

## Planning Statement

*Including Affordable Housing Statement*

*Full Planning Application for the Erection of 77.no Affordable Dwellings with Associated Access, Gardens, Parking and Landscaping areas.*

Land East of Clitheroe Road, Whalley.  
For Pringle Homes.

July 2025

Job Number: 18-086

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## 1.0 Introduction and Approach

1.1 This Planning Statement has been prepared by Maybern Planning and Development ('Maybern') on behalf of Pringle Homes (herein referred to as "Pringle" or "The Applicant") seeking full planning permission for the erection of 77.no affordable housing units with associated works at land East of Clitheroe Road, Whalley.

1.2 The description of the application proposal is:

*Full Planning Application for the Erection of 77.no Affordable Dwellings with Associated Access, Gardens, Parking and Landscaping areas.*

1.3 This Planning Statement sets out:

- A description of the site and surroundings;
- The scope of the development proposal;
- The statutory and planning policy context of the site and application proposals; and
- Assessment of the proposals against the statutory and planning policy context and other material considerations and technical matters relevant to the site proposal.

1.4 This Statement will summarise the nature of the site and the proposed development, and the proposals' compliance with the adopted Development Plan for Ribble Valley Borough Council (RVBC) and other relevant material considerations.

1.5 The application is submitted following a pre application enquiry (ref: RV/2023/ENQ/00032) held in 2023 with RVBC and adopts feedback received.

1.6 Submitted in conjunction with this Planning Statement are the following:

- Planning Application Forms and Certificate - via the Planning Portal ref PP-14007590

### **PLANS (Provided by MCK unless stated):**

- Location Plan – Ref – 24-124-LP01
- Proposed Site Layout – Ref – 24-124-0001 Rev E
- Coloured Site Layout – Ref - 24-124-0001 Rev E
- Boundary Treatments Plan – Ref – 24-124-BT01 Rev A
- Street Scenes – Ref – 24-124-SS01 Rev A
- Waste Management Plan – Ref – 24-124-WM01 Rev A
- Landscaping Scheme and Management Plan (ref: 7585.01 Rev C, 7585.02 Rev C, 7585.03 Rev C) prepared by Trevor Bridge Associates
- Topographical Survey (ref: S22-0921) prepared by JLP
- Tree Survey Plan (January 2025) prepared Iain Tavendale

- Tree Survey Plan with Shadow (Illustrative) (January 2025) prepared Iain Tavendale

**HOUSE TYPE PACK (Provided by MCK unless stated):**

- Bristow House Type Planning Drawing – Ref – BRI01
- Burton Proposed Elevations (and floor plans) – Ref – BUR01
- Hastings Proposed Elevations (and floor plans) – Ref – HAS02
- Marsden Planning Drawing (with floor plans and elevations) – Ref – MAR01
- Raleigh Proposed Planning Drawing (with floor plans and elevations) – Ref – RAL01
- Bransfield Proposed Planning Drawing (with floor plans and elevations) – Ref – BRA01
- Wainwright Proposed Planning Drawing (with floor plans and elevations) – Ref – WAI01
- Materials Specification (July) – prepared by Pringle Homes

**REPORTS**

- Tree Survey (January 2025) prepared Iain Tavendale
- Design and Access Statement – Rev A (May 2025) prepared by MCK
- Statement of Community Involvement prepared by Maybern
- Flood Risk Assessment and Drainage Strategy (July 2025) prepared by ReFord
- Preliminary Ecological Appraisal (July 2025) prepared by ERAP
- Assessment of Biodiversity Net Gain (July 2025) prepared by ERAP
- Statutory Biodiversity Metric (July 2025) prepared by ERAP
- Phase 1 Geo-Environmental Desk Study Report (submitted in four parts) - 24175/GEDS/03 (July 2025) prepared by REFA
- Transport Assessment - 250717 328482 TA v1.3 (July 2025) prepared by Mode Transport Planning
- Framework Travel Plan - 250716 328482 FTP v1.2 (July 2025) prepared by Mode Transport Planning
- Arboricultural Impact Assessment (May 2025) prepared by Iain Tavendale
- Road Traffic Noise Assessment - 20250519 9713 Whalley ProPG4 (July 2025) prepared by Martec Environmental Consultants

***Pre-Application Advice***

- 1.7 A formal pre-application meeting was held with RVBC in May 2023, with representatives of RVBC and Maybern attending. This request was used to facilitate an opportunity to formally present and engage with the Council with regards to a development opportunity on the site. Whilst the development proposal submitted related to 18 no. self-build housing plots, the pre-application response provides relevant context for the site and a residential proposal.

- 1.8 The response outcome on the matter of (residential) principle was primarily related to the site's location within the open countryside and outside of the settlement boundary such that the Council considered the proposal to be in conflict with Key Statement DS1 (Development Strategy) and Policies DMG2 (Strategic Considerations) and DMH3 (Dwellings in the Open Countryside and AONB) of the Ribble Valley Core Strategy. It was referenced that the a residential proposal without sufficient justification to the criteria of such policies would be in conflict with the policies and create a precedent for new dwellings outside of a defined settlement boundary.
- 1.9 The response highlighted that the self-build units proposed were not considered as meeting a 'local-housing need' (in the context of policy DMG2), and that there was/is minimal demand for self build plots in the area.
- 1.10 The response did not directly comment on whether the site was considered to be sustainably located in respect of its positioning on the immediate edge of the settlement, or to other site specific technical matters.
- 1.11 In the time since the pre-application feedback, Pringle Homes has sucessfully achieved full planning permission and has commenced construction of a 100% affordable homes development on the edge of the nearby settlement of Chatburn, with such units confirmed to have a local need basis. The now revised scheme for this site which comprises of 77 no. affordable dwellings meets evidenced housing need for such development and this will be set out further within this Statement

***The Applicant:***

- 1.12 Pringle Homes is a family-run housebuilding company based in Preston which specialises in the delivery of high-quality development sites in the North West, including the delivery of both market and affordable homes with involvement from Registered Providers.
- 1.13 They have delivered development sites in Ribble Valley, Preston and South Ribble, including Northcote Park, Langho (including affordable units); Pennington Gardens, Higher Bartle; and Collinwood Gardens, Hutton. Most recently they have completed a development of 17 dwellings, both open market and affordable housing, in Woodplumpton, Preston. These approved schemes benefit from a range of attractive house types with a variety of bedroom numbers and homes to be available on a mixture of tenures (market and affordable housing).
- 1.14 Pringle Homes has also liaised closely with the Council's housing team more recently in preparations to deliver the approved scheme for 37 affordabe dwellings at Crow Trees Farm, Chatburn which is being delivered in partnership with the Registered Provider (RP) MSV.

## 2.0 The Site and Surroundings

- 2.1 The application site extends 3.42ha and comprises agricultural land lying to the east of Clitheroe Road, at the immediate northern edge of the defined settlement boundary of Whalley.
- 2.2 The land is generally flat and rises gently toward the eastern boundary, away from Clitheroe Road.
- 2.3 The site is bound by the A59 to the north which sits at a higher level than the site itself on a heavily landscaped embankment which visually contains and screens the land (the A59 passes over Clitheroe Road via a bridge located just beyond the proposed site entrance). Located to the immediate east of the site is further greenfield land with the A671 beyond. To the south are residential properties and Oakhill School and its facilities and playing fields/land forming the northern extent of Whalley; a small housing development site on part of the school land has recently been completed. The western boundary comprises Clitheroe Road along which there are a small number of residential units with further greenfield land beyond to the far west.
- 2.4 The site is currently accessed via a field gate located on Clitheroe Road.
- 2.5 The site comprises of grass and scrub land that has previously been used for the grazing of livestock.
- 2.6 Figure 1 below shows an aerial view of the site within its wider built and natural environment contexts (the approximate site area indicated in red).



*Figure 1: Aerial view of the approximate application site (edged red) and its wider setting*

### ***Accessibility and Service:***

- 2.7 In terms of sustainability and reducing reliance on the private car, the site is well connected to Whalley lying c800m north of the centre of the village.
- 2.8 The development site fronts onto Clitheroe Road, an arterial route passing throughout Whalley and linking the settlement to the neighbouring village of Barrow (0.96km), before joining Whalley Road and continuing to the town of Clitheroe (5.5km). Clitheroe Road provides ample connections to the centre of Whalley, wherefrom connection to the A59 and the A671 are available with onward access to the wider region and services in the major centres across East Lancashire.
- 2.9 There are a range of amenities and facilities located throughout Whalley, including several small commercial convenience stores (Co-op, SPAR and Whalley News Agents), as well as many small retail and commercial premises. Whalley also features a post office, health facilities and community buildings including numerous churches, public houses and a village hall. Larger commercial shops and services are located in the centres of Clitheroe, Preston and Accrington which are easily accessible via car or public transport.
- 2.10 As per figure 5.1 of the Transport Assessment (ref: 250717 328482 TA v1.3), the development site is located within a 500m walking catchment area from bus stops on Clitheroe Road. Further bus stops, school provision (Oakhill School & Nursery) and local amenities are located within a wider 1km walking catchment area.
- 2.11 Sports facility provision is plentiful throughout the settlement, with Whalley Sports Club located approximately 1.45km from the site (3 minute drive). Further sport and health provision is also present at Oak Hill Leisure, PLM Health and Fitness Gym and Whalley Golf Club all located within accessible distance of the site.
- 2.12 Education provision can also be found throughout Whalley, within close radius to the site, with Oakhill School and Nursery and Whalley Pre-School, as well as Whalley Church of England Primary School. Secondary Education provision can be found further afield via Saint Augustine's Roman Catholic High School and Ribblesdale High School and in Clitheroe.
- 2.13 The site is also well connected to public open space with high quality greenspace in the form of Whalley Park located 1km from the site. Further open space provision can be found throughout Whalley including Spring Wood, Whalley Forrest Garden and Whalley Abbey.
- 2.14 Frequent bus service run along Clitheroe Road, with a bus stop located directly south of the land best serving the site. This bus stop provides significant services (Mainline and Valley Line and other local services) to a range of destinations including Clitheroe, Burnley, Preston, Shadsworth, Old Langho, Longridge and Accrington as well as Whalley centre with 4+ services per hour. Whalley bus station then provides onward linkages to other services and more destinations across East Lancashire.
- 2.15 Whalley railway station is approximately 1.1km away which offers daily services to Manchester, Blackburn and Clitheroe with trains generally operating every hour (with slightly reduced services on Sundays).
- 2.16 A primary cycle route runs along Wiswell Lane, Clitheroe Road and Station Road as they run through the centre of Whalley, providing sustainable alternative transport options to Clitheroe, Longridge, Blackburn and other local service centres within Ribble Valley.
- 2.17 In relation to walkability, there are numerous Public Rights of Way located within close proximity to the site. FP0345010, FP0345022 and FP0345023 are all within accessible proximity to the site.



## Planning History

- 2.18 A review of Ribble Valley's planning search facility reveals that there are no recorded relevant previous planning applications concerning the site itself.

### Wider Planning History

- 2.19 Recent proposals for residential development in Whalley and the wider RVBC area that are of relevance to the proposal include the following:

- Full planning application ref: 3/2022/1158 – Oakmere Homes (submitted December 2022) - Land South of Accrington Road, Whalley. Erection of 17 dwellings and 57 apartments and a public car park to serve Whalley town centre<sup>1</sup>. Recommended for approval by officers on 28.11 2024 and 9.1.2025 it was refused by Members on housing mix and no affordable housing delivery and insufficient highways modelling.

The site is located within the defined settlement boundary of Whalley and designated as a committed housing site (DS1 designation), and considered a sustainable site lying approximately 130m from the town centre and its amenities.

The application followed a previous refusal for a larger scheme (3/2021/1277), wherein the Officers had considered that the "*proposal relates to development within a Principal Settlement within which there is an outstanding affordable housing need*" (Officers Report, May 2022). As no further units had been approved in the settlement in the intervening period, this need position is considered to remain.

In this more recent application, the position on schools capacity had also been revised (from the time of the previous application) to demonstrate a surplus of secondary school placements in the area (of 95 spaces in 5 years time); whilst there was still considered to be a deficit in primary places, it was confirmed this could be addressed by a financial contribution to places as is a normal practice in Lancashire.

- Full planning application ref: 3/2022/0966 - Pringle Homes (submitted Oct 2022); Crow Trees Farm, Crow Trees Brow, Chatburn. Erection of 37 affordable residential units with access, parking and landscaping at (and conversion of former dairy outbuilding to open-market residential unit and refurbishment/modernisation of Crow Trees Farmhouse). Approved September 2024.

Whilst the application site lies adjacent to and outside of the settlement boundary and comprises open countryside land, the Officers Report confirmed the proposal met the criterion of Policy DMG2 by providing affordable housing to meet an outstanding need. The Councils housing officer was satisfied that the affordable units would directly address an identified need throughout the locality, and that there were currently no affordable housing ownership options available in the parish. 'There has been no additional affordable housing delivered for well over 15 years in Chatburn and during this time the number of households in the parish with an affordable need has continued to increase'.

It was also highlighted that the scheme provided a sound tenure split to adequately address the identified need, as well as a strong mix of house types and tenures to encourage a sustainable community to be formed on site. Furthermore, it was stated that:

*'The site is located on the edge of the settlement boundary with good accessibility and connectivity to services and facilities within Chatburn. There is also good access to bus services*

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<sup>1</sup> Revised application following a previously refused proposal on the site in May 2022



*allowing sustainable access to services and facilities further afield. The site is therefore considered to be a sustainable location to support a new residential development of this scale’.*

In recommending the application for approval, it was deemed that overall the proposed development was compliant with the relevant policies outlined within the LP and that principle of development did not raise any significant over-riding conflicts with the development strategy for the Borough.

- Outline application ref: 3/2025/0196 - Hallam Land (submitted March 2025) - for up to 300 residential dwellings, associated access, rail station car park, green infrastructure and sustainable drainage systems (all matters reserved except for access) - Land off Longsight Road, Langho. The application site falls outside the settlement boundary of Langho and in the Open Countryside. The applicants have submitted a study which evidences that RVBC are not able to demonstrate a sufficient 5-year housing land supply, that the most important policies of the Local Plan are out of date and that the tilted balance is engaged.

The application was recommended for refusal by officers at the RVBC Planning Committee on 26.06.2025. The reasons for refusal included the development proposal conflicting with housing exception criteria within policy DMG2 and DMH3, the site not being a sustainable location, the proposed development having significant harm upon the surrounding visual and landscape character, as well as the submission providing limited information on Ecology and BNG. Notwithstanding this, the development proposal to which this proposal relates can satisfy the reasons for refusal listed above. The relevant details regarding this can be found throughout later sections of the planning statement below.

- 2.20 The Whalley and Chatburn applications demonstrate Officers position towards the erection of market and affordable dwellings, creating quality housing development as supported by relevant local and national planning policy and guidance.

### **Surrounding Uses:**

- 2.21 Immediate usage to the south of the site and adjacent to the west of the site is residential in nature, with further open greenfield land located to the east.
- 2.22 The A59 is located across the northern boundary of the site, via a raised embankment.
- 2.23 Beyond the A59 to the northwest of the site is Whalley, Wiswell & Barrow Cemetery and The Palm Tree Company (and associated warehouse) and further open fields.

### **General Technical Considerations**

- 2.24 The site lies within Flood Zone 1, the lowest classification for flood risk as defined by the Environment Agency. The northern and north eastern boundary of the site and a narrow strip of land towards the north of the site is also subject to risk of surface water flooding. The accompanying Flood Risk Assessment and Drainage Strategy considers this further and provides the proposed drainage strategy for the site.
- 2.25 The site has a relatively flat topography with the exception of the northern rising embankment area, and there are a number of trees within the site and along its associated boundaries.
- 2.26 There are no listed buildings within or adjacent to the site, nor is the site located within a Conservation Area. The nearest listed buildings in relation to the development site are located c.0.8km away, towards the centre of Whalley, at the Old Grammar School (Grade II Listed Building) and the War Memorial (Grade II Listed Building). The closest conservation area boundary is also located c.0.8km away from the site in the same location as the listed buildings identified.

- 2.27 There are a number of Tree Preservation Orders in proximity to the site referenced as 125 1992 Bramley Meade and 128 1993 Bramley Meade Lodge, relating to land at the south of the site.
- 2.28 A gas pipeline runs along the northern boundary of the site as well as along Clitheroe Road.

***Development Plan Allocations***

- 2.29 As per the Ribble Valley Proposal's Map, the site falls outside of the defined urban boundary for Whalley and is therefore designated as open countryside; although, it immediately abuts the settlement boundary. It does not comprise Green Belt or AONB.
- 2.30 Whalley is identified as a Principal Settlement in the Borough, as per Key Statement DS1.

### 3.0 The Proposed Development

3.1 This full planning application seeks permission for the:

*'The Erection of 77.no Affordable Dwellings with Associated Access, Gardens, Parking and Landscaping Areas.'*

3.2 This section summarises the proposal and should be read in conjunction with the submitted plans and technical reports.

#### **Affordable Housing Development:**

3.3 The land is proposed to be developed for 77no. affordable dwellings , with a mix of 1 to 4 bed units comprising apartments, bungalows and mews and semi-detached house types as follows:

Unit Type/Name	Number of units	Number of Bedrooms	Size (sq ft)
Bristow GF	4	1	550
Bristow FF	4	1	632
Burton	2	2	775
Hastings	2	2	807
Marsden	34	2	868
Bransfield	19	3	1022
Raleigh	7	3	1029
Wainwright	5	4	1231

3.4 The tenure mix is proposed to include affordable rent, rent to buy and shared ownership units. Discussions would however be undertaken with the Housing Officer at RVBC during the course of the planning application to confirm the housing tenure split.

3.5 A local Registered Provider (RP) with established housing stock in Ribble Valley is in discussions with the applicant to take forward the delivery and allocation of units on the site following a grant of planning permission and construction. Progressing to a swift delivery of the site would therefore allow the prospective RP to ensure local housing needs are met quickly.

3.6 The RP would also maintain open space and communal areas on the site via a management agreement.

## Layout, Scale and Appearance:

- 3.7 The proposed houses and apartments would be two storeys in height, with a mix of semi-detached houses and apartment units, as well as runs of mews units (of three or four units per run) throughout the site. A number of single storey semi-detached bungalows are to be located on the western boundary of the site, fronting onto Clitheroe Road.



Apartment Units - Bristow GF and Bristow FF



Bungalow Units – Burton (top image) and Hastings (bottom image)



Mews/ Semi Detached Units – Marsden (left image), Raleigh (centre image) and Bransfield (right image)



Semi Detached Units – Wainwright

- 3.8 The material pallet for the units would primarily consist of stone or render, with the apartments and bungalows featuring a stone plinth and stone gables. All units will feature slate-like Roof Tile, with Fascias & Soffits in Black Woodgrain uPVC with black rainwater goods. Units will also feature windows and doors in Agate Grey UPVC. All units have simple elevational form featuring porches, gables and chimneys to provide detail and diversity to the street scene. Dwellings on corner locations and at the end of runs would also include outward facing facades to provide active frontages and surveillance to the street-scene.
- 3.9 All units would have rear gardens with the apartments also having joint garden areas to the front and rear. Access to rear gardens would be via driveways or pathways for access and bin movements.
- 3.10 Given the site size and arrangement, appropriate separation distances between main facing elevations are achieved.

### ***Access, Connectivity and Parking***

- 3.11 The units would be accessed via expansion and improvement of the existing (farm) vehicular access point, located at the northwest boundary of the site, in broadly the same location to where the existing field gate sits.
- 3.12 The access into the site will be taken from a newly provided priority junction located on Clitheroe Road. This arrangement will feature a ghost right turn lane.
- 3.13 Traffic calming measures are to be included along Clitheroe Road, as per the proposed access's close proximity to a zone in which the speed limit changes from 30mph to 40mph along Clitheroe Road.
- 3.14 The access road and internal roads throughout the site will be provided at adoptable standard, with a width of 5.5m and a 6m corner radii. There will also be a 3m foot/cycleway on both sides of the access point reducing to 2m footways within the site (within the site, cyclists will then use the carriageway). The access road is to run toward the eastern boundary, slightly meandering to provide access to cul-de-sacs throughout the site. These cul-de-sacs also provide adequate footways throughout and along the frontage of dwellings.
- 3.15 Parking to the units would comprise 1 space to one-unit apartments, 2 spaces to two and three bed units and 3 spaces to four bed units in line with parking standards. There will be 151 parking spaces provided in total throughout the site.
- 3.16 Refuse collection points are provided adjacent to turning heads throughout the site for ease of access/egress for refuse vehicles. The location of these collection points falls within the 30m distance to all units for ease of residents, whilst also falling within a 25m proximity for refuse collectors.
- 3.17 All the cul-de-sacs throughout the proposed development include turning heads.

- 3.18 Raised surface areas are included along the access road, where it meets with the cul-de-sacs, for speed and demarcation.
- 3.19 Existing footpaths along Clitheroe Road will be maintained and enhanced by the development.
- 3.20 Secure cycle storage (Sheffield stands) will be provided alongside the individual units throughout the development by means of storage within rear gardens/within dwellings.
- 3.21 Further details of site provision for access and parking are provided within the attached Transport Statement.

### *Landscaping and Open Space*

- 3.22 Areas of main Public Open Space (POS) space are to be located and maintained across the site encompassing 1.4ha. This includes a main body of greenspace along the north of the site which allows for the retention of the majority of existing mature trees on-site; a sizable pocket of greenspace toward the site's northeast boundary (which includes a small watercourse); and a proposed green frontage along the site's western boundary toward Clitheroe Road.
- 3.23 The site layout also includes a range of landscaping and incidental open space provision to deliver a high-quality environment. All units have on-plot gardens via rear garden space. The site also includes the introduction of tree and hedge planting and grass verges throughout to enhance the site's open nature, whilst creating a visually attractive development.
- 3.24 The proposed development has purposefully been sited around pre-existing mature trees (where they have been deemed suitable for retention) and to avoid any potential negative impact upon these. The retention of these trees throughout the site (mainly throughout the northern section of the site) has been of the most importance in the evolution of the proposed design (following discussions with ecologists and arboriculturist).
- 3.25 A small number of trees will be removed to allow for the development and associated infrastructure, comprising trees T11, T22, T23, T24, a small section of G1 (group 1), T25, T26, T27 and T28. Trees T22, T25, T26 and T27 are all categorised as U quality (those in such a condition that they cannot realistically be retained as living trees in the context of the current land use for longer than 10 years) and are deemed as unsuitable for retention. Trees of low quality T28 (Category C2) and trees of moderate quality T11, T23 and T24 (Category B2) are also set for removal, as the arboriculturist considers that some tree losses are required to permit development, whilst seeking minimal impact upon visual amenity value. Mitigation measures such as tree protection fencing will be provided during construction as identified within the Tree Protection Plan.
- 3.26 It is proposed that a significant number of new trees are to be planted on-site, in part this will ensure appropriate mitigation in the form of replacement for those small number of trees which must be removed as a result of the development, but which will also afford high quality on-site Biodiversity enhancement. Tree planting will be located along the undeveloped land, located to the north of the access road, as well as throughout the site in POS pockets, to allow for a smooth transition to the site's surrounding greenfield nature.
- 3.27 The proposal includes hedge planting including along the roads to the front of units to create an appropriate boundary to the access road and cul-de-sacs, as well as an appropriate boundary between the front gardens of dwellings for amenity purposes.
- 3.28 Other areas of planting as shown on the accompanying landscaping plans include a wildflower meadow area within both the northern section of the site and the western section of the site fronting Clitheroe Road. The planting is to be made up of Emorsgate EW1 woodland mix and Emorsgate EH1 hedgerow mix.



## 4.0 Planning Policy Context and Other Material Considerations

4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that:

*“In making any determination under the planning Acts, regard is to be had to the development plan, the determination shall be made in accordance with the plan unless material consideration indicates otherwise”.*

4.2 Therefore, the starting point for the consideration of any planning application is the Development Plan.

4.3 It is also relevant that material considerations will include national policy as set out in the National Planning Policy Framework (NPPF) (2024), in respect of the approach to decision making and to support and aims for development relevant to specific policy topics and the Planning Practice Guidance (PPG).

### **National Planning Policy Framework (NPPF) (2024):**

4.4 The NPPF sets out the Government’s planning policies for England and how these should be applied.

4.5 It establishes sustainable development having ‘three overarching objectives’ which are economic, social and environment objectives (para. 8). It confirms these objectives ‘are interdependent and need to be pursued in mutually supportive ways’. In respect of the social role, there aim is to support and enhance communities through the provision of a sufficient number and range of homes for the future, whilst creating well designed/attractive places, which have strong amenity provision to benefit community wellbeing.

4.6 Paragraph 11 of the NPPF confirms ‘Plans and decisions should apply a presumption in favour of sustainable development.’ For decision-taking, this includes:

c) approving development proposals in accordance with an up-to-date development plan without delay; ...

4.7 NPPF paragraph 39 provides that:

*‘Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.’*

4.8 Paragraph 116 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

4.9 Other key matters within the NPPF relevant to the proposals include:

- promoting walking, cycling and use of public transport (para. 117.a)
- for development to add to the overall quality of the area, ‘including the surrounding built environment and landscape setting’ (para. 135)
- to assist with protection and enhancing landscapes and trees and biodiversity including via opportunities for net gain (para. 187 and 192); and



- to accord with aims for climate change and minimising flood risk in terms of locations of development and energy efficiency/ good design (para. 164 and 166).

### ***The Development Plan***

- 4.10 In accordance with Section 70(2) of the 1990 Act and Section 38(6) of the 2004 Act, the statutory development plan for the site comprises the RVBC Core Strategy (adopted 2014) (CS), which predates the issue of current NPPF, and the RVBC Housing and Economic Development DPD (adopted 2019) (HED).
- 4.11 In summary, the land in question lies outside but on the immediate edge of the settlement boundary and is therefore open countryside, as per the adopted Whalley CS Map (2014) and HED Proposals Map (2019).
- 4.12 The site area is not subject to any specific allocation e.g. for strategic employment or residential development.
- 4.13 The pertinent policies from the CS and HED relevant to the delivery of the proposals at the site are summarised below:
- DS1 – Spatial Strategy - to focus development to the Borough’s principal settlements (Clitheroe, Longridge, and Whalley).
  - DS2 – Presumption in Favour of Sustainable Development - positive approach that reflects the presumption in favour of sustainable development contained in the NPPF.
  - EN2 – Landscape – require development schemes to be in keeping with landscape character. Development is to also reflect local distinctiveness, style and scale through development features and materials used.
  - EN3 - Sustainable Development and Climate Change – to ensure that all development sustainable design and construction standard.
  - EN4 - Biodiversity and Geodiversity – to conserve and enhance developments sites and surroundings biodiversity and geodiversity. Development proposals will take due action with regard to ecology and biodiversity with negative impacts avoided. Proposals which harm sites ecological and biodiversity credibility must demonstrate mitigation and compensation in line with national guidance. As a principle, all development should lead to an increase in Biodiversity net gain.
  - H1 - Housing Provision – Land specifically for residential development is to be made available for the provision of 5,600 dwellings throughout the plan period. To meet this the council must deliver ‘*at least 280 dwellings per year over the period 2008 to 2028*’.
  - H2 – Housing Balance – for a suitable mix of houses having regard to housing needs.
  - H3 – Affordable Housing – for delivery of units on sites and with specific provisions for older persons accommodation.
  - DMI1 – Planning Obligations – will be used to draw funding from development proposals for infrastructure/highways improvements, open space provision and education throughout the local authority. This will be done on a case-by-case basis.

- DMI2 - Transport Considerations – all new development should be located sustainably to minimise the need to travel. Developments must have strong active travel links along side public transport provision to reduce the need to travel via motor vehicle.
- DMG1 - General Considerations – all development must adhere to principles laid out below:
  - Design – to afford high quality design, to be sympathetic to surroundings, to be of correct density and layout, to use sustainable construction techniques and to follow the code for sustainable homes and lifetime homes.
  - Access – to consider all vehicular implications, to provide safe access and egress, to protect and enhance PROW's.
  - Amenity – to not effect the current/pre-existing amenity of the development sites surroundings, to provide adequate distancing and lighting, have regard to public safety (through use of design principles), consider air quality and mitigate against any adverse impacts.
  - Environment – consider environmental impacts (specifically with regards to ecology and biodiversity).
  - Infrastructure – to not result in a net loss of any important open space, consider potential impacts upon local infrastructure provision.
- DMG2 - Strategic Considerations – a two-part policy relevant to location:
  - (1) - relevant to development 'in' tier 1 settlements – this is now being interpreted stringently as only applying to land 'within' a settlement boundary to the principal settlements and tier 1 villages
  - (2) - Outside defined settlement areas or within tier 2 villages - development to meet at least one of five criteria including:
    - (1) be essential to the local economy or social wellbeing of the area;
    - (3) is for local needs housing which meets an identified need and is secured as such
- DMG3 - Transport and Mobility – considerable weight is attached to the location and quality of *'public transport and associated infrastructure to serve those moving to and from the development'*. Developments are to offer opportune use of public transport, whilst providing adequate car parking spaces in line with current standards.
- DME1 - Protecting Trees & Woodland – require the conservation of trees and woodland and the enhancement of biodiversity.
- DME2 - Landscape & Townscape Protection –developments will be refused if they significantly harm significant landscape or landscape features.
- DME3 - Site and Species Protection and Conservation – Developments which adversely effect a sites ecological features should be refused. This also encourages the enhancement of biodiversity alongside development. This now supplemented by the national requirements of 10% net gain.
- DME6 - Water Management – development is to be strongly resisted where an unacceptable risk from flooding is present.

- DMH1 – Affordable Housing Criteria - including considerations to eligibility and provisions for occupancy.
- DMH3 - Dwellings in the Open Countryside and AONB – a criteria policy for development to be limited to (1) residential development which meets an identified local need
  - Within the CS, the local need is to be evidenced by Housing Needs Survey for a parish, the Housing Waiting List or the Strategic Housing Market Assessment
- DMD4 – Open Space Provision – all residential development over 1ha is *‘expected to provide adequate and usable public open space’*.

### ***Housing Need Information in Ribble Valley and Whalley:***

- 4.14 The council have recently published an updated 5-year housing land supply (5YHLS) position for the Borough<sup>2</sup>, and has taken on the new local housing need figure as per the revised standard (stock-based) methodology which was released alongside the revised NPPF (2024). As such RVBC is now required to deliver 330 units per year, compared to the past method which required the delivery of 113 units per year. This has now been incorporated within the most recent 5YHLS figure for the Borough, and it is currently claimed that the council can show a 6.2 year supply.
- 4.15 As per the council’s latest stance on the NPPF consultation<sup>3</sup>, RVBC state that the *‘average annual net additions in the Valley for the years 2020/21- 2022/23 has been 555 new dwellings’*. Although this is currently higher than the revised standard methodology it has recently been acknowledged by the Council (as reported to planning committee on the 22<sup>nd</sup> August 2024) that the council retain worries regarding the deliverable and sustainable land limitations throughout the Borough. The report states that *“the concern for an area such as the Ribble Valley, where deliverable, sustainable land is limited, is the fact that the increased housing requirement figures has the potential for the Authority to no longer be able to demonstrate a 5 year housing land supply which will put the Authority under pressure from house builders”* (Planning and Development Committee, August 2024). This concern to deliverable land supply combined with the increased housing requirement figures could soon leave RVBC in a position (having regard to a review of the now aged CS) where they are no longer able to demonstrate a 5-year housing land supply.
- 4.16 Affordable housing need has until very recently been considered in a 2020 Strategic Housing and Employment Needs Assessment (SHENA) Report (Turley) setting out an annual need of 88 units per annum. This did not provide smaller area/settlement need figures.
- 4.17 The Council’s housing officer provided RVBC’s affordable housing waiting list figures for Whalley on request, via email on 21st of January 2025, as well as a mix break down as per the below:

#### *Whalley Waiting List:*

*1 bed – 386 applicants*

*2 bed – 191 applicants*

*3 bed – 114 applicants*

*4 bed – 12 applicants*

<sup>2</sup> 5 Year Housing Land Supply (5YHLS), Ribble Valley Borough Council (May 2025)

<sup>3</sup> NPPF Consultation, Ribble Valley Borough Council Planning and Development Committee (22.08.2024)

Total – 703 applicants

(Figures from RVBC – January 2025)

- 4.18 In May 2025, the Council reported to Planning Committee on a new Affordable Housing Needs Assessment (AHNA) (2025)<sup>4</sup> for the Borough. In this consultants' report it is referenced that the Borough requires a total gross need of 323 affordable unit completions per annum /total net need of 230 units per annum. As such the Borough need is now significantly higher than the position referenced in 2020 Report of 88 units per annum. The committee report to the updated AHNA references that '*there is an acute need for affordable housing within the study area*' and that '*the relative lack of social rented housing [in the Borough] means it will be difficult for the Council to meet affordable housing needs when they arise*'.
- 4.19 Within the 2025 study, settlement and smaller area affordable needs have now been included, and in respect of Whalley it sets out a net need of 21 affordable completions per annum / 30 gross units per annum.
- 4.20 The AHNA also sets out a suggested unit size mix for affordable housing by tenures to be followed when providing affordable schemes. This can be seen below:

<b>Figure 5: Suggested size mix of housing by tenure – Ribble Valley</b>			
	Affordable home ownership	Affordable housing (rented)	
		Under 65	65 and over
1-bedroom	20%	20%	50%
2-bedrooms	45%	35%	50%
3-bedrooms	30%	35%	
4+-bedrooms	5%	10%	

Figure 1: Suggested size mix of housing by tenure (Affordable Housing Needs Assessment, Ribble Valley Borough Council, May 2025).

- 4.21 However, this AHNA has not been subject to public consultation, nor through examination. Therefore, the weight to be applied to the mix element in particular, should in our view, be more limited until subject to public consultation. As the overall affordable housing need figures are based on collected waiting list data, this is considered more robust as per the weight to be applied to it.
- 4.22 Alongside the evidenced need throughout the Borough and the locality, the current Housing Land Availability Survey shows that between 2024-2025 housing completion levels significantly dropped from previous levels, with only 332 new build completions during this period, down from a previous level of 508. Of completions, only 72 affordable dwellings were completed<sup>5</sup>. Furthermore, the study shows that Whalley, as a principal settlement, contained the least number of completions over the plan period with only 598 completions since 2008. This is a clear material consideration to the proposal for 77 affordable dwellings in Whalley.
- 4.23 The RV Corporate Strategy 2019-2023 includes an Ambition (5) to match the supply of houses to identified needs and includes an objective for providing adequate mix of additional affordable housing throughout RV and meeting the housing needs for all sections of the community. A medium priority for mechanisms for delivering affordable housing in villages is also outlined.

<sup>4</sup> Affordable Housing Needs Assessment, Ribble Valley Borough Council (May 2025)

<sup>5</sup> Housing Land Availability Survey (HLAS) 2024, Ribble Valley Borough Council (April 2025)

- 4.24 Similarly, the Pennine Lancashire Housing Strategy 2009-2029 seeks a renaissance and steady growth in the housing market and outlines that issues of affordability are present in the Borough. Policy aims to deliver affordable housing and rural affordable housing are included.

## 5.0 Affordable Housing Statement

*The number, size, type, tenure and location of the affordable housing provision to be made (including reference to the definition of affordable housing in the NPPF).*

- 5.1 As already set out in this statement, the planning application proposes 77 no. new dwellings, all of which would be affordable homes, split between affordable rent, rent to buy and shared ownership units. The split between tenures will be discussed and agreed with the Councils planning and housing officers during the course of the planning application.
- 5.2 The proposed homes include house types which range from 1 bedroom to 4-bedroom dwellings across apartment, semi-detached and mews/terraced and bungalows.
- 5.3 It is anticipated that the affordable housing provision could be secured by way of a condition or Section 106 in agreement, the precise terms of which will be agreed with officers during the planning application

*The timing of the construction of the affordable housing and its phasing (e.g. by tenure)*

- 5.4 Subject to the grant of planning permission, the site will be developed out in partnership with a Registered Provider (RP). Subject to a grant of planning permission in late 2025/early 2026, construction could commence in later 2026 with final handover of all units in 2027/28.

*The arrangements for the transfer of the affordable housing to an affordable housing provider or the management of the affordable housing (if no Registered Provider is involved);*

- 5.5 Subject to the grant of planning permission, all proposed dwellings would be transferred to a RP – discussions are ongoing between the applicant and a local RP in readiness for any future planning permission that may be granted.

*The arrangements to ensure that such provision is affordable for both the first and subsequent occupiers of the affordable housing*

- 5.6 It is anticipated that either a suitably worded condition or Section 106 agreement could secure the affordable housing in perpetuity (in line with Homes England Capital Funding Guide). An agreement could be reviewed and agreed during the course of the application.

*The occupancy criteria to be used for determining the identity of occupiers of the affordable housing and the means by which such occupancy shall be enforced*

- 5.7 The scope of eligibility criteria for the proposed affordable housing could be agreed by the RP and RVBC local housing team during the course of the planning application. This could then be incorporated in the S106 drafting, or for pre-commencement submission (if this is to be dealt with via a condition).

## 6.0 Assessment Against the Development Plan and Other Material Considerations

- 6.1 This section assesses the proposal and its compliance with the development plan and other relevant material considerations.

### *Principle of Residential Development*

- 6.2 The proposal would deliver 77 no. high quality affordable dwellings on a highly accessible edge of settlement site.
- 6.3 The spatial strategy laid out within Key Statement DS1 of the CS outlines that the majority of new residential development should be concentrated toward the borough's principal settlements of Clitheroe, Longridge, and Whalley; Whalley has a range of facilities and amenities and is accessible by a number of transport options and therefore is a sustainable location for further residential development in principle.
- 6.4 Having regard to the current housing policies in the Borough, with the land lying outside the settlement boundary and being designated as open countryside, the potential for appropriate rounding off or sustainable extensions to settlements is not currently considered by RVBC to align with policy DMG2 (1)<sup>6</sup>.
- 6.5 However, Part (2) of the policy outlines criteria to enable development on such land, specifically for local needs housing which meets an identified need or where essential to the local economy and social well being. The relevant policy element reads as follows:

*'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.*

*Within the open countryside development will be required to be in keeping with the character of the landscape and acknowledge the special qualities of the area by virtue of its size, design, use of*

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1.1 <sup>6</sup> This is somewhat contrary to national guidance where NPPF para 77 acknowledges that extensions to existing villages and towns where they are well located and designed and supported by infrastructure and facilities (including genuine choice of transport modes) can be supported.



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

- 6.6 Similarly, criteria 1 within Policy DMH3 for Development in the Open Countryside, also enables residential development where it meets an identified local need, and reads as the following:

*‘Within areas defined as open countryside or AONB on the proposals map, residential development will be limited to:*

*1. Development essential for the purposes of agriculture or residential development which meets an identified local need. In assessing any proposal for an agricultural, forestry or other essential workers dwellings a functional and financial test will be applied.’*

- 6.7 With regards to criterion 3 of policy DMG2 and criterion 1 of policy DMH3, this proposal would deliver 100% of the homes as affordable housing in a range of tenures to meet an identified outstanding local need for such housing.
- 6.8 The proposal has full regard to a high level of local housing need found within the Whalley locality as well as across the whole Borough. From the figures included within paras 4.15, 4.16 and 4.17 above, it is clear that there is a current outstanding need for affordable housing throughout both the locality and settlement of Whalley and the Borough.
- 6.9 Firstly, figures from the current Whalley Affordable Housing Waiting List included within para 4.17 above, which were provided to the development team in January 2025 by the RVBC housing officer, evidence a clear unmet need throughout the locality.
- 6.10 From the figures within this waiting list, it is clear that there is a large number of applicants requiring affordable housing provision throughout the Whalley locality. Although this list may be over-inflated following limited screening for local connection (a point referenced by the Officer), it is not considered that numbers would be fundamentally altered. A scheme of 77 no. affordable dwellings would help to satisfy many applicants on the list in Whalley who require the affordable provision of housing.
- 6.11 The most recently published Affordable Housing Needs Assessment (AHNA) (May 2025) also lays out that the sub-area of Whalley has a gross affordable housing need of 30 affordable completions per annum (21 net per annum). Having regard to this yearly need figure, it is deemed as imperative that RVBC work towards meeting the identified need to adequately provide affordable completions throughout the locality. It is also emphasised within the report that there is an identified need within the Borough across all sub areas, such that this wider Borough need should also be sought to be met in the current and future years.
- 6.12 The development scheme proposed would actively provide toward meeting this affordable need, immediately and in the future pipeline of affordable housing need throughout the locality. In this respect the scheme would provide 2-3 years of units to the affordable need/provision throughout the Whalley locality, meeting the identified annual need in the short to medium term.
- 6.13 In the absence of other housing schemes in Whalley coming forward to applications or approvals, the supply of affordable housing units as part of market housing schemes is also considered highly limited.
- 6.14 The wider Boroughs affordable housing need must also be included as a material consideration in relation to the principle of development, notwithstanding the Whalley local need level of 30 units referenced in the AHNA (May 2025). As per the AHNA, it is highlighted that there has been a large increase in affordable housing need throughout Ribble Valley, with the Borough now requiring a gross completion figure of 323 affordable dwellings per annum. This evidences a steep rise from the 88 affordable dwellings per annum as highlighted within the SHENA (2020). Following this evident rise in required affordable need, it is clear that there is an *“acute need for affordable housing within the*

*study area*” as recognised by Officers (Ribble Valley Borough Council Planning and Development Committee, May 2025).

- 6.15 The provision of 77 affordable dwellings on this sustainably located site on the edge of the principal settlement will actively work towards meeting this need throughout the Borough.
- 6.16 Criteria 1 of DMG2(2), which relates to contribution to the economic and social wellbeing of the Borough, can also be met through the implementation of the proposal. The construction phase of the development will provide strong local employment opportunities, whilst benefiting local suppliers and shops and services. As Pringle are a local company, the majority of their contractors are local to the Borough and Lancashire.
- 6.17 The new residents of the scheme would also be a benefit to the local economy, with local shops and services throughout the settlement benefiting, as well as wider settlements throughout the Borough also experiencing associated benefits.
- 6.18 Similarly, with regard to social wellbeing, the provision of identified local housing need will enable additional residents to maintain support for local facilities and services. Whilst it is acknowledged that some residents may already be local to the Borough or settlement, by being housed and becoming settled in appropriate housing for their needs, with a likely improved well-being, the ability to join in with and contribute to the local economy and community is significantly improved.
- 6.19 Following the identified need highlighted above, it is apparent that the development proposal will actively seek to meet the relevant criteria of policies DMG2 and DMH3 but also follows the governments national aims to boost housing completions and provide 1.5 million new dwellings over the parliamentary term, and also the aims for provision of appropriate tenures and the needs of the whole community for appropriate housing.
- 6.20 The public consultation carried out by the applicant (see submitted Statement of Community Involvement) has further demonstrated the affordable housing need throughout the Whalley area, with numerous responses supporting the need for this type of housing.
- 6.21 It is therefore considered this element of the proposal would be policy compliant with relevant housing and strategy policies of the CS and housing policies of the NPPF.
- 6.22 Following a strong working relationship between Pringle Homes and the Registered Provider MSV on the Crow Trees development, both parties have shown an interest in developing this site in partnership. MSV have already fronted an offer to Pringle for the site. A written statement of interested provided by MSV is supplemented alongside this application, showing their keen interest in delivering the site. Given their knowledge of the need and requirement for such housing in the Borough, and their experiences in the existing housing stock they operate, units have a high occupancy level and are quickly taken up.
- 6.23 It is also relevant that from review of the recently published 5-Year Housing Land Supply Report, we understand that given the age of the CS, the authority is to use the new NPPF local housing need basis and a general housing figure of 320 dwellings per annum is required to be provided for. Having regard to supply referenced in the recent report, a 5-year position of only 6.20 years is referenced. Although this figure does not immediately engage the tilted balance (to further determine that housing development should be approved without delay), this position gives the Council limited flexibility in terms of supply and housing provision if all committed housing sites do not come forward as expected.
- 6.24 Figures from the Housing Land Availability Survey (HLAS) 2025 further the understanding that the Borough has a limited land supply/development pipeline as identified through the housing completions breakdown. Housing completions throughout the Borough have dropped from 546

(between 2022/23) to 349 (between 2023/24). The council currently have a supply of 1,827 dwellings that have planning permission or that are currently within the process of being built out. Of this figure the majority of this pipeline falls under sites that have commenced, with 1,155 dwellings falling within this category. On the other hand, there is only 620-672 dwellings that are pending determination within the planning system. From the comparison of these figures, it is clear that the borough has a limited pipeline of housing within the planning system currently. If this figure is to continue to reduce it is more than likely that the Borough will fall under the 5-year supply target (in the near future).

- 6.25 As such, it is considered that the proposal is compliant with relevant policies of the development plan DMG2 and DMH3 with a local need for affordable housing clearly demonstrated by published reports and local waiting list figures. It is also fully in line with the thrust of national planning advice and government aims to ensure housing is boosted and the needs of all in the community have access to appropriate and affordable housing. The site is also sustainably located in the Borough and accessible by a range of means to the facilities and services of the principal settlement and to other areas and should therefore be favourably considered for development where no detrimental technical issues are present.

### *Design and Landscaping Considerations*

- 6.26 Following on from the clear local need for the delivery of affordable housing in the area, the scheme has been designed as a high-quality proposal that provides a range of house types and sizes that not only meets the local need identified in the Council's waiting list information, but meets the affordable housing criteria laid out within policy DMH1.
- 6.27 The scheme has also been fully considered in the context of the development plan and NPPF design and townscape aims for the creation of high-quality buildings and places and for sustainable development that provides better and accessible places to live, and to maintaining landscape and visual context.
- 6.28 The land lies on the north side of Whalley and is accessible via one of the main vehicular and pedestrian routes into and through the settlements centre. The site is suitable in terms of topography, form and conditions and would represent a logical extension to the settlement form by way of its physical relationship to the existing settlement and built form to the south and its containment by the A59 to the north of the site.
- 6.29 The land is visually contained by its boundary features. The northern section of the site is bound by the raised embankment to which the A59 sits, this encloses the site from the wider open countryside beyond. The western, southern and eastern boundaries to the site are aligned with light tree coverage, acting as a buffer from Clitheroe Road, the surrounding residential form and further open greenfield. These aspects confirm that the proposal would not result in encroachment into a wider open landscape or to undeveloped long-range views.
- 6.30 The layout provided acknowledges the site's limited constraints, its location and its key features, as well as its immediate surroundings, reserving an area on the north side of the spine road for a significant area of open space where existing features are to be retained alongside biodiversity enhancements.
- 6.31 A number of technical considerations have been assessed and have subsequently resulted in the undeveloped nature of the northern section of the site. These technical considerations include:
- The large number of valuable trees categorised as B2 within this portion of the site for ecological, biodiversity and landscaping purposes.
  - The sites proximity to the A59 and the associated noise and vibration.

- The gas pipeline located along the northern boundary of the site.
  - The minor surface water areas.
- 6.32 This area of open space provides for ample landscaping, ecological and biodiversity benefits, and to provide adequate levels of public open space. This ensures that the proposal to meet policy requirements laid out within EN4, DME1, DME3, DME3 and DMD4.
- 6.33 The layout proposes providing an upgraded access in a similar location to the existing farm access to the site. This will allow for appropriate adoptable standard access provision and whilst allowing for the retention of the Category B2 tree (T12) which is located on this frontage, as well as the majority of high-quality trees located throughout the site (mainly those located within the northern section).
- 6.34 The units are arranged in such a way to retain views throughout the site. With extensive landscaping/open space and visual separation along the site boundaries this also softens the development as it moves away from the settlement edge (a point raised by the Officer in the pre-application feedback meeting).
- 6.35 The proposed layout does not have any negative impacts upon the landscape and townscape features laid out within the criterion of policy DME2. With regard to the criteria within this policy, the development proposal will not have any significant harm to the landscaping features and with specific regard to Criteria 6, the scheme is to provide adequate enhancement, replanting and landscape management with regards to the loss of trees. This is further highlighted within paras 7.15 and 7.35 below.
- 6.36 All units within the layout include provision of adequate private gardens, parking and relative separation distances for amenity purposes. All units front onto cul-de-sacs or the access/egress road to the site, with driveways or parking courts overlooked by units for surveillance and security.
- 6.37 The development ensures efficient use of land whilst providing a high-quality development, as per the key aim of national guidance. The density of development is 22.5dph, which generally reflects the grain and typology of the surrounding settlement. This density also adheres closely to that laid out within the Annual Monitoring Report (AMR) (2021), in which the average dph for Whalley is referenced at 29.2dph.
- 6.38 The scale and height of the units at one and two storeys also ensures that the proposed development sits comfortably within the site context and surroundings to enable a sensitive visual appearance and vernacular.
- 6.39 As previously outlined, the form and mix of units including one bed apartments, two and three bed units and semi-detached three and four bed houses, would provide a housing mix to meet local needs and for good community making as encouraged in local and national guidance.
- 6.40 As per the above, the scheme has considered both the Whalley waiting list breakdown and the newly suggested size mix of housing by tenure as per the AHNA (2025) to provide a comparable housing mix for the development. The application scheme housing mix comparable to the mix figure laid out within section 4 is as follows:
- 1 bed – 10.38%*
- 2 bed – 44.15%*
- 3 bed – 38.96%*
- 4 bed – 6.5%*

- 6.41 The design and materials of the units have also taken clear cues from the local townscape and surrounding properties as referenced in the DAS, including the simple elevations, use of gables, pitches and porches. The use of stone or render with slate-like roofing as the materials palette would fully align with the predominate vernacular of the village and result in a high-quality appearance to the site. This will help the development meet Key Statement EN2 of the CS. Pringle Homes has delivered affordable housing locally both as part of the Northcote Park development, and more recently at the Crow Trees Farm development where the house types have been very well received, and feature a mix of stone and render materials palette.
- 6.42 The layout would also deliver a significant amount of public and private open space on the site; two main areas of landscaped open space for amenity and biodiversity would be provided along the northern section of the site and fronting on to Clitheroe Road on the site's western frontage. These areas of POS will be further supplemented by private garden areas as additional greenspace, this would further assist in ensuring a quality extension to the settlement. Whilst there are no specific guidelines for open space levels on development proposals in the Borough, the open space provision on the site is significant and the site is accessibility to the surrounding settlement.
- 6.43 The site features a large amount of landscaping via the inclusion of new and replacement trees and hedgerows and wildflower meadow area, which enable a green setting for the site development and retain 'soft' views of the site from the surroundings.
- 6.44 From the above information and relevant information in the DAS, landscaping plans and ecological assessment it is considered the development of the land for residential units as proposed is in accordance with the design and townscape and landscape policies of the CS including policies H2, H3, and criteria of policies DMG1 and DME2 and the NPPF.

#### ***Impact on Amenity of Neighbouring Occupiers***

- 6.45 The full scope of the application proposals would not result in any significant impact on the amenity of neighbouring residents. This reflects the location and separation of the proposed units from surrounding properties and the retention of existing and provision of additional boundary landscaping and visual screening that would be provided (especially with regards to dwellings located to the immediate southwest of the site). The distancing between the closest dwelling located on the south-east of the site and the nearest proposed dwelling on-site is 28.85m.
- 6.46 The lighting of the site could be appropriately designed to prevent light spill beyond site boundaries for visual amenity (as well as for ecology considerations).
- 6.47 Noise and vibration considerations for the development of the land due to the proximity to the A59 are referenced below and confirmed to be acceptable. As referenced previously, the layout has been designed with regards to this and affords an adequate stand off for the dissipation of noise and vibration.
- 6.48 Further, a Construction Management Plan would be utilised pursuant to a suitably worded planning condition to ensure that amenities are respected during the construction process.
- 6.49 As such, the proposals accord with the relevant amenity criteria of policies of the CS and the aims for high quality design in NPPF.

#### ***Conclusion***

- 6.50 As above, it is apparent that the scheme immediately abuts the principal settlement of Whalley and is highly sustainable and accessible location.

- 6.51 There is a significant level of affordable housing need identified both within Whalley and also across the wider the Borough, therefore meeting criteria 3 of policy DMG2 and criteria 1 of DMH3. The principle of the proposed development, in proposing 100% affordable housing, therefore accords with the adopted development plan.
- 6.52 The proposed scale and layout of the development has been designed with due considerations made to the site's key characteristics, surroundings and technical constraints. The scheme is also designed to protect neighbouring and future residents' amenity.
- 6.53 The following section provides further assessment in relation to technical considerations.

## 7.0 Technical Considerations

### *Flood Risk Assessment and Drainage Strategy*

- 7.1 The development plan and NPPF include policies on flood risk and drainage. These policies state that proposals should where possible be directed away from areas which are at the greatest risk of flooding and should not increase flood risk elsewhere.
- 7.2 A Flood Risk Assessment (FRA) and Drainage Strategy (DS) has been prepared by ReFord to support the planning application. This report confirms that the site lies within Flood Zone 1, therefore giving the site the lowest risk of river and sea flooding. Although the FRA demonstrates that there is a watercourse within the north west section of the site, and that there is an ordinary watercourse c.110m from the northwest corner of the site, risk associated with fluvial flooding to the proposed development is very low. The site also encounters very low risk from flooding in relation to canals and reservoirs, and sewer run off and pluvial runoff.
- 7.3 The risk of groundwater flooding has also been assessed as low, with no historical record of any sewerage flooding occurring.
- 7.4 A small area of the northern part of the site has been identified in the recently published Environment Maps to be subject to surface water flood risk. The scheme has regard to this and the area is retained in the landscaped area at the north. it does not affect any housing or access areas of the site and in line with national guidance (para 177 of the NPPF), there is not considered to be a requirement for sequential test information. The containment of this potential risk area in the landscaping area will also enable any surface water to be satisfactorily retained away from developable areas and then dissipate away.
- 7.5 As such, there are no undue flooding constraints to the site development and the layout and form of development as proposed.
- 7.6 The FRA and DS has also assessed the surface water run-off potential from the site development areas (hardstanding and developed areas).
- 7.7 A proposed drainage strategy has been prepared that illustrates the site's surface water will be drained toward the north west of the site via a new surface water sewer that is to be laid from the site along Clitheroe Road to the watercourse where it reappears in an open ditch on the western side of Clitheroe Road. Necessary easement widths to enable connection to this system have been reflected in the layout. The submitted DS design can therefore be fully detailed and agreed pursuant to a suitably worded planning condition.
- 7.8 Foul discharge would also be dealt with via the same route travelling through the site toward the north western boundary and Clitheroe Road. This will the adjoin and utilise the existing sewer that lies on Clitheroe Road approx. 100m to the north of the northwestern corner of the site. A suitably worded planning condition could also be utilised to cover this requirement.
- 7.9 The FRA and DS considers relevant matters and confirms that the development of the site can be appropriately designed and managed to not result in flood risk in line with policy DM6 of the CS and climate change and flooding policies of the NPPF and can utilize and build upon the existing drainage regime in the area for an efficient use of infrastructure.



### ***Trees and Arboriculture***

- 7.10 The development plan and NPPF outline that trees should be maintained wherever possible, or replacement provision made if losses were to occur.
- 7.11 The site has been surveyed for the presence and health and standard of trees by Iain Tavendale. The tree survey provided assesses trees within and along the perimeter of the site and concludes that there are 55 trees within or along the site boundary. There are also two tree groups and two tree areas. There is prevalence of medium or higher quality trees that fall throughout the site, the majority of which are retained or planned around in the layout as proposed. Those which are not are highlighted below.
- 7.12 To account for the development proposals and given the current poor health of some trees on site in any case, trees that are all of lower quality (C to U category) are recommended for removal. These trees include T22, T25, T26, T27 and T28 (these losses have also been assessed for ecological considerations as below).
- 7.13 Trees of moderate quality T11, T23 and T24 (Category B2) are also set for removal.
- 7.14 An Arboricultural Impact Assessment has also been prepared which makes recommendations for erecting tree protection fences to retained trees and hedges to ensure there is no undue harm during the construction process. An Arboricultural Method Statement is also recommended if construction works are proposed in close proximity to retained trees which could be secured and provided via a suitably worded planning condition.
- 7.15 Replacement trees are indicated on the landscaping scheme provided by TBA (currently 67 trees are proposed) along with replacement and new hedges. The final levels of new planting at the site, species of planting and a management plan for the landscaping are detailed in the TBA plans and report.
- 7.16 Provision for trees and landscaping would therefore be in line with policies DMG and DME1 of the CS and the NPPF.

### ***Ecology and Biodiversity Net Gain***

- 7.17 ERAP Consulting Ecologists (ERAP) have assessed the site and prepared a Preliminary Ecological Appraisal assessing the site's habitats and potential to support wildlife.
- 7.18 The Preliminary Ecological Assessment (PEA) which accompanies the application found that the proposals will have no adverse direct or indirect effect on statutory or non-statutory designated sites for nature conservation.
- 7.19 With regards to vegetation and habitat, only common and widespread plant species were found. None of the habitats present within the site are representative of semi-natural habitat or are an irreplaceable habitat. As such, no priority habitats, ancient/veteran trees or notable species were found.
- 7.20 Specifically, the site was found to be made up of improved / modified grassland. Modified Grassland C makes up the largest section of the site (2 ha), whilst Modified Grassland A is located within the northeastern corner of the site and Modified Grassland B throughout the northern margin. Further vegetation habitats located within the site include Blackthorn Scrub, Tall Forbs, Woodland and individual trees. As per the report, it is highlighted that the progression of the layout has had due regard to the conservation and retention of as many trees and area of woodland as possible, whilst being focused primarily within the Modified Grassland C for BNG purposes.

- 7.21 The report also highlights that some tree removal is unavoidable and is to be focused upon those representing poor health/condition. As such, the extent of removal would not have a significant adverse effect upon the ecological function of the woodlands, tree groups and scrub.
- 7.22 With regards to animal life on-site, the presence of badgers is reasonably discounted, whilst the woodland within the site is deemed to be of 'moderate' suitability for use by foraging bats (no bat roosts were found on trees located throughout the site). The site was also deemed to have sub-optimal conditions for ground nesting birds and poor-quality habitat for reptiles (also no record of reptiles onsite). Lastly, no water voles were found onsite.
- 7.23 With regards to the above, the PEA highlights potential recommendations and ecological enhancement methods to be carried out through to the detailed site design. This includes the protection of existing vegetation, the appropriate use of lighting and mitigation measures to be included.
- 7.24 It is concluded within the PEA that the proposed development at the site is feasible and acceptable in accordance with the identified ecological considerations and relevant planning policy. The mitigation hierarchy has been applied and any adverse effects on designated sites for nature conservation are reasonably discounted. Furthermore, appropriate mitigation/compensation to address any impacts upon ecologically valuable habitats (namely tree loss) and protected species are feasible and can be secured.
- 7.25 ERAP have also prepared a Biodiversity Net Gain (BNG) Assessment, along with a Biodiversity Metric to assess the sites baseline ecological value and the potential gain/loss of BNG onsite as a result of the proposals.
- 7.26 The BNG Assessment provides an insight into the habitats prevalent on site. Within this report the site is described as 'a field of agriculturally improved modified grassland'. The site also hosts a 'belt of woodland and dense Blackthorn scrub' along the eastern boundary and the northern section of the site. Other habitats prevalent on-site include areas of 'Bramble scrub, tall forbs and scattered individual trees'.
- 7.27 As per the reports Headline Results, Evaluation and Conclusion (Table 5.1), it is apparent that the site has a baseline of 20.18 Habitat Units. With the development proposal only providing 20.95 Habitat Units post intervention the development proposal provides a +0.77 habitat units which is quantified into a 3.80% net gain on-site. From this it is clear that the onsite net change of habitat units falls beneath the required 10% increase, and therefore the trading rules are not satisfied.
- 7.28 Overall, the report makes it clear that the development site has a BNG unit deficit of 1.25 units.
- 7.29 The BNG Metric also advises on the anticipated number of units required to be created via a 3rd party provider to successfully offset the BNG deficit mentioned above. Via the 'Unit shortfall summary' it is noted that +1.53 units of Habitat will have to be provided via the 3rd party to successfully offset the BNG loss.
- 7.30 With the site being unable to accommodate the additional trees required to satisfy trading rules, ERAP advise that the deficit highlighted above will be required to be secured through payment to a third-party provider/habitat bank.
- 7.31 To ensure that the development is not detrimental to the ecology and biodiversity status of the site, and to ensure that the development is in accordance with policies DME1, DME3 and DMG1 of the CS and Paragraphs 192 of the NPPF third party provision referenced above is sought to be enabled via suitably worded condition and the completion of a Biodiversity Gain Plan.

- 7.32 The plans appended within the BNG report include both an existing baseline habitat plan and a post intervention habitat plan for further understanding.

### **Ground Conditions**

- 7.33 The NPPF provides that where a site is affected by contamination, responsibility for securing a safe development rests with the developer/ landowner. The NPPG also states that local authorities should use conditions to secure the adequate remediation of contaminated land.
- 7.34 REFA have produced a Phase 1 Geo-Environmental Desk Study Report (24175/GEDS/03) in light of the above.
- 7.35 This study has identified through historical mapping data and review of records that the site has been unused and has been natural grassland since 1848; as such the site has not undergone any development proposals (with the exception of the introduction of the gas pipeline), and there are no records of detrimental contamination on the land. There is also no coal mining activity in the area.
- 7.36 There are limited records of contamination considerations in surrounding areas and as such the site is considered to be low-medium risk for contamination or ground gas from surrounding uses/developments.
- 7.37 The Review of Geo-Environmental Risk section of this report concludes that through the quantitative risk assessment provided, there is a moderate to low risk implied to the site and that remedial action may be necessary at the site. A phase 2 site investigation is recommended and from which a remediation strategy could be formulated along with verification proposals if necessary. This could be secured pursuant to a standard planning condition for submission of such information prior to development commencing.
- 7.38 In light of the above, provisions in line with Policies DMG1 and EN3 of the CS can therefore also be met.

### **Landscaping**

- 7.39 TBA have produced a Landscaping Scheme in support of the planning application. The proposed layout includes significant new planting that will enhance the biological focus of the site and also provide for a scheme that sits well with the landscape and visual context of the site and wider area.
- 7.40 The plans include provision to maintain a large landscaped and habitat area along the entirety of the northern section of the site (north of the proposed access road), as well as along the site's western boundary fronting Clitheroe Road. This area is to include heavy tree planting, grass and turf provision, Emorsgate EW1 woodland mix and Emorsgate EH1 hedgerow mix (these are to be provided around the retained trees throughout these sections of the site).
- 7.41 Additional landscaped areas throughout the development proposal can be found along the cul-de-sacs in the forms of tree and hedge planting. Areas of hedges, ornamental shrubs and trees are proposed to parking areas to break up runs and limit views in the longer street scene. This will also provide the cul-de-sacs with an active green frontage.
- 7.42 Due regard to the native species list of the Ecology Assessment has been undertaken in the provision of the landscaping proposals.
- 7.43 Public Open Space is plentiful throughout the site, with 1.4ha of such space provided.

- 7.44 Hard landscaping provision including fencing to garden areas and boundaries and brick walls to garden areas on key corner plots has also been included in the scheme.
- 7.45 A landscaping management scheme has also been provided to ensure the ongoing health and maintenance of such areas.
- 7.46 Full regard has therefore been given to the principles of the Development Plan in respect of landscaping, namely policies EN3 and DMG1 as well as to the aims of NPPF for ecology and good design.

### **Noise and Vibration**

- 7.47 The site is located to the immediate south of the A59, which lies on a raised embankment running to the north of Whalley. With this being an arterial route across east Lancashire for vehicular mobility, the potential for noise and vibration has been assessed by Martec Environmental, along with considerations to potential for road noise from the highway of Clitheroe Road.
- 7.48 From this assessment it has been concluded that the site can be developed for housing as is proposed on the layout plan. Assessed noise levels place the site under “*Medium Risk*” for both daytime and nighttime noise. Following this, it is recommended by Martec that planning permission be granted subject to measures that ensure no significant adverse noise impacts will occur in the finished development.
- 7.49 In this respect it is concluded that the use of closed thermal glazing will be required for all habitable rooms to achieve the internal noise criteria. These rooms will also be required to provide either a Mechanical Extract Ventilation (MEV) or a Positive Input Ventilation (PIV) system.
- 7.50 It is also concluded that rear garden amenity areas would be sufficiently protected from external noise levels and would fall within ‘ideal range’ with the inclusion of a 2.5m acoustic barrier within locations across the northern extent of gardens (as referenced in the report).
- 7.51 Given the above the proposed development is demonstrated to be acceptable in respect of noise and vibration considerations and to accord with the amenity criteria of policy DME1 of the CS and relevant amenity considerations of the NPPF.

### **Sustainability**

- 7.52 Achieving sustainable and energy efficient provisions within the development has been a key factor within the scheme development and on to its delivery as outlined above in relation to building design, use of materials, site landscaping and the accessibility of the site by a choice of means.

### **Transport Assessment and Travel Plan**

- 7.53 The development plan outlines that new development should be located in accessible locations that are adequately served by existing highways, public transport and with safe and secure access for all. The NPPF also encourages accessibility by a choice of means and that development should only be prevented or refused on transport grounds where residual cumulative impacts are severe.

### **Transport Assessment**

- 7.54 Mode have prepared a Transport Assessment (TA) (250717 328482 TA v1.3) to support the planning application. In summary, the TA concludes that:
  - the proposed development accords with relevant national and local policy aims with

regards to transport and highways matters.

- the site is accessible by a multitude of sustainable transport modes. This includes walking, cycling, and public transport, affording alternatives to car travel. Bus stops are close by, within a c100m walk, enabling opportunity for access by bus to Whalley centre as well as Clitheroe and other surrounding villages.
- The access road for the site will be taken from a new priority junction with a right-turn ghost island from Clitheroe Road. This access will achieve visibility splays in line with Manual for Streets guidance. This access road will also include traffic calming measures and turning heads alongside associated cul-de-sacs.
- A traffic calming scheme is proposed along Clitheroe Road to enforce the 30mph speed limit.
- Refuse collection vehicle and a fire tender are able to safely access and manoeuvre throughout the site as evidenced within the swept path analysis.
- Car parking is to be provided to adoptable standards.

7.55 The development has also been assessed in terms of traffic generation and capacity of the adjacent network and to recent safety records. From the assessment the development proposal is calculated to *'generate 44 two-way trips during the AM peak period and 41 two-way trips during the PM peak period'* i.e. less than 1 movement per minute. Based on this traffic impact analysis, it is concluded that the proposed development will have a low impact on the local highway network during the peak periods and will not result in a 'unacceptable' or 'severe' impact on the operation of the highway network or highway safety, which according to paragraph 116 of the NPPF is the threshold under which development should not be prevented or refused.

7.56 To supplement the details above, Mode have also provided a detailed preliminary site access drawing (J32-8482-PS-001) and a swept pass analysis (J32-8482-PS-002 and J32-8482-PS-003) to evidence the visibility splays and sizing's referenced above, whilst showing the adequate space provision made for manoeuvring vehicles.

7.57 Based on the above, it is concluded that the proposed development would have a negligible impact on the local highway network and is highly accessible such that there should be no highways or transportation reasons to preclude the granting of planning permission and the scheme accords with criteria of CS policies DMG3, DM12 and DMG1 and para 116 NPPF.

### Framework Travel Plan

7.58 Mode have also provided a Framework Travel Plan (FTP) (250331 328482 FTP01 V1.1) to be read in conjunction with the Transport Assessment and to further support the planning statement.

7.59 The aim of the Transport Plan that will be produced is to minimise the number of motorised vehicle trips generated by development through the use of sustainable transport means. To do this the transport consultee has used a Travel Plan Pyramid to establish a successful travel plan. Key elements of the Travel Plan would include:

- a Travel Plan Co-ordinator (TCP) would be appointed to take on specific responsibility for progressing and reviewing the uptake of measures.
- management tools would be included to enable residents to make informed decisions about how they travel to minimise the adverse impacts of travel on the environment. It also enables the provision and future proofing of travel options for all site users.

- Physical and management measures of the TP could include the promotion and marketing of the TP to residents of the development, the provision of a travel pack, the creation of travel databases for the residents and the encouragement and promotion of sustainable transportation methods (those that differ from ownership of a private car), as well as liaising with stake holders.
- The Travel Plan Action Plan, as laid out within Table 10.1 of the FTP, highlights a schedule of the key actions to be followed alongside development and within the future of the development.

7.60 The FTP will enable social, health and economic benefits to not only the future residents of the proposed scheme, but throughout the wider community. The FTP also helps the development to meet LCC Highways mode share targets ('SMART'), as well as individual mode share targets. These targets aim to achieve a 10% mode shift from SOV trips to sustainable travel modes (and corresponding 10% uplift in sustainable modes).

7.61 It is therefore considered that use of a TP accords with policies DMG3, DM12 and DMG1 of the CS and para 110 of the NPPF.

### ***Technical Considerations Summary***

7.62 From the above and assessment of the submitted technical reports, there are no technical matters which would preclude the grant of planning permission for the proposed development.

7.63 It is anticipated that a series of planning conditions to a grant of planning permission would be relevant and would be generally in line with standard technical matters that are covered by planning conditions.

## 8.0 Conclusion

- 8.1 The development has been assessed against relevant policies of the development plan and found to be in accordance. Other material considerations weigh in favour of the proposals and do not indicate that the application should be determined otherwise than in accordance with the development plan.
- 8.2 Given the site location, the affordable housing would meet a clear local need that is evident in RVBC Waiting List information and recently released housing need studies to accord with criteria of the settlement strategy and open countryside policies of the adopted plan.
- 8.3 The supporting information to the application also demonstrates that the proposal is considered in accordance with design, landscape and technical policies of the CS.
- 8.4 The proposed development is also in accordance with relevant policies of the NPPF when considered as a whole and specifically policies to boost and meet a range of housing needs as a sustainable and accessible development.
- 8.5 In line with para 11c of the NPPF, and the presumption in favour of sustainable development, that is in accordance with the development plan and where material considerations weigh further, planning permission should be granted without delay.
- 8.6 In respect of the three elements of sustainable development of NPPF, the proposal provides significant relevant benefits as follows:

### *Social*

- Provision of affordable local housing, an identified and current need both throughout Whalley and within the Borough.
- An experienced RP is in detailed discussions for delivery of the site quickly to address this need
- Provision of usable open space on the site for the benefit of residents
- Delivery of a high quality and secure living setting
- Support to local facilities and services – via new population and consumer expenditure
- No material harm to public views
- No undue harm to residential amenity

### *Economic*

- Local jobs support for construction companies and related local suppliers during the construction process
- Consumer expenditure from future residents to support local businesses



## Environmental

- Accessibility by a range of means with cycle, foot and bus accessibility to the site and to nearby facilities and services possible to minimize car journeys and emissions
- Significant biodiversity gain and provision of landscaping and new tree and hedgerow planting to the site whilst maintaining key trees on and around the site
- No undue flood risk to arise and relevant drainage provision to be made
- No harm to heritage assets
- No undue harm to any environmental assets, habitats or protected species as demonstrated within the ecological survey, with appropriate mitigation measures to be implemented in accordance with the survey.
- Delivery of a high-quality built environment that respects neighbouring uses and amenity
- Development of a character and scale which is in keeping with the locality in terms of built and natural environment

- 8.7 Having regard to para 11 of the NPPF, the relevant policies of the development plan relevant to the site proposals are considered broadly up to date with national guidance. It is also considered that even if policies are out-of-date, the merits of the proposal would materially outweigh any clear reason for refusing the development.
- 8.8 The proposal is considered to form a sustainable development and has significant benefits.
- 8.9 The information and technical documentation submitted in support of this application demonstrate that there are no significant adverse impacts of the proposal and in light of the accordance with up-to-date development plan and sustainable development the application should therefore be approved.
- 8.10 Accordingly, it is respectfully requested that RVBC grants planning permission without delay.