


Report to be read in conjunction with the Decision Notice.

Signed:	Officer:	BT	Date:	14/11/25	Manager:	LH	Date:	14/11/25
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Application Ref:	3/2025/0686				Ribble Valley Borough Council www.ribblevalley.gov.uk	
Date Inspected:	3/10/25	Site Notice:	3/10/25			
Officer:	BT					
DELEGATED ITEM FILE REPORT:					REFUSAL	

Development Description:	Proposed change of use of land from agriculture to mixed use agriculture and retail (siting of a food truck) with associated parking.
Site Address/Location:	Land on the East side of Hole House Lane, Tosside, BB7 4TS.

CONSULTATIONS:	Parish/Town Council
Slaidburn and Easington Parish Council:	Consulted 29/9/25 – no response received.

CONSULTATIONS:	Highways/Water Authority/Other Bodies
LCC Highways:	Request made for further information and amendments with regards to achievable visibility splays, surface treatments and site layout.

RVBC Environmental Health:	No objections subject to condition.
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CONSULTATIONS:	Additional Representations.
None.	

RELEVANT POLICIES AND SITE PLANNING HISTORY:

Ribble Valley Core Strategy:

- Key Statement DS1: Development Strategy
- Key Statement DS2: Sustainable Development
- Key Statement EN2: Landscape
- Key Statement EC1: Business and Employment Development
- Key Statement EC3: Visitor Economy
- Key Statement DMI2: Transport Considerations
- Policy DMG1: General Considerations
- Policy DMG2: Strategic Considerations
- Policy DMG3: Transport & Mobility
- Policy DMB1: Supporting Business Growth and the Local Economy
- Policy DMB3: Recreation And Tourism Development
- Policy DMB5: Footpaths and Bridleways

National Planning Policy Framework (NPPF)

Relevant Planning History:

3/2025/0215:

Certificate of lawful development for existing hardstanding and vehicular access (Approved)

ASSESSMENT OF PROPOSED DEVELOPMENT:

Site Description and Surrounding Area:

The application relates to an agricultural land parcel sited on the South-western outskirts of Tosside. The application site adjoins the Eastern side of Hole House Lane and lies approximately 120 metres away to the North of the junction between Hole House Lane and Public Right Of Way FP0317017. The land parcel subject to this application consists of an irregular shaped area of hardstanding comprised of compacted stone, with its Eastern perimeter bounded by a drystone wall and remaining boundaries enclosed by a post and wire fence. Access to the site is from Hole House Lane at the site's North-western corner by way of a vehicle access which has been formed through the partial demolition of the site's Eastern drystone wall boundary. Gisburn Forest lies directly to the North of the site with the village of Tosside and Stocks Reservoir sited further away to the North-east and North-west respectively. The application site occupies an open countryside location within the Forest Of Bowland National Landscape.

Proposed Development for which consent is sought:

Planning consent is sought for a change of use of the agricultural land (currently in use for the occasional storage of agricultural machinery and bales) within the confines of the application site to a mixed agricultural / retail use so as to allow for the siting of a moveable food truck with associated parking and seating areas within the confines of the site, with the existing agricultural use of the land to be retained but not used as such during periods of the retail use being operational.

Principle of Development:

Key Statement EC1 of the Ribble Valley Core Strategy states that developments that contribute to farm diversification, strengthening of the wider rural and village economies or that promote town centre vitality and viability will be supported in principle. In addition, Key Statement EC3 of the Core Strategy seeks to encourage developments that contribute to and strengthen the visitor economy of Ribble Valley.

In this instance, a supporting statement has been provided in support of the application which states that the applicant and his family have farmed at Raingill Farm (located approximately 1.3 kilometres way to the West of the application site) since the 1950's, with the applicant having farmed there all his life and currently being in ownership of 450 lambing sheep and 70 cattle. It is further stated that the applicant and his wife are keen to diversify their existing agricultural enterprise and open up new farm income revenue streams in light of recent changes to Basic Payment Subsidies. Further reference is made to the application site being located in an area popular with tourists by virtue of its proximity to Gisburn Forest, with the existing access and hardstanding in place presenting an opportunity to place a food truck within the site so as to generate an additional revenue stream to support the applicant's existing agricultural enterprise. Consequently, the proposed development could potentially form the basis of a prosperous farm diversification for the applicant that could also potentially contribute to and strengthen the visitor economy of the Borough. As such, the proposed development would be broadly compliant with the aims and objectives of Key Statements EC1 and EC3.

Policy DMG3 of the Core Strategy require proposals for development to consider the availability and adequacy of associated infrastructure to serve those moving to and from the development as well as the relationship of the application site to the primary route network and strategic road network and the provision of sufficient car parking and servicing space. In this instance, whilst the application site is remotely located, it is accessible from both a classified road and Public Right Of Way and could provide adequate parking and turning space as confirmed in the response by the Local highways Authority. In addition, the small scale nature of the proposed development means it is unlikely to be a destination attracting additional vehicular movements but rather one that would be frequented by passing traffic

already on the road as well as cyclists and walkers. Consequently, the proposed development raises no conflict with the provisions of Policy DMG3.

The application site is located outside of the defined settlement area of Tosside and as such lies within the open countryside from a strategic perspective, with the site also lying within the Forest of Bowland National Landscape. Policy DMG2 of the Core Strategy requires development outside of defined settlement areas to meet at least one of six exceptions which are as follows:

- 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*

In this instance, the proposed development relates to the siting of a modestly sized food truck which would dispense a basic provision of food and drink within the confines of a small scale operation. In addition, the Council is aware of similar roadside food stops with rural areas of the Borough however the application's supporting information states that there are no such facilities within the vicinity of the application site which in turn presents an opportunity to draw visitors to the proposed development. As such, the proposal would be compliant with criteria point 5 of Policy DMG2 in as much that the siting of a small scale food truck as a farm diversification proposal is considered to constitute an appropriate use in a rural area that could potentially provide benefits to the visitor economy of the Borough.

Notwithstanding this, additional criterion within Policy DMG2 requires all development within the Forest Of Bowland National Landscape to be in keeping with the character of the landscape and acknowledge the special qualities of the landscape by virtue of its size, design, use of materials, landscaping and siting. In this instance, it is considered that the cumulative visual impact of introducing a food truck and vehicles to the application site along with designated vehicle parking spaces, turning areas and additional hardstanding (as would be a requirement to satisfy the concerns raised by the Local highways Authority), seating areas and refuse bins would have a distinctly urbanising impact upon the site that would be predominantly at odds with the prevailing rural character of the site and its immediate and wider surroundings (the visual impact of the proposed development is assessed in further detail in the report's 'Visual Amenity/External Appearance' section). Consequently, whilst the siting of a food truck for the purposes of a small scale food and drink operation which constitutes a form of farm diversification is considered to be an appropriate use in a rural area in this instance, the visual impact of the proposed development is in this instance considered to be unacceptable. As such, the proposed development would fail to fully satisfy the requirements of Policy DMG2.

Policy DMB3 of the Core Strategy requires criteria to be met for developments seeking to extend the range of tourism and visitor facilities in the Borough as follows:

- 1. The proposal must not conflict with other policies of this plan;*
- 2. The proposal must be physically well related to an existing main settlement or village or to an existing group of buildings, except where the proposed facilities are required in conjunction with a particular countryside attraction and there are no suitable existing buildings or developed sites available;*
- 3. The development should not undermine the character, quality or visual amenities of the plan area by virtue of its scale, siting, materials or design;*
- 4. The proposals should be well related to the existing highway network. It should not generate additional traffic movements of a scale and type likely to cause undue problems or disturbance. Where possible the proposals should be well related to the public transport network;*

5. The site should be large enough to accommodate the necessary car parking, service areas and appropriate landscaped areas; and

6. The proposal must take into account any nature conservation impacts using suitable survey information and where possible seek to incorporate any important existing associations within the development. Failing this then adequate mitigation will be sought.

In the Forest of Bowland Area Of Outstanding Natural Beauty the following criteria will also apply:

1. The proposal should display a high standard of design appropriate to the area.

2. The site should not introduce built development into an area largely devoid of structures (other than those directly related to agriculture or forestry uses).

Having regard to criteria point 1, the proposed development fails to fully satisfy the requirements of Policy DMG2 as outlined above and would also be in conflict with additional Core Strategy policies, namely Key Statement EN2 and Policies DMG1 and DMG3 (see 'Visual Amenity/External Appearance' and 'Highways and Parking' sections of this report). The proposed development would therefore fail to satisfy criteria point 1.

Turning to criteria point 2, the proposed development would be located within an agricultural land parcel void of any permanent built within an open countryside setting and would not be utilised in relation to an existing countryside attraction. The proposed development would therefore fail to satisfy criteria point 2.

Having regard to criteria point 3, it is considered that the proposed development would in this instance undermine the character, quality and visual amenities of the area (see comments on Policy DMG2 above and 'Visual Amenity/External Appearance' section of this report). The proposed development would therefore fail to satisfy criteria point 3.

Turning to criteria points 4, 5 and 6, the proposed development would be well related to the existing highway network and given the small scale nature of the proposed use it is not anticipated that the proposal would generate additional traffic movements of a scale and type likely to cause undue problems or disturbance. In addition, the application site could accommodate the necessary car parking, service areas and appropriate landscaped areas to serve the proposed development and would present no issues with regards to impacts upon nature conservation. The proposed development would therefore satisfy criteria points 4, 5 and 6.

Having regard to the criteria of Policy DMB3, as conveyed above and in the subsequent sections of this report, it is not considered that the proposed development would display a high standard of design appropriate to the area and would also introduce urbanising features into an area devoid of structures. The proposed development would therefore fail to satisfy Policy DMB3.

Taking account of all of the above, whilst the siting of a food truck for the purposes of a small scale food and drink operation as a farm diversification proposal is considered to be an appropriate use in a rural area, the visual impact of the proposed development is in this instance considered to be unacceptable and would therefore fail to fully satisfy the requirements of Policy DMG2. Furthermore, the proposed development would fail to fully satisfy the requirements of Policy DMB3 with regards to its siting, visual impact and conflict with Key Statement EN2 and Policies DMG1, DMG2 and DMG3 of the Core Strategy. Consequently, the proposed development is considered to be unacceptable in principle.

Impact Upon Residential Amenity:

Paragraph 135 (f) of the National Planning Policy Framework states:

'Planning policies and decisions should ensure that developments create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users'.

Furthermore, Policy DMG1 of the Core Strategy requires all proposals for development to consider the effects of development upon existing amenities.

In this instance, the application site occupies a rural and isolated location within the open countryside with the nearest residential receptors in the area lying approximately 500 – 700 metres away from the application site. As such, it is not anticipated that neighbouring residents would be subjected to any adverse impacts arising from vehicular movements, noise or odour omissions associated with the proposed use of the application site.

Consequently, it is not considered that the proposed development would be harmful to the amenity of any neighbouring residents and would therefore be compliant with the aims and objectives of Paragraph 135 (f) of the NPPF and Policy DMG1.

Visual Amenity/External Appearance:

Paragraph 135 (c) of the NPPF states:

'Planning policies and decisions should ensure that developments are sympathetic to local character and history, including the surrounding built environment and landscape setting'.

Policy DMG1 of the Ribble Valley Core Strategy provides additional general design guidance as follows:

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

With respect to development within National Landscapes (previously known as Areas Of Outstanding Natural Beauty) Paragraph 189 of the NPPF states:

'Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty.'

The above is reiterated within Key Statement EN2 of the Core Strategy:

'The landscape and character of the Forest of Bowland Area of Outstanding Natural Beauty will be protected, conserved and enhanced. Any development will need to contribute to the conservation of the natural beauty of the area. As a principle the Council will expect development to be in keeping with the character of the landscape, reflecting local distinctiveness, vernacular style, scale, style, features and building materials.'

In this instance, the application site comprises a predominantly open land parcel which forms part of the wider open countryside landscape adjoining the Southern extents of Gisburn Forest. In addition, the application site is publicly read in the context of Gisburn Forest on approach to the site from the South and also in the context of the wider open countryside landscape when leaving Gisburn Forest from Hole House Lane. The ground area of the application site comprises hardstanding in the form of compacted stone however the application site is otherwise void of any permanent built form and as such is read as agricultural land sited in a gateway location between Gisburn Forest and the wider open countryside to the South.

In contrast, the proposed development seeks to utilise the land within the application site to accommodate a food truck and vehicular parking and whilst it is acknowledged that these would not be

permanent features within the site, the cumulative visual impact of introducing a food truck and vehicles to the site along with designated vehicle parking spaces, turning areas and additional hardstanding (as would be a requirement to satisfy the concerns raised by the Local highways Authority), seating areas and refuse bins would be largely apparent within the public realm and would nonetheless have a distinctly urbanising impact upon the site that would be predominantly at odds with the prevailing rural character of the site and its immediate and wider surroundings.

In light of the above, it is considered that the proposed development would be harmful to the visual amenities of the area and for this reason it is not considered that the proposal would in this instance conserve or enhance the character of the surrounding National Landscape. The proposal would therefore fail to satisfy the requirements of Paragraphs 135 (C) and 189 of the NPPF and Key Statement EN2 and Policies DMG1, DMG2 and DMB3 of the Core Strategy.

Highways and Parking:

The proposed development has been subject to review from Lancashire County Council highways who have raised concerns with regards to visibility from the site's access point in light of the fact that the proposal would see an intensification of the use of the access leading to increased vehicular movements whereby motorists would not have the same clearance over vegetation and obstructions in comparison to existing agricultural vehicles using the site's access. Subsequent correspondence received from the LHA confirms that vehicular visibility splays of 2.4m x 214m would typically be required to support a vehicular access on a national speed limit road however the proposed site plan submitted in support of the application appears to depict vehicular visibility splays of 90m and 107m to the North and South of the site access respectively and the LHA have confirmed that these visibility splays have been incorrectly drawn with regards to their alignment. Policies DMG1 and DMG3 of the Core Strategy require proposals for development to consider potential traffic and car parking implications and the relationship of the application site to the primary route network and strategic road network and in this instance the LHA have requested that an amended visibility splay drawing be provided to demonstrate that the required sightlines for the site access can be achieved on land owned by the applicant. Without this information the proposal in its current form fails to satisfy the requirements of Policies DMG1 and DMG3 of the Core Strategy.

Landscape/Ecology:

Biological Heritage Site

A triangular shaped woodland parcel and sections of the roadside verge along Hole House Lane to the West of the woodland parcel form the basis of a Biological Heritage Site however in this instance the proposed development would not involve any encroachment into these areas of ecological interest. As such, no concerns are raised with respect to impacts upon the adjoining Biological Heritage Site.

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The development is exempt from having to achieve the mandatory Biodiversity Net Gain requirement as it is subject to the de minimis exception.

Observations/Consideration of Matters Raised/Conclusion:

Whilst the siting of a food truck for the purposes of a small scale food and drink operation as a farm diversification proposal is considered to be an appropriate use in a rural area, the visual impact of the proposed development is in this instance considered to be unacceptable and would therefore fail to fully satisfy the requirements of Policy DMG2. Furthermore, the proposed development would fail to satisfy the requirements of Policy DMB3 with regards to its siting, visual impact and conflict with Key Statement

EN2 and Policies DMG1, DMG2 and DMG3 of the Core Strategy. Consequently, the proposed development is considered to be unacceptable in principle.

In addition, it is considered that the proposed development would have a distinctly urbanising impact upon the application site that would be harmful to the visual amenities of the area and for this reason it is not considered that the proposal would in this instance conserve or enhance the character of the surrounding National Landscape. The proposal would therefore fail to satisfy the requirements of Paragraphs 135 (C) and 189 of the NPPF and Key Statement EN2 and Policies DMG1, DMG2 and DMB3 of the Core Strategy.

Furthermore, it has not been demonstrated that the required sightlines for the application site access could be achieved within land owned by the applicant so as to ensure safe vehicular access to and from the application site. As such, the proposal as submitted fails to satisfy the requirements of Policies DMG1 and DMG3 of the Core Strategy.

It is for the above reasons and having regard to all material considerations and matters raised that outline planning permission be refused.

RECOMMENDATION: That planning consent be refused for the following reasons:

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| 01: | The proposed development, by virtue of the introduction of vehicles, additional hardstanding, designated vehicle parking spaces, turning areas, seating areas and refuse bins, is considered to constitute a visually inappropriate form of development and would therefore fail to fully satisfy the requirements of Policy DMG2. Furthermore, the proposed development would fail to satisfy the requirements of Policy DMB3 with regards to its siting, visual impact and conflict with Key Statement EN2 and Policies DMG1, DMG2 and DMG3 of the Ribble Valley Core Strategy. Consequently, the proposed development would be unacceptable in principle in this rural location. |
| 02: | The proposed development, by virtue of the introduction of vehicles, additional hardstanding, designated vehicle parking spaces, turning areas, seating areas and refuse bins, would have a distinctly urbanising impact upon the application site that would be harmful to the visual amenities of the area and for this reason it is not considered that the proposal would in this instance conserve or enhance the character of the surrounding National Landscape. The proposal would therefore fail to satisfy the requirements of Paragraphs 135 (C) and 189 of the NPPF and Key Statement EN2 and Policies DMG1, DMG2 and DMB3 of the Ribble Valley Core Strategy. |
| 03: | The application has failed to demonstrate that that the required sightlines for the application site access could be achieved within land owned by the applicant so as to ensure safe vehicular access to and from the application site. As such, the proposal as submitted fails to satisfy the requirements of Policies DMG1 and DMG3 of the Ribble Valley Core Strategy. |