

Report to be read in conjunction with the Decision Notice.

Signed:	Officer:	BT	Date:	5/8/26	Manager:	LH	Date:	5/8/26
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Application Ref:	3/2026/0265			 Ribble Valley Borough Council www.ribblevalley.gov.uk
Date Inspected:	26/6/26	Site Notice:	26/6/26	
Officer:	BT			
DELEGATED ITEM FILE REPORT:				REFUSAL

Development Description:	Change of use from holiday let to C3 dwelling with unrestricted residential use.
Site Address/Location:	1 Dewhurst Farm Holiday Let, Longsight Road, Langho, BB6 8AD.

CONSULTATIONS:	Parish/Town Council
Wilshire Parish Council:	Object to the proposal on the basis that the application property should remain as a holiday let in order to continue to support the tourist and holiday economy of the Borough.

CONSULTATIONS:	Highways/Water Authority/Other Bodies
LCC Highways:	No objections subject to conditions.
CONSULTATIONS:	Additional Representations.
None.	

RELEVANT POLICIES AND SITE PLANNING HISTORY:**Ribble Valley Core Strategy:**

Key Statement DS1: Development Strategy
Key Statement DS2: Sustainable Development
Key Statement EC3: Visitor Economy
Key Statement DMI2: Transport Considerations
Policy DMG1: General Considerations
Policy DMG2: Strategic Considerations
Policy DMG3: Transport and Mobility
Policy DMH3: Dwellings In The Open Countryside & The AONB
Policy DMB1: Supporting Business Growth And The Local Economy
Policy DMB3: Recreation And Tourism Development
Policy DMB5: Footpaths And Bridleways

National Planning Policy Framework (NPPF)

Relevant Planning History:**3/2024/0033:**

Change of use from holiday let to C3 dwelling with unrestricted residential use (Refused)

3/2020/0110:

Proposed residential dwelling (Refused)

3/2019/0076:

Proposed erection of a two-storey holiday cottage following the demolition of the existing Dutch barn (Approved)

3/2018/0704:

Variation of conditions 2 (approved plans), 8 (sight lines) and 9 (implementation of access road improvements) from planning permission 3/2018/0082 to allow an amended design relating to alterations to the access road. (Approved)

3/2018/0082:

Proposed erection of a two storey holiday cottage following demolition of an existing dutch barn (Resubmission of application 3/2017/0644). (Approved)

3/2017/0644:

Proposed erection of a two storey holiday cottage following demolition of an existing dutch barn. (Refused)

3/2016/0390:

Prior approval of proposed change of use of agricultural building to a dwellinghouse (Class Q(b) only). (Refused)

3/2016/0023:

Prior approval of proposed change of use of agricultural building to a dwellinghouse (Class Q(b) only). (Refused)

3/2015/0632:

Prior approval of proposed change of use of agricultural building to a dwellinghouse (Class Q(a) only). (Approved)

3/2014/0976:

Prior Approval of proposed Change of Use of Agricultural Building to a Dwellinghouse with no Associated Operational Development. (Refused)

ASSESSMENT OF PROPOSED DEVELOPMENT:**Site Description and Surrounding Area:**

The application relates to a holiday let property located on the Western outskirts of Langho. Access to the application site is from the North from the A59 Longsight Road via a designated vehicle access track with the proposal site located approximately 90 metres away to the South-west of Dewhurst Road. Additional holiday let properties lie immediately adjacent to the east of the application property with a small cluster of residential properties lying immediately to the South-west of the application site. The wider area comprises a mixture of woodland, agricultural land and open countryside.

Proposed Development for which consent is sought:

Planning consent is sought for a proposed change of use of the application property from holiday let accommodation to a dwellinghouse with unrestricted residential use.

Principle of Development:

Key statement DS1 of the Ribble Valley Borough Council Core Strategy sets out the spatial vision for the Borough as follows:

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 principle settlements of:
 - Clitheroe;
 - Longridge; and
 - Whalley

In the 23 remaining Tier 2 Village settlements, which are the less sustainable of the 32 defined settlements, development will need to meet proven local needs or deliver regeneration benefits.

The site lies outside of any settlement boundary and therefore KS DS1 does not offer any policy support to the development.

Policy DMG2 of the Core Strategy states:

Within the tier 2 villages and outside the defined settlement areas development must meet at least one of the following considerations:

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

In a similar vein, Policy DMH3 seeks to restrict residential development 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 dwellings under certain circumstances.

In this instance, the property subject to the proposed change of use lies approximately 1 kilometre outside of the defined settlement area of Langho within the open countryside. In terms of the policy tests, no evidence has been provided to demonstrate that unrestricted use of the application property as a residential dwelling would be essential to the local economy or social well-being of the area, nor has any evidence been provided to demonstrate that the proposed use of the application property pertains to local needs housing to meet an identified need. In addition, the proposed change of use of the application property would not be used in relation to agriculture, small scale tourism, recreation or any small-scale uses that would be appropriate within a rural area. Furthermore, the proposed change of use would not involve the rebuilding or replacement of a dwellinghouse with unrestricted residential use or the physical conversion of an existing non-residential building.

Policy DMH3 further states that the creation of a permanent dwelling by the removal of any condition that restricts the occupation of dwellings to tourism / visitor use or for holiday use will be refused on the grounds of unsustainability. Whilst the application does not seek to remove conditions the effect of granting full planning permission for a change of use to a residential dwelling would result in the same outcome / policy conflict.

Taking account of the above, the proposal would fail to meet the criteria within Key Statement DS1 and Policies DMG2 and DMH3 of the Ribble Valley Borough Council Core Strategy.

In addition to the above, Policies DM12 and DMG3 of the Ribble Valley Core Strategy require new development to be located to minimise the need to travel, with good access by foot and cycle and convenient links to public transport. This is in line with one of the overarching objectives of the NPPF to encourage sustainable development and in turn reduce reliance on private motor vehicles. In this instance, the application property lies within the open countryside and is not located within a sustainable location however the imposition of restrictive conditions placed on planning consents 3/2018/0082 and 3/2019/0076 currently limit use of the application property to short-term holiday let accommodation which is considered to be a more sustainable use in the context of the application property's open countryside location.

A supporting statement has been provided in support of the application which states:

'...the availability of directly accessible non-car means of travel to neighbouring towns and villages mean that the location should be judged as sustainable...the location has a good relationship with the road network, makes provision for access as an existing public footpath and is accessible by means other than the private car, most specially a bus stop directly adjacent the access lane, all of which make the proposal consistent with the considerations in Policy DMG3. These factors can also be described as providing good access by foot and cycle and having convenient links to public transport to reduce the need for travel by private car, consistent with Policy DM12.'

With regards to the local bus service, there are three school buses which stop at the Dewhurst Farm bus stop (the number 458, 623 and 615) along with the number 25 and 280 public buses which include stops at the principal settlements of Clitheroe and Whalley. The 25 bus runs from Dewhurst Farm from 07:45 to 19:14 hourly / two hourly Monday to Saturday with journey times to Clitheroe being approximately 30 minutes and 15 minutes to Whalley. The 280 bus runs from Dewhurst Farm from 07:11 to 18:53 hourly Monday to Friday, 07:25 – 18:45 hourly on Saturdays and 09:08 – 17:08 two hourly on Sundays with journey times to Clitheroe being approximately 22 minutes and 9 minutes to Whalley. These bus services, including Sunday services are therefore limited and as such are not considered to be of a duration or frequency that would make travelling by public transport an attractive method of transport for future occupiers. Whilst the site may be considered to have access to a reasonable bus service, there are other considerations to whether a site is sustainable in respect of walking and cycling options.

Notwithstanding the above, analysis shows the application site as being a 30 minute walk from the nearest substantial services and amenities which in this instance are located within the defined settlement area of Langho, with the shortest walking route from the application site to Langho being via Whitehalgh Lane which is an unlit road with no designated cycle lanes and a predominant absence of pavements. As such, it is not considered likely that future occupants of the proposed dwelling would be able to access services, amenities and additional public transport links within Langho by foot or bicycle as these would not be an attractive or safe mode of travel. Furthermore the A59 is a deterrent to cycling because of its use as a busy transport corridor. Consequently, future occupiers of the proposed dwelling would likely be reliant upon the use of private motor vehicles to access key services and facilities and the site is therefore not considered to be a suitable or sustainable location for housing.

The application's supporting statement makes further reference to issues of viability to justify use of the application property as an unrestricted dwelling as follows:

'The application also includes details of the business expenditure and income. This data shows that the income from lettings has not covered expenditure for three years, leading to losses for an extended period. In that time, expenditure has increased due to inflationary pressures and the lettings fell significantly, which may be attributed to several factors, but is no doubt an impact from the number of other holiday properties adjacent the site. This evidence demonstrates a lack of commercial viability over a sustained period of time, which we consider to be sufficient to justify allowing the removal of the restrictive condition and change of use to an unrestricted dwelling.'

Whilst details of income and expenditure for the application property have been provided as stated, no evidence has been provided to demonstrate that the documented financial losses and reduction in lettings is attributable to the presence of the holiday let accommodation adjacent to the site. The Council is also mindful of an unsuccessful attempt to change the use of the application property residential use in 2020 (under application 3/2020/0110) when, according to the applicant's own statement, the market was buoyant. In addition, the data submitted in relation to expenditure and income shows an increase in income from lettings (approximately 74%) between the years 2023/2024 and 2024/2025. Furthermore, the sales brochure submitted in support of the application refers to the application property as being a 'successful holiday let business' generating 'substantial and excellent income' which contradicts the applicant's argument in relation to the application property being unviable as a holiday let property.

For the above reasons the proposal is therefore unacceptable in principle.

Other Material Considerations – Housing Supply

In January 2026 an appeal decision determined that the Council's housing supply position is 3.45 years. Consequently, strategic policies DMG2 and DMH3 referenced above are considered to be out-of-date in so far as their ability to restrict housing from coming forward and there is a requirement for the Council to assess the proposed development against Paragraph 11 (d) (i) & (ii) of the Framework.

Paragraph 11 (d) of the NPPF states:

Plans and decisions should apply a presumption in favour of sustainable development...For decision-taking this means:

d) where there are no relevant development plan policies or the policies which are most important for determining the application are out-of-date (this includes, for applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five year supply of deliverable housing sites – see footnote 8 of the Framework), 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

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 not affected by any such areas or assets as such this subsection does not apply.

In which case the tilted balance should be applied and 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. This will be considered in the concluding section of the report.

Impact Upon Residential Amenity:

Paragraph 135 (f) of the National Planning Policy Framework states:

'Planning policies and decisions should ensure that developments create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users'.

Furthermore, Policy DMG1 of the Core Strategy requires all proposals for development to consider the effects of development upon existing amenities.

In this instance, no changes or alterations are proposed to the application property and analysis shows that all habitable rooms within the application property currently receive an adequate provision of natural light to support the unrestricted residential use proposed. Consequently, it is not considered that the proposed development would be harmful to the amenity of any neighbouring residents or future occupants utilising the application building as unrestricted residential accommodation. The proposed development would therefore be compliant with the aims and objectives of Paragraph 135 (f) of the NPPF and Policy DMG1.

Visual Amenity/External Appearance:

The application site lies in open countryside with no changes proposed to the built form already approved. Therefore, this proposal would have no additional impact on visual impact in this respect than the approved scheme.

Highways and Parking:

LCC Highways have reviewed the proposal and have raised no issues with the proposed development with respect to access, parking or general highway safety. The LHA have made a request for conditions to be imposed in the event of approval of the proposal with regards to parking and turning facilities, electric vehicle charging and cycle storage provision. Consequently, it is not considered that the proposed development would have any undue impacts upon highway safety as such the proposal satisfies Policy DMG1 of the Core Strategy (highways).

Landscape/Ecology:

BNG

The development is exempt from having to achieve the mandatory Biodiversity Net Gain requirement as it is subject to the de minimis exception.

Observations/Consideration of Matters Raised/Conclusion:

The proposed change of use would amount to the introduction of unjustified residential accommodation into the defined open countryside contrary to Key Statement DS1 and Policies DMG2 and DMH3 of the Core Strategy. Furthermore, the dwelling would not be in a sustainable location for housing as future occupants would be dependent on private motor vehicle and as such the proposal fails to satisfy the sustainability objectives of the NPPF and Key Statement DMI2 and Policy DMG3 of the Core Strategy. Therefore the principle of a residential development in this rural location is in conflict with the Core Strategy and NPPF.

As identified earlier in this report, the Council are unable to demonstrate a Five-Year Housing Land Supply (5YHLS) and so paragraph 11d) of the NPPF is engaged and in this case the tilted balance applies and the proposal must be assessed against paragraph 11d) ii and a balancing exercise must be undertaken.

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 just one dwelling to the Council's housing supply as such this is considered to carry limited weight given that future occupiers of the proposed dwellings would likely be reliant upon the use of private motor vehicles to access key services and facilities. There would also be the benefit of consumer expenditure in the area, however given that the development relates to just one dwelling these benefits are also considered to carry limited weight.

However, Paragraph 11d) section ii) also requires the LPA to have particular regard to key policies for directing development to safe and sustainable locations, with Paragraphs 115 (a), 129 (c) as being relevant to the development proposed under this application (see footnote 9 of the NPPF). As previously conveyed, the application property is not located within a sustainable location and the proposed change of use would result in an intensified use of the application property whereby future occupants of the property would be reliant upon the use of private motor vehicles to access services and facilities on a daily basis such as shops, schools and medical facilities. The proposal is therefore considered to be an unsustainable form of development and would therefore be in conflict with Paragraphs 115 (a) and 129 (c) of the NPPF, both of which seek to direct development towards sustainable locations.

In light of the above, the limited benefits that would arise from delivering one additional dwelling to the Council's housing supply are not considered to outweigh the harm that would arise from the aforementioned Framework policy conflicts with regards to sustainability. Consequently, the proposed development cannot be supported through applying Paragraph 11 (d) (i) or (ii) of the Framework.

As such, for the above reasons and having regard to all material considerations and matters raised that the application is recommended for refusal.

RECOMMENDATION:	That planning consent be refused for the following reason:
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01:	The proposal is considered to be in direct conflict with Key Statement DMI2 and Policies DMG3 and DMH3 of the Ribble Valley Core Strategy and the overarching objectives of the National Planning Policy Framework (NPPF) insofar that approval would lead to the introduction of unjustified residential accommodation 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.
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	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.
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