

RECOMMENDATION FOR PLANNING AND DEVELOPMENT COMMITTEE

DEFER AND DELEGATE

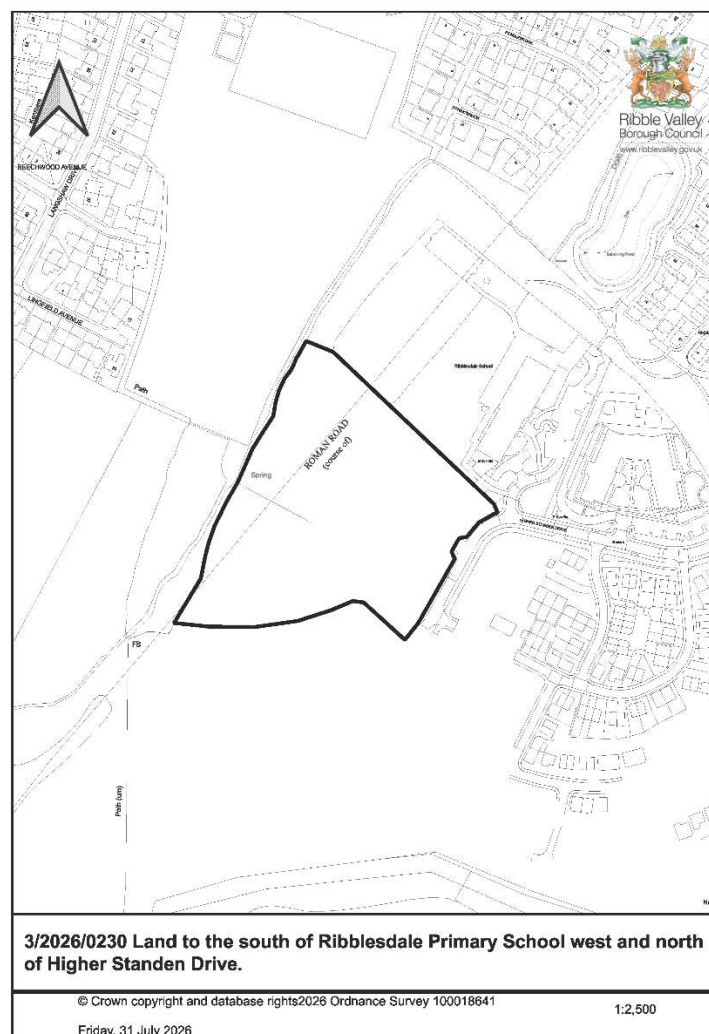
DATE: 27 AUGUST 2026
REF: KH
CHECKED BY: LH

APPLICATION REF: 3/2026/0230

GRID REF: SD 374795 440744

DEVELOPMENT DESCRIPTION:

THE ERECTION OF 60 DWELLINGS COMPRISING HOUSES, BUNGALOWS AND FLATS, RELATED INFRASTRUCTURE (INCLUDING PUBLIC OPEN SPACE) AND LANDSCAPING AT LAND TO THE SOUTH OF RIBBLESDALE PRIMARY SCHOOL WEST AND NORTH OF HIGHER STANDEN DRIVE, CLITHEROE.



CONSULTEE RESPONSES/ REPRESENTATIONS MADE:

CLITHEROE TOWN COUNCIL

No objections.

LCC ARCHEOLOGY:

Previous archaeological investigation of the line of the Roman road from Ribchester to Ilkley (Margary 72a) recorded as a non-designated heritage asset on the Lancashire Historic Environment Record (PRN26145), in relation to development off Peel Park Avenue (Archaeological Research Services Ltd 2018), the spine road for phases 2, 3 & 4 of the Higher Standen Farm development (Archaeological Research Services Ltd 2020), and the proposed school (Oxford Archaeology 2022), failed to encounter any well-reserved in-situ evidence for the road in the trial trenches that were excavated, suggesting that it had been completely destroyed by subsequent ploughing of the area.

The HET is therefore of the opinion that the above archaeological works have more than adequately demonstrated that previous agricultural use of the proposed development site has resulted in the destruction of the road and that no further archaeological investigation of it is therefore necessary.

LOCAL HIGHWAYS AUTHORITY (LCC HIGHWAYS):

Lancashire County Council acting as the Local Highway Authority (LHA) does not raise an objection regarding the proposed development and are of the opinion that the proposed development will not have a significant impact on highway safety, capacity or amenity in the immediate vicinity of the site subject to conditions being attached to any grant of permission relating to Construction Method Statement, enhancement of pedestrian/cycle routes, site access and off-site highway works, construction, maintenance and management of estate roads, driveways and parking, cycle storage, use of garages and footpath connections.

LEAD LOCAL FLOOD AUTHORITY:

The Lead Local Flood Authority has no objection to the above application, subject to the inclusion of recommended conditions relating to submission of a detailed and final surface water drainage strategy, a construction surface water management plan, a sustainable drainage system operation and management plan and the submission of a verification report for the construction of the sustainable drainage system

LOCAL EDUCATION AUTHORITY:

An education contribution is not required towards this development at this time.

UNITED UTILITIES:

All options for sustainable management of surface water must be thoroughly investigated before we will accept any surface water connections from new development to the public sewer. Where a new surface connection to the public sewer is proposed, we will require robust evidence to demonstrate the drainage hierarchy has been fully investigated and there are no more sustainable options available for the management of surface water.

Following review of the submitted Drainage Strategy we can confirm that whilst the strategy is acceptable in principle there are elements that might not be acceptable and require resolution.

The foul connection point is to an unchartered/private sewer – confirmation is required as to where this discharges to the known network.

Recommend this concern is addressed prior to approving the drainage strategy or a condition attached to any grant of permission.

GREATER MANCHESTER ECOLOGY UNIT:

Ecology surveys and assessments have been undertaken and submitted. Although the surveys are now a little dated, the site does not seem to have changed significantly in the interim and therefore the information is sufficient to inform the application. Additional surveys may be required pre commencement should this application be approved.

The development will not affect any sites specially designated for their nature conservation interest, although there are habitats on or near to the site with some local value, including an area of secondary, semi-natural broadleaved woodland along the course of a small tributary of Pendleton Brook. Although this area is outside of the current development layout, there is potential for habitats to be harmed by encroachment or indirect damage.

I would advise that to protect retained habitats and nature conservation interests during construction a comprehensive Construction Environmental Management Plan (Biodiversity) is required to be prepared and implemented by Condition.

The retained woodlands will be subject to increased levels of disturbance. I would advise that in order to protect, as far as possible, the woodland areas that a Woodland Access and Management Plan should be required to be prepared and once approved, implemented in full. The Plan should be required by Condition.

As a precaution an updated badger survey should be undertaken prior to any site clearance.

The development should avoid overly intrusive lighting of habitats with a sensitive lighting plan required by condition.

I note that full compensation for habitats lost to the scheme, and biodiversity gains, will need to be sought off-site.

No known bat resting places will be lost to the development but the application site supports some foraging habitat of value to bats.

The development will result in some losses to bat foraging habitats, although habitats present on site and nearby which are of most value to bats (woodland and watercourses) will mostly be retained, and new landscaping can be introduced which could benefit bats. Nevertheless, all UK bats, and their resting places carry a high level of legal protection and therefore other measures to conserve bats are recommended.

The development should avoid overly intrusive lighting and incorporate new opportunities for bat roosting (bat boxes and integrated features for bats).

Final landscape plans for the development should incorporate new features of value for roosting bats (e.g. integrated bat bricks, bat boxes, etc.)

Precaution will need to be taken throughout site clearance works and groundworks to avoid harm to nesting birds, including ground nesting birds. I would advise no vegetation clearance should be undertaken during the optimum time of year for bird nesting (March to August inclusive) unless nesting birds are proven to be absent. All nesting birds, their eggs and young are protected under the terms of the Wildlife and Countryside Act 1981 (as amended).

A range of bird nesting boxes (including those suitable for swifts) should be provided throughout the site as part of any proposals to enhance biodiversity measures on the site.

Biodiversity Net Gain

The development will result in on-site losses to biodiversity, contrary to statute which requires at least 10% gain in biodiversity.

However, the habitats required to achieve the required gains are relatively common, and only small numbers of biodiversity units are involved. There is a high level of confidence that the required overall biodiversity gains will be able to be achieved off-site.

I am not entirely convinced that some of the claimed on-site gains in biodiversity will be able to be effectively achieved; in particular, the area of specie-rich neutral grassland proposed has also been identified as an area for new tree planting in updated landscaping plans. If tree density exceeds more than 10% of the grassland area, the grassland may be compromised. In addition, if this area is also to be used as public open space the grass land diversity could also be compromised by public access. Nevertheless, biodiversity gains could still be achieved by increasing the number of off-site units purchased even if the neutral grassland is not capable of achieving the required condition.

A final Biodiversity Metric calculation will need to be provided alongside the final Biodiversity Gain Plan which will need to be submitted pre-commencement to discharge the statutory Biodiversity Gain Condition which will apply to permission granted.

On-site biodiversity gains can be described as significant and I would therefore advise that these gains are secured by requiring the preparation and implementation of a long term (30 year) Habitat Management and Monitoring Plan (HMMP) for on-site habitat creation and enhancement.

NHS LANCASHIRE AND SOUTH CUMBRIA INTEGRATED CARE BOARD (ICB):

Request a contribution of £54,108 towards the extension of Clitheroe Health Centre.

THIRD PARTY RESPONSES:

During the period of formal consultation, 5 representations objecting to the application were received to the proposal with the main points summarised as follows. Where multiple responses have been received from the same person this has been recorded as one:

- Additional housing will increase pressure on school places, traffic and parking around the school with recent expansions at local schools highlighting existing strains in the Clitheroe Area;

- Higher Standen already experiences congestions and the development risks highway safety for pedestrians, cyclists and residents;
- Significant loss of open/green space harming the rural character and visual amenity of the area;
- Development may increase surface water runoff and affect local drainage systems as well as watercourse and ecology;
- Would the 30% affordable housing meet local needs or if the mix suits the Clitheroe area;
- Potential noises, disturbance and loss of privacy for neighbouring properties during construction and after occupation;
- Do we need more housing?
- The Council should be trying to encourage employment with maybe a Restaurant or financial office or daycare/leisure centre making more sense;
- The application for 200 houses on the other side of Pendle Road should be taken into account in assessing the needs of the Town and affect on traffic;
- There are bus shelters but no buses running, no cycleways and a muddy public footpath which connects to a residential street and is unsuitable for anyone who uses any kind of mobility aid;
- By consolidating the existing built up area we end up with one massive estate divided by Pendle Road where all the greenfields are gone;
- We need employment in the town and not more employees/businesses leaving to commute elsewhere daily;
- There needs to be joined up thinking as pathways over three large surface drainage areas;
- I can't work out how many affordable units are for the elderly as it is not clear;
- Negative impact on the wellbeing of residents and wildlife;
- Hundreds of houses are already occupied across the wider strategic site with the original masterplan provided connections to Ribblesdale High School, Whalley Road and the town centre which have not yet been provided and which this application does not proposed to implement;
- No more new houses should be occupied until fully accessible connections compliant with Active Travel England guidance have been provided as per the masterplan; and
- This application should not be approved without a guarantee of those connections being implemented prior to occupation of any of the houses.

1 **Site Description and Surrounding Area**

- 1.1 The application relates to a greenfield area of land approximately 2.25 hectares and comprises grassed fields with a small watercourse and public footpath adjacent to the site which is bounded by mature boundary planting in the form of hedgerows and trees to the north west.
- 1.2 The site is located to the west of the centre of Clitheroe and lies wholly within the settlement boundary. The application site forms part of the Higher Standen Strategic site.
- 1.3 The site is bounded by Ribblesdale School and associated playing fields to the north, existing approved housing scheme to the east and south and mature trees and a stream to the west. Also to the west and south are phases 5 and 6 which are the subject of reserved matters application 3/2022/0317.
- 1.4 There are public rights of way in the area including 3-1-FP14 which runs to the north and west of the site and connects to other Public Rights of Way.

- 1.5 The site is on a slight slope from the northeast corner to the western boundary with a level difference of approximately 8m.
- 1.6 Standen Hall Grade II* Listed lies approximately 360m to the south of the site, separated by other approved built form this would not be impacted further by this proposal.
- 1.7 The site is located within Flood Zone 1 (low risk).
- 1.8 The site would utilise the existing access point already in situ on Higher Standen Drive.

2. **Proposed Development for which consent is sought**

- 2.1 The application seeks permission for 60 dwellinghouses with landscaping, play areas and sustainable drainage. The submitted application is for 60no. dwellings within an overall site area of 2.52ha. This equates to approximately 24 dwellings per hectares (dph).
- 2.2 The vehicle access is from Higher Standen Drive which has been completed under the permission granted under the approval for the wider housing planning permission as well as the recently completed primary school permission.

3. **Relevant Planning History**

3/2012/0942 – Outline -1040 residential dwellings comprising: 728 market homes, 312 affordable homes, 156 of the total (1040) would be for elderly people (ie over 55 years of age) of which 78 would be affordable, 0.8ha to be reserved for retirement living within the total of 1040 homes, 0.5ha for local retail, service and community facilities (Classes A1 to A4, B1 and D1), 2.25 ha for employment (Class B1) accommodating up to a maximum gross floorspace of 5,575m², 2.1 ha of land for a primary school site, public open space including green corridors and areas for tree planting and landscaping, an improved (roundabout) junction between Pendle Road the A59, new vehicular, pedestrian and cycle accesses onto Pendle Road and Littlemoor, new pedestrian and cycle accesses onto Worston Old Road, New pedestrian and cycle access from the end of Shays Drive, Roads, sewers, footpaths, cycleways, services and infrastructure including: A sustainable urban drainage system,; New services such as gas, electricity, water and telecommunications – Approved subject to legal agreement 17th March, 2014.

3/2015/0895 – Variation of Condition - Application to vary conditions 1 (Development to be carried out in accordance with approved details), 2 (Plan reference), 3 (Phasing), 4 (Design code), 8 (Phase 01 particulars), 12 (Reserved matters requirements), 21 (Buffer zone), 40 (Energy/Sustainability), 42 (Energy/Sustainability BREEAM), 59 (Pedestrian/Cycle linkages), 62 (Employment site), 63 (Retail centre), 64 (Roundabout /Highway Improvements) and removal of condition 41 (Code for Sustainable Homes) of previously approve outline planning consent 3/2012/0942 (Erection of 1040 residential dwellings comprising: 728 market homes, 312 affordable homes, 156 of the total (1040) would be for elderly people (ie over 55 years of age) of which 78 would be affordable, 0.8ha to be reserved for retirement living within the total of 1040 homes, 0.5ha for local retail, service and community facilities (Classes A1 to A4, B1 and D1), 2.25 ha for employment (Class B1) accommodating up to a maximum gross floorspace of 5,575m², 2.1 ha of land for a primary school site, public open space including green corridors and areas for tree planting and landscaping, an improved (roundabout) junction between Pendle Road the A59, new vehicular, pedestrian and cycle accesses onto Pendle Road

and Littlemoor, new pedestrian and cycle accesses onto Worston Old Road, New pedestrian and cycle access from the end of Shays Drive, Roads, sewers, footpaths, cycleways, services and infrastructure including: A sustainable urban drainage system;; New services such as gas, electricity, water and telecommunications) – Approved with conditions 12/04/2016.

3/2016/0324 – Phase 01 Reserved Matters application (access, layout, scale, external appearance and landscaping) for the erection of 229 dwellings pursuant to outline consent 3/2015/0895 – Approved with conditions 08/03/2017.

3/2016/0939 – Non-material amendment to condition(s) 12(H) (bus route), 22 (landscaping), 24 (programme of archaeological investigation), 25 (programme of building recording), 32 (vegetated buffer zones) to amend each condition listed to allow the conditions to be discharged on a phase by phase basis rather than discharge prior to the commencement of any development – Deemed consent.

3/2017/0198 – Discharge of conditions 22 (buffer zone landscaping), 24 (archaeological investigation), 27 (landscaping details), 30 (play space management plan), 37 (arboricultural method statement), 40 (renewable/low carbon energy sources), 44 (glazing/ventilation), 49 (access onto Pendle Road), 53 (construction of estate roads), 56 (access onto Pendle Road), 58 (phasing details), 64 (lighting details), 67 (foul drainage), 68 (surface water drainage), 70 (sustainable drainage) of variation of condition application 3/2015/0895 (as amended by deemed consent 3/2016/0939) – Approved 22/11/2018.

3/2017/0290 – Partial discharge of condition 50 (off-site highway improvements) of variation of condition application 3/2015/0895 (as amended by deemed consent 3/2016/0939) – Refused 01/11/2017.

3/2017/0291 – Discharge of conditions 25 (building recording and analysis), 31 (play space management plan), 35 (bat roosts), 36 (construction environmental management scheme), 37 (arboricultural method statement), 53 (construction of estate roads), 54 (footpath and cycleway), 64 (street lighting) and 68 (surface water regulation system) of variation of condition application 3/2015/0895 (as amended by deemed consent 3/2016/0939) – approved 01/11/2017.

3/2017/0396 – Discharge of condition 26 (scheme for screening the site during construction), 39 (construction method statement/ management plan) and 42 (scheme to mitigate noise during construction) from planning permission 3/2015/0895 (updated by non-material amendment 3/2016/0939) – Approved 01/11/2017.

3/2017/0642 – Discharge of condition 59 (details of the proposed bus stops) from planning permission 3/2015/0895 Refused 01/11/2017.

3/2017/0814 – Discharge of conditions 65 and 66 (drainage) from planning permission 3/2015/0895 (as updated by non-material amendment 3/2016/0939) – Approved 14/06/2018.

3/2017/0831 – Discharge of condition 71 (Foul and Surface Water Drainage Strategy) from planning permission 3/2015/0895 - Refused 11/09/2017.

3/2018/0540 – Application to modify the S106 Agreement dated 11th April 2016 (3/2015/0895) to amend the mortgagee protection provisions to allow a sale of the affordable housing units to a registered provider – Refused 05/09/2018.

3/2019/0457 – Application to discharge conditions 50 highway improvement, 53 - estate roads, 54 - footpath and cycleway, 58 - highways, 59 - bus stops from planning permission 3/2015/0895 (as updated by non-material amendment 3/2016/0939) – Approved 22/07/2019.

3/2019/0458 – Application to discharge conditions 67 - drainage, 68 - drainage, 69 - surface water drainage, 70 - drainage - sustainable, construction, maintenance plan (CMP) from planning permission 3/2015/0895 as updated by non-material amendment 3/2016/0939 – Approved 09/10/2019.

3/2019/0457 – Application to discharge conditions 50 highway improvement, 53 - estate roads, 54 - footpath and cycleway, 58 - highways, 59 - bus stops from planning permission 3/2015/0895 (as updated by non-material amendment 3/2016/0939) – Approved 22/07/2019.

3/2019/0474 – Application to discharge condition 52 - Travel Plan from planning permission 3/2015/0895 as updated by non-material amendment 3/2016/0939 – Refused 11/07/2019.

3/2019/1020 – Application for the discharge of condition 68 (surface water regulation system and means of disposal) from planning permission 3/2015/0895 – Approved 27/01/2020.

3/2019/0951 – Reserved Matters (following outline) Proposed spine road linking Phase 1 to Phases 2, 3, 4 and 5 of outline planning permission 3/2015/0895 – Approved with conditions 16/03/2020.

3/2019/0953 – Reserved Matters (following outline) Phases 2, 3 and 4 of outline planning permission 3/2015/0895 – Approved with conditions 16/03/2020.

3/2020/0957 – Proposed spine road linking Phase 1 to Phases 2, 3, 4 and 5 of outline planning permission 3/2015/0895 – Approved 16/11/2020.

3/2020/1041 – Discharge of conditions 51 (travel plan) and 52 (travel plan based upon the submitted framework travel plan) from planning permission 3/2015/0895 – Approved 14/01/21.

3/2020/1080 – Discharge of conditions for 3/2015/0895. Condition 4 - Design and Access Statement. Condition 6 - Approval of access, layout, scale, design and external appearance. Condition 10 - Approval of residential and non-residential reserved matters. Condition 22 - Landscaping. Condition 24 - Archaeological Written Scheme. Condition 35 - Bat and Bird Box Placement Plan. Condition 27 - Hard and Soft Landscaping. Condition 65 - Foul and Surface Water Drainage Strategy. Condition 67 - Details of the Foul Drainage Strategy. Condition 68 - Surface Water Regulation System. Condition 69 - Details of the Method to Control Surface Water. Condition 70 – CMP – Approved 30/06/2021.

3/2021/0300 – Discharge of conditions of planning application 3/2015/0895. Condition 25 - Written Scheme of Investigation, 26 - Screening, 31 - Landscape Management Plan, 36 - Construction Management Scheme, 37 - Arboricultural Method Statement, 42 - Scheme to mitigate noise, 44 - Glazing and Ventilation Details – Approved 22/06/2021.

3/2021/0326 – Discharge of condition of planning application 3/2015/0895. Condition 52 - Travel Plan – Approved 19/10/2021.

3/2021/0658 – Discharge of conditions 34 (culvert crossing), 39 (Construction method statement), 40 (Energy report), 53 (estate roads) 64 (artificial public street/road/footway lighting) from planning permission 3/2015/0895 as updated by non-material amendment 3/2016/0939 – Approved 09/12/2021.

3/2021/0951 – Discharge of Conditions 30 (Play Space Management Plan), Condition 54 (Footpath and Cycle Way), Condition 58 (Road Drainage, Fire Hydrants, Hard Landscaping, Footpath and Cycle Linkages), Condition 59 (Bus Stops) from planning permission 3/2015/0895 as updated by non-material amendment 3/2016/0939 – Approved 09/12/2021.

3/2021/1149 – Variation of the Section 106 dated 11 April 2016 attached to planning permission 3/2015/0895 to remove Paragraph 2 of Schedule 2 to remove the requirement for homes to be sold to purchasers over the age of 55 – Refused 28/01/2022.

3/2022/0116 – Application for approval of reserved matters following Outline Approval for 1FE primary school on land with 'conditioned' outline planning permission (approval ref 3/2012/0942 and 3/2015/0895) – Approved with conditions 23/05/2022

3/2022/0317 – Reserved Matters application in respect of Phase 5 and 6 to include access, appearance, landscaping, layout and scale with respect to 230 dwellings following outline approval 3/2015/0895 – Pending.

3/2022/0649 - Discharge of Conditions of planning application 3/2022/0116. 2 (Materials), 4 (Boundary Treatments), 5 (Play Equipment), 6 (Lighting), 8 (Land Levels), 9 (Landscaping), 10 (Archaeology) – Approved 23/08/2022.

3/2022/0892 - Discharge of Condition 7 (Protected species) of reserved matters application 3/2022/0116 – Approved 25/10/2022.

3/2022/0950 – Application for full consent for new 1FE (one form entry) primary school – Approved with conditions 22/02/2023.

3/2022/1059 - Discharge of Condition 10 (Archaeology) of planning application 3/2022/0116. Partially discharged under 3/2022/0649 – Approved 28/11/2022.

3/2022/1174 – Application to discharge condition number 22 of planning permission 3/2015/0895 (landscaping buffers) – Approved 10/02/2023.

3/2025/0625 - Application to vary condition 62 (provision of vehicle, pedestrian and cycling accesses to the local retail centre) of planning permission 3/2015/0895 to allow the dwelling trigger to increase to 750 occupied dwellings - Approved

4. **Relevant Policies**

Ribble Valley Core Strategy

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
Key Statement EN5: Heritage Assets
Key Statement H1: Housing Provision
Key Statement H2: Housing Balance
Key Statement H3: Affordable Housing
Key Statement DMI1: Planning Obligations
Key Statement DMI2: Transport Considerations

Policy DMG1: General Considerations
Policy DMG2: Strategic Considerations
Policy DMG3: Transport & Mobility
Policy DME1: Protecting Trees & Woodland
Policy DME2: Landscape & Townscape Protection
Policy DME3: Site and Species Protection and Conservation
Policy DME6: Water Management
Policy DMH1: Affordable Housing Criteria
Policy DMH3: Dwellings in the Open Countryside
Policy DMB1: Supporting Business Growth and the Local Economy
Policy DMB4: Open Space Provision
Policy DMB5: Footpaths and Bridleways

Ribble Valley Housing and Economic Development DPD:

National Planning Policy Framework (NPPF)

5. **Assessment of Proposed Development**

5.1 **Principle of Development:**

- 5.1.1 This application is for the construction of 60 dwellinghouses. Key Statements DS1 and DS2 of the Core Strategy aim to steer development towards Clitheroe, Whalley and Longridge as the most sustainable locations in the Borough. Being within the settlement boundary of Clitheroe there is no conflict with either of these policies.
- 5.1.2 The site is part of the Standen Site which is the Strategic Site (SS) for Ribble Valley which is central to the delivery of the Ribble Valley Core Strategy. The Core Strategy states that the range of uses will include housing (including affordable

housing), employment, community uses, local retail and service provision to serve the site, open space and recreational uses.

- 5.1.3 This part of the SS was proposed to come forward for employment use and not for housing, as identified on a revised parameters plan secured in a 2016 (amended) outline permission, therefore the principle of allowing this site to come forward for housing (not employment) in this location needs to be considered.
- 5.1.4 The site is identified as a 'Committed Employment Site' on the adopted Proposals Map (2019), which reflected the 'employment area' shown on the approved parameters plan / extant planning permission for the SS at the time. Whilst this outline permission has lapsed in respect of any new reserved matters application submissions, Policy DMB1 applies to sites with 'employment generating potential' and given how the site has been planned and developed to deliver the Core Strategy requirement for a mixed use development, it is still considered a relevant policy consideration.
- 5.1.5 Policy DMB1 states Proposals for the development, redevelopment or conversion of sites with employment generating potential in the plan area for alternative uses will be assessed with regard to the following criteria:
 1. The provisions of Policy DMG1, and
 2. The compatibility of the proposal with other plan policies of the LDF, and
 3. The environmental benefits to be gained by the community, and
 4. The economic and social impact caused by loss of employment opportunities to the borough, and
 5. Any attempts that have been made to secure an alternative employment generating use for the site (must be supported by evidence (such as property agents details including periods of marketing and response) that the property/ business has been marketed for business use for a minimum period of six months or information that demonstrates to the council's satisfaction that the current use is not viable for employment purposes.)
- 5.1.6 The Council has been presented with evidence of marketing of the site in 2022/23 for employment for a minimum period of 6 months, as set out in a report produced by Avison Young. This indicates that although the site was widely marketed no offers were received. Additionally, viability information has been presented (report produced by Savills, dated September 2024) setting out why the site is not suitable for employment due to its location. In this case, the residential, care and education uses adjacent to the site as well as the access being on a cul-de-sac residential estate road, make the site severely constrained from a commercial development viewpoint.
- 5.1.7 Given the fact that this site is not an employment allocation, is not considered suitable for employment due to its particular location and the evidence of marketing presented, there is considered to be sufficient justification in this instance to allow the site to come forward for residential rather than employment use having regard to policy DMB1.

- 5.1.8 In terms of local facilities and sustainable travel the suggested acceptable walking distances to common facilities are 200m (desirable) 400m (acceptable) and 800m (maximum), with schools 500m (desirable) 1km (acceptable) and 2km (maximum). Walking neighbourhoods are typically characterised by a range of facilities within a 10 minute walk or 800m. An 800m walk references the former PPG13 guidance in respect of walking replacing short car trips, particularly those under 2km. Cycling is also a potential mode for shorter trips up to a threshold of 5 miles or 8km.
- 5.1.9 In this respect a shop, public house and primary school have been, or will be, provided on the site within 400m or a 5 minute walk. The nearest community facilities such as places of worship, library and community halls are located within the centre of Clitheroe together with Post Office facilities, these are around 1.2km from the site. Trinity Community Hub is approximately 1.2km away and offers community events as well as some access to banking facilities.
- 5.1.10 The nearest primary school is at Ribblesdale located immediately adjacent to the northeast of the site, with the nearest High School, Ribblesdale, approximately 500m to the northeast.
- 5.1.11 At present there are suitable walking and cycling routes and these have been earmarked for improvements as part of the mitigation measures for this development and will aid the sustainability of the site. The existing bus service from Higher Standen Drive offers an hourly service between 6.27 and 20.31 Monday to Saturday and a two hourly service on Sundays with a 3 min journey into the centre of town (Bus routes 5 & 15) and even less to Shawbridge at the edge of the centre which provides access to Supermarkets and a wide range of facilities. In terms of walking distances it is approximately a mile to the centre of town which would take approximately 20 minutes to walk. The facilities at Shawbridge on the edge of town are approximately 0.67 mile and would take 15m to walk along Pendle Road which is well lit with footpaths.
- 5.1.12 Therefore, taking into account the accessibility of local facilities in the area, the site is considered to be sustainable and the development would satisfy Policy DMG3 of the Core Strategy.
- 5.1.13 The development is considered to be acceptable in principle subject to compliance with the material planning considerations outlined below.

5.2 Impact upon Residential Amenity:

- 5.2.1 Policy DMG1 seeks to ensure that development proposals do not adversely impact on the surrounding area and provides adequate day lighting and privacy distances.
- 5.2.2 There are a number of existing residential dwellings which are located near to the site. These include established and newly constructed dwellings such as those on Llngdale Avenue and Swardean Way to the north and east together with future residential properties under consideration all of which are sited sufficient distance away from the site boundary to not be directly affected in terms of amenity.

- 5.2.3 Additional planting is proposed and the existing hedgerow boundaries retained as much as possible which will help to soften the scheme and provide an appropriate landscaped setting for the development. Appropriate residential boundary treatments and planting can also be secured by condition.
- 5.2.4 The relationship between the proposed dwellings and existing needs to be considered. The submitted layout plans indicate that the dwellings can be accommodated whilst maintaining provision for sufficient privacy distances and amenity space, in accordance with policy DMG1 of the Core Strategy.

5.3 Visual Amenity/External Appearance

- 5.3.1 The site lies within a wider housing development and therefore the addition of another 60 units on this part of the site would not have any greater impact on its setting than at present. The proposed 60 units would be a mixture of different housetypes, and includes flats, bungalows and houses which would reflect those on the adjacent residential development.
- 5.3.2 The site is adjacent to a primary school with a small watercourse which runs to the northeast and outfalls into Pendleton Brook.
- 5.3.3 The site is screened to some extent by mature hedgerow and trees with views afforded from adjacent fields including the public right of way network and the adjacent highway. There will also be private views afforded from existing and future residential properties located within the wider site.
- 5.3.4 Moreover, this part of the Strategic Site was proposed for employment development, accommodating up to a maximum gross floorspace of 5,575 sq.m. Therefore, the impact of that type of development would have resulted in a greater impact than residential units.
- 5.3.5 In order to mitigate the proposed development, existing hedgerows and trees would be retained wherever possible and landscape proposals will incorporate new tree planting where possible throughout the site.
- 5.3.6 This would assist in the development being able to be successfully assimilated into the landscape in the longer term whilst respecting the character of the area and patterns of adjacent development.
- 5.3.7 As such, when taking into account the nature of the surrounding built form as a whole, the design, layout and density proposed would be acceptable and the development accords with policy DMG1 of the Ribble Valley Core Strategy and the National Planning Policy Framework.

5.4 Highway Safety and Accessibility:

- 5.4.1 The proposal is supported by Eddisons Transport Statement and Travel Plan dated July 2026 and Woodcroft design "General arrangements 25-166-P02 Rev A".

- 5.4.2 The site access would be located off Higher Standen Drive which is unadopted (X8006) at this time.

5.4.3 Site Access

Pendle Road is a classified highway subject to 40mph levels up to the A59 bypass. Higher Standen Drive is at present unadopted and has traffic calming measures subject to a 20mph speed limit. There is an existing access constructed to the site which is considered suitable to accommodate the development traffic. This access is proposed to be adopted by LCC under a S38 agreement.

The visibility splays have not been updated; however, these can be controlled by condition. Visibility Splays of 2.4m by 25m to both sides are shown on the submitted drawing, however, the splays will need to be extended to 2.4m x 43m to both sides as Higher Standen Drive is anticipated to be subject to a 30mph speed limit. There is a private driveway to serve plots 53-56 and splays for that access are required to be 2.4m x 43m.

Currently there is a school keep clear marking along the frontage of plots 5-8 which prevents parking between Mon-Fri 8am-6pm and LCC would require a new traffic regulation order to be provided to both sides of the site access to prohibit parking at all times to protect the splays. This would be progressed by LCC under an appropriate agreement.

5.4.4 Traffic Impact

The Transport Statement includes the predicted trips for 5,575sqm of Office space on the site which generates 141, 2-way trips in the AM peak and 123, 2-way trips in the PM peak. This is a reference to the outline permission which includes this site for Office space, 'non-residential land'.

The proposed residential use is predicated to generate 35, 2-way trips in the AM peak and 34, 2-way trips in the PM peak.

The residential trips will replace the office space and that the office space is not proposed to be provided elsewhere on the site. Therefore, there will be a reduction in trips as a result of the proposal and no further analysis of the network is necessary.

Therefore, based on the above the development traffic can be accommodated on the highway network.

5.4.5 Sustainability

In terms of sustainability there are numerous pubs, restaurants, places of worship, retail shops and medical centres within Clitheroe which can be accessed on foot or by public transport with bus stops located on Pendle Road and along Higher Standen Road within the larger site. The nearest Primary School is located adjacent to this site and Ribblesdale High School approximately 500m away via Public Footpath FP0301014. With the nearest primary school only a few minutes'

walk from the site and the nearest high school approximately 10 minutes' walk from the site these fall within the parameters set by Lancashire Country Council.

Therefore, the connections are within acceptable walking distances as detailed in the guidelines above, the site is adjacent to bus routes which, in due course, will run through the site and therefore improve connectivity into Clitheroe Centre.

Section 106 bus contributions from the wider Standen site were secured in the outline application at £1,849.40 per dwelling. If these dwellings are in addition to the development approved at outline then the same contribution is requested. This equates to £110,964.

The development has provided a Travel Plan which LCC Highways welcomes.

These improvements will support sustainable travel modes between the site and Clitheroe Town Centre, local shops and facilities, education and employment and provide necessary support to a travel mode shift between the car and sustainable modes including walking, cycling and bus travel.

5.4.6 Public Transport

Service C4 Clitheroe Peel Park circular runs along Littlemoor Road and the nearest bus stop is on Langshaw Drive which is approximately a 600m walk from the site via FP0301014.

Bus services 5 (Clitheroe – Chipping), 15 (Clitheroe – Accrington), 64 (Burnley – Clitheroe) run along Pendle Road stopping near Higher Standen Drive junction. A new bus route will run along Higher Standen Drive via the new bus link on Littlemoor Road in the future.

The bus services are all subsidised by LCC and a contribution is requested to support the future of these services.

5.4.7 Pedestrian and cycle links

Higher Standen Drive has a shared cycle/footway for the full length on the southeasterly side. A future connection to Littlemoor Road via a bus gate link is secured. A connection to Shays Drive from the Taylor Wimpey site has been requested to be investigated by Taylor Wimpey as this is included on a drawing in the S106 agreement for the Standen site. A connection to Pendle Brook from this site would be highly beneficial.

The agent has been asked to amend the scheme to include a footpath connection which would link into the open space to the west (the Taylor Wimpey phase 5/6 reserved matters scheme) which then connects into the PROW network. Further details of this will be provided in the Late items report.

5.4.8 Walking/Public Rights of Ways (PROW's)

The PROW networks surrounding the site are well used for recreational purposes.

Ribblesdale Primary School is located within very close walking distance of the site and the nearest secondary school is located approximately 800m to the northeast via an offroad route, FP0301014, Langshaw Drive and Turner Street.

FP0301014 and the associated link to the site, which is not formally recorded as a public footpath but is well used and on land within Taylor Wimpey site, are unmade and unlit and require upgrading to be suitable for pupils to travel to school for example.

A link to Shays Drive is being investigated by Taylor Wimpey. A link to Pendle Brook would be highly beneficial for connectivity towards the Town Centre.

To improve connectivity and mitigate against additional footfall resulting from the additional dwellings, any new paths from the development and the Public Right of Way must be appropriately paved and a minimum 3m wide. This would enable cycle provision to be improved. Details of this would need to be provided and can be controlled by an appropriate condition.

5.4.9 Internal layout

A swept path analysis is submitted for an 11.2m long refuse vehicle. This is considered acceptable.

Potential pedestrian links are indicated on the internal layout on the northern and western boundaries. This ties in with the existing walked desire lines evident on site shown below in orange on the extract map.

There should be a pedestrian/cycle connection to the southwest corner of the site near plot 40.

As the site lies adjacent to Phase 5/6 of the Taylor Wimpey development (application 3/2022/0317) consideration must be given to how this site will link into adjoining development.

Each plot has a driveway for 1 or 2 cars and certain larger plots have a garage measuring 3m by 6m internally. Each plot without a garage must have a secure and covered cycle store for at least 2 bicycles.

5.4.10 Contributions

To mitigate the impact of the development on the highway network the following contributions are requested within a Section 106 agreement:

- Public Transport – improvements to bus services £110,964.

5.4.11 Highways Conclusion

The improvements listed above will help to assist in sustainable travel modes between the site and Clitheroe Town Centre, local shops and facilities, education and employment and will so provide the necessary support to a travel mode shift between the car and sustainable modes including walking, cycling and bus travel.

The development satisfies Core Strategy policies DMG1 and DMG3 and the NPPF on highway grounds subject to s106 contributions towards improvements to bus services together with appropriate conditions relating to Construction Management Plan, details of visibility splays, site access and off-site highway works, future management and maintenance of the estate road, engineering, drainage, street lighting, internal roads, parking and cycle storage.

On this basis it is considered that the development can be successfully mitigated in terms of impact on the highway network.

5.5 Trees and Ecology:

- 5.5.1 The submitted plans include a landscaping proposal which has provision for landscaped areas and tree planting within the site. This will provide an appropriate buffer to nearby development and soften the interface with the adjacent land uses. The landscape scheme will assist in mitigating the landscape and visual issues albeit this will take time to be fully effective as this matures.
- 5.5.2 There is a single semi-mature oak tree within the site which is shown to be removed. The ecology report has identified this as a potential bat roost and the agent has clarified that the tree was checked at that time and will be recheck prior to removal. There are also trees on land adjacent which will remain and conditions can be attached to any permission in order to ensure that the retained trees are protected during the construction phase and the tree to be removed is not being used by bats.
- 5.5.3 A preliminary Ecological Appraisal has been submitted in support of the application.
- 5.5.4 The proposals include an enhancement of an area of grassland, tree planting and the creation of Sustainable Drainage System (SuDs)
- 5.5.5 The habitats encountered on site during the field surveys comprised the following:
 - Low: Modified grassland, Tall forbs
 - Medium; Urban tree, Other woodland: mixed
- 5.5.6 There are no hedgerows or watercourses recorded on the site. There are sensitive habitats abutting the western boundary which require protection during construction phases. This includes Broadleaved and mixed woodland and native hedgerow along the course of a small tributary of Pendleton Brook.
- 5.5.7 In terms of bats, there are no buildings or structures within the site boundary with the single tree on the site being assessed for roosting potential. The tree identified could provide a potential roosting feature, this tree would need to be re-inspected

prior to being removed. The agent has confirmed this and it can be controlled by an appropriate condition.

- 5.5.8 The survey revealed no evidence of use of the site or areas abutting by badger, otter or water vole.

5.6 Designated Sites

- 5.6.1 The site has no statutory or non-statutory designations. Salthill & Bellman Park Quarries (SSSI) and Salthill Quarry (LNR) are located within 1.7km and 1.67km north of the site respectively.
- 5.6.2 There are four Biological Heritage Sites (BHS) within 0.75km of the site.
- 5.6.3 The existing fields are unlikely to provide very high value habitat. A detailed landscaping scheme shows that there will be provision for landscaped areas and tree planting. The extent of landscape buffer proposed is considered to be appropriate and sufficient for this location as well as enhancements to biodiversity through the provision of new on-site habitat within the site.
- 5.6.4 The site has limited foraging potential restricted to the edge of the woodland along the western boundary of the site. The woodland connects to the mature parkland and woodland associate with Standen Hall 200m to the south of the site. Additional species enhancements could comprise bat boxes on residential properties. Lighting can disrupt foraging and commuting of bat species therefore, a competent lighting professional should produce a Lighting Design which is sensitive to retained features in order to ensure that the development can be implemented without causing long-term harm to local bat population. These measures can be controlled by appropriate conditions.
- 5.6.5 A range of bird species are likely to nest on or close to the site, including ground nesting birds. The majority of the most valuable bird nesting habitats will be retained as part of the scheme, and new landscaping will benefit some bird species.
- 5.6.6 Common and notable bird species are to be expected within the hedgerow, trees and watercourses. Precaution should be taken throughout any site clearance works and groundworks to avoid harm to nesting birds. All nesting birds, their eggs and young are protected under the terms of the Wildlife and Countryside Act 1981 (as amended).
- 5.6.7 The proposal can incorporate new features which would be of benefit to species on the site including bird nesting boxes, bat roosting boxes, hedgehog refuges and refugia for small mammals and amphibians. These can be incorporated into any detailed landscaping plans for the site and controlled by an appropriate condition.
- 5.6.8 As a precaution an updated badger survey should be undertaken prior to any site clearance. This can be controlled by an appropriate condition.
- 5.6.9 The invasive plant Himalayan balsam has been recorded on the site. A method statement will be required giving details of measures to be taken to control

Himalayan balsam during the course of the development. This can be controlled by an appropriate condition.

5.7 Biodiversity Net Gain

- 5.7.1 The habitat retention, enhancement and creation proposals for the development would result in an overall biodiversity net loss of 0.66 habitat units, equivalent to - 10.56% and a net gain of 0.50 hedgerows units. The baseline habitats surveyed have a total habitat value of 6.22 habitat units,
- 5.7.2 As there is a Lancashire Local Nature Recovery Strategy (LNRS) established the baseline strategic significance is low.
- 5.7.3 A final version of the biodiversity metric will need to be provided alongside the Biodiversity Gain Plan which will be required by the deemed (statutory) Biodiversity Gain Condition. The Biodiversity Gain Condition will apply to any permission granted to this application.
- 5.7.4 The on-site habitats to be created would be significant and therefore a long term (30 year) Habitat Management and Monitoring Plan will be required to be prepared and implemented.
- 5.7.5 If the required habitats cannot be accommodated on the site, then off-site provisions will be sought with the Habitat Bank at Portfield, Whalley identified as an option.
- 5.7.6 Subject to the off-site provision being acceptable, then the proposal would satisfy the BNG legislation. An update on the existing tree and potential bat roost will be provided in the late items.

5.8 Affordable Housing/Housing Position:

- 5.8.1 The applicant has submitted a commitment to meet the Core Strategy requirements in relation to overall housing mix and affordable housing provision on site. Policy H3 requires a minimum 30% of affordable housing - 60 units equates to 18 dwellings this accords with Core Strategy Policy H3.
- 5.8.2 15% of the proposed units should be for older persons. Within this a minimum of 50% should be affordable. A total of 9 units would be designated for older persons housing and therefore the 15% is achieved. Of these at least 4 would need to be affordable to meet the 50% requirement.
- 5.8.3 The affordable tenure split and housing mix is found to be acceptable in general.
- 5.8.4 All of the units would meet the nationally described space standard, published in March 2015 and subsequently adopted by Ribble Valley Borough Council.
- 5.8.5 This aspect of the proposal is acceptable and would need to be secured in a s106 agreement.

5.9 Drainage/Flood Risk

- 5.9.1 The application sets out that soakaways would not be appropriate on this site due to the underlying low permeability of clay soils and geology.
- 5.9.2 Whilst the planning process cannot be used to require a developer to deal with existing issues it must be ensured that a development is not a risk of flooding and does not increase flood risk elsewhere.
- 5.9.3 The baseline risk of flooding is assessed as follows:
- The risk of fluvial flooding is assessed as negligible for most of the site but medium to low along the reaches of onsite and bounding watercourses including Pendleton Brook.
 - The risk of groundwater flooding is assessed as negligible above ground and low below ground.
 - The risk of surface water flooding is assessed as negligible for most of the site but low to high along the flow pathway through the southern extent of the eastern parcel.
 - The risk of flooding from sewers is assessed as negligible. There is, however, a residual risk event for sewer leak or surcharge event.
 - The risk from flooding from sewers and mains is assessed as negligible. There is, however, a residual (low risk) event for sewers or mains to leak or surcharge.
 - Flood risk from all other sources is assessed as negligible.
- 5.9.4 The risk of flooding to the developable area and vehicle access is assessed as follows:
- Negligible to low and acceptable from all sources, subject to implementation of the management measures required.
- 5.9.5 Flood risk from identified sources can be reduced to a negligible or low and acceptable level through the recognised approach of assess – avoid – control – mitigate – manage.

The proposed strategy includes, but is not limited to, the following:

- The existing access to the northern site is set above the level of the extreme climate changes (2070 to 2125) mapped level;
- The developable area on the southern site is accessed via a free-spanning bridge across watercourse 1 and the associated floodplain with soffit levels set at 600mm above the level of the extreme climate change (2070 to 2125) mapped level. The proposed crossing will allow for the free conveyance of flood water, without increase flood risk to and from the development.
- Provide appropriate easements.
- Adoption of a surface management strategy to be attenuated onsite and discharged to a watercourse at a controlled (QBAR) rate usually to greenfield run off rate.
- Undertake maintenance.

- Fit the outfall with backflow prevention and provide a high-level overflow.

5.9.6 This has resulted in a drainage strategy which incorporates sustainable attenuation basins prior to connecting to the existing watercourse on the southeast boundary.

5.9.7 The Lead Local Flood Authority has raised no objections to the proposal subject to appropriate conditions being attached to any grant of approval.

5.10 Contamination

5.10.1 A Phase I and II Contamination Report has been submitted which outlines the potential issues on the site. There are no active or historic landfills within 250m of the site. Ground investigation works have indicated that no asbestos has been identified nor was any unacceptable level of risk to human health for end users and construction workers, however, further chemical analysis would be required to confirm this prior to any landscaped areas. This can be secured by an appropriate condition being attached to any grant of permission.

5.10.2 The invasive plant Himalayan balsam has been recorded on the site. A method statement will be required giving details of measures to be taken to control Himalayan balsam during the course of the development. This can be controlled by an appropriate condition.

5.11 Open Space

5.11.1 Policy DMB4 requires all residential sites over 1ha. to provide adequate and useable public open space on a site-by-site basis. Green infrastructure should be multi-functional and encourage, where possible, walking and cycling opportunities.

5.11.2 A landscape plan has been submitted which sets out the amount of built form, attenuation pond, highway and open space within the site. The site would comprise of publicly accessible open space, landscaping and planting together with an attenuation basin (to be used in conjunction with the Sustainable Drainage) are proposed to be provided within the site boundary.

5.11.3 Whilst this will provide sufficient on site provision details of the locations and facilities together with actual equipment will need to be submitted and agreed, this can be controlled by an appropriate condition.

5.11.5 Details of the facilities and footpath links including future maintenance and management of the space could be controlled by appropriate conditions.

5.11.6 Off-site provision in the form of contributions would be required with a site identified which would benefit from improved facilities for play provision at Highfield Road approximately 1km to the north of the site. The council's formula for calculating contributions is as follows: -

5.11.7 An off-site recreation contribution of £216.90 per occupant is required which equates to £31,840.92 based on the housing mix proposed.

5.12 Contributions

5.12.1 A summary of the contributions required is as follows: -

- Sustainable Transport - £110,964 towards improving bus services
- Public Open Space - £31,840.92 for enhancements at Highfield Road Play Area
- NHS contribution - £54,108 towards the expansion of Clitheroe Health Centre.

5.12.2 In terms of Education, the LEA response has confirmed that a contribution is not required towards either primary or secondary school provision at this time.

5.12.3 These contributions would need to be secured through a Section 106 agreement.

6. Observations/Consideration of Matters Raised/Conclusion

6.1 For the reasons outlined above the proposed development is considered to be acceptable in terms of principle, impact on highway safety and parking, drainage, residential amenity, layout, design and materials, landscape, trees and ecology.

6.2 The material planning issues raised by the objectors have been discussed within the body of the report.

6.3 Paragraph 11c of the Framework requires planning permission to be granted for development that accords with an up-to-date development plan without delay. In these circumstances it is not necessary to go on to consider the requirements of Paragraph 11(d) of the Framework.

6.5 However, if Committee were minded to identify a policy conflict, then they are asked to note the following which is a significant material consideration:-

At the present time Ribble Valley Borough Council does not have a five-year housing land supply and in the case of this particular development engaging Paragraph 11(d) would involve applying the tilted balance. In which case in order to justify a refusal of planning permission, the harm would need to significantly and demonstrably outweigh the benefits.

6.6 The benefits of the scheme include the following:

- Up to 60 market dwellings in a sustainable location which would contribute towards the Councils' 5-year housing land supply which is considered to have substantial weight;
- 18 affordable housing in a sustainable location which is considered to have substantial weight;
- 9 older persons housing in a sustainable location which is considered to have significant-moderate weight;
- Public open space which is considered to have moderate-low weight;
- BNG and Ecological enhancements which is considered to have moderate weight;

- Off-site highway improvements which is considered to have low weight;
- Economic benefits short term from supporting jobs in the construction industry and supporting the building trade which is considered to have low weight.

6.7 The officers view is that the principle of residential development in this location is acceptable and the development would not result in undue harm to the visual amenity or landscape character of the area, or result in unacceptable highways, flood risk, residential amenity or ecology impacts. Appropriate drainage and contamination strategies together with biodiversity net gain and improvements to transport and public rights of way could successfully mitigate against any impacts arising subject to appropriate details being secured by conditions.

6.8 However, if Committee were minded to disagree with the officer assessment and identify harm then the weight of this harm would need to be considered in light of which applying the tilted balance in order to justify a refusal of planning permission as the harm would need to significantly and demonstrably outweigh the benefits identified.

6.9 As such the proposal is recommended for approval, subject to appropriate conditions and the completion of a section 106 agreement.

RECOMMENDATION: That the application be DEFERRED and DELEGATED to the Director of Economic Development and Planning for approval following the satisfactory completion of a Legal Agreement and subject to appropriate conditions which will be published as a Late Item.

BACKGROUND PAPERS

https://webportal.ribblevalley.gov.uk/site/scripts/planx_details.php?appNumber=3%2F2026%2F0230