


Report to be read in conjunction with the Decision Notice.

Signed:	Officer:	MC	Date:	10/04/2026	Manager:	LH	Date:	13/4/26
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Application Ref:	3/2026/0159			 Ribble Valley Borough Council <small>www.ribblevalley.gov.uk</small>
Date Inspected:	17/03/2026	Site Notice:	17/03/2026	
Officer:	MC			
DELEGATED ITEM FILE REPORT:				REFUSAL

Development Description:	Permission in principle for up to 3 no. self-build dwellings to include 1 no. bungalow for over 55's.
Site Address/Location:	Land off Shire Lane (adj Shire Lane House), Hurst Green, BB7 9QR

CONSULTATIONS:	Parish/Town Council
<p>Aighton, Bailey and Chaigley Parish Council object to the proposal. They raise concerns with regards to the access to Shire Lane which is limited and narrow with poor visibility to the main road. They also consider that the proposal is not in keeping with the area and is located within the Forest of Bowland National Landscape. Concerns are raised with regards to the impact on infrastructure in the area.</p>	

CONSULTATIONS:	Highways/Water Authority/Other Bodies
LCC Highways:	<p>Having reviewed the documents submitted, together with site observations, Lancashire County Council acting as the local highway authority raises an objection regarding the proposed development and concludes that there are highway grounds to support an objection as set out by NPPF due to the intensification of use of Shire Lane and Longridge Road junctions which have sub-standard access, sub-standard visibility splays and the detrimental impact upon highway users.</p> <p>Notwithstanding the additional information that has been submitted (visibility splays), the LHA consider that this does not fully address their comments and their original comments still stand. Concerns are raised with regards to the splays on the wider network connecting to Longridge Road.</p>
United Utilities:	<p>General comments made in relation to drainage. United Utilities (UU) note that their response to a subsequent technical matters application will be based upon the information that is available at the time of response. They note it is the applicants responsibility to investigate the existing of any infrastructure that might impact their details design. A water pumping station and associated mains are located within the site boundary and they recommend the applicant contact them prior to the submission of any subsequent planning applications.</p>

CONSULTATIONS:	Additional Representations.
<p>Four objection has been received in response to the application raising the following issues/comments:</p> <ul style="list-style-type: none"> • highway safety concerns for existing and future due to sharp bend, poor sightlines and narrow road • location not suitable for over older people • the elevations submitted conflict with the planning statement 	

- the site cannot accommodate three dwellings of such a size
- the proposal would not enhance the view or improve the landscape with the Forest of Bowland National Landscape
- access should be provided off Longridge Road rather than Shire Lane
- the village can already support aging population
- the dwellings will not be affordable

RELEVANT POLICIES:

Ribble Valley Core Strategy:

Key Statement DS1: Development Strategy
 Key Statement DS2: Sustainable Development
 Key Statement EN3: Sustainable Development and Climate Change
 Key Statement EN4: Biodiversity and Geodiversity
 Key Statement DMI2: Transport Considerations
 Key Statement H1- Housing Provision
 Key Statement H2 – Housing Balance

Policy DMG1 – General Considerations
 Policy DMG2 – Strategic Considerations
 Policy DMG3 – Transport & Mobility
 Policy DME1 – Protecting Trees and Woodlands
 Policy DME2 – Landscape and Townscape Protection
 Policy DME3 - Site and Species Protection and Conservation
 Policy DMH3 – Dwellings in the Open Countryside and AONB

National Planning Policy Framework (NPPF)

Relevant Planning History:

3/2023/0670

Proposed agricultural extension for storage.
 Permission not required

3/2022/0573

Proposed extension to the existing agricultural unit for breeding of livestock, new access road from Longridge Road and new barn.
 Refused

3/2022/0114

To develop existing agricultural unit and building into a working farm unit for breeding livestock with additional staff accommodation. Resubmission of 3/2021/0706.
 Refused

3/2021/0706

Proposed development of the existing agricultural unit and building into a working farm for breeding of livestock. Proposed new farm house with new access.
 Withdrawn

3/2013/1010

Two log cabins for holiday let use.
 Refused

3/2020/0567

Change of use of agricultural building to form one two-bedroom holiday cottage.

Refused

ASSESSMENT OF PROPOSED DEVELOPMENT:

Site Description and Surrounding Area:

The application site comprises a piece of agricultural land located on the south side of Shire Lane. There is a shed constructed in corrugated cement sheet roof with boarded and metal clad elevations over block walls.

Planning permission has been previously refused in 2020 for the conversion of the above building to a holiday let and permission has also been refused for an extension to the building and a new barn.

This application seeks permission in principle for up to 3 no. self-build dwellings to include 1 no. bungalow for over 55's.

Principle of Development:

Permission in Principle applications may only deal with the principle of development and are not applications for planning permission. Any other details relating to any other material planning consideration are to be dealt with within any future Technical Details application. Planning practice guidance confirms the scope of permission in principle as being limited to matters of location, land use and amount of development. As such these matters have been assessed as follows:-

Location

The application seeks permission in principle for the erection of up to 3 no. residential dwellings. As such, it is necessary to consider whether the location of the proposed new dwellings would be compatible with the overall spatial strategy for housing growth within the borough as identified within the currently adopted development strategy.

When considering the principle of a new residential dwelling, Key Statement DS1 states that:

The majority of new housing development will be:

- *concentrated within an identified strategic site located to the south of Clitheroe towards the A59; and the principal settlements of:*
- *Clitheroe;*
- *Longridge; and*
- *Whalley.*

In addition to the strategic site at Standen and the Borough's principal settlements, development will be focused towards the Tier 1 Villages, which are the more sustainable of the 32 defined settlements:

- *Barrow*
- *Billington*
- *Chatburn*
- *Gisburn*
- *Langho*
- *Mellor*

- Mellor Brook
- Read & Simonstone
- Wilpshire

The first part of Policy DMG2 states that:

‘Development should be in accordance with the core strategy development strategy and should support the spatial vision.

1. development proposals in the principal settlements of Clitheroe, Longridge and Whalley and the tier 1 villages 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’.

The second part of this policy 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 follows:

- 1. The development should be essential to the local economy or social well-being of the area.*
- 2. The development is needed for the purposes of forestry or agriculture.*
- 3. The development is for local needs housing which meets an identified need and is secured as such.*
- 4. The development is for small scale tourism or recreational developments appropriate to a rural area.*
- 5. The development is for small-scale uses appropriate to a rural area where a local need or benefit can be demonstrated.*
- 6. The development is compatible with the enterprise zone designation’.*

Policy DMH3 seeks to limit residential development in the open countryside and AONB to development essential for the purposes of agriculture or residential development which meets an identified local need.

Whilst the description of development has confirmed that one dwelling would be for over 55’s, this would not amount to addressing a local need. The site is located outside of a settlement boundary and as such, the proposal fails to accord with the spatial strategy for the Borough.

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:

- 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
- 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 within the 'land use' and 'amount of development' sections of this report and then considered further in the planning balance section of this report.

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.

In addition, the site's accessibility and connectivity to nearby services and facilities within Hurst Green and to bus stops is poor, with Shire Lane in particular a narrow winding road with no pavements or streetlights.

As such, future occupiers of the dwellings are likely to rely on private motor vehicle to access key services and facilities and the site is not considered to be a suitable or sustainable location for housing.

This will be discussed in more detail in the planning balance section of this report.

Land use

Policy DMG1 of the RVCS 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."*

Policy DMG3 also states that the Local Planning Authority will attached considerable weight to:

"The availability and adequacy of public transport and associated infrastructure to serve those moving to and from the development –

- 1. The relationship of the site to the primary route network and the strategic road network."*

The LHA have provided comments on the scheme and they note that Shire Lane joins Longridge Road to the west of the site and the junction is considered to be sub-standard for visibility splays and width and lies at an acute angle resulting in difficulties arising for drivers emerging and entering safely. Longridge Road is classified B6243 and is subject to a 40mph speed limit.

Shire Lane also joins Longridge Road to the east of the site, adjacent to St.John's Church, and the LHA raises similar concerns with a narrow carriageway width and sub-standard visibility splays. Dene Lane bridge passes over Dean Brook which has a 18tonne weight limit. They also note that the route is narrow and has a prohibition of driving except for access traffic regulation order to restrict traffic volumes.

The LHA consider that the highway network is not suitable to accommodate the intensification of use from the proposed development due to the narrow carriageway width without sufficient passing places and the sub-standard junction arrangements at both junctions onto the classified road network.

The LHA have stated that if the existing agricultural use ceases on the site, then a portion of the residential trips could be considered to be replacement trips however, this would need to be less than 3 dwellings.

Whilst highway safety matters would be dealt with at the 'Technical Matters' stage, having regard to the surroundings of the site, it is not considered that a residential use for up to three dwellings would be an appropriate land use, due to poor access arrangements, resulting in harmful vehicular use.

The proposal therefore fails to comply with Policy DMG1 and DMG3 of the Ribble Valley Core Strategy.

Amount of development

Policy DMG1 states:

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

Policy DMG2 of the Ribble Valley Core Strategy states that:

"Where possible new development should be accommodated through the re-use of existing buildings, which in most cases is more appropriate than new build".

Policy DMH3 of the RVCS seeks to restrict residential development within the National Landscape (formerly the AONB) to development essential for the purposes of agriculture or residential development which meets an identified local need. The same policy also allows for the conversion of buildings to dwellings and for the rebuilding and replacement of existing dwellings under certain circumstances.

In this instance permission in principle is sought for the development of up to three dwellings within the application site. The application has not been supported by any indicative site plan. However, indicative elevations have been provided which show large two storey dwellings with a maximum height of 8 metres, including gable features and first floor balconies.

Key Statement EN2 of the RVCS states that:

"The landscape and character of the Forest of Bowland Area of Outstanding Natural Beauty will be protected, conserved and enhanced. Any development will need to contribute to the conservation of the natural beauty of the area."

"As a principle the Council will expect development to be in keeping with the character of the landscape, reflecting local distinctiveness, vernacular style, scale, style, features and building materials."

Policy DMG2 also states that within the Forest of Bowland National Landscape:

"Development will be required to be in keeping with the character of the landscape and acknowledge the 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."

Paragraph 187 of the NPPF states that:

“Planning policies and decisions should contribute to and enhance the natural and local environment by:

a) protecting and enhancing valued landscapes, sites of biodiversity or geological value and soils (in a manner commensurate with their statutory status or identified quality in the development plan)”

Paragraph 189 of the NPPF also states that:

“Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and National Landscapes which have the highest status of protection in relation to these issues.

The scale and extent of development within all these designated areas should be limited, while development within their setting should be sensitively located and designed to avoid or minimise adverse impacts on the designated areas.”

The indicative dwellings are considered to be of such a size and scale that would result in adverse impact to the natural beauty of the Forest of Bowland National Landscape. Notwithstanding the above, even if a differing size of dwelling were to be considered if the application were to progress to ‘technical matters’, it is not considered that the introduction of three dwellings within the rural landscape of the Forest of Bowland National Landscape would be acceptable, as the site currently maintains open, countryside views. The introduction of three dwellings in this location, along with the associated hardstanding for driveways/parking and introduction of gates/walls fences to separate the residential curtilages that would form part of such residential scheme would result in a harmful urbanising impact, diminishing the natural beauty of the Forest of Bowland National Landscape.

As such, the amount of development proposed, for three residential dwellings is considered to be in direct conflict with Key Statement EN2 and Policies DMG1 and DMG2 of the Ribble Valley Core Strategy and paragraphs 187 and 189 of the NPPF.

Impact Upon Residential Amenity:

This application relates solely to principle of development and whether the proposal would align with the spatial and locational strategy of the borough.

As such, the impact upon the amenity of the occupiers of surrounding residential properties does not fall to be assessed within the scope of this application and would be reserved for consideration/assessment following the submission of ‘Technical Matters’.

Visual Amenity/External Appearance:

There have been a number of objections to the scheme raising concerns with regards to the design/size/scale of the dwellings. This application relates solely to principle of development and whether the proposal would align with the spatial and locational strategy of the borough.

The impact on the Forest of Bowland National Landscape has been previously assessed above in the ‘amount of development’ section. As this relates to the principle only, a full assessment of the scheme cannot be made with regards to the specific size and scale of the dwellings and associated development and the potential for adverse impact(s) upon the character or visual amenities of the area resultant from the development do not fall to be assessed within the scope of this application and would be reserved for consideration/assessment following the submission of ‘Technical Matters’.

Highways and Parking:

Lancashire County Council Highways have been consulted on the application and comments have been provided. Their comments have been assessed earlier in this report, under the 'land use' section which concludes that due to the substandard visibility splays at the end of Shire Lane, along with the narrow width of Shire Lane, the proposal would result in harm to highway users.

Whilst this has been taken into consideration under whether residential development is an appropriate 'land use' for the site, the specific matters relating to highway safety fall to be assessed under details submitted with a 'Technical Matters' application and highway safety alone would not warrant refusal of this application.

Landscape/Ecology:

Appropriate surveys would be required to be undertaken (Preliminary Ecological Appraisal) given the close proximity to mature trees and submitted in support of any subsequent 'Technical Matters' submission to determine whether the proposal is likely to result in adverse impacts upon protected species or species of conservation concern.

In addition, at the 'Technical Matters' stage, the applicant would be required to demonstrate how the proposal would achieve the mandatory 10% Biodiversity Net-Gain or provide an appropriate exemption in accordance with Section 4 of The Biodiversity Gain Requirements (Exemptions) Regulations 2024.

Other matters

The Council's records indicate that United Utilities have apparatus which runs directly through the application site. An application for technical details consent would be expected to demonstrate how the development could come forward without compromising these assets. In any event, this would be a separate matter for the landowner to resolve with United Utilities.

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 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. In light of the issues raised in regard to the harm to the character of the National Landscape, the scheme is considered to conflict with Paragraphs 187 and 189 of the NPPF.

In which case, the application of NPPF para 11(d)(i) means that the tilted balance need not apply under 11(d)(ii). Nevertheless, the tilted balance has been applied in any event and as set out below the harms would significantly and demonstrably outweigh the benefits so its application would not change the outcome.

Sub section ii) of Para 11d) requires the LPA to consider whether the adverse impacts of the development would significantly and demonstrably outweigh the benefits.

The proposal fails to accord with paragraphs 187 and 189 of the NPPF, Key Statement EN2 and Policies DMG1 and DMG2 of the Ribble Valley Core Strategy, insofar that the principle of allowing up to three dwellings in this location would fail to protect, conserve and enhance the landscape and character of the

Forest of Bowland National Landscape and would result in a harmful urbanising impact, diminishing its natural beauty.

Paragraph 11d) section ii) also requires the LPA to have particular regard to key policies for directing development to sustainable locations, and for the reasons outlined within this statement it is not considered that the development is in a suitable or sustainable location as there would be a reliance on private motor vehicle for future occupiers to access key services and facilities. Additionally, highway safety concerns have been identified meaning that the amount and type of development is not appropriate for the site.

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 up to three dwellings to the Council's housing supply as such this is considered to carry moderate 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 up to three dwellings 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.

RECOMMENDATION:	That Permission in Principle be refused.
01:	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 up to three new residential dwellings in an unsustainable location whereby there would be a reliance on private motor vehicle by occupiers of the dwellings to access key services and facilities.
02:	The amount and type of development proposed conflicts with Key Statement EN2, Policies DMG1 and DMG2 of the Ribble Valley Core Strategy and paragraphs 187 and 189 of the NPPF, by virtue of the introduction of up to three residential dwellings which fail to protect, conserve or enhance the character and landscape of the Forest of Bowland National Landscape and would result in a harmful urbanising impact, diminishing its natural beauty.
03:	The amount and type of development proposed conflicts with Policy DMG1 of the Ribble Valley Core Strategy and paragraphs 115 and 116 of the NPPF as the proposal fails to provide a safe and suitable access to the site resulting in an unacceptable impact on highway safety due to the restrictions of Shire Lane and its junctions with Longridge Road.