

# A V Town Planning Ltd

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## **Permission in Principle (PiP)**

**For up to 9 no. bungalows for the over 55 age group**

**Land south of Elker Meadows, Billington, Clitheroe**

## **Planning Statement**

*Prepared by: Alan Kinder DipTP, MRTPI*

*January 2026*

## **1. Introduction**

This Planning Statement accompanies a Permission in Principle (PiP) application for the residential development of up to 9 bungalows specifically designed for the over 55 age group. The site lies outside the defined settlement boundary of Billington.

The proposal seeks to establish the acceptability of residential development in principle, with detailed matters reserved for future consideration through a subsequent Technical Details Consent (TDC) application.

## **2. Site Context and Planning History**

The site is currently undeveloped land located outside the defined settlement boundary of Billington, a tier 1 village. While it lies outside the formal settlement boundary, it benefits from a strong functional and visual relationship with the existing built form of the village.

Importantly, the site benefits from an extant planning consent for a private children's day nursery alongside a completed development of 19 2 bed apartments under reference 3/2014/0801 (Appendix A), which establishes the principle of built development and material change of use on the land. This extant consent is a significant material consideration demonstrating that the site is already accepted as suitable for development in planning terms.

## **3. Policy Context**

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

The National Planning Policy Framework (NPPF) places significant weight on the delivery of housing to meet objectively assessed needs. Paragraph 11 establishes a presumption in favour of sustainable development, particularly where local authorities cannot demonstrate a five-year supply of deliverable housing land.

A recent appeal decision on land to the south of Chatburn Old Road, Chatburn under appeal reference APP/T2350/W/25/3372635 (Appendix B) confirmed that at the time of the Appeal Hearing in early December 2025 that the Council is unable to demonstrate a five-year housing land supply, with the Planning Inspector concluding that RVBC can demonstrate only a 3.45-year housing supply. This position engages the tilted balance under paragraph 11(d) of the NPPF, whereby planning permission should be granted unless:

- The application of policies in the NPPF that protect areas or assets of particular importance provides a clear reason for refusal; or
- Any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the NPPF as a whole.

### **Local Plan Policy**

While local policies seek to direct development to defined settlement boundaries, these policies are out-of-date for decision-making purposes due to the housing land supply shortfall. Consequently, reduced weight should be afforded to restrictive settlement boundary policies.

#### **4. Housing Land Supply and the Tilted Balance**

The Inspector's decision confirmed housing land supply position of 3.45 years is a critical material consideration. This represents a significant shortfall against the required five-year supply and triggers the presumption in favour of sustainable development.

In this context, the principle of new housing development is strongly supported in locations that are sustainable and capable of delivering housing in the short term. The proposed development of 9 bungalows would provide:

- An immediate contribution to housing delivery
- Deliverable, small-scale housing in a sustainable location
- Efficient use of land adjacent to an existing settlement

#### **5. Sustainability and Location**

Although the site lies outside the defined settlement boundary, it is functionally related to Billington and benefits from:

- Proximity to local services and facilities
- Accessibility to public transport routes
- Direct relationship with existing residential development

The scale of development (up to 9 units) represents a proportionate and logical extension to the settlement edge, rather than isolated or sporadic countryside development.

#### **6. Specialist Housing Need (Over 55 Accommodation)**

The proposal delivers purpose-built accommodation for the over 55 age group, addressing a nationally recognised and growing housing need.

This form of housing delivers multiple planning benefits:

- Supports downsizing and release of family housing stock
- Promotes independent living
- Reduces pressure on healthcare and social services
- Meets demographic needs in a sustainable and appropriate form

The NPPF strongly supports the delivery of housing for older people as part of creating balanced and inclusive communities.

#### **7. Material Consideration: Extant Nursery Consent**

The existing planning permission for a private children's day nursery establishes that:

- The principle of built development is already accepted

- Traffic generation, access and highway impacts have been considered acceptable
- The site is capable of accommodating development in planning and technical terms

The proposed residential use is inherently compatible with surrounding residential development and is likely to generate significantly lower traffic and amenity impacts than the approved nursery use. It is significant to acknowledge that this site is immediately adjacent to the St Vincents development which has delivered nineteen 2 bed apartments for the over 55 age group.-

## **8. Planning Balance**

The proposal delivers substantial public benefits, including:

- Contribution to housing land supply
- Delivery of specialist accommodation for older people
- Efficient use of a site with an extant development consent
- Sustainable settlement-edge development
- Support for local services and the rural economy

There are no identified adverse impacts that would significantly and demonstrably outweigh these benefits.

## **9. Conclusion**

This PiP application is fully supported by national planning policy, the current housing land supply position, and material considerations specific to the site.

Given:

- The confirmed 3.45-year housing land supply position
- The application of the NPPF tilted balance
- The sustainable settlement-edge location
- The extant consent for built development
- The delivery of much-needed over 55 accommodation

The principle of residential development on this site is clearly justified and supported.

It is therefore concluded that the proposed development of up to 9 bungalows for the over 55 age group represents sustainable development in accordance with the National Planning Policy Framework and should be granted Permission in Principle.

## **Appendix A**

# RIBBLE VALLEY BOROUGH COUNCIL

Department of Development

Council Offices, Church Walk, Clitheroe, Lancashire, BB7 2RA

Telephone: 01200 425111      Fax: 01200 414488

Planning Fax: 01200 414487

Town and Country Planning Act 1990

## PLANNING PERMISSION

**APPLICATION NO:** 3/2014/0801

**DECISION DATE:** 14 November 2014

**DATE RECEIVED:** 03/09/2014

### **APPLICANT:**

St Vincents HA and Oaks from Acorns  
Private Day Nursery  
c/o Agent

### **AGENT:**

Avalon Town Planning  
2 Reedley Business Centre  
Redman Road  
Burnley  
Lancs  
BB10 2TY

**DEVELOPMENT** Construction of 19 2-bed apartments for the over 55s and a 120 place childrens day nursery,  
**PROPOSED:** associated car parking and landscaping

**AT:** Land off Elker Lane  
Billington

Ribble Valley Borough Council hereby give notice that **permission has been granted** for the carrying out of the above development in accordance with the application plans and documents submitted subject to the following condition(s):

1. The development must be begun no later than the expiration of three years beginning with the date of this permission.

**REASON:** Required to be imposed in pursuance to Section 91 of the Town and Country Planning Act 1990.

2. This permission shall be implemented in accordance with the proposal as detailed on drawings ELKER/01Dwg03 REVA - proposed plans and elevations; ELKER/01Dwg05 REVA - proposed car parking; 805/A/000 - site location plan; 805/A/001 REV1 (received on 29 October 2014) - proposed site plan; 805/A/002 REVB - ground floor plan; 805/A/003 REVB - first floor plan; 805/A/005 REVA - proposed roof plan; 805/A/006 REVA 2B3P - apartment type 1; 805/A/007 REVA 2B3P - apartment type 2; 805/A/008 REVVC - proposed elevations; 805/A/009 REVVB - proposed elevations; 805/A/010 REVVC - proposed elevations; 805/A/011 - proposed street elevations; 805/A/012 - apartment car park layout; 805/A/013 - 2B3P apartment type 3; 805/A/014 - existing site plan; 310403 - planting plan one of three; 3104/04 - planting plan two of three; 3104/05 - planting one three of three; 3104/01 - landscape layout.

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3. The residential units hereby permitted shall only be used for the purpose of providing affordable housing accommodation as defined in the Housing and Regeneration Act 2008 to be occupied by households or individual in housing need and in accordance with the submitted 'Affordable Housing Condition Terms'. The accommodation is for over 55s or such other persons approved by the HCA in need of 'Care and Support' accommodation.

This condition and the terms described in the 'Affordable Housing Condition Terms' dated 2/10/2014 shall not be binding upon any of the following:

- a. A mortgagee or chargee (or any receiver appointed by such mortgagee or chargee) of the development or any part thereof (including any individual residential unit or group of residential units) together with the successors in title to such mortgagee, chargee or receiver;
- b. A tenant of a residential unit who exercises any statutory right to buy or right to acquire (or equivalent right) such residential unit together with the mortgagee or chargee (or any receiver appointed by such mortgagee or chargee) of such tenant and successors title;
- c. A lessee of a residential unit held under a shared ownership lease who acquires 100% of the interest held under that lease together with the mortgagee or chargee (or any receiver appointed by such mortgagee or chargee) of such lessee and successors in title.

REASON: for the avoidance of doubt as the application is for a development of 100% affordable housing units and to comply with Policy H2 of the Ribble Valley Districtwide Local Plan and Policy DMH3 of the Core Strategy Submission Version as proposed to be modified.

4. The use of the children's day nursery in accordance with this permission shall be restricted to the hours between 0700 to 1800 Monday to Friday.

REASON: In order to comply with Policies G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Ribble Valley Core Strategy Submission Version as proposed to be modified. The use of the premises outside these hours could prove injurious to the character of the area and in order to safeguard residential amenities.

5. The approved landscaping scheme as detailed on drawings 3104/03, 3104/04 and 3104/05 (planting plans 1 - 3) shall be implemented in the first planting season following occupation or use of the development and shall be maintained thereafter for a period of not less than 5 years in accordance with the submitted 5 year Landscape Management Plan to the satisfaction of the Local Planning Authority. This maintenance shall include the replacement of any tree or shrub which is removed, or dies, or is seriously damaged, or becomes seriously diseased, by a species of similar size to those originally planted.

REASON: In the interests of the amenity of the area and to comply with Policy G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy Submission Version as proposed to be modified.

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6. Prior to commencement of any site works including delivery of building materials and excavations for foundations or services all trees identified in the arboricultural/ impact assessment and tree constraints plan shall be protected in accordance with the BS5837 2012 [Trees in Relation to Demolition, Design & Construction]

The details of which shall be agreed in writing and implemented in full under the supervision of a qualified arboriculturalist and in liaison with the Countryside/Tree Officer. A tree protection monitoring schedule shall be agreed and tree protection measures inspected by the local planning authority before any site works are begun.

The root protection/exclusion zone shall remain in place until all building work has been completed and all excess materials have been removed from site including soil/spoil and rubble.

During the building works no excavations or changes in ground levels shall take place and no building materials/spoil/soil/rubble shall be stored or redistributed within the protection/exclusion zone, in addition no impermeable surfacing shall be constructed within the protection zone.

No tree surgery or pruning shall be implemented without prior written consent, which will only be granted when the local authority is satisfied that it is necessary is in accordance with BS3998 for tree work and carried out by an approved arboricultural contractor.

REASON: In order to ensure that any trees affected by development and considered to be of visual, amenity and value and making a contribution to landscape character are given maximum physical protection against the potential adverse effects of development and to comply with Policies G1 and ENV13 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy Submission Version as proposed to be modified.

7. No tree felling shall take place until such time that all the trees identified for removal have been conclusively established in relation to their potential use by bats. The trees shall be subject of a detailed investigation prior to the commencement of felling by a qualified and licensed ecologist and in accordance with the Bat Conservation Trust Good Practice Guidelines. The results of the investigation shall be submitted to the Local Planning Authority

REASON: To protect the bat population from damaging activities and reduce/remove the impact of tree felling for development in the interests of protecting nature and conservation issues in accordance with Policy ENV7 of the Ribble Valley Districtwide Local Plan and Policy DME3 of the Core Strategy Submission Version as proposed to be modified.

8. The new estate road/access between the site and Elker Lane shall be constructed in accordance with the Lancashire County Council Specification for Construction of Estate Roads to at least base course level before any development takes place within the site.

REASON: To ensure that satisfactory access is provided to the site before the development hereby permitted becomes operative in accordance with Policy G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy Submission Version as proposed to be modified.

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9. Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) Order 1995 there shall not at any time in connection with the development hereby permitted be erected or planted or allowed to remain upon the land hereinafter defined any building, wall, fence, hedge, tree, shrub or other device over 1m above road level. The visibility splay to be the subject of this condition shall be that land in front of a line drawn from a point 2.4m measured along the centre line of the proposed road from the continuation of the nearer edge of the carriageway of Elker Lane to points measured 43m in each direction along the nearer edge of the carriageway of Elker Lane, from the centre line of the access and shall be maintained at footway/verge level in accordance with a scheme to be agreed by the Local Planning Authority in conjunction with the Highway Authority').

REASON: To ensure adequate visibility at the street junction or site access in accordance with Policy G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy Submission Version as proposed to be modified.

10. The car park shall be surfaced or paved in accordance with a scheme to be approved by the Local Planning Authority and the car parking spaces and manoeuvring areas marked out in accordance with the approved plan, before the use of the premises hereby permitted becomes operative.

REASON: To allow for the effective use of the parking areas in accordance with Policy G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy Submission Version as proposed to be modified.

11. The cycling facilities to be provided in accordance with a scheme to be approved by the Local Planning Authority and the cycling facilities to be provided in accordance with the approved plan, before the use of the premises hereby permitted becomes operative.

REASON: To allow for the effective use of the parking areas in accordance with Policy G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy Submission Version as proposed to be modified.

12. The motorbike facilities to be provided in accordance with a scheme to be approved by the Local Planning Authority and the motorbike facilities to be provided in accordance with the approved plan, before the use of the premises hereby permitted becomes operative.

REASON: To allow for the effective use of the parking areas in accordance with Policy G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy Submission Version as proposed to be modified.

13. Prior to the first use of the development hereby permitted, a Travel Plan shall be submitted to, and approved in writing by, the Local Planning Authority in consultation with the Highway Authority. The Business Travel Plan shall be implemented within the timescale set out in the approved plan and will be audited and updated at intervals not greater than 18 months to ensure that the approved Plan is carried out.

REASON: To promote and provide access to sustainable transport options in accordance with Policy G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy Submission Version as proposed to be modified.

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14. The development hereby permitted shall be carried out in strict accordance with the mitigation measures outlined in Section 10.1 to 10.3 of the Noise Assessment Report dated 23 October 2014. Precise details of the acoustic barriers shall be submitted to and approved in writing by the Local Planning Authority prior to their installation. The barriers shall thereafter be constructed in accordance with the details so approved and also noise mitigation measures thereafter retained in perpetuity.

REASON: In the interests of amenity in accordance with Policy G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy submission version as proposed to be modified.

15. The development shall be carried out in accordance with the construction method statement submitted on 12 November 2014. The approved statement shall be adhered to throughout the construction period.

REASON: In the interests of amenity in accordance with Policy G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy submission version as proposed to be modified.

16. The off-site highway works associated with the creation of the lay-by on the easterly side of Elker Lane shall be fully implemented and available for use prior to the occupation of the first apartments or the Children's Day Nursery whichever is the earlier

REASON: To enable all construction traffic to enter and leave the premises in a safe manner without causing a hazard to other road users in the interests of highway safety in accordance with Policy G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy Submission Version as proposed to be modified.

17. The development permitted by this planning permission shall only be carried out in accordance with the approved FRA (Ref: B1586 Version 2, dated 11 September 2014) and the mitigation measures detailed within the FRA. The mitigation measures shall be fully implemented prior to occupation and subsequently in accordance with the timing/phasing arrangements embodied within the scheme, or within any other period as may subsequently be agreed, in writing, by the Local Planning Authority.

REASON: To ensure the development is not at an unacceptable risk of flooding or exacerbate flood risk elsewhere in accordance with Policy G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy Submission Version as proposed to be modified.

18. Foul water shall be drained on a separate system. No building shall be occupied until the approved foul drainage scheme has been completed to serve that building(s) in accordance with the approved details. This development shall be completed, maintained and managed in accordance with the approved scheme.

REASON To prevent the increased risk of flooding, both on and off site in accordance with Policy G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy Submission Version as proposed to be modified.

19. The surface water drainage scheme must be restricted to existing run-off rates unless otherwise agreed in writing by the Local Planning Authority, no surface water shall discharge to the public sewage system either directly or indirectly. The development shall be completed, maintained and managed in accordance with the approved details.

REASON: To prevent the increased risk of flooding, both on and off site in accordance with Policy G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy Submission Version as proposed to be modified.

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20. Precise specifications or samples of walling and roofing materials and details of any surface materials to be used including their colour and texture shall have been submitted to and approved in writing by the Local Planning Authority before their use in the proposed works.

REASON: In order that the Local Planning Authority may ensure that the materials to be used are appropriate to the locality in accordance with Policy G1 of the Ribble Valley Districtwide Local Plan and Policy DMG1 of the Core Strategy Submission Version as proposed to be modified.

Note(s)

1. For rights of appeal in respect of any condition(s)/or reason(s) attached to the permission see the attached notes.
2. The applicant is advised that should there be any deviation from the approved plan the Local Planning Authority must be informed. It is therefore vital that any future Building Regulation application must comply with the approved planning application.
3. The grant of planning permission will require the applicant to enter into an appropriate Legal Agreement, with the County Council as Highway Authority. The Highway Authority hereby reserves the right to provide the highway works within the highway associated with this proposal. Provision of the highway works includes design, procurement of the work by contract and supervision of the works. The applicant should be advised to contact the Environment Directorate for further information by telephoning the Developer Support Section.
4. Before proceeding with the scheme preparation the Developer should consult with the Environment Director for detailed requirements relating to land arrangements, design, assessment, construction and maintenance of all existing or new highway structures included in, or affected by, the proposed scheme. For this purpose the term highway structure shall include: -

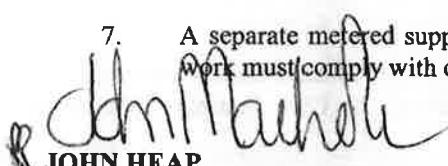
"any bridge or culvert having a span of 1.5 metres or greater, or having a waterway opening cross sectional area exceeding 2.2 square metres {Note: span refers to the distance between centre of supports and not the clear distance between supports},

"any retaining wall supporting the highway (including and supporting land which provides support to the highway),

"Any retaining wall supporting land or property alongside the highway.

The term 'highway' shall include footpaths and bridleways

5. Any works to the watercourses within or adjacent to the site which involve infilling, diversion, culverting or which may otherwise restrict flow, may require the prior formal Consent of the Lead Local Flood Authority (Lancashire County Council) under Section 23 of the Land Drainage Act 1991.
6. Prior to being discharged into any watercourse, surface water sewer or soakaway system, all surface water drainage from parking/servicing areas should be passed through an oil interceptor designed and constructed to have a capacity and details compatible with the site being drained.
7. A separate metered supply to each unit will be required at the applicant's expense and all internal pipe work must comply with current water supply (water fittings) regulations 1999.



JOHN HEAP  
DIRECTOR OF COMMUNITY SERVICES

## **Appendix B**



## Appeal Decision

Hearing held on 9 December 2025

Site visit made on 9 December 2025

by **Elaine Moulton BA (Hons) BPI MRTPI**

an Inspector appointed by the Secretary of State

Decision date: 7 January 2026

**Appeal Ref: APP/T2350/W/25/3372635**

**Land to South of Chatburn Old Road, Chatburn, BB7 4QG**

- The appeal is made under section 78 of the Town and Country Planning Act 1990 (as amended) against a refusal to grant permission in principle.
- The appeal is made by Mr Ronald Jackson against the decision of Ribble Valley Borough Council.
- The application Ref is 3/2025/0414.
- The development proposed is residential development of up to nine dwellings.

### Decision

1. The appeal is allowed and permission in principle is granted for residential development comprising a minimum of 1 dwelling and a maximum of 9 dwellings at Land to South of Chatburn Old Road, Chatburn BB7 4QG in accordance with the terms of the application, Ref 3/2025/0414, dated 23 May 2025.

### Preliminary Matters

2. The proposal is for permission in principle. Planning Practice Guidance (PPG) advises that this is an alternative way of obtaining planning permission for housing-led development. The permission in principle consent route has 2 stages: the first stage (or permission in principle stage) establishes whether a site is suitable in-principle, and the second (technical details consent) stage is when the detailed development proposals are assessed. This appeal relates to the first of these 2 stages.
3. The scope of the considerations for permission in principle is limited to location, land use and the amount of development permitted<sup>1</sup>. All other matters are considered as part of a subsequent Technical Details Consent application if permission in principle is granted. I have determined the appeal accordingly.

### Main Issues

4. The main issues are:
  - a) Whether the site is a suitable location for the proposed development, having regard to local policy; and
  - b) Whether any harm would be outweighed by other material considerations, in particular whether the Council can currently demonstrate a five-year housing land supply, the provision of affordable housing and economic benefits of the development.

<sup>1</sup> PPG Permission in Principle Paragraph: 012 Reference ID: 58-012-20180615

## Reasons

### ***Suitable location***

5. Key Statement DS1 of the Core Strategy 2008 – 2028 (CS), adopted 16 December 2014, sets out a development strategy for the Borough. The strategy directs the majority of new housing development to an identified strategic site and the principal settlements of Clitheroe, Longridge and Whalley. In addition, it states that development will be focused towards Tier 1 Villages, which are the more sustainable of the defined settlements. The appeal site is, largely, outside of the defined boundary of Chatburn, which is identified as a Tier 1 Village.
6. CS Policy DMG2 indicates that outside of defined settlement areas, development must meet at least one of several considerations. CS Policy DMH3 states that within areas defined as open countryside, residential development will be limited to specified types. The main parties agree that, as the proposed development does not meet any of the listed considerations or exceptions, it does not accord with such policies. There is no evidence before me that would lead me to conclude differently.
7. Although within the open countryside, the appeal site adjoins the defined settlement boundary of Chatburn. Notwithstanding the gradients of the surrounding land, it has good pedestrian and cyclist access to the facilities and services it contains along the quiet Chatburn Old Road. Furthermore, the nearest bus stop is within a reasonable walking distance of the site which, according to the evidence before me, provides frequent bus services to and from the principal settlement of Clitheroe, as well as Skipton and Preston.
8. The future occupiers of the proposed development would not, therefore, be wholly reliant on the use of a private vehicle. As such, it would be in an accessible location. Nonetheless, it remains that the proposal conflicts with the policies identified above.
9. In conclusion, although in an accessible location, having regard to the identified conflict with CS policies DMG2 and DMH3, the site is not a suitable location for the proposed development.

### ***Other considerations***

#### *Housing land supply*

10. The main parties agree that the five-year housing land supply (5YHLS) should be calculated against local housing need using the standard method in the PPG, and that this equates to 311 dwellings per annum. There is also agreement that a 5% buffer applies. Based upon the evidence before me, I concur.
11. There is, however, disagreement between the main parties on two grounds. The first relates to how past over-supply of housing should be taken into consideration. The second issue relates to the extent of the deliverable supply.
12. It is the Council's position that the 5YHLS requirement should be reduced by the over-supply of previous years, 536 dwellings, which would reduce the requirement to 204 dwellings per annum, or 214 dwellings when the 5% buffer is applied. The

appellant contends that local housing need should not be reduced by over-supply. The effect of which would reduce the housing land supply position from 6.19 years, as advanced by the Council, to 4.05 years.

13. I acknowledge that the Framework and PPG do not rule out the use of past over-supply to reduce future housing requirements. Nevertheless, to adopt the approach of the Council, and that of the Inspectors in the decisions it has highlighted, would impede the achievement of the Government's objective to significantly boost the supply of homes. I therefore find that the forward-facing approach adopted in the appeal decisions and local plan examination letters that have been referred to by the appellant to be the most appropriate.
14. Thus, it is my judgement that past over-supply should not be used to reduce local housing need requirements in this case. This should not be seen as penalising the Council, as has been suggested, rather, it is part of the solution to the acute housing crisis that exists nationally.
15. Turning to the second matter of disagreement, the extent of the deliverable supply, it is now agreed that 74 dwellings on the site of land at Accrington Road, Whalley should be included in the housing land supply. However, the appellant considers that development on three other sites is not deliverable within the 5-year period and should not count towards the 5YHLS.
16. The disputed site, land at Highmoor Farm, Clitheroe, has the benefit of outline planning permission. The sale of the site and the submission of a reserved matters application is, however, dependent upon the completion of an agreement with the Council to facilitate the creation of an appropriate access. For this reason, the applicant for the outline planning permission, states that the completion of the sale of the land and the submission of a reserved matters application before the outline permission expires are hopeful rather than guaranteed. At the Hearing the Council advised that progress had been made on the agreement, but that it was not yet completed. Furthermore, there is no evidence before me that a performance agreement is in place that sets out the timescale for approval of a reserved matters application and the discharge of conditions.
17. In my view, it has not been demonstrated that firm progress has been made towards approving the reserved matters and, accordingly, there is no clear evidence that housing completions will begin on the Highmoor Farm site within the five-year period. Therefore, 75 dwellings should be removed from the 5YHLS.
18. There is currently no planning permission on the disputed site of land at Wilpshire (Salisbury View), although I note that, following pre-application discussions, a planning application for 80 dwellings was submitted on 1 October 2025, to which no technical objections have been received from statutory consultees. Nonetheless, even if I were to agree that the appeal decision, that dismissed a development of 84 dwellings on this site, supports the density of the current proposal, this is not sufficient to demonstrate that it will be permitted, particularly considering the strong objections from the relevant Parish Councils that were brought to my attention.
19. Furthermore, although I note that the Council indicate that it is likely that the application would be determined by Planning Committee in January or February 2026, at the time of the Hearing a report had not been published on an agenda. As such, as well as there being no certainty as to whether the proposal will be

permitted, it is unclear when a decision will be made on the application. Consequently, there is no clear evidence that the projected number of dwellings on this site can be delivered within the 5-year period. 75 dwellings should therefore be removed from the 5YHLS.

20. The disputed site, Standen Littlemoor Phases 5 & 6, also has the benefit of outline planning permission and a reserved matters application was submitted in March 2022. However, approaching four years later it remains undetermined and, as confirmed by the Council at the Hearing, amended plans are awaited. Although the Council anticipates that the application will be determined in early 2026, in the absence of a planning performance agreement that sets out the timescale for approval of reserved matters there is no certainty in this regard.
21. It is apparent that the developers are constructing dwellings on Phases 2 to 4 of the Standon Littlemoor site, but a significant number are yet to be completed. Although the Council does not predict any completions on Phases 5 & 6 until year 5, it is my view that no robust evidence has been presented to demonstrate that development will be carried out on such later phases within 5 years. Accordingly, a further 41 dwellings should be removed from the 5YHLS.
22. I therefore find that, at this point in time, the deliverable supply of housing amounts to 1,130 dwellings, which, in combination with the consequences of not deducting past over-supply from the local housing need requirements, reduces the housing land supply position to 3.45 years.
23. The Council has consistently delivered more completions than required since 2014/15, and there is no compelling evidence before me to suggest that this will not continue. This is a material consideration that tempers the weight to be given to housing delivery as a benefit of the proposed development. Nonetheless, given the significant shortfall in the 5YHLS at this time, I afford substantial weight to the proposed provision of housing, given that it is in an accessible location.

#### *Affordable housing*

24. The Council contends that because affordable housing could not be secured at this first, permission in principle, stage, the provision of on-site affordable housing should not be considered as a benefit that weighs in favour of the proposed development. Nevertheless, CS Key Statement H3 states that for developments of 5 or more dwellings (or sites of 0.2 hectares or more irrespective of the number of dwellings) on sites outside of the settlement boundaries of Clitheroe and Longridge, the Council will require 30% affordable units on-site. The policy also indicates that the Council will only consider a reduction in this level, to a minimum of 20%, where supporting evidence justifies it.
25. I note that, in a previous appeal decision on this site relating to the refusal of Technical Details Consent<sup>2</sup>, the Inspector found that a financial contribution towards off-site provision equivalent to the 20% minimum level set out in policy could be supported. Whilst acknowledging that financial circumstances can change over time, I see no reason why affordable housing in some form could not be secured in connection with the current proposal at the technical details consent stage. However, as there remains uncertainty as to the level of affordable housing

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<sup>2</sup> APP/T2350/W/23/3333973

provision, this benefit carries limited weight in support of the proposed development.

#### *Economic benefits*

26. There would be economic benefits arising from the construction of the proposed development, and expenditure by its future occupiers, which is quantified by the appellant. Although there is no certainty as to where the occupier expenditure would take place, it is reasonable to find that a considerable proportion would be spent in local shops, services and amenities given that they would be accessible and convenient. I therefore attach moderate weight to such benefits in favour of the proposed development.

#### **Other Matters**

27. Interested parties have raised concerns regarding the potential effects of additional traffic along Chatburn Old Road. However, based on what is before me, I agree with the Council that there are no highway grounds that would support the conclusion that the appeal site is not suitable for residential development. Furthermore, no robust evidence has been presented to conclude that local infrastructure, such as schools, lack capacity to accommodate the proposed development.
28. I have also had regard to the other matters raised by interested parties, including the effect of the proposed development on the character and appearance of the area, the living conditions of nearby residents, a protected tree, wildlife and habitats, a public right of way and drainage. Nonetheless, these relate to the details, and not the principle, of the proposed development. Accordingly, they are matters for consideration at this appeal and will be dealt with at the second (technical details consent) stage.

#### **Planning Balance**

29. The proposed development would conflict with the spatial strategy set out in the development plan as the site lies outside the settlement boundary of Chatburn. Furthermore, it would not meet any of the identified considerations or exceptions which are required for residential development to be acceptable in the open countryside.
30. I have found that the Council cannot demonstrate a 5YHLS. Accordingly, as set out in footnote 8 of the Framework, the most important policies of the development plan are considered to be out-of-date. Consequently, paragraph 11 d) of the Framework applies.
31. In its favour, the proposed development would make a modest contribution to the supply of housing, of up to 9 dwellings, in an accessible location. Given the significant shortfall in the 5YHLS at this time, I afford this substantial weight. Additionally, I attach moderate weight to its economic benefits and limited weight to the contribution that it could make in respect of affordable housing.
32. The adverse impact I have identified, arising from the conflict with the spatial strategy, would not significantly and demonstrably outweigh such benefits. Consequently, the presumption in favour of sustainable development applies and paragraph 11 d) indicates that permission should be granted. There are no other material considerations to override this finding.

## **Conditions**

33. The PPG makes it clear that it is not possible for conditions to be attached to a grant of permission in principle. Therefore, whilst I acknowledge that the conditions suggested by the Council all relate to matters within the scope of a permission in principle decision, I have not imposed them.

## **Conclusion**

34. For the reasons set out above, I conclude that the appeal should be allowed.

*Elaine Moulton*

INSPECTOR

## **APPEARANCES**

### **FOR THE APPELLANT:**

Christian Hawley	Barrister, No 5 Chambers
Ben Pyecroft	Emery Planning
Caroline Payne	Emery Planning

### **FOR THE LOCAL PLANNING AUTHORITY:**

Erika Eden-Porter	Head of Strategic Housing and Planning
Stephen Kilmartin	Principal Planning and Urban Design Officer
Yvonne Smallwood	Planning Policy Officer