

Land North of Pendle Road, Clitheroe

Planning, Community Involvement, and Affordable Housing Statement

Date of report: December 2025

PREPARED FOR

 Richborough

savills

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Document History

Issue	Date	Issued by	Comment
1.0	25/11/2025	MD	DRAFT
2.0	27/11/2025	LS	2 nd DRAFT
3.0	17/12/2025	MD / LS	3 rd DRAFT
4.0	19/12/2025	MD / LS	4 th DRAFT
5.0	23/12/2025	MD / LS	FINAL

1. Introduction

- 1.1 Savills (UK) Limited (Savills) is instructed by Richborough (the Applicant) to prepare and submit an application to Ribble Valley Borough Council (RVBC) seeking outline planning consent for residential development at Land North of Pendle Road, Clitheroe (the Site).
- 1.2 The description of development is set out below:
- Outline planning application for the erection of up to 200 dwellings and associated landscaping, children's play area, sustainable urban drainage, and other infrastructure with all matters reserved except access.*
- 1.3 The Site is located on the northern side of Pendle Road in Clitheroe. A Site Location Plan showing the Site edged in red is included as part of the planning application. In order to support this outline planning application the following reports have been prepared and submitted alongside this Planning, Community Involvement, and Affordable Housing Statement.

Table 1 - List of Supporting Reports

Document	Prepared By	Reference	Dated
Preliminary Ecological Appraisal Report	Brooks Ecological	ER-8455-01C	18 December 2025
River Condition Assessment Report	Brooks Ecological	ER-8455-02B	17 December 2025
Biodiversity Net Gain Assessment (Part 2 Post Development)	Brooks Ecological	ER-8455-04A	19 December 2025
The Statutory Biodiversity Metric	Brooks Ecological	BM-8455-01B	19 December 2025
Geophysical Survey Report	Magnitude Surveys	MSSD2187	September 2025
Heritage Statement	TetraTech	794-PLN-HER-01868, Version 1.2	December 2025
Phase 1 Geoenvironmental Assessment	BWB	255496-BWB-XX-XX-T-G-0001_Ph1, Revision P3	December 2025
Flood Risk Assessment	BWB	255496-BWB-ZZ-XX-T-W-0001_FRA, Revision P03	December 2025
Noise Impact Assessment	BWB	PRC-BWB-ZZ-ZZ-RP-YA-0002, Revision P03	December 2025
Sustainable Drainage Statement	BWB	255496-BWB-ZZ-XX-T-W-0002_SDS, Revision P02	December 2025
Design and Access Statement including Design Code	Pegasus	-	December 2025

Landscape and Visual Impact Assessment (including Figures)	Pegasus	25-2353, Version 4	December 2025
Transport Assessment	Hub Transport Planning	Revision A	December 2025
Travel Plan	Hub Transport Planning	Revision A	December 2025
Flood Risk Sequential and Exception Test	Savills	Version 4	December 2025
Agricultural Land Classification Report	Soil Environment Services	SES/R/PRC/2025#V1	07 November 2025
Arboricultural Impact Assessment	Seed Arboriculture	2052-AIA-V1-B	December 2025
Crime Impact Statement	Vic Smith	-	December 2025

- 1.4 The application is also supported by the following plans that are submitted for approval as part of this outline application. Given the location of the Site on the edge of the settlement, a Parameter Plan has been provided which sets the location and size of the developable area, as well as areas of open space / landscaping. This is submitted for approval to give added detail at this stage in relation to where on the Site specific land use typologies will be located.

Table 2 - List of Plans Submitted for Approval

Plan / Drawing Title	Prepared By	Reference
Site Location Plan	Pegasus	P25-2353_DE_001-01, Revision B
Parameters Plan	Pegasus	P25-2353_DE_003, Revision B
Proposed Site Access Roundabout	Hub Transport Planning	T25604, Dwg No 001 Revision -
Site Access Refuse Vehicle and HGV Swept Path Analysis	Hub Transport Planning	T25604, Dwg No 002 Revision -
Emergency Vehicle and Ped / Cycle Access with Fire Tender Swept Path	Hub Transport Planning	T25604, Dwg No 003 Revision -
Additional Pedestrian Access onto Pendle Road	Hub Transport Planning	T25604, Dwg No 004 Revision -

- 1.5 As the plan is in outline, all matters aside from the principle of development and access arrangements are for determination as part of a future reserved matters application. The illustrative material provided as part of the application, and listed below, shows how the scheme could be developed in order to assist the Council.

Table 3 - List of Plans Submitted for Illustrative Purposes

Plan / Drawing Title	Prepared By	Reference
Illustrative Development Framework Plan	Pegasus	P25-2353_DE_002_01, Revision E
Illustrative Landscaping Plan	Pegasus	P25_2353_EN_07A, Revision C

- 1.6 The purpose of this Planning Statement is to assess the suitability of the proposed development in terms of the principle of residential development in this location, the suitability of the design proposed and the impact of technical and environmental considerations. Details will also be given in terms of the affordable housing provision proposed.
- 1.7 The Statement will be structured as follows:
- Section 2 - Site description, site context, and planning history.
 - Section 3 - Planning policy context and other material considerations.
 - Section 4 - Consultation and engagement.
 - Section 5 - The proposed development.
 - Section 6 - Planning assessment.
 - Section 7 - Planning balance.
 - Section 8 - Summary and conclusions.
- 1.8 In accordance with national and local planning policy, this Statement includes a planning balance exercise to assess the benefits of the development against any harms. This assessment informs the conclusions.

2. Site Description, Site Context, and Planning History

Site Description

- 2.1 The Site is located circa 1.25km to the east of the town centre of Clitheroe, north of Pendle Road. The entirety of the Site falls within the jurisdiction of RVBC, which acts as the local planning authority. The Site comprises 8.92 hectares of irregular open fields bordered by mature boundary planting in the form of hedgerows and trees. The western portion of the Site is divided into four fields by a mix of hedgerow and boundary trees. The land is in use as pasture.
- 2.2 The Site is bounded by an unnamed road to the east and Pendle Road to the south, both of which have agricultural vehicular access into the Site. High Moor Road demarks the Site to the west, however this road appears to be privately owned, serving as an access route to the Clitheroe Wolves Home Ground (Highmoor Playing Fields).
- 2.3 Further to the north and east of the Site lie open, undeveloped fields which form the established Open Countryside. Existing residential communities bound the Site to the south and south west.
- 2.4 The ongoing and established residential development directly adjacent to the Site, demonstrates a shift in the immediate character and formation of development in this locality.
- 2.5 The Site is located to the west of the A59, which links the Site to the wider regional road network. There are three bus stops which are located adjacent to the Site's boundary along Pendle Road, connecting the Site to Clitheroe Town Centre and the wider region including Blackburn, Chipping, Accrington and Burnley.
- 2.6 With regards to technical constraints, the following designations are of relevance.

Table 4 - Site Specific Designations

Designation		Commentary
Fluvial Flooding		The vast majority of the Site lies within Flood Zone 1. There is a linear strip of Flood Zone 2 and 3 associated with a brook that runs diagonally across the west of the Site.
Pluvial Flooding		The vast majority of the Site is not subject to risk of flooding from surface water. There is a small area of medium / high risk in the west of the Site associated with a localised depression.
Designated Assets	Heritage	The Site is not located within, or in proximity to, a conservation area. There are no statutory or locally listed buildings, on or in proximity to the Site. There are no Scheduled Ancient Monuments on, or in proximity to, the Site.
Landscape		The Site does not fall within a statutory designated landscape designation. The Forest of Bowland National Landscape lies to the east beyond the A59. Views of the Site from the Forest of Bowland are framed within the wider urban context of east Clitheroe.
Ecology		The Site does not fall within an area of international or national protection in terms of ecology.

Tree Order	Preservation	There are no TPOs on the Site or on the boundary of the Site.
Public Rights of Way		There are no public rights of way that run across the Site.

- 2.7 A full detailed description of the Site, including constraints and opportunities present, is within the accompanying Design and Access Statement (DAS). For specific technical matters associated with the Site, reference would be made to the relevant supporting reports.

Site Context

- 2.8 The Site is located in the east of Clitheroe which is the most sustainable settlement within Ribble Valley and as such an appropriate location to accommodate a new residential development. Clitheroe Town Centre contains a number of established facilities and amenities, suitable for a residential community, including schools, food shops, playing fields, sports clubs, a train station with regular services and bus stops, all within approximately 2 km of the Site.
- 2.9 Full details of the accessibility of the Site are within the accompanying Transport Assessment prepared by Hub Transport Planning.

Planning History

- 2.10 There have been no relevant planning applications in terms of establishing the principle for development on the Site based on a review of the RVBC planning application search.
- 2.11 Directly to the south of the Site lies an existing residential development referred to as Half Penny Meadows which benefits from outline and reserved matters planning permissions for a residential development of up to 1040 dwellings. Taylor Wimpey who are currently progressing with a reserved matters application for the final stages of residential development (Phase 5 and 6) have already built out Phase 1 which is now occupied. Phases 2, 3 and 4 are currently being developed out, with some elements occupied. The planning consent in relation to the wider scheme included a design code which subsequent reserved matters applications have adhered to.
- 2.12 While not completed yet, the development is generally viewed as being of a high quality example of residential development in this context.
- 2.13 There is a further residential allocation, located approximately 200 metres to the north west of the Site, which benefits from outline planning consent (app ref: 3/2020/0601), for up to 125 homes, granted 8 February 2023. At the current time there does not appear to have been any applications submitted in terms of the reserved matters, noting that the expiry date of this permission is 8 February 2026.

3. Planning Policy Context and Other Material Considerations

- 3.1 The proposed development at the Site has taken into consideration local and national planning policy legislation, including the Development Plan and other material considerations.

The Development Plan

- 3.2 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 states that applications for planning permission must be determined in accordance with the adopted Development Plan unless material considerations indicate otherwise. The National Planning Policy Framework (2024) at paragraph 12 affirms this position, and states that planning applications which conflict with an up-to-date development plan, should not usually be granted, and local planning authorities may take decisions that depart from an up-to-date development plan, only if material considerations in a particular case indicate that the plan should not be followed.
- 3.3 The starting point for decision making in Ribble Valley therefore comprises of the following documents:
- The Ribble Valley Core Strategy (December 2014) (CS); and,
 - Housing and Economic Development Plan Document (Adopted 2019) (HED DPD).
- 3.4 The Core Strategy 2008 – 2028 A Local Plan for Ribble Valley, was formally adopted in December 2014, and forms the primary document within the Development Plan. It contains the key strategic policies for RVBC including housing requirement and spatial distribution of development.
- 3.5 Following adoption of the CS, the Council prepared an accompanying HED DPD which contains detailed policies for matters relating to housing and economic development, and sets out specific Site allocations in the form of a Proposals Map. The HED DPD was formally adopted in October 2019 and forms part of the adopted Development Plan. It is worth noting the Site has not been allocated for a specific use within the adopted Proposals Map.

Housing Requirement and Distribution

- 3.6 CS Policy H1 sets the housing requirements for the 20 year period between 2008 and 2028 as 5,600 homes (280 per annum).
- 3.7 DS1 of the CS states that the focus of residential development should be within the principal settlements of Clitheroe, Longridge, and Whalley. Table 7.2 of the CS states that of the 5,600 total requirement, 2,320 of these should be provided in Clitheroe itself and 1,040 at the Standen Strategic Site.
- 3.8 This means that 60% of the total housing requirements of the Borough is focused in and around Clitheroe making it the primary focus for residential growth within the spatial strategy.
- 3.9 The HED DPD makes 3 specific allocations in Clitheroe equating to 160 homes. This includes Land at Highmoor Farm (HAL5) which sits to the north west of the Site and is estimated to yield 100 homes. As previously stated, this land has been granted outline planning consent for up to 125 homes.

Site Specific Policies

- 3.10 The Site is not allocated for a particular use within the current adopted Development Plan, and lies entirely outside of, but adjacent to the designated settlement boundary of Clitheroe. The Site comprises of land within the Open Countryside as defined within the CS glossary. Policy DMH3 of the CS does not list general purposes residential development of the scale proposed as a use that would be acceptable within this designation.
- 3.11 This appears to be in conflict with the provisions of CS Policy DMG2 which states that development in the principal settlements, including Clitheroe, should consolidate, expand, or round-off, development so that it is closely related to the main built up area and be of an appropriate scale.
- 3.12 The reference to expansion and rounding off indicates that there is some acceptance of settlement boundaries being flexible as expansion would in the majority of cases require a redrawing to the envelope.

Other Policies of Relevance

- 3.13 The below table lists all policies that are deemed to be relevant to the determination of this outline planning application for a residential development and associated works at the Site. Since the proposals are seeking outline planning permission only, with all matters reserved except access, policies are excluded from the list where they are not relevant to establishing the principle of development.

Table 5 - Other Policies extracted from the RVBC Core Strategy

Policy Reference	Policy Title
KS DS1	Development Strategy
KS DS2	Presumption in Favour of Sustainable Development
KS EN2	Landscape
KS EN3	Sustainable Development and Climate Change
KS EN4	Biodiversity and Geodiversity
KS H1	Housing Provision
KS H2	Housing Balance
KS H3	Affordable Housing
KS DMI1	Planning Obligations
KS DMI2	Transport Considerations
Policy DMG1	General Considerations
Policy DMG2	Strategic Considerations
Policy DMG3	Transport and Mobility
Policy DME1	Protecting Trees and Woodlands
Policy DME2	Landscape and Townscape Protection
Policy DME4	Protecting Heritage Assets

Policy DME6	Water Management
Policy DMH1	Affordable Housing Criteria
Policy DMH3	Dwellings in the Open Countryside and AONB
Policy DMB4	Open Space Provision

3.14 There are no policies of relevance within the HED DPD.

Other Material Considerations

3.15 The material considerations that are pertinent to the determination of the application are as follows:

- National Planning Policy Framework (NPPF) – December 2024
- Planning Practice Guidance (PPG);
- Environment Act 2021;
- Affordable Housing Needs Assessment 2025;
- Ribble Valley Borough Council Emerging Local Plan; and,
- NPPF Proposed Amendments – December 2025.

National Planning Policy Framework 2024

3.16 The most recent iteration of the NPPF was published on 12 December 2024 (with minor amendments made in February 2025) and is effective from that date. It contains a number of provisions that are pertinent to the principle of residential development on the Site.

Housing Requirement

3.17 Paragraph 61 of the NPPF requires local authorities to fully meet their local housing needs. The 2024 NPPF introduced an updated standard method for calculating these needs, serving as a minimum baseline for housing requirements. For RVBC, this raises the annual requirement from 280 to 311 homes—a 10% increase.

Housing Land Supply

3.18 The NPPF requires all local authorities to maintain a minimum 5-year housing land supply (5YHLS), based on either adopted strategic policy, or if that policy is over five years old, the local housing need figure.

3.19 The minimum figure would be set by the housing requirement of the current local plan, or if that local plan is over 5 years old it would be set by the result of the standard method.

3.20 A 5%, or 20% buffer is added to this with the latter reserved for areas where there has been persistent under delivery of housing. 20% is applied where the Council's result on the latest Housing Delivery Test falls below 85%. In the case of RVBC the most recent figures, which relate to 2023, show a figure of 472%. The 5% buffer therefore applies here.

3.21 In the case of RVBC, the housing requirement is over 5 years old and so the local housing need figure is to be used as the basis for the housing land supply calculation.

- 3.22 The RVBC 5 Year Housing Land Supply Report published in May 2025 states that there is a 6.2 year housing land supply currently.
- 3.23 However, a detailed assessment of this position undertaken on behalf of the Applicant shows that the Council is currently unable to demonstrate a housing land supply with the figure being 3.23 years.

Presumption in Favour of Sustainable Development

- 3.24 Paragraph 11(d) of the NPPF sets out that a presumption in favour of sustainable development should be applied in decision-taking where the policies which are most important for determining an application are out-of-date.
- 3.25 Footnote 8 states that this includes where the LPA cannot demonstrate a five year housing land supply, or where the Housing Delivery Test indicates that the delivery of housing was substantially below (less than 75% of) the housing requirement over the previous three years.
- 3.26 The exception to this is where a proposal would be contrary to specific parts of the NPPF summarised at footnote 7. This proposal would not be contrary to these specific provisions.
- 3.27 As RVBC cannot demonstrate a 5YHLS, the presumption in favour of sustainable development is engaged and should be applied when determining applications.
- 3.28 In this case the most important policies relate to the restriction of residential development in the Open Countryside (CS Policies DMG2 and DMH3) and these are therefore out of date and afforded limited weight.

Planning Practice Guidance

- 3.29 On 6th March 2014, the Department for Communities and Local Government launched its Planning Practice Guidance (PPG) web-based resource. This guidance provides a variety of practice guidance in respect of planning considerations. A number of elements of the PPG are relevant to the determination of this application. The following paragraphs identify the key considerations.
- 3.30 Further guidance on the application of the presumption in favour of sustainable development is provided at paragraph 008 Reference ID: 68-008-20190722 which states:

"In decision-taking, if an authority cannot demonstrate a 5 year housing land supply, including any appropriate buffer, the presumption in favour of sustainable development will apply, as set out in paragraph 11d of the National Planning Policy Framework."

Environment Act 2021

- 3.31 The mandatory requirement to deliver a minimum 10% net gain in biodiversity will apply to the proposed development, as per the provisions of the Environment Act 2021. BNG contributions will be provided on-site as far as possible and supplementary off-site contributions may be required. The DEFRA metric will be used to demonstrate compliance. The necessary BNG provisions to facilitate the net gain would be secured for a period of 30 year by a Section 106 agreement.
- 3.32 For reference, this outline planning application is supported by a completed Statutory BNG Baseline Report, Metric and Condition Assessment prepared by Brooks Ecological.

Affordable Housing Needs Assessment (May 2025)

- 3.33 An Affordable Housing Needs Assessment was prepared for RVBC by JG Consulting in May 2025, based on current policy (NPPF, PPG), available data from Office for National Statistics (ONS) and other data sets to review area profile and characteristics, affordable housing needs, requirements for different size of homes and older and disabled people.
- 3.34 Approximately 28% of the Borough's population resides in Clitheroe, with over half (58.6%) of residents being aged 16 – 64. The Borough has a much larger percentage of over 65+ at 25% whilst regional and national percentages are at 18.8% and 18.7% respectively.
- 3.35 There has been quite a dramatic increase in aging residents, residing in Ribble Valley. From 2013 – 2023, there has been a +28.6% increase in residents aged over 65+ which is far greater than 16 – 64 year olds (+8.3%) and under 16s (+3.1%). In terms of housing stock, Ribble Valley has seen an increase of 17.2% over the 10 year period 2013 – 2023.
- 3.36 In terms of area profile, Ribble Valley is considered as an affluent area with higher house prices and large proportions of households living in owner-occupied housing. The Borough also sees a housing mix of large and detached homes, the analysis of area profile points to relatively high levels of housing demand.
- 3.37 The key messages outlined for affordable housing, indicates that there is a notable need for affordable housing, and that it is clear that provision of new affordable housing is important and a pressing issue within Ribble Valley. Evidence collated does suggest that affordable housing deliver (and particularly social rents) should be maximised where opportunities arise.
- 3.38 Regarding disabled and older people, Ribble Valley has an older age structure, but lower levels of disability compared to national averages.

Emerging Ribble Valley Local Plan

- 3.39 RVBC resolved to undertake work on a new Development Plan, which will include an updated Local Plan and Policies Map.
- 3.40 The most recent Local Development Scheme (LDS) associated with the new Local Plan was published 27 November 2025. This set out the following upcoming timescales:
- Preferred Options Draft (Preferred Option) Local Plan consultation (Regulation 18) – Spring 2026
 - Pre-Submission (Proposed Publication) Document consultation (Regulation 19) – Autumn 2026
 - Submission for Independent Examination (Regulation 22) – Winter 2026 / 27
 - Examination Hearings - Spring 2027
 - Main Modifications Consultation (If necessary) – Summer 2027
 - Inspectors Report – Autumn 2027
 - Adoption (Regulation 26) – Winter 2027/28
- 3.41 A call for Sites exercise was conducted in Autumn 2025, between 24 October 2025 to 24 November 2025. Representations regarding the Site coming forward as a housing allocation was submitted to RVBC through this local plan consultation exercise.
- 3.42 Given that the production of a new Local Plan is at a very early stage, and that no draft policies or allocations are available, the emerging Local Plan does not attract any weight in the determination of these proposals in accordance with NPPF paragraph 49.

NPPF Proposed Amendments

- 3.43 On the 16th December 2025 a new draft NPPF was released for consultation. This consultation will run until 10th March 2026, and before this revised NPPF is formally published it will hold no weight in the determination of this application. However, the applicant reserves the right to supplement this application, once the new NPPF is formally published to reflect the relevant provisions therein.

4. Consultation and Engagement

- 4.1 National and local planning policy encourages developers to actively engage with the local community when preparing planning applications. This chapter of the report will cover the method and results of public consultation which has been conducted to date, prior to the submission of this planning application. It demonstrates that relevant stakeholders have been fully informed of the proposals and describes consultation methods which have taken place to obtain views from the local community.

Planning Policy and Guidance – Consultation and Engagement

- 4.2 The following documents provide an overview of current planning policy at a local and national level which promote community involvement in the preparation of planning applications:

- Ribble Valley Borough Council Statement of Community Involvement (SCI)(Revised in 2013);
- The Localism Act, House of Commons (November 2011); and,
- National Planning Policy Framework (December 2024).

Statement of Community Involvement

- 4.3 RVBC have set out best practices for community involvement in the form of an SCI which was adopted in 2007 and later revised in 2013. This document sets out how the Council involve all elements of the planning process, in particular during the determination of planning applications.
- 4.4 The SCI states that the Council will work together with the local community to ensure that the planning application process is open, consistent and that all parties are clear about respective roles in the process. The SCI encourages developers to engage with stakeholders affected by proposals at an early stage, and to address problems where possible before applications are submitted, to reduce the chance of refusal of permission. The method stipulated within the Council's SCI, includes providing neighbours with draft plans and inviting comments from interested parties. It has been suggested that 1 – 2 weeks to obtain views is appropriate.
- 4.5 In addition, for major schemes, it is encouraged that a leaflet is distributed to local residents to seek views ahead of the planning submission. Developers are also encouraged to submit a consultation statement within their planning application submission.

The Localism Act (2011)

- 4.6 The Localism Act received Royal Assent in November 2011, and is the Government's method of devolving greater powers to Councils and neighbourhoods in order to give local communities more control over planning decisions.
- 4.7 It is therefore a material consideration in the determination of planning applications.
- 4.8 Paragraph 122 of the Localism Act introduces a new requirement for developers to consult local communities on a wider range of developments before submitting planning applications. Developers must consider any responses received before proposals are finalised and show how they have been taken into account when submitting applications.

National Planning Policy Framework (2024)

- 4.9 The 2024 framework supports early engagement between developers, the Council, statutory and non-statutory stakeholders, prior to the submission of a planning application. At paragraph 40 of the NPPF, it states that early engagement has the potential to improve the efficiency and effectiveness

of the planning application system for all parties, and that good quality pre-application discussion enables better coordination between public and private resources and improved outcomes for the community.

Pre-Application Discussions with RVBC

- 4.10 A Pre-Application Planning Statement containing details of the draft proposals was submitted to RVBC in October 2025, requesting a formal pre-application meeting and written advice. The formal pre-application meeting was held on Wednesday 12th November 2025 with Stephen Kilmartin (Case Officer) to discuss the principle of development, access and highways, landscaping, and other matters including public consultation and scope of the flooding sequential test.
- 4.11 The feedback from this pre-application meeting was that the Council considers that the proposed development conflicts with Policy DMG2 and DMH3 of the Core Strategy, and at present, the Council does not have sufficient evidence or reasoning to disengage these policies, as the Council have declared a 6.2 5YHLS as of 1st April 2025.
- 4.12 The Council did not provide any technical advice in relation to highways as this responsibility lies with Lancashire County Council.
- 4.13 With regards to landscape and visual amenity, the Council confirmed particular viewpoints required to be included within the supporting Landscape and Visual Impact Assessment (LVIA). The Council had also confirmed the level of housing mix required which includes affordable provision and provision for over 55's.
- 4.14 The extent of public consultation with the community, and approach to contacting local members was confirmed acceptable by the Council, including the leaflet distribution boundary and length of consultation period.
- 4.15 Written advice was subsequently received on 14th November 2025, setting out the Council's views on the proposals. Comments raised includes the following:
- Policy DMG2 restricts development in the Open Countryside;
 - The proposals do not comply with Policy DMH3, given it is not for an exception criterion;
 - Housing position in RVBC is currently 6.2 years (as of 31st March 2025);
 - In accordance with Policy DMH1, it is expected that 30% affordable housing will be provided on-site;
 - The proposals represent a conflict with Policy DMG1 and DMG2, as it is located within the Open Countryside;
 - General design advice on the indicative masterplan including density, layout and landscaping;
 - The proposals will be subject to providing 10% biodiversity net gain;
 - It was suggested that Lancashire County Council Highways was consulted with;
 - General application submission requirements.

Pre-Application Discussions with Public Consultees (Neighbours, Local Councillors and Interested Parties)

- 4.16 Following feedback received from the Council regarding the scope and method of consultation, the Applicant has undertaken an extensive online public consultation exercise. The agreed consultation exercise included the following:

- Leaflet drop to local residents and businesses (circa. 1,400 addresses) within a defined boundary as agreed with the Case Officer during pre-application discussions. A copy of this leaflet is attached at **Appendix B**;
- Hosting of an online website between Friday 21 November to Wednesday 10 December which presented details on the draft proposals, and instructions on how to lodge comments via a feedback form, phone, email and post. A copy of the website pages can be found in **Appendix C**;
- Direct letter to Local Ward Members, including Councillor Brown, Hibbert, French and O'Rourke sent on 21 November 2025; and,
- Direct letter to Clitheroe Town Council, sent on 21 November 2025.

4.17 The information shared during the consultation included details on the proposed development, vision for the Site, and explanation of how to participate in the public consultation, including various methods available for commenting.

Feedback and Comments Received

4.18 During the course of the 2 week consultation period, and pre-application engagement with the Council, a total of 85 responses were received from the public, and formal written advice was received from the Council follow a pre-application meeting. 18% of public responses were either supportive or neutral, whilst the remaining 82% raised issues with the proposals. A full list of comments and key issues has been set out in Table 6 below, alongside the Applicant's response.

Table 6. Public Consultation Themes and Applicant Responses

Themes	Response
Site is not allocated for housing and is encroachment of the Open Countryside.	Whilst the Site which is proposed for a residential development is outside of the current defined settlement boundary of Clitheroe, it is directly adjacent to built-up, residential areas of Clitheroe, including Higher Standen Half Penny Meadows. Clitheroe Town Centre is only a short distance (less than 1.25km) from the site, it is therefore considered appropriately located within close proximity to established services and facilities within Clitheroe. The strategic Half Penny Meadows site had approval for an employment use, primary school and ancillary retail / community uses which this residential scheme would benefit from should these uses come forward in the future. As such, it has been demonstrated that the development of the site would be a logical extension to Clitheroe, as a Principal Settlement within Clitheroe.
Site will be visually harmful to the landscape and countryside setting.	The site represents a logical extension of Clitheroe and therefore, benefits from existing services and facilities within Clitheroe's defined settlement boundary, to which the site lies adjacent. As discussed, a large scale residential development (Half Penny Meadows) lies directly to the south of the site, which has changed the surrounding context to an urban setting. The A59 is located less than 150 metres to the east of the site, and acts as a firm boundary

	protecting the Open Countryside setting further to the east of the A59. In addition, a LVIA has been prepared by Pegasus which reviews visual impacts on the landscape. The report confirms that the development would be a continuation of built areas established to the south and south west of the site.
There is no need for housing in Clitheroe.	Whilst the Council have declared a 5YHLS of 6.2 years, a detailed review of this housing supply position has been carried out by which confirms a 3.23 years supply is more realistic. As such, the Council should consider land that is available, suitable and achievable for housing to meet housing targets over the next 0-5 years (in the short term), with Principal Settlements to be investigated primarily. The proposed development on site would contribute positively towards housing land supply for residential development within the Borough.
The development will increase pressure on local services, there are not enough GPs, schools, shops etc.	The site is considered a sustainable location, as it is located adjacent to Clitheroe Town Centre where services and facilities such as schools, GPs, Dentists, Shops etc are established. Notwithstanding this, the Higher Penny Meadows strategic site allows for a local centre, employment use, and primary school to be development out which the proposals and future occupiers would benefit from. Furthermore, the development will make contributions towards improvements to local infrastructure where they are considered to be compliant with Community Infrastructure Levy (CIL) regulations. Future occupiers will also lead to increased Council Tax revenue for the local authority that can be reinvested into the local area.
The proposals will have an impact on local roads, including congestion and safety concerns.	A Transport Assessment and Travel Plan have been prepared by Hub to review impacts on the local highway network and safety of pedestrians and other non-car users. The documents also examine the appropriateness of the proposed new access onto Pendle Road to serve the development. The assessment concludes that development of the site would not result in any unacceptable impacts on existing or new residents, nor have a severe impact on the operation of the highway network in terms of safety and capacity. The Travel Plan tees up measures to ensure best-practice sustainable transport methods will be followed by the development and guaranteed into the future by a legal agreement.
Affordable housing requirements not met.	The proposed development will provide 30% affordable housing in accordance with KS Policy H3. This provision will also take into account requirements for over 55's in line with adopted policy.
The Taylor Wimpey development should be completed before the Council discusses new housing development.	It is worth noting that the final stages (Phase 5 & 6) of the Half Penny Meadows development is currently for determination by RVBC (app ref: 3/2022/0317). Following an approval of this application, Taylor Wimpey will have 3 years to implement their planning permission. The Council cannot currently demonstrate a 5YHLS and therefore is required to identify suitable sites to

	accommodate necessary development to ensure housing supply meets housing demand over the next plan period. It is most appropriate to identify suitable sites to accommodate housing growth now. Notwithstanding this, should this application be approved, the site would be subject to a reserved matters planning application to detail the layout, landscaping, scale and appearance. The development of this site is therefore likely to take place following completion of the adjacent Half Penny Meadows.
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Summary

- 4.19 In summary, this chapter has demonstrated that the Applicant has carried out extensive consultation with both the Council and local community, including Members and the Town Council, regarding their development proposals at the site. Key themes set out in Table 6, have arisen as a result of the consultation undertaken, which the Applicant and wider project team have considered in great detail, and have made amendments to the development proposals where possible. The full response captured in the sections above, demonstrate that key issues have been reviewed and resolved by undertaking necessary technical assessments and undergoing critical design review of the illustrative development framework.
- 4.20 This public consultation exercise has therefore been carried out in full accordance with RVBC's Statement of Community Involvement, the Localism Act and the NPPF.

5. The Proposed Development

- 5.1 The proposals seek outline planning permission for up to 200 residential dwellings (Use Class C3) and associated works. As discussed in the introduction, the proposed description of development is as follows:

Outline planning application for the erection of up to 200 dwellings and associated landscaping, children's play area, sustainable urban drainage, and other infrastructure with all matters reserved except access.

- 5.2 The proposed development as shown on the Land Use Parameters Plan includes the following:
- land to be reserved for the erection of up to 200 dwellings with a mix of housing tenures to suit different needs;
 - land preserved for enhanced landscaping and creation of new areas of open space;
 - at least 30% of dwellings to be affordable in line with policy requirements;
 - at least 15% of dwellings be suitable accommodation for over 55's in line with policy requirements (7.5% affordable, 7.5% market sale);
 - new network of walking and cycling routes, promoting active travel;
 - new vehicular access off Pendle Road;
 - focal community square, woodland trails, trim trail and children's play area;
 - creation of Sustainable Urban Drainage Systems (SUDS), in the form of water meadows, to manage surface water; and,
 - a minimum of 10% biodiversity net gain in accordance with national policy.
- 5.3 Due to the scale of the proposed development, high level design details are provided on the submitted Illustrative Development Framework Plan, Illustrative Landscaping Plan, and Design and Access Statement including Design Code, which demonstrates how this development could come forward. The submitted plans visually affirms that the Site can achieve a total of up to 200 dwellings (affordable, market sale and over 55 provision), and sufficient space for car parking, landscaping, children's play, sustainable urban drainage, and other associated works.
- 5.4 The Illustrative Development Framework Plan and Illustrative Landscaping Plan shows the Site split into several development parcels, separated by internal roads and enhanced landscaping throughout. The layout takes into account the Site context, including retaining groups of trees where possible, developing around the brook which crosses the Site from east to west, and considers the creation of central commons and water meadows for sustainable drainage.
- 5.5 As evidenced on the submitted Illustrative Development Framework Plan, the Site can accommodate an appropriate scale of development whilst also incorporating areas dedicated for public open space and enhanced landscaping, in accordance with Policy DMG1 of the Core Strategy.

Affordable Housing

- 5.6 The proposed development will deliver at least 30% affordable housing which is compliant with the requirements of CS Policy H3. The tenure split, size and location of these affordable homes will be outlined in a subsequent reserved matters planning application. However, the information on this matter set out within the Affordable Housing Needs Assessment (May 2025) is noted. A portion of the affordable housing provision will be allocated for over 55's in accordance with adopted policy.

Design

- 5.7 A Design and Access Statement (DAS), including a Design Code, has been prepared by Pegasus, which sets out the design aspirations for the proposed residential development and identifies key considerations to be addressed at the reserved matters stage. These include:
- assessing existing Site context with regards to pedestrian and cycle access, ecology, trees, local facilities, amenity, highways, heritage and landscape character;
 - a review of surrounding high quality residential developments, and character areas within the local vicinity (Half Penny Meadows, Claremont Ave);
 - development of a 'Site opportunities and considerations plan' to inform the design proposals for both the outline and reserved matters stage; and,
 - design evolution and pre-application community engagement to inform outline proposals.
- 5.8 The DAS demonstrates that the Illustrative Development Framework and Parameter Plan have been comprehensively informed by the Site's existing context and a detailed understanding of technical constraints.
- 5.9 A Design Code has been prepared (refer to the DAS), providing clear and robust guidance for the subsequent detailed design stage. The Design Code addresses matters including land uses, movement and access, built form, housing typologies, architectural character, identity, public spaces, landscape and biodiversity, sustainability, and long-term adaptability. It is envisaged that this document will play a key role in positively shaping the detailed design proposals submitted at the reserved matters planning application stage.
- 5.10 In summary, the DAS and Design Code have clearly described the design approach and evolution of the Illustrative Development Plan Framework, and Parameter Plan, with understanding of the local context and due regard to responses received through community engagement with residents and key stakeholders. It also demonstrates that the design process has been informed by a comprehensive assessment of the Site and its immediate context, leading to the establishment of a clear set of principles to guide the development of the Site.

Access & Highways

- 5.11 Vehicular access is proposed from Pendle Road to the south of the Site, via an existing roundabout which serves as the access junction to the Higher Standen Drive adjacent residential scheme. Full details on proposed vehicular, pedestrian, cyclist and emergency access are indicated on the submitted access plans sought for approval. The proposed access junction is the most logical proposal in respect of access from Pendle Road and will provide safe and suitable access as set out in section 5.0 of the Transport Assessment report prepared by Hub Transport Planning.
- 5.12 Regarding promoting sustainable travel, a Travel Plan has been prepared which sets out measures and initiatives to encourage residents to travel via active and sustainable modes, particularly walking, cycling and by bus. This is further demonstrated by implementing a number of accesses proposed for cyclists and pedestrians which are shown on the access plans. Implementation of this Travel Plan is expected to be attached to any consent via a suitably worded planning condition.

Landscaping and Sustainable Urban Drainage Systems (SUDS)

- 5.13 The illustrative plans indicates areas of green and blue infrastructure, which includes areas for public open space, walking routes, a woodland trail, trim trails, children's play area, landscaping buffering, and sustainable urban drainage systems in the form of water meadows. The resulting design places green open space at the heart of design and placemaking and allows for the retention of the majority of on Site vegetation, as well as additional planting.
- 5.14 While illustrative, the Development Framework Plan shows significant areas of public open space, landscape buffering, and area for sustainable urban drainage. This allows for considerable scope to achieve biodiversity net gain on Site, and it is envisaged that the minimum of 10% BNG will be met within the bounds of the Site, or by other options (off-Site contributions).

6. Planning Assessment

- 6.1 The Development Plan is the starting point for the determination of planning applications.
- 6.2 Paragraph 11 of the NPPF requires development proposals that are in accordance with an up-to-date development plan to be approved without delay. Where there are no relevant development plan policies, or the policies most important for determining the planning application are out of date, planning permission should be granted unless policies within the Framework which seek to protect assets of importance are applicable; or any adverse impacts of doing so would significantly and demonstrably outweigh the benefits.
- 6.3 As this is an outline application with all matters reserved, save for access, it will be assessed as such. Matters concerning layout, landscaping, scale, and appearance will not be considered in detail. However, these may be referenced where they are appropriate to establishing the principle.
- 6.4 This Planning Assessment section will consider the following matters in turn:
- Sustainability of the location for new homes and accordance with the spatial strategy;
 - Affordable Housing;
 - Provision of Open Space;
 - Acceptability of access proposals; and,
 - Other technical matters.

Sustainability of the location for new homes and accordance with the spatial strategy

- 6.5 The proposals are for a residential development on a Site which is situated outside of the defined settlement boundary of Clitheroe, and is entirely within the Open Countryside. The proposals are not for purposes of agriculture, or residential development which meets an identified local need. The proposals are therefore considered a departure from CS Policy DMG2 and Policy DMH3.
- 6.6 With regards to Key Statement DS1, this policy states that the majority of new housing development within the Borough will be concentrated within, amongst other areas, the Principal Settlements. Clitheroe is identified as a Principal Settlement, and at the top of the settlement hierarchy with Longridge and Whalley. Therefore, whilst development of the Site would conflict with CS Policy DMH3, it is well located adjacent to the settlement boundary of Clitheroe.
- 6.7 Furthermore, it is important to note that Key Statement DS1 was formed at a time where the characteristics of the three Principal Settlements are drastically different to the situation at the time of writing. In the intervening period, Clitheroe has seen large housing growth, including the ongoing delivery of the Higher Standen Strategic Site opposite the site.
- 6.8 This has effectively elevated Clitheroe above the other two settlements as the most sustainable settlement in the Borough. Indeed, at the 2021 Census, it had a population of 16,631 compared to Longridge (8,739) and Whalley (3,411), illustrating its enhanced position as the key location for growth moving forward.
- 6.9 CS Policy DMG2 states that development proposals within the Principal Settlements should consolidate, expand or round-off development so that it is closely related to the main built up areas, ensuring this is appropriate to the scale of, and in keeping with, the existing settlement.
- 6.10 Although the Site is clearly located outside the defined settlement boundary of Clitheroe, there is built form located directly to the south (Half Penny Meadows) which is the Higher Standen Strategic Site currently being developed out by Taylor Wimpey Manchester. Further to the west of the Site lie

existing residential communities. The Site is therefore considered well located to Clitheroe Town Centre in terms of its physical and visual relationship with the settlement boundary.

6.11 CS Policy DMG2 then goes on to state the following:

"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 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."

6.12 Whilst the proposals do not fully meet the six requirements set out within DMG2 above, with regards to development outside of the defined settlement areas, it will be designed to a high standard and acknowledges the landscape and setting.

6.13 With regards to housing need, the proposals are to be considered in light of the Council's 5YHLS, which has been recently declared by the Council as 6.2 years supply, as of 31st March 2025. This calculation incorporates C2 permissions, allocated sites, large sites with full and outline planning permission, large sites that have commenced with development, small sites and oversupply.

6.14 The Applicant has instructed an independent review of the Council's 5YHLS position, and concludes that a more realistic deliverable supply is 3.23 years as of 1st April 2025, mainly due to planning consents expiring without any commencement of development on site.

6.15 As such, a presumption in favour of sustainable development applies to the determination of the proposals in accordance with Paragraph 11 of the NPPF.

6.16 Policies DMG2 and DMH3 are clearly amongst the most important in terms of the determination of the application given that they seek to restrict development that can take place on the Site. The consequence of the engagement of the presumption in favour of sustainable development in this circumstance renders these policies as out of date and they are subsequently afforded limited weight in the planning balance.

Affordable Housing and Over 55 Provision

6.17 KS Policy H3 requires all developments which exceed 10 dwellings or more, within Clitheroe to provide 30% affordable units. The Applicant will deliver a minimum of 30% affordable housing which is in full accordance with KS Policy H3. The scheme benefit of providing 30% affordable housing is particularly important given the Affordable Housing Needs Assessment (May 2025) indicates a

pressing need for additional affordable housing across the Borough. The evidence from this recent assessment suggests that affordable housing delivery (in particular social rents) should be maximised where opportunities arise.

- 6.18 The sizes of homes proposed, both affordable and market, is for determination at the reserved matters stage and is not for determination now. Nevertheless, the affordable housing can be secured via suitable provisions in a Section 106 agreement at the outline stage.
- 6.19 In addition to affordable housing, KS Policy H3 seeks to ensure that provision for over 55 year olds is secured on new developments, given that provision housing for older people is a key priority for the Council. The policy states that 15% of all units, will be sought for older people on sites of 10 units or more. The Application is therefore proposing to allocate 15% of all dwellings, to be provided for residents aged over 55.

Provision of Open Space

- 6.20 CS Policy DMB4 states that all residential development which exceeds 1 ha in size, will be expected to provide adequate and usable public open space.
- 6.21 The Parameters Plan and Illustrative Development Plan Framework shows a substantial provision on site which is allocated for public open space. This will include enhancement of green spaces and wildlife, creation of recreational spaces, high quality landscaping, and children's play facilities. It should be noted that this will be a minimum amount of green open space, with further areas (including private garden space and tree-lined streets) to be provided within the development parcels also. This is shown for illustrative purposes on the Development Framework Plan.
- 6.22 As presented on the Illustrative Landscaping Plan prepared by Pegasus, a significant area has been allocated for open space. This is shown to contain a variety of uses including a community orchard, woodland trail, new tree and hedge planting, local play area and natural play area.
- 6.23 These illustrative landscaping plans are submitted to demonstrate how open space and landscaping ensures that the development will be able to achieve open space requirements set out within the Core Strategy (Policy DMB4). It is not expected that an open space contribution would be required.

Acceptability of Access Proposals

- 6.24 Access is to be considered in detail as part of this application. A full suite of access plans have been prepared by Hub Transport Planning, to ensure safe access can be achieved off Pendle Road which will be able to facilitate the new development. The access proposals include an upgrade to the roundabout located to the south of the site, emergency access to the south eastern corner of the site, and various pedestrian / cycle access off the adopted road. For reference, the following access plans are sought for approval as part of this outline application:

Proposed Site Access Roundabout	T25604, Dwg No 001 Revision -
Site Access Refuse Vehicle and HGV Swept Path Analysis	T25604, Dwg No 002 Revision -
Emergency Vehicle and Ped / Cycle Access with Fire Tender Swept Path	T25604, Dwg No 003 Revision -
Additional Pedestrian Access onto Pendle Road	T25604, Dwg No 004 Revision -

- 6.25 As such, the proposed development is in full accordance with Policy KS DMI2 and DMG3 of the Core Strategy and Paragraph 116 of the NPPF, as it would not result in any unacceptable impact on highway safety, or the residual cumulative impacts on the road network.

Other Technical Matters

- 6.26 In addition to addressing the principle of development set out above, it is essential to assess other technical matters that affect the acceptability of the proposed development. These are discussed in detail below.

Trees and Landscaping

- 6.27 The illustrative layout has been informed by the Site's context with regards to the location and quality of existing tree coverage on Site. The Site contains small groups of Category A trees (high quality / retention value) which will not be impacted by development and is sought for retention. The location of the high quality trees is indicated on the Tree Constraints Plan and has informed the layout of the development parcels. The majority Category B trees (moderate quality / retention value) will remain in-situ and new tree planting is proposed around these groups of trees. The Ancient Woodland to the north east of the site (outside of the red line boundary) will be subject to a standard 15 m buffer set by Natural England, which is to remain free from development to avoid root damage.
- 6.28 The proposals are therefore in full accordance with CS Policy DME1.
- 6.29 With regards to landscaping, key landscaping principals have been established on the Illustrative Landscape Masterplan, and includes:
- creating a green-infrastructure led framework;
 - integration of the proposed SuDS attenuation;
 - proposing biodiversity enhancements;
 - protection of veteran trees;
 - safeguarding of the ancient woodland; and,
 - creating a multifunctional network of open spaces.

- 6.30 The Illustrative Landscape Masterplan provides guidance for future detailed design phases, to ensure ecological value, connectivity, amenity and long-term landscape resilience is maximised. This is in full accordance with Policy KS EN2 and Policy DMB4.

Ecology and Biodiversity Net Gain

- 6.31 A suite of ecological assessments has been prepared in support of this application, including a Preliminary Ecological Appraisal (PEA), a River Condition Assessment Report, and Part 2 (Post-Development). The ecological assessments have informed the design process and all plans proposed for approval and for illustrative purposes.

- 6.32 The findings from the PEA suggest that further survey work is required to assess vegetation and fauna, as well as considering ecological constraints and opportunities at the detailed design stage. It has been requested that a BNG Habitat Management and Monitoring Plan (HMMP), Biodiversity Net Gain Plan (BGP) and Construction Environmental Management Plan (Biodiversity)(CEMP) are provided at a later stage.
- 6.33 The Applicant acknowledges the need for further ecological surveys, which will be undertaken during optimal survey periods, in accordance with the conclusions and recommendations set out within the PEA.
- 6.34 In summary, a full review of all ecological assets have been undertaken on Site. The proposed plans all consider existing ecological constraints on Site, and have been designed as such. The proposed development is therefore in full accordance with Policy EN3, EN4 and DME1 of the Core Strategy, and Paragraph 187 and 193 of the NPPF.

Crime Impact

- 6.35 A Crime Impact Statement has been prepared by Vic Smith which addresses how the development will respond to crime prevention through design principles which have been recommended. The design principles include:
- Maximising opportunities for natural surveillance for residents and users through the positioning of the houses within the proposal.
 - Appropriate boundary treatment, with rear lockable gates on access footpaths to provide secure perimeters.
- 6.36 In terms of landscaping mitigation, the following will support natural surveillance and avoid creating spaces for offenders to hide or contribute to any 'fear of crime':
- Landscaping and defensive planting will reduce easy access to windows and entrance door sets.
 - Secure cycle storage should be provided.
- 6.37 The above matters are for detailed consideration and can be addressed at the reserved matters and conditional stage of planning; as such, ensuring the development proposals are in accordance with CS Policy DMG1 and Paragraph 96, 102 of the NPPF.

Flood Risk and Drainage

- 6.38 A Flood Risk Assessment has been prepared by BWB in support of this application. The report demonstrates that the development is at an acceptable level of flood risk, subject to implementing flood risk mitigation strategies.
- 6.39 A review of flood data published by the Environment Agency has identified that the following potential sources of flooding do not pose a risk to the Site or the proposed development: sewers and drainage systems, canals, and reservoirs and large waterbodies.
- 6.40 The proposal is therefore in accordance with CS Policy DME6 and Section 14 of the NPPF.

Heritage and Archaeology

- 6.41 A Heritage Statement has been prepared by Tetra Tech to detail the archaeological and built heritage potential of the Site and assess any impacts as a result of the proposed development. The report has reviewed designated and non-designated heritage assets surrounding the Site including the scheduled Clitheroe Castle which is located 2 km to the north west of the Site.
- 6.42 The statement confirms that the proposed development within the Site will not harm the setting or significance of any other designated heritage assets outside of the Site. The Site is also considered to have low potential for significant archaeological remains of all periods.
- 6.43 As there are no heritage assets of archaeological interest identified on Site, it is not suggested further archaeological evaluation work is provided prior to the determination of this planning application. Should further archaeological work be necessary to ascertain the Site's archaeological potential, this can be secured by an appropriately worded planning condition attached to any planning consent granted.
- 6.44 It is considered that the proposed development is in full accordance with KS EN5, CS Policy DMG1 and Paragraph 207 of the NPPF.

Phase 1 Geo-Environmental

- 6.45 A Phase 1 Geo-Environmental Assessment has been prepared by BWB to present pertinent information into the environmental risks and liabilities associated with the Site. The assessment has been prepared to fulfil the requirements of a preliminary risk assessment in accordance with British Standards 10175:2011 + A2:2017 'Investigation of potentially contaminated Sites, code of practice' and EA Guidance on Risk Management of Land Contamination.
- 6.46 The findings of the assessment conclude that the Site has largely remained as undeveloped fields at the first time of mapping, however a small property was shown to be present from early 1970's to 1990's. It has been recommended that a ground investigation should be undertaken of the Site to confirm ground conditions, contaminant linkages and inform foundation design.
- 6.47 As such, the proposed development is considered to be acceptable, subject to further ground investigation work.

Landscape and Visual Impact

- 6.48 A Landscape and Visual Impact Assessment (LVIA) has been prepared by Pegasus which reviews the visual impacts of the proposed development on the landscape, with particular reference to Forest Bowland National Landscape (Pendle Hill) which is split into two parcels and is located circa 1km to the south east, and 3km to the north of the Site's boundary.
- 6.49 The assessment concludes that overall, the proposed development would result in limited effects on landscape character and visual amenity, restricted to the site and its immediate environs. From a distance, the proposed development would be seen in the context of the existing built up environment along the settlement edge of Clitheroe, and adjacent to the existing and ongoing residential development at Half Penny Meadows.
- 6.50 Whilst the proposed development does result in the expansion of Clitheroe and the settlement boundary into the Ribble Valley, it would not have undue impacts upon the Forest Bowland National Landscape (Pendle Hill) to the east, or result in the convergence of settlements. This assessment is therefore in full accordance with KS Policy EN2 and Paragraph 187 (a), and 189 of the NPPF.

Noise

- 6.51 A Noise Impact Assessment has been prepared by BWB which confirms a review of strategic road traffic noise mapping data, as the key noise generating impact in the vicinity of the site, has been undertaken in accordance with current standards and guidance following consultation with RVBC.
- 6.52 As full details on the layout of the proposed development are not provided at this stage, noise mitigation measures have been provided in outline terms only. It is considered that the internal and external noise levels could meet the requirements of British Standards 8233 with appropriate mitigation in place.
- 6.53 It has therefore been demonstrated that the Site is wholly suitable for a residential development with regards to noise impacts. This proposals are in full accordance with CS Policy DMG1 and Paragraph 187 and 198 of the NPPF.

Flood Risk Sequential and Exception Test

- 6.54 A Flood Risk Sequential and Exception Test has been prepared by Savills which assesses alternative and comparable Sites for development within a defined boundary as agreed with RVBC. The need for the test has been triggered by the presence of flood zones 2 and 3 on site and the future intention to cross the areas of flood risk with engineering operations.
- 6.55 The assessment reviews Sites within or directly adjacent to the Principal Settlements as defined within the Core Strategy as Clitheroe, Longridge and Whalley, to confirm whether there are any suitable Sites which are at less risk of flooding than the Site.
- 6.56 The review of all applicable Sites confirms there are no preferable Sites within the search area and therefore the sequential test is considered passed. An exception test has also been carried which confirms that the proposed development will result in sustainable benefits which outweigh harm of flood risk associated with the Site.
- 6.57 The proposals are therefore in full accordance with Paragraph 172, 175, 178 and 179 of the NPPF and the relevant provisions of the PPG.

Agricultural Land

- 6.58 An Agricultural Land Classification (ALC) Report has been produced by Soil Environment Services Ltd which reviews the current ALC grading, climatic, Site, soil and interactive limitations. As presented within the ALC Grade Drawing provided within the report, the majority of the Site (95%) falls within Grade 4 ALC due to wetness limitations, with a marginal percentage (less than 5%) comprising non-agricultural land (Woodland).
- 6.59 Grade 4 agricultural land is considered poor quality with severe limitations which significantly restrict the range of crops and/or level of yields according to the 1988 guidelines. As such, development of the Site would not conflict with CS Policy DME3 or Paragraph 187 of the NPPF as it does not result in the loss of best and most versatile agricultural land.

Provision of Infrastructure and Planning Obligations

- 6.60 Where there are specific requirements for local infrastructure to be upgraded to accommodate additional demand resulting from the proposed development then financial contributions will be made via a S106 agreement in order to address these.
- 6.61 This will be done as long as the requests for contributions meet the tests set out in CIL Regulation 122.
- 6.62 A draft S106 Heads of Terms is at Appendix A but will be subject to change based on specific requests from relevant bodies and statutory consultees through the determination period.
- 6.63 The proposal would therefore be in accordance with CS KS DMI1.

Summary of Planning Assessment

- 6.64 The proposed development is in whole accordance with the spatial strategy set out in the Development Plan as Clitheroe is a focus for new development and will provide much needed new homes at a time when the Council cannot demonstrate a 5 year housing land supply.
- 6.65 There is conflict with CS policies DMG2 and DMH3 as the proposal does not meet the exceptions set out for development within the Open Countryside. However, these policies are among the most important in terms of the determination of this application and in the context of a lack of 5 year housing land supply should be considered to be out of date. This conflict is therefore afforded limited weight.
- 6.66 In addition to this, the proposal accords with all relevant technical and design policies of the Development Plan and relevant material considerations.

7. Planning Balance

- 7.1 In addition to the most important policies being out of date and the weight attributed to them lessened, the weight attributed to the benefits of market and affordable homes is heightened and should be considered as very significant. This is owing to its role in remediating the housing land supply shortfall.
- 7.2 As presented within the accompanying Design and Access Statement prepared by Pegasus , a high quality residential development can be achieved on Site which involves the use of high quality and complimentary materials, similar to the adjacent Higher Standen Half Penny Meadows scheme delivered by Taylor Wimpey.
- 7.3 Paragraph 11(d) of the NPPF, states that where the development plan policies which are most important for determining the application are out-of-date (including where local authority cannot demonstrate a minimum five year housing land supply), permission should be granted unless:
- I. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or
 - II. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.
- 7.4 With regards to (i), the Site is not a protected area or asset of particular importance, such as the Green Belt, National Park, or Site of Special Scientific Interest. Therefore, there are no strong reasons for refusal in light of Paragraph 11(d)(i).
- 7.5 With regards to (ii), the proposals are for a new residential community, with opportunities for enhanced landscaping and tree planting, creation of public open space and community orchard, children's play space and proposed connections to the existing public right of way. The new residential community would benefit housing delivery at the Site in a sustainable location on the edge of Clitheroe , making effective use of land and existing infrastructure, whilst delivering a significant proportion of affordable homes and housing for over 55's. This is considered a substantial benefit for existing and incoming residents seeking alternative housing choice across the Borough, coupled with social, economic and environmental benefits that the scheme would provide.
- 7.6 It is considered that there are no adverse impacts of the development that would significantly and demonstrably outweigh the benefits of which are detailed below:

Environmental Benefits

- The proposed development would provide a biodiversity net gain of 10% as a minimum, in accordance with national requirements, in the form of either on-Site or off-Site contributions.
- The illustrative proposals will result in the provision of new and improved landscaped areas, and tree planting and will respect existing vegetation where possible.
- The illustrative proposals consider the existing context of the Site, and provision has been allocated for a sustainable urban drainage system and a proposed swale.
- The proposed development provides opportunities for increased tree planting and community orchard.

Social Benefits

- The proposals would result in the delivery of much needed homes within the Borough, and provides a sustainable Site option, which would contribute positively towards the identified housing land supply deficit.
- The proposed development would include the creation of new public open space, connections to the existing public right of way, enhanced landscaping and new children's play areas which promotes social cohesion.
- The proposed development will provide means for affordable housing and housing suitable for residents over 55 which will benefit the local community and provide varied housing choice.
- The Site is located near existing public and active transport corridors, which promotes sustainable transport modes between town centre locations and the wider region.
- Community safety and surveillance will be addressed within subsequent applications to ensure high level of safety is provided.

Economic Benefits

- The proposed development will generate both on-Site and off-Site employment opportunities, including higher skilled and lower skilled jobs during the construction and development process.
- A residential development of up to 200 dwellings, would see the generation of approximately £600,000 - £800,000 Council Tax payments per annum, following the schemes completion and occupation.
- Additional residents in the locality will support the vitality of existing businesses and contribute to their long-term viability.

Technical Constraints

- 7.7 With regards to technical constraints, this has been dealt with in Chapter 6 of this Statement, as well as evidenced in supporting documentation. It has been demonstrated that there are no technical constraints which would prevent development of the Site, and appropriate mitigation measures such as the implementation of a sustainable drainage system have been recommended and will be taken into consideration at the reserved matters planning application stage.

Summary

- 7.8 The Site is located in Clitheroe, adjacent to existing residential communities and infrastructure including an established road and public transport network which would suitably facilitate a residential development on the Site. It has been evidenced that the Council as of 1st April 2025, cannot demonstrate a 5YHLS.
- 7.9 As the Council cannot demonstrate a 5YHLS, it is considered that the proposals constitute a 'sustainable development' and therefore decision making must be considered in light of Paragraph 11 of the NPPF.
- 7.10 The Site itself is not considered to be a protected area or asset and therefore the development of the Site does not conflict with Paragraph 11(d)(i) of the NPPF, as there are no strong reasons for

refusal. A tilted balance exercise has been carried out with regards to Paragraph (d)(ii) to ascertain the full scope of environmental, social and economic benefits of the proposed development, when weighed against the limited harm to the out of date Open Countryside policies. The benefits set out above clearly demonstrate that the proposals should be afforded significant weight, and a presumption in favour of sustainable development should be considered at the forefront of the development of these proposals.

- 7.11 Furthermore, Section 38 (6) of the Planning and Compulsory Purchase Act 2004 (as amended) requires that development proposals be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 7.12 The benefits and harms of the proposed development are assessed below with a weighting attributed to each element.

Table 6 - Planning Balance

Benefit	Weight	Harm	Weight
<i>Provision of affordable housing, designed to a high quality standard</i>	Significant	<i>Contravention of out of date Open Countryside policies</i>	Limited
<i>Provision of housing reserved for people aged 55 and over</i>	Significant	<i>Loss of some low quality vegetation</i>	Limited
<i>Provision of a deliverable site that will supply dwellings in the next 5-years during a 5YHLS deficit</i>	Significant	<i>Low/local landscape / visual impact on immediate vicinity</i>	Limited
<i>Economic benefits in terms of local employment opportunities during the construction phase of development</i>	Moderate		
<i>A minimum biodiversity net gain of 10% (on-site or off-site)</i>	Moderate		
<i>Retention and enhancement of public and green open spaces</i>	Limited		

- 7.13 As such, considering the results of the planning balance set out above demonstrate less than substantial harm and the proposed development has been deemed acceptable from a technical perspective (as set out in Chapter 6 above), the planning balance is firmly in favour of the granting of planning permission in accordance with paragraph 11(d) of the NPPF. Conflict with Policy DMG2 and Policy DMH3 is clearly outweighed by the substantial economic, social and environment benefits of the development and planning permission should be granted without delay.

8. Summary and Conclusions

- 8.1 This Planning Statement has been prepared for Richborough, who are seeking outline planning permission for a residential development (Use Class C3) with all matters reserved except for access, at Land North of Pendle Road, Clitheroe.
- 8.2 The proposed development is located adjacent to the defined settlement boundary of Clitheroe, which is identified as a Principal Settlement within the current adopted Core Strategy. The proximity to Clitheroe Town Centre and identified sustainable transport links means that the Site constitutes a sustainable location.
- 8.3 At present, it has been evidenced that the Council cannot demonstrate a 5 year housing land supply (3.23 years) and as such, the Council should identify Sites beyond the Site allocations set out in the HED DPD and other windfalls, which are readily available for development. The proposed development would not only positively contribute towards meeting the overall 5YHLS, but there are also a number of economic, social and environment benefits that have been set out within Chapter 7 of this Planning Statement that are also associated.
- 8.4 It is acknowledged that the proposals conflict with DMG2 and DMH3 at present due to the Site being located just outside of the defined settlement boundary of Clitheroe. However, these policies are out of date owing to the lack of a 5 year housing land supply.
- 8.5 This Planning Statement and supporting technical evidence indicates that the Site is an appropriate location for residential development in the short term. The proposed development fits the character of the local area and would not result in any environmental or landscape impact that could not be sufficiently mitigated through the proposed design, which will be sought at the reserved matters stage.
- 8.6 Outline planning permission should therefore be granted without delay as directed by the NPPF.

Appendix A Draft Heads of Terms

Land North of Pendle Road, Clitheroe

Core Strategy Policy DMI1 (Planning Obligations) sets out the required obligations by either in kind or in the form of a financial contribution. The policy states that obligations are site specific and will be negotiated as such. The Council has resolved to seek financial contributions in the following order of priority as set out below, which may be applicable to future reserved matters applications, when the final scale of the project is determined.

- Affordable Housing (30%)
- Over 55 Housing (15%)
- Improvements required for highways safety which cannot be covered by planning condition or S278 agreement (if required)
- Open space (if required)
- Education (if required)
- S106 monitoring fees (if required)

These requirements for these planning obligations are subject to meeting the 3 tests, as set out within the Community Infrastructure Levy (CIL) Regulation 122, to use funds from both the levy and section 106 agreements. The 3 tests include (a) necessary to make the development acceptable in planning terms; (b) directly related to the development; and (c) fairly and reasonably related in scale and kind to the development.

Policy DMI1 (Planning Obligations) further mentions where there is a question of viability the council will require an open book approach to be taken when agreeing development costs, and developers will be required to meet the Council's costs for independent evaluation. The Council will develop, as appropriate, a Community Infrastructure Levy approach to infrastructure delivery.

Appendix B Consultation Leaflet

Have Your Say

This public consultation will be used to inform the final design of the scheme, before the planning application is submitted to Ribble Valley Borough Council.

We therefore welcome your comments on the proposals.

Comments can be submitted via:



Online Consultation Website:

www.pendleroadclitheroe.co.uk



Consultation Email:

consultation@savills.com



Post:

Planning North. Savills, Belvedere, Booth Street, Manchester M2 4AW

Please note the deadline for submitting feedback is:
17:00, Wednesday 10th December 2025

Thank you for taking the time to review this leaflet.

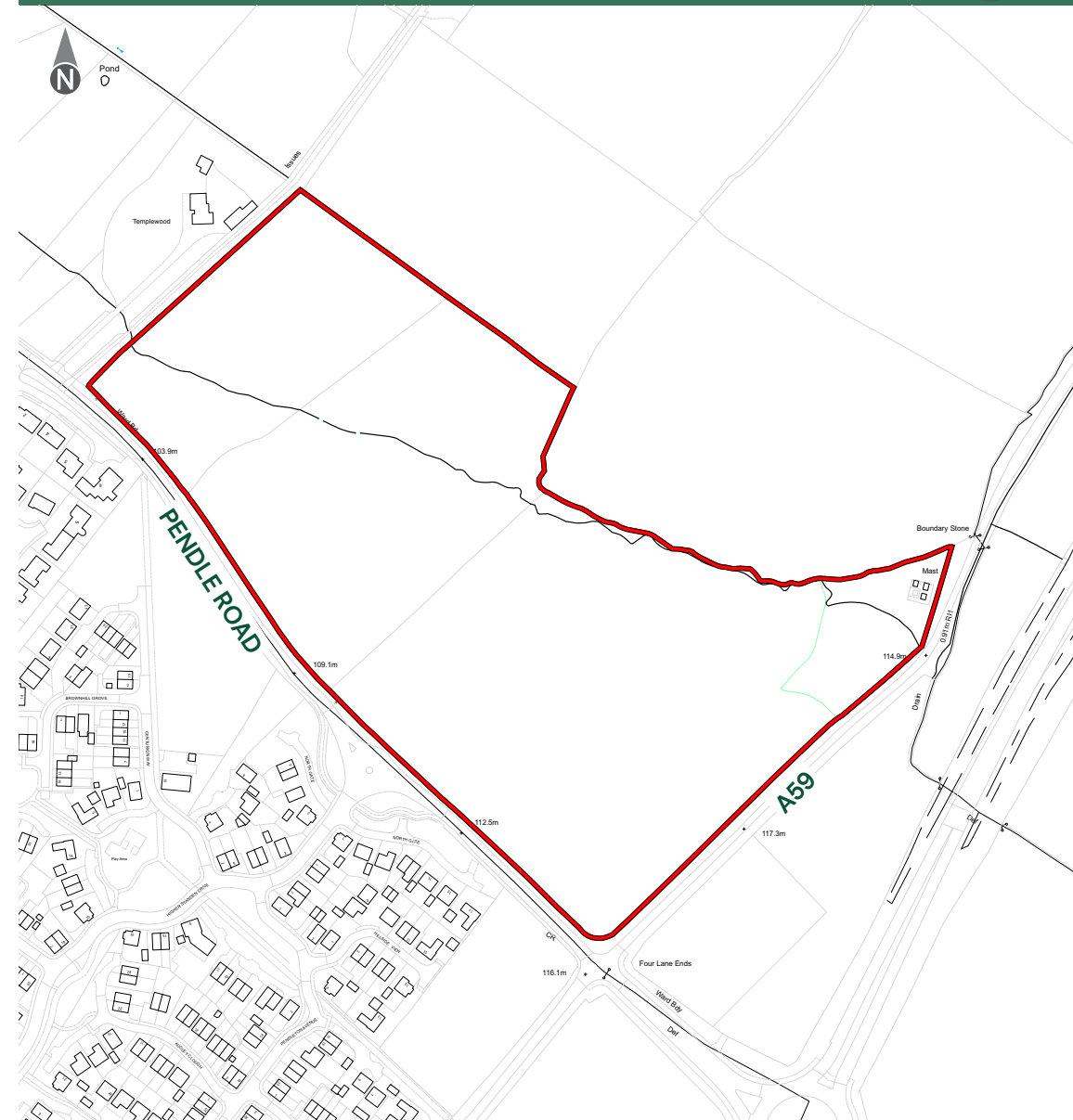
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PENDLE ROAD CLITHEROE PUBLIC CONSULTATION



The Site

Richborough are engaging with residents to seek views through an online public consultation on a proposed residential development at Land North of Pendle Road, Clitheroe.

To the south lies Pendle Road, with the Taylor Wimpey Half Penny Meadows development beyond that, and High Moor Road borders to the west.

Proposed Development

The application will seek approval for up to 210 high quality dwellings of a range of sizes and styles.

The Development Framework Plan depicts how the Site could be laid out.

The key elements of the proposal are:

- 5.62 ha of land developed for new homes, and 3.47 ha for open space, play space and landscaping
- Up to 210 new dwellings to positively contribute towards meeting local housing need
- At least 30% affordable homes
- Mixture of housing tenures to suit different households
- Significant areas of open space, including a large area of open space in the north east of the Site, which retains existing vegetation, and a central common
- Network of on-site walking and cycling routes and enhancements to offsite links
- Road access from Pendle Road
- Focal square, woodland trail, play on the way, and children's play area
- Sustainable Urban Drainage Systems, in the form of water meadows, to manage surface water
- 10% Biodiversity Net Gain

Further technical details will be provided as part of the application.

Development Framework Key Principles

1. Development access;
2. Proposed primary infrastructure facilitating movement throughout the development with tree planting;
3. Secondary movement helping penetrate into eastern parcel;
4. Tertiary streets serving small clusters of development;
5. Focal squares aiding wayfinding throughout site;
6. Active travel routes;
7. Outward facing development creating natural surveillance over public open spaces;
8. Existing watercoursflowing through site;
9. Maximum retention of existing vegetation;
10. Area of equipped children's play; and
11. Play on the way route;



	SITE LOCATION 9.1 HECTARES / 22.45 ACRES		PEDESTRIAN MOVEMENT ROUTES		SUSTAINABLE DRAINAGE
	RESIDENTIAL DEVELOPMENT 5.74 HECTARES / APPROX 215 DWELLINGS		PRIMARY CYCLE / PEDESTRIAN MOVEMENT ROUTES		EXISTING WATERCOURSE
	ACCESS		WOODLAND TRAIL		TELECOMMUNICATIONS MAST
	PRIMARY ROUTE		INDICATIVE EXISTING VEGETATION		LOCAL PLAY AREA
	SECONDARY ROUTES		PROPOSED PLANTING		NATURAL PLAY TRAIL
	TERTIARY ROUTE		TREE PLANTING		
	PRIVATE LANES		PUBLIC OPEN SPACE 3.39 HECTARES / 8.38 ACRES		

Appendix C Consultation Website

Land North of Pendle Road, Clitheroe



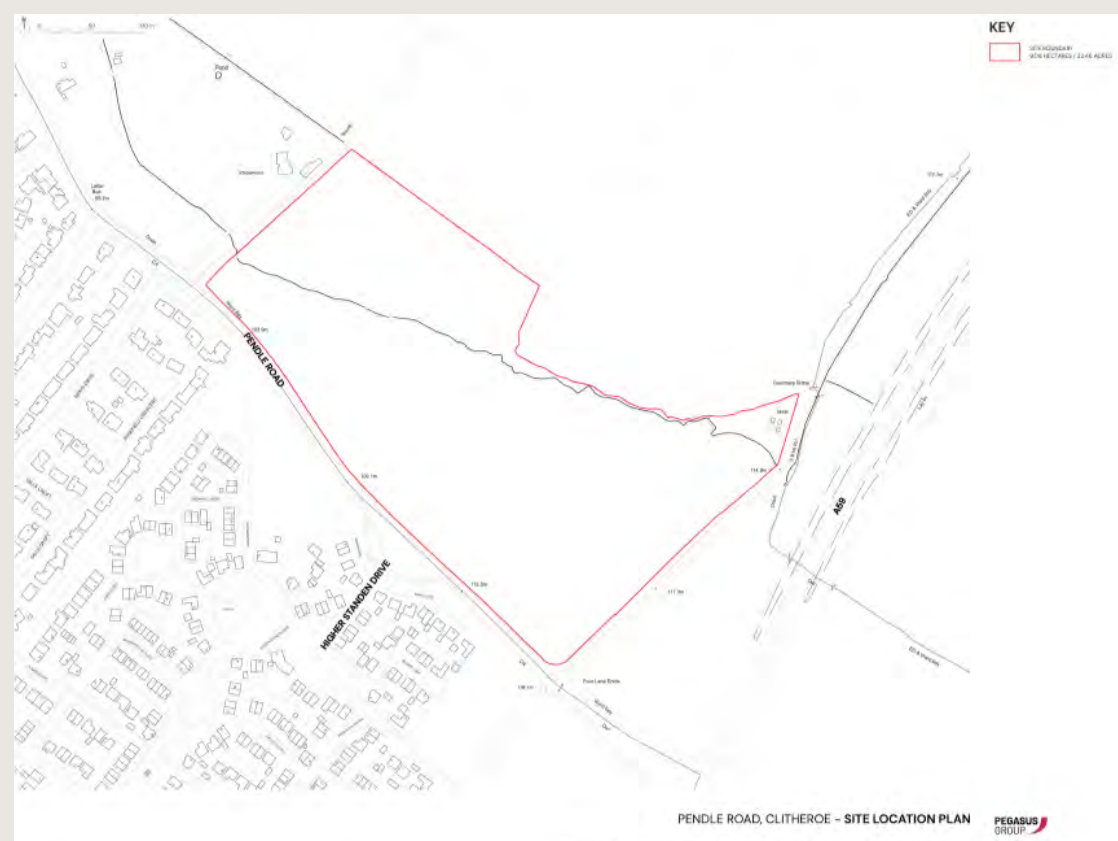
This website has been produced on behalf of Richborough to facilitate a public consultation in respect of a proposed residential development at Land North of Pendle Road, Clitheroe.

We would appreciate if you would review the emerging proposals and comment using the 'Have Your Say' tab located at the top of the screen.

Your views and comments are welcomed to help us gain a further understanding of the key issues that we will need to address as part of our emerging planning application.

Following this public consultation and detailed review of the feedback received, we expect to submit a planning application shortly thereafter.

Site Location





Richborough

Richborough is a specialist land promoter with offices across the UK. It's employees have decades of experience in the field of strategic land promotion for residential development. They have a track record of delivering high quality homes with over 30,000 homes already in planning.

Land North of Pendle Road, Clitheroe

Made with [Squarespace](#)

Savills

Belvedere, Booth Street

Manchester M2 4AW

Contact

consultation@savills.com

What Is Proposed?

Richborough intends to submit an outline planning application to Ribble Valley Borough Council for residential development at Land North of Pendle Road, Clitheroe.

The application will seek approval for up to 210 new dwellings.

The Development Framework Plan depicts how the Site could be laid out.

The key elements of the proposal are as follows:

- 5.62 ha of land developed for new homes, and 3.47 ha for open space, play space and landscaping
- Up to 210 new dwellings to positively contribute towards meeting local housing need
- At least 30% affordable homes, accessible to local people in need
- A mix of housing tenures to suit different households
- Significant areas of open space, including linear open space features to break up development blocks, and a large area of open space in the north east of the Site which preserves existing vegetation, and a central common
- A network of walking routes, cycling routes, a focal square, a woodland trail, trim trails and children's play area
- Sustainable Urban Drainage Systems in the form of water meadows



	SITE LOCATION 9.1 HECTARES / 22.45 ACRES		PEDESTRIAN MOVEMENT ROUTES		SUSTAINABLE DRAINAGE
	RESIDENTIAL DEVELOPMENT 5.74 HECTARES / APPROX 215 DWELLINGS		PRIMARY CYCLE / PEDESTRIAN MOVEMENT ROUTES		EXISTING WATERCOURSE
	ACCESS		WOODLAND TRAIL		TELECOMMUNICATIONS MAST
	PRIMARY ROUTE		INDICATIVE EXISTING VEGETATION		LOCAL PLAY AREA
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6. Active travel routes;
 7. Outward facing development creating natural surveillance over public open spaces;
 8. Existing watercourse flowing through site;
 9. Maximum retention of existing vegetation;
 10. Area of equipped play;
 11. Play on the way route;

Have Your Say

Thank you for visiting this consultation website.

This public consultation will be used to inform the final design of the scheme. We therefore welcome your comments on the proposals.

Please note the deadline for comments is:

5pm, Wednesday 10th December 2025

Following this consultation we will collate all comments in line with national and local guidance and submit as part of the forthcoming outline planning application, which we are aiming to submit in Q4 of 2025.

Once the application is submitted and validated by the Local Planning Authority, you will also have the opportunity to send your comments to Ribble Valley Borough Council via their Public Access website.

Name (required)

First Name

Last Name

Email (required)

☐ Sign up for news and updates

Subject (required)

Message (required)

Submit

Land North of Pendle Road, Clitheroe

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The Savills logo, featuring the word "savills" in a lowercase, sans-serif font. The letters are a dark red or maroon color. The logo is positioned in the bottom right corner of the page, set against a light yellow background that is part of a larger geometric pattern of overlapping triangles in various shades of yellow and orange.