

**Report to be read in conjunction with the Decision Notice.**

<b>Signed:</b>	<b>Officer:</b>	<b>MC</b>	<b>Date:</b>	<b>21/04/2026</b>	<b>Manager:</b>	<b>LH</b>	<b>Date:</b>	<b>22/4/26</b>
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<b>Application Ref:</b>	3/2026/0146			 <p>Ribble Valley Borough Council <a href="http://www.ribblevalley.gov.uk">www.ribblevalley.gov.uk</a></p>
<b>Date Inspected:</b>	n/a (visited for pre-application enquiry September 2025)	<b>Site Notice:</b>	17/03/2026	
<b>Officer:</b>	MC			
<b>DELEGATED ITEM FILE REPORT:</b>				<b>REFUSAL</b>

<b>Development Description:</b>	Proposed change of use of annex to separate dwelling house.
<b>Site Address/Location:</b>	Annexe at 8 Longridge Road, Hurst Green, BB7 9QP

<b>CONSULTATIONS:</b>	<b>Parish/Town Council</b>
<p>Aighton, Bailey and Chaigley PC object to the proposal on the following grounds:</p> <ul style="list-style-type: none"> <li>- Concerns regarding limited parking availability and access to parking area is shared</li> <li>- Visibility and access to parking area is limited due to contours of road</li> <li>- Granting approval to the application could potentially set a precedent for other applications</li> <li>- Previous applications to have the property approved as a separate dwelling have been refused on various grounds</li> </ul>	

<b>CONSULTATIONS:</b>	<b>Highways/Water Authority/Other Bodies</b>
<b>LCC Highways:</b>	No objection

<b>CONSULTATIONS:</b>	<b>Additional Representations.</b>
<p>Three objections and one letter of support have been made raising the following comments/concerns:</p> <ul style="list-style-type: none"> <li>• The main dwelling could be turned into a holiday let</li> <li>• The change of use would have a detrimental impact on wildlife from increased noise/light pollution</li> <li>• No basis for original restriction as holiday let to change</li> <li>• More regular use of property could increase risk of subsidence</li> <li>• Loss of privacy</li> <li>• Some trees have fallen/been removed since permission was previously granted</li> <li>• The change of use would positively contribute to housing stock in the area</li> </ul>	

<b>RELEVANT POLICIES AND SITE PLANNING HISTORY:</b>
<p><b>Ribble Valley Core Strategy:</b></p> <p>Key Statement DS1: Development Strategy          Key Statement DS2: Sustainable development          Key Statement EN2: Landscape          Key Statement EN3: Sustainable Development and Climate Change          Key Statement EN4: Biodiversity and Geodiversity</p>

Key Statement EN5: Heritage Assets  
Key Statement 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 DME3: Site and Species Protection and Conservation  
Policy DME4: Protecting Heritage Assets  
Policy DME5: Renewable Energy  
Policy DME6: Water Management  
Policy DMH3: Dwellings in the Open Countryside and AONB  
Policy DMH4: The Conversion of Barns And Other Buildings To Dwellings  
Policy DMB3: Recreation and Tourism Development  
  
National Planning Policy Framework (NPPF)

**Relevant Planning History:**

**3/2025/0856**

Variation of condition 2 of application 3/2020/0407 to regularise the as-built position of steps from annex to upper parking area, raised walkway, insertion of first floor rear window and erection of covered walkway.  
*Approved with Conditions*

**3/2021/0603**

Construction of vehicle crossing (drop kerb) onto Longridge Road providing an alternative means of vehicle access to the applicant's land for the applicant's personal use and to allow United Utilities to access, repair and future maintenance to the existing rising sewer main between The Dene and Longridge Road.  
*Approved with Conditions*

**3/2020/0555**

Discharge of condition 4 (materials) from planning permission 3/2020/0407.  
*Approved*

**3/2020/0407**

Variation of condition 2 of application 3/2019/0404 to allow revised site plan.  
*Approved with Conditions*

**3/2020/0269**

Non-material amendment to planning permission 3/2019/0404 to re-locate the footprint of the annex.  
*Refused*

**3/2019/0963**

Discharge of conditions 3 (artificial lighting) and 4 (bird and bat boxes) from planning permission 3/2019/0404.  
*Approved with Conditions*

**3/2019/0404**

Demolition of existing annex and replacement with new annex including creation of extended car parking area.  
*Approved with Conditions*

## ASSESSMENT OF PROPOSED DEVELOPMENT:

### Site Description and Surrounding Area:

The application relates to a detached building located within the Tier 2 Village of Hurst Green. The building is two storeys and currently comprises an annexe and a parking area. The site is also located within the Forest of Bowland National Landscape and within the Hurst Green Conservation Area. The land where the building is sited is on sloping land, declining steeply down towards Dean Brook. Consequently, there are steep steps from the land level at Longridge Road down to the building and the roof of the building sits at the same level as the road.

The building has a mono-pitched roof with a green roof, timber vertical cladding, dark grey windows and has its own private amenity space at the lower ground level.

Planning permission has been recently granted in the form of a Section 73 application to regularise the as-built position of steps from annex to upper parking area, raised walkway, insertion of first floor rear window and erection of covered walkway.

### Proposed Development for which consent is sought:

The proposed development is for the change of use of the existing annexe to use as an independent dwellinghouse (1 bedroom).

### Principle of Development:

#### Spatial Strategy

Key Statement DS1 relates to new housing development and seeks to direct new housing development within an identified strategic site and the principal settlements of Clitheroe, Whalley and Longridge in addition to Tier 1 Villages which are the more sustainable of the Borough's 32 defined settlements. The same policy also requires development within the Borough's remaining 23 Tier 2 Village settlements to meet proven local needs or deliver regeneration benefits.

The site is located within the defined settlement of Hurst Green which is a Tier 2 Village as defined in the Ribble Valley Core Strategy.

Policy DMG2 is of some relevance which requires development within the Tier 2 villages and outside the defined settlement areas to meet at least one of six considerations which are listed as below:

- 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.*

The relevant criterion of this policy is Criterion 3 which allows for local needs housing which meets an identified need.

No information has been submitted with the application which states that the new dwelling would be for Local Needs Housing which meets an identified need and as such, the proposal fails to comply with Policy DMG2 of the Ribble Valley Core Strategy.

Notwithstanding the above, also of relevance to the proposed development are Policies DMH3 and DMH4 of the Ribble Valley Core Strategy.

Policy DMH3 states that:

*Within areas defined as Open Countryside or AONB on the proposals map, residential development will be limited to:*

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

*2. the appropriate conversion of buildings to dwellings providing they are suitably located and their form and general design are in keeping with their surroundings. Buildings must be structurally sound and capable of conversion without the need for complete or substantial reconstruction.*

*3. the rebuilding or replacement of existing dwellings subject to the following criteria:*

- the residential use of the property should not have been abandoned.*
- there being no adverse impact on the landscape in relation to the new dwelling.*
- the need to extend an existing curtilage.*

Policy DMH3 relates to the conversion of buildings to dwellings, however this Policy is not considered to be engaged, as the building is already converted to habitable accommodation. Even if the development were to be considered a conversion, the proposal would not comply with Policy DMH3, as the building to be converted is not considered to be 'an appropriate conversion' because of its origins (approved as an ancillary building under planning ref: 3/2020/0407) or 'suitably located', for reasons expressed in the 'Sustainability' section below.

Policy DMH4 which is for the conversion of barns and other buildings to dwellings states that:

Planning permission will be granted for the conversion of buildings to dwellings where:

- 1. the building is not isolated in the landscape, i.e. it is within a defined settlement or forms part of an already group of buildings, and*
- 2. there need be no unnecessary expenditure by public authorities and utilities on the provision of infrastructure, and*
- 3. there would be no materially damaging effect on the landscape qualities of the area or harm to nature conservations interests, and*
- 4. there would be no detrimental effect on the rural economy, and*
- 5. the proposals are consistent with the conservation of the natural beauty of the area.*
- 6. that any existing nature conservation aspects of the existing structure are properly surveyed and where judged to be significant preserved or, if this is not possible, then any loss adequately mitigated.*

The building to be converted must:

- 1. be structurally sound and capable of conversion for the proposed use without the need for extensive building or major alternation, which would adversely affect the character or appearance of the building. The council will require a structural survey to be submitted with all planning application of this nature. this should include plans of any rebuilding that is proposed;*
- 2. be of a sufficient size to provide necessary living accommodation without the need for further extensions which would harm the character or appearance of the building, and*
- 3. the character of the building and its materials are appropriate to its surroundings and the building and its materials are worthy of retention because of its intrinsic interest or potential or its contribution to its setting, and*
- 4. the building has a genuine history of use for agriculture or another rural enterprise.*

The supporting text to policy DMH4 Ribble Valley Core Strategy notes that the re-use of existing rural buildings provides an important opportunity to preserve buildings that contribute to the areas character and setting, can usefully provide a housing resource and promote sustainability. Whilst the proposed development would re-use an existing building of permanent construction, it would not be a conversion.

Policy DMH4 also relates to the conversion of barns and other buildings to dwellings, however this Policy is not considered to be engaged, as the building is already converted to habitable accommodation. Even if the development were to be considered a conversion, the proposal would not comply with Policy DMH4, as the building to be converted was constructed as an ancillary outbuilding under planning ref: 3/2020/0407.

Therefore introducing a new dwelling in this location would conflict with the RVCS.

Paragraph 84 of the National Planning Policy Framework (the Framework) states that an exception to approving isolated homes in the countryside is where this would involve the subdivision of an existing residential building. As the proposal would involve sub-dividing the annexe from the host dwelling then it could be considered a sub-division, however given that no. Longridge Road is located within the settlement of Hurst Green, it is not physically remote (isolated) from a settlement, as such it is not considered that this exception to allowing for isolated homes in the Framework applies here. Furthermore, even if it did apply there is still a requirement to consider the site's accessibility.

### **Sustainability**

In terms of whether the site is in a sustainable location, as referred to at ii.) above and as required by policies DM12 and DMG3 of the RVCS, the site is located within the Forest of Bowland National Landscape, outside of the settlement of Hurst Green which is a Tier 2 settlement. Whilst Hurst Green does offer some facilities such as a primary school, pub, village hall and a café, it does not have a convenience store or a post office and as such, the services that are within the village are considered to be limited and would not serve the day-to-day needs of residents. With regards to the local bus service, there are two school buses that stop at Hurst Green and the number 5 public bus which includes stops at the principal settlements of Clitheroe and Longridge. The bus runs from Hurst Green from approximately 6:50am to 19:54pm hourly Monday to Saturday and approximately 09:00 to 17:00 every two hours on a Sunday. Journey times to Clitheroe are approximately 25 minutes and 17 minutes to Longridge. The bus service, including late night and Sunday services are therefore limited are not of a duration or frequency that would make travelling by public transport an attractive method of transport for future occupiers.

The existing lawful use as an annexe in supporting a shared household means that occupiers are more likely to share journeys for all manner of activities compared to two separate households as proposed, with the proposal resulting in an intensified residential use which would increase the reliance on private motor vehicles to access key services and facilities on a day-to-day basis.

Therefore the proposal would not adhere to the requirements of policies DM12 and DMG3 of the RVCS.

### **Housing Supply**

The most recently published five-year housing land supply figure for the Ribble Valley (base date of 31st March 2025) indicated that Ribble Valley Borough Council has a housing land supply of 6.2 years. However, a recent appeal decision (appeal ref: APP/T2350/W/25/3372635) has found that the Council no longer have a Five-Year Housing Land Supply and the housing supply is calculated to be 3.45 years.

The consequence of not having a 5YHLS is that paragraph 11(d) of the NPPF is engaged in the decision-making process. On this basis the restrictive approach toward new housing development outside of settlements must be considered to be out-of-date.

Specifically for decision taking this means if the most relevant Local Plan policies for determining a planning application are out of date (such as when a 5YHLS cannot be demonstrated), granting permission 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*

In terms of areas or assets of particular importance referred to at subsection i) above, these are identified as habitats sites and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, or a National Landscape, irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest...); and areas at risk of flooding or coastal change.

The application site is within the National Landscape and therefore this subsection potentially applies, and an assessment of compliance with relevant NPPF policy will be considered further in the planning balance section of this report.

#### **Heritage and Visual Amenity/External Appearance:**

Paragraph 135 of the NPPF states:

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

*Policy DMG1 also states that all development must:*

- “1. be of a high standard of building design which considers the 8 building in context principles (from the cabe/english heritage building on context toolkit.*
- 2. be sympathetic to existing and proposed land uses in terms of its size, intensity and nature as well as scale, massing, style, features and building materials.*
- 3. consider the density, layout and relationship between buildings, which is of major importance. particular emphasis will be placed on visual appearance and the relationship to surroundings, including impact on landscape character, as well as the effects of development on existing amenities.*
- 4. use sustainable construction techniques where possible and provide evidence that energy efficiency, as described within policy DME5, has been incorporated into schemes where possible.*
- 5. the code for sustainable homes and lifetime homes, or any subsequent nationally recognised equivalent standards, should be incorporated into schemes.”*

The site is also located within the setting of the Forest of Bowland National Landscape. Key Statement EN2 states that:

*“The landscape and character of those areas that contribute to the setting and character of the Forest of Bowland Areas of Outstanding Natural Beauty will be protected and conserved and wherever possible enhanced.”*

Policy DMG2 also states:

*“In protecting the designated Area of Outstanding Natural Beauty the Council will have regard to the economic and social wellbeing of the area. However the most important consideration in the assessment of any development proposals will be the protection, conservation and enhancement of the landscape and character of the area avoiding where possible habitat fragmentation. Where possible new development should be accommodated through the re-use of existing buildings, which in most cases is more appropriate*

than new build. Development will be required to be in keeping with the character of the landscape and acknowledge the 6

*special qualities of the AONB by virtue of its size, design, use of material, landscaping and siting. The AONB management plan should be considered and will be used by the council in determining planning applications.” The site also forms part of the setting of the Hurst Green Conservation Area. Key Statement EN5 states that: “There will be a presumption in favour of the conservation and enhancement of the significance of heritage assets and their settings. The Historic Environment and its Heritage Assets and their settings will be conserved and enhanced in a manner appropriate to their significance for their heritage value; their important contribution to local character, distinctiveness and sense of place; and to wider social, cultural and environmental benefits.”*

In addition, Policy DME4 states that:

*“Proposals within, or affecting views into and out of, or affecting the setting of a Conservation Area will be required to conserve and where appropriate enhance its character and appearance and those elements which contribute towards its significance. This should include considerations as to whether it conserves and enhances the special architectural and historic character of the area as set out in the relevant conservation area appraisal. Development which makes a positive contribution and conserves and enhances the character, appearance and significance of the area in terms of its location, scale, size, design and materials and existing buildings, structures, trees and open spaces will be supported.”*

It should be noted that the proposed change of use would not result in any external alterations to the building itself or surrounding area.

Given that no further works would be required to the site boundary treatments, within the site or to the building itself, it is considered that the proposal would not impact upon the character and appearance of the street scene and would have a neutral impact on the Forest of Bowland National Landscape and the Hurst Green Conservation Area in accordance with Key Statement EN2 and EN4 and Policies DMG1, DMG2 and DME4 of the Ribble Valley Core Strategy.

#### **Impact Upon Residential Amenity:**

Policy DMG1 of the Ribble Valley Core Strategy states that, development must:

- 1. Not adversely affect the amenities of the surrounding area.*
- 2. Provide adequate day lighting and privacy distances.*
- 3. Have regard to public safety and secured by design principles.*
- 4. Consider air quality and mitigate adverse impacts where possible.*

With regards to the potential impact on the occupiers of neighbouring residential properties, due to the land level changes between no. 8 and the annexe, there would not be any direct overlooking, should the site be separated.

Some concerns have been raised from neighbours regarding loss of privacy and trees which have been removed.

With regards to the impact on number no. 5 and no. 7 The Dene, the site is screened by existing vegetation. In addition to this, the separation distances between the properties are between 28 and 35 metres. As such, whilst the annexe does sit on higher land levels, it is not considered that the change of use to residential would result in any significant overlooking when compared to the level resulting from the existing annexe use.

As such, it is not considered that the proposed change of use would adversely impact on residential amenity in accordance with Policy DMG1 of the Ribble Valley Core Strategy.

### **Highways and Parking:**

Ribble Valley Core Strategy Policy DMG3 states that:

*'All development proposals will be required to provide adequate car parking and servicing space in line with currently approved standards'.*

In addition, Policy DMG1 states that all development must:

- 1. consider the potential traffic and car parking implications.*
- 2. ensure safe access can be provided which is suitable to accommodate the scale and type of traffic likely to be generated'.*

Concerns have been raised from neighbours regarding the limited parking availability and shared access, noting that visibility is limited due to contours of the road.

The Local Highway Authority (LHA) have provided comments on the application and they note that one parking space is being provided which is required by parking standards for this size of dwelling. It is also noted that the existing parking for No. 8 will remain and is not affected with this proposal and can provide at least 3 parking spaces within the curtilage of their property.

The properties have their own parking and access and as such, noting the comments above from the highway authority, the site has an existing acceptable access and parking arrangements for the number of bedrooms.

The change of use would therefore comply with Policy DMG1 and DMG3 of the Ribble Valley Core Strategy.

### **Landscape/Ecology:**

Policy DME1 of the Ribble Valley Core Strategy states that:

*'Where applications are likely to have a substantial effect on tree cover, the borough council will require detailed Arboricultural Survey information and tree constraint plans including appropriate plans and particulars. these will include the position of every tree on site that could be influenced by the proposed development and any tree on neighbouring land that is also likely to be within influencing distance and could also include other relevant information such as stem diameter and crown spread'.*

The proposal is for a change of use only and would not involve the removal of any trees.

Policy DME3 of the Ribble Valley Core Strategy states that:

*'Development proposals that are likely to adversely affect the following.... 'Wildlife species protected by law' will not be granted planning permission. exceptions will only be made where it can clearly be demonstrated that the benefits of a development at a site outweigh both the local and the wider impacts. Planning conditions or agreements will be used to secure protection or, in the case of any exceptional development as defined above, to mitigate any harm, unless arrangements can be made through planning conditions or agreements to secure their protection'.*

Concerns have been raised from the occupiers of neighbouring properties with regards to the potential impact on wildlife resulting from the change of use. However, it is not considered that there would be any material change when compared to the use as an annexe. It is therefore not considered that the change of use would conflict with Policy DME3 of the Ribble Valley Core Strategy.

With regards to BNG, as the proposal is for a change of use only, this would fall within the 'de minimis' exemption.

**Other Matters:**

Policy DME6 of the Ribble Valley Core Strategy states that:

*'Development will not be permitted where the proposal would be at an unacceptable risk of flooding or exacerbate flooding elsewhere.*

*Applications for development should include appropriate measures for the conservation, protection and management of water such that development contributes to:*

- 1. preventing pollution of surface and / or groundwater*
- 2. reducing water consumption*
- 3. reducing the risk of surface water flooding (for example the use of sustainable drainage systems (suds)) as a part of the consideration of water management issues, and in parallel with flood management objectives, the authority will also seek the protection of the borough's water courses for their biodiversity value.*

*All applications for planning permission should include details for surface water drainage and means of disposal based on sustainable drainage principles. the use of the public sewerage system is the least sustainable form of surface water drainage and therefore development proposals will be expected to investigate and identify more sustainable alternatives to help reduce the risk of surface water flooding and environmental impact'.*

Part of the site is located in Flood Zones 2 and 3. A Flood Risk Assessment has been provided which indicates that the property itself is located in Flood Zone 1 and the change of use would result in no significant increase in offsite flooding risks. It should also be noted that the walkway to exit the site is raised and is located outside of the flood zone so it is likely to be unaffected.

The proposal is therefore considered to comply with Policy DME6 of the Ribble Valley Core Strategy.

Concerns have been raised with regards to subsidence which could result from increased use. However, this is not a material consideration that would form part of the determination of this application.

**Conclusion and Planning Balance:**

For the above reasons the proposal fails to accord with the development plan. However, as the Council cannot demonstrate a five-year housing supply Paragraph 11d of the NPPF is engaged.

On this basis the restrictive approach toward new housing development in Tier 2 Settlements and within the National Landscape must be considered to be out-of-date. As the site lies within the National Landscape, sub section i) of Paragraph 11d) requires the LPA to consider whether the development would be in conflict with any of the NPPF policies that protect such areas.

The proposed change of use would not conflict with any of the Policies in the NPPF which relate to the National Landscape, as such it is relevant to go on to assess the proposal against sub-section ii) of 11d. This requires the tilted balance to be applied and consider whether the harms would significantly and demonstrably outweigh the benefits. In making this assessment, this requires the LPA to have particular regard to key policies for directing development to sustainable locations.

For the reasons outlined within this report it is not considered that the development is in a suitable or sustainable location as it would result in a more intensified residential use whereby future occupiers would be reliant on private motor vehicles to access key services and facilities on a daily basis. This harm carries significant weight.

The benefits of the development have been considered, namely the delivery of housing especially in the context of a lack of 5YHLS, albeit the development would only contribute one additional dwelling to the Council's housing supply as such this is considered to carry low weight. There would also be the benefit of consumer expenditure in the area, construction jobs and supporting the building industry supply chain. However, given the development is only for one dwelling, these benefits are considered to carry limited weight.

The granting of residential development in this location is considered to significantly and demonstrably outweigh the benefits and even on the application of the tilted balance, there would not be justification to grant planning permission. As such, this application is recommended for refusal.

<b>RECOMMENDATION:</b>	That planning permission be refused for the following reason(s):
<b>01:</b>	<p>The proposal is considered to be in direct conflict with Key Statement DMI2 and Policy DMG3 of the Ribble Valley Core Strategy and the overarching objectives of the National Planning Policy Framework (NPPF) insofar that approval would lead to the creation of one new residential dwelling in an unsustainable location whereby there would be a reliance on private motor vehicle by occupiers of the dwelling to access key services and facilities.</p> <p>When applying Paragraph 11d)(ii) of the NPPF, the resultant harm from allowing residential development in this unsustainable location is considered to significantly and demonstrably outweigh the benefits.</p>