings of Townscape Merit, but reference to them in the Conservation Area Appraisal are limited to the front elevation and their history. As the site lies to the rear of these properties, outside the boundary, and as the new dwelling is proposed to the southern part of the site, then the Conservation Area is not considered relevant to the planning application.

2.9. The site does lie within the Forest of Bowland National Landscape, as does the whole of the village of Sabden and surrounding area around Pendle Hill.

2.10. Photographs of the site are shown below.



View to North (Pendle St East in distance)



View to Eastern boundary with Committed Site



View to South – Neighbours outbuilding to right



View to West - boundary fence with neighbour

2.11. The application site has no online planning history. Land immediately adjacent to the site, to the east, had an approved planning consent for 17 new residential dwellings (shown below with application site marked by asterix). Although this application has expired, it retains its designation on the Proposals Map as a Committed Housing Site. An application was submitted in 2023 for 16 dwellings on the site, but this was subsequently withdrawn.



Approved consent for development to east of application site (site marked with an asterix)

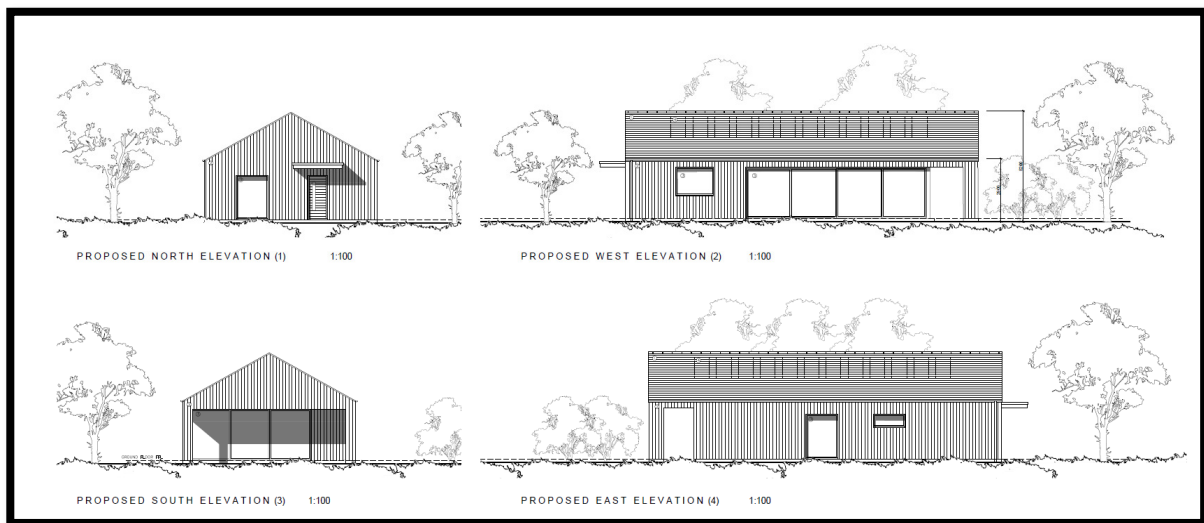
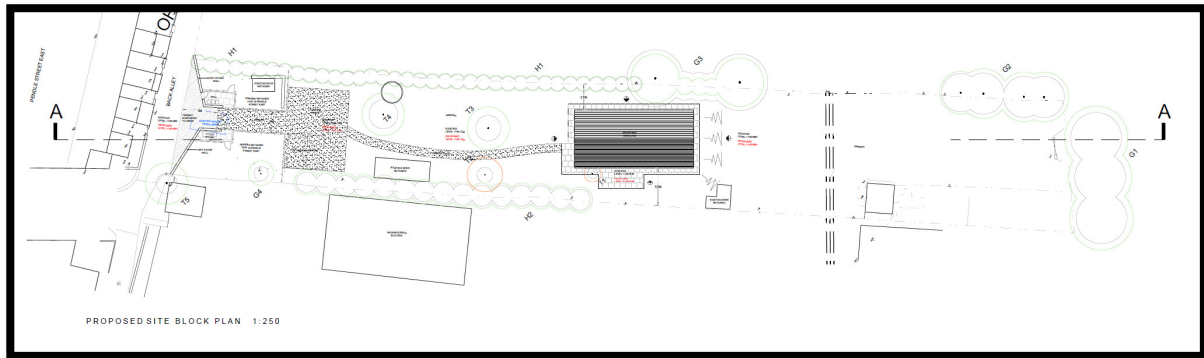
3. Application Proposal

- 3.1. The application seeks full planning consent for the erection of a two-bedroom bungalow on the southern portion of the existing garden area. On the northern portion of the existing garden area, the proposal removes the existing garage building and utilises the existing access route to the garage to allow access into the site, two parking spaces and adequate turning space within the site. A suitably sized garden area for number 19 Pendle Street East will be retained within the northern section of the site.

- 3.2. A gravel path will connect the access and parking area to the new dwelling, with the existing garden area around the proposed dwelling becoming garden for the new dwelling.

- 3.3. The new dwelling is located well away from the existing rear of the dwellings on Pendle Street East (see View to North photograph above) and sits within the southern portion of the application site. A sectional drawing has been provided to show the existing height increase of the garden as it rises and how the single storey bungalow will sit within the site, sufficient distance and well below the height of the existing dwellings on Pendle Street East. The proposed dwellings to the east of the site, being two storey, will also sit higher in the landscape than the proposed dwelling.

- 3.4. The dwelling will sit well within the landscape and at a single storey. With new development proposed to the east and existing development to the west, which it is largely protected from visually by boundary fences trees and hedgerow, any impact on the landscape has been reduced by the design choices forming the application proposal.



3.5. The Proposed Block plan of the site and Elevational Drawings are shown above. The new bungalow is low profile, with a maximum ridge height of 5.2 metres and eaves height of 2.9 metres. The materials proposed are natural slate roof and timber cladding, which would reduce the impact of the development further. The relatively simple rectangular design of the building and material choice would give the impression of an outbuilding often associated with large residential gardens.

3.6. The applicant submitted a pre-application request to the Local Planning Authority prior to preparing this application. The conclusion of the pre-application response was that *“the proposed development would amount to an unsustainable development by virtue of the site being an unsuitable location (tier 2 village) for a permanent residential dwelling.”* We will provide a response to this consideration in Chapter 4 of this Statement.

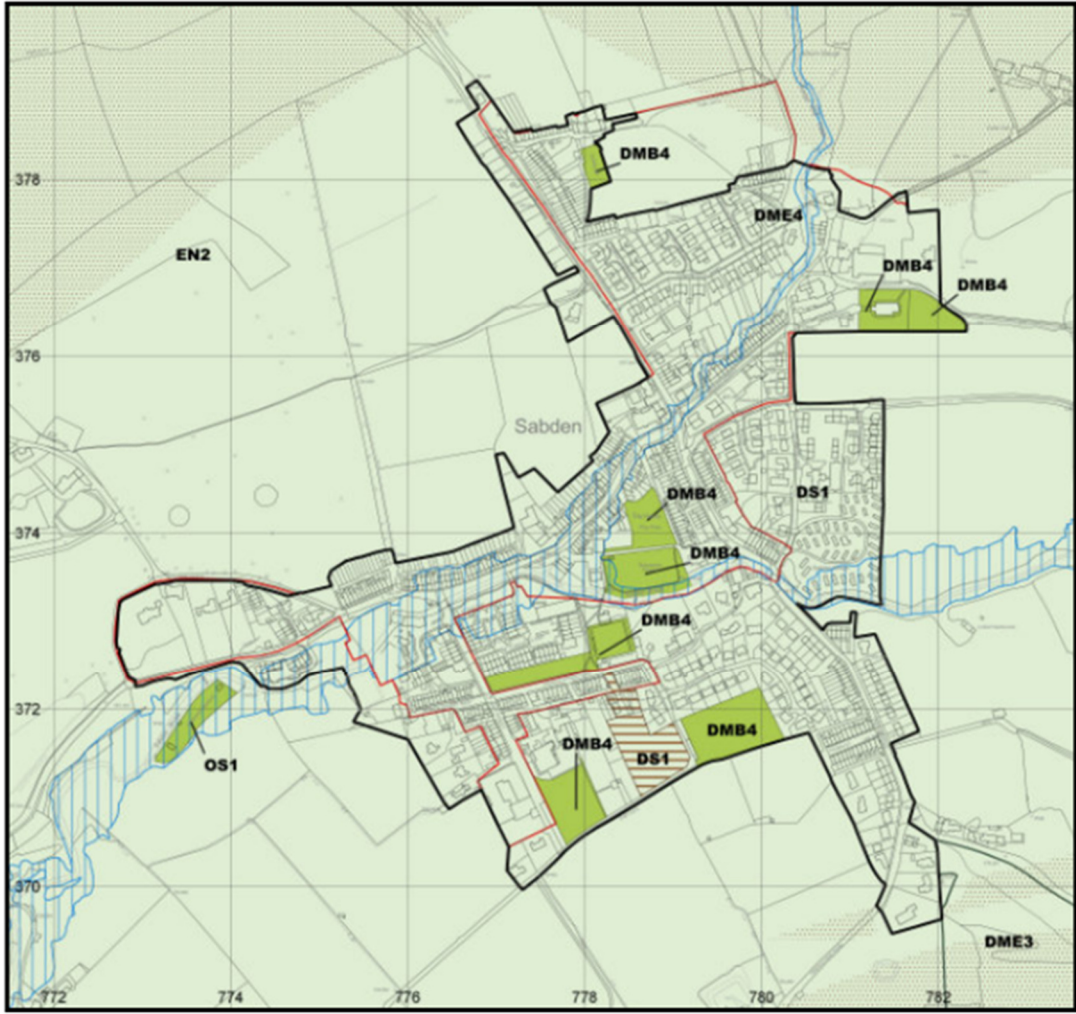
- 3.7. Helpfully, the pre-application response also provided commentary on the design of the proposal, concluding the scale and design to be largely acceptable. The officer described the proposal as a modest, simple two-bedroomed accommodation, where the single-storey nature of the proposal would allow for suitable integration into the area and surrounding built form, and the proposal would not host a visually prominent position.
- 3.8. The officers comments at pre-application stage also note that the use of wooden cladding is not opposed, but sought some form of additional natural materials, given the site is within the national landscape. We consider that the use of a natural slate roof, which for a dwelling of this height in this location would likely be the only visible part of the building from outside the site, has been included to meet this request.
- 3.9. With regard to access, the officer requested a limited amount of hardstanding/track running through the development, and positioning the development as close to the access road as possible. We consider that a balance has been struck by providing parking close to the access, but placing the dwelling within the southern section of the site to allow for separate garden areas for both existing and proposed properties and limiting the impact on the new dwelling of existing adjacent uses to the front of the site.
- 3.10. The officer acknowledged that the proposal was a self-build property, and identified there is a need to obtain a supply of self-build houses in national policy. They did however question whether the benefit of this outweighed the *'harm in respect of erecting a dwelling in a non-sustainable location'*.

4. Planning Policy and Considerations

Planning Policy – Local

- 4.1. Paragraph 38 (6) of the Planning and Compulsory Purchase Act 2004 requires that planning decisions are made in accordance with the development plan, unless material considerations indicate otherwise. The relevant parts of the development plan for this site are the Ribble Valley Core Strategy, adopted in 2014 (RVCS), and the Housing and Economic Development Development Plan Document, adopted in 2019 (HED).
- 4.2. Key Statement DS1 of the RVCS sets out the Development Strategy for the district across several settlement tiers. This notes that in Sabden, which is one of 23 Tier 2 Village settlements considered less sustainable than the larger villages and towns, development will need to meet proven local needs or deliver regeneration benefits.
- 4.3. The policy states that in general 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. Specific allocations will be made through the preparation of a separate allocations DPD.
- 4.4. The policy also states that *“development for identified local needs will be considered in all the borough’s settlements, including small-scale development in the smaller settlements that are appropriate for consolidation and expansion or rounding-off of the built up area. Through this strategy, development opportunities will be created for economic, social and environmental well-being and development for future generations.*

- 4.5. The RVCS also includes a Table at paragraph 4.12 relating to Key Statement DS1. This table details the proposed development to meet housing need across the district. It notes that within the Tier 2 Villages, there are existing housing commitments for 346 new dwellings, and this determines there are no residual houses required for these settlement during the plan period because of these existing housing commitments.
- 4.6. This is set out in more detail in Key Statement H1: Housing Provision. This recognises the number of new houses needed at that time, and that the Council would identify sites for residential development that are deliverable over a five year period, with additional houses being allocated for development in the HED document.
- 4.7. The separate allocations DPD referenced in Key Statement DS1 is the HED. An extract showing the Policy Map for Sabden from the HED document is shown below, showing the whole village, and a more detailed focus on the application site.
- 4.8. The black edged boundary running along the southern edge of the application site is the defined village boundary of Sabden. The eastern boundary of the application site lies immediately adjacent land identified under Policy DS1, which the Key to the Proposals Map states represents a Committed Housing Site. This site represents part of the 346 committed houses in Table 4.12, which determined that no further houses were required in the tier 2 villages.



- 4.9. Key Statement DS1 of the RVCS is repeated in the HED document. The HED also allocates specific housing allocations that did not currently have planning consent under Policy HAL. This relates to development in the larger villages and towns. The housing allocations, the committed sites and the completed housing sites make up the housing required during the plan period to the year 2028.
- 4.10. The RVCS also includes policy at Key Statement DS2: Presumption in Favour of Sustainable Development. This states that the Council will always work proactively with applicants to jointly find solutions which mean that proposals can be approved wherever possible, and to secure development proposals that improve the economic, social and environmental conditions in the area.
- 4.11. The RVCS Key Statement DMI2: Transport Considerations – states that new development should be located to minimise the need to travel and should incorporate good access by foot and cycle and have convenient links to public transport to reduce the need for travel by private car.
- 4.12. The RVCS Policy DMG1; General Considerations – sets out a list of criteria that development must meet in relation to design, access, amenity, the environment and infrastructure. This includes, inter alia:
- not adversely affecting amenity of the surrounding area
 - providing adequate day lighting and privacy distances
 - conserving potential traffic and car parking implications
 - providing a high standard of building design
 - being sympathetic to existing and proposed land uses in terms of size, intensity, nature, as well as scale, massing, style, features and building materials.
 - placing particular emphasis on visual appearance
 - using sustainable construction and energy efficiency techniques

Policy - National Planning Policy Framework (NPPF)

- 4.13. The National Planning Policy Framework (NPPF) is the national policy document for planning. Paragraph 2 states that it is a material consideration in planning decisions in the context of paragraph 38 (6) of the Planning and Compulsory Purchase Act 2004.
- 4.14. Paragraph 61 states that to support the government's objective of significantly boosting the supply of homes, it is important that a sufficient amount and variety of land can come forward where it is needed. The overall aim should be to meet an area's identified housing need, including with an appropriate mix of housing types for the local community.
- 4.15. Paragraph 63 states that different groups in the community should be assessed and reflected in planning policies, and this should include (but are not limited to) older people (including those who require retirement housing) and people wishing to commission or build their own homes. It reminds that Local Authorities are subject to duties under sections 2 and 2A of the Self Build and Custom Housebuilding Act 2015 to give enough suitable development permissions to meet identified demand.
- 4.16. The NPPF also makes several clear statements that the objectively assessed housing need set out in development plans is a minimum requirement, and therefore should not be considered a maximum number of new homes to be delivered in general terms. The government has also recently set increased annual housing targets for the district, with the number of dwellings in the Ribble Valley of 280 per annum to the year 2028 set out in the RVCS increasing to 311 per annum, as shown in the Ribble Valley 5-Year Supply Statement 2025. To this end, maintaining a supply of housing consents can only be achieved by approving new housing consents.

Planning Considerations

- 4.17. The development plan identifies specific sites for development through allocations on large sites and committed sites. By design, the plan does not allocate small sites and individual plots for the development of single homes, nor does it make any provision for self-build homes.
- 4.18. The applicant seeks a single bungalow in their garden to meet specific downsizing needs in the village they live in. Whilst the pre-application advice advises that the development would not be supported, a policy that limits the opportunity of my client to downsize in this self-build way would appear contrary to the stated intentions of the NPPF to provide for particular community needs for self-build or retirement style homes. Policy DS1 also states it would support development for local community needs. This application present the direct need of a member of the local community. Local policy that does not allow development of single plots within the village in the way would therefore appear contrary to the NPPF and therefore out of date.
- 4.19. This development would be a limited infill site within a defined village boundary. The site is not within the green belt. However, it is interesting to note that national policy relating to the Green Belt specifically allows for limited infilling in villages. In effect, the approach set out in the pre-application advice means that land defined as being within the village settlement is more restrictive to new development than if the site was in the green belt. Given that the government attaches great importance to Green Belts and their protection (paragraph 142 of the NPPF), this approach also appears contrary to the NPPF.
- 4.20. The pre-application advice refers to the village of Sabden as an unsustainable location and unsuitable for the residential development of a single house, due in part to their consideration of the plan being up to date. Use of these terms 'unsustainable' and 'unsuitable' is a serious misinterpretation of local policy in the development plan. The village is a tier 2 village settlement defined in the RVCS policy, which relates to sustainable locations. Whilst tier 2

villages are considered less sustainable than the larger villages and towns, this is nature of a hierarchy and it cannot be argued the location is unsustainable. Whilst an argument can be made that the policy seeks to restrict additional development beyond the number of houses set out in the RVCS, this argument must also acknowledge that the policy takes this approach as it considers sites for new development as Committed Sites meet that housing need.

4.21. The Committed Site immediately adjacent the application site therefore is relevant to the application. This site was included within the development plan as a planning consent for 17 dwellings, which formed part of the assessment in the RVCS as to whether or not more development was needed in the tier 2 villages. As this site has not been developed, and we understand the consent has expired, that commitment for development up to 2028 can be argued to now be met in part by this application for a single dwelling. This argument would fully support development of the application site.

4.22. Furthermore, a more recent application for that site was proposed for 16 dwellings, reducing the overall commitment by a single dwelling. Whilst this application was withdrawn, it is a further compelling argument that the site immediately next door can now take that specific commitment for development in the village already acknowledged in the housing numbers. Again, this argument would support development of the application site.

4.23. Irrespective of these arguments, we also consider, as above, that the proposal is a self-build project that meeting the direct local need of a family already living in the village, and this complies with policy DS1 and the NPPF as a material consideration in decision making. This argument supports consenting the application in the specific circumstance of the application made.

4.24. The application proposed is also considered acceptable in design and scale, having limited impact on the immediate locality or the national landscape. The use of this existing residential

garden makes efficient use of land already defined within the village settlement. In effect, the application meets a direct need and is a suitable design in the location. To refuse such an application for a single dwelling on the basis that the large scale housing development needs across the whole district over a 20 year period would be to disregard much of the planning merits of the application and making good use of sustainable location for specific development needs.

4.25. The RVCS was adopted several years ago and the plan period is due to end in 2028, with a new plan being proposed in the next few years to replace it. This will include a need for additional housing to meet the increase in housing numbers per annum, and also to meet housing need for the new plan period that will be for the fifteen years beyond 2028. Whilst the local authority argued in the pre-application response that no new development should be forthcoming in the village, they must acknowledge that in the next period of the local plan there is likely be additional development in Sabden. This is likely to be done via the allocation of a new site in the local plan, as small and single dwelling sites will never be large enough to form allocations in a local plan and will take considerable time to become adopted policy, obtain planning consent and be built.

4.26. This approach by the local authority leaves the applicant in a situation where a single dwelling in their garden for the purpose of downsizing so their adult child and family can live in their property can never be acceptable in the village of Sabden. This is despite the site being a location within the defined settlement of a sustainable village and with a proposal that the pre-application officer considered had limited impact in the landscape and in general design terms to be acceptable.

4.27. Given the need to maintain a five year land supply of housing and with regard to the increase in housing that is proposed in future, we would argue that the sufficient details of this site and the surrounding context, and the nature of the proposal, mean the development should be supported and planning consent given.



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