



Sheila Wright Planning

Appeal

Statement of Case On behalf of Mr Zaid Tariq

Appeal against the refusal by Ribble Valley Borough Council of a full planning application for conversion of former carehome to a pair of semi-detached houses and associated extensions and alterations

Longworth House, Higher Ramsgreave Road, Ramsgreave BB1 9DJ

Prepared by
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Director, Sheila Wright Planning

June 2026

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1. Introduction

1.1 This Statement of Case (SOC) is submitted on behalf of Mr Zaid Tariq (“the Appellant”) in support of a planning appeal against the refusal of planning application 3/2025/0823 by Ribble Valley Borough Council (“the LPA”) on 13 May 2026.

1.2 The description of development is:

Conversion of former care home to a pair of semi-detached houses and associated alterations and extensions including:

- *New front porticos (one for each of the houses);*
- *Single storey extensions to side and rear;*
- *Partial double storey extension; and*
- *Dormers to front and rear, allowing the roof space to be used for bedrooms.*

1.3 The application was submitted on 24 September 2025 and refused under delegated powers on 13 May 2026 for the following reasons:

1. *The proposed two storey rear gable extension, front and rear dormers, rear balcony and front porticos would read as bulky, over dominant and largely unsympathetic additions to the building. As a result they would harm the character and appearance of the building so that it would fail to be in keeping with its surroundings in terms of its form and design. Concerns are also raised in respect of the large residential curtilage proposed and the urbanising impact this would have on the countryside character. Accordingly, the proposal fails to satisfy the requirements of Policies DMG1, DMG2, DMH3 and DMH4 of the Ribble Valley Core Strategy.*
2. *The rear balcony proposed to serve the new westerly dwelling, by virtue of its size and close proximity to the shared boundary, would result in unacceptable levels of overlooking for future occupiers of the easterly dwelling. As such the proposal would conflict with policy DMG1 of the Ribble Valley Core Strategy by virtue of unacceptable impacts on residential amenity.*

1.4 The appeal proposals are fully described in the application documents.

1.5 Main Issues

1.6 The Main Issues in this appeal are considered by the Appellant to be:

- Whether the proposed development is acceptable in principle.
- Whether the design is acceptable.

- Whether the ‘tilted balance’ is engaged
- Whether the proposal is in conformity with the Development Plan and THE FRAMEWORK overall.

1.7 **Costs**

1.8 I can confirm that the appellants will be submitting a costs claim.

2. Background

2.1 The Application

2.2 The application was submitted on 11 October 2025 and validated on 09 December 2025 following the submission of further plans at the request of the LPA. The target date for determination set out in the validation letter was 26 January 2026.

2.3 The target date passed and despite us sending chasing emails to the planning case officer, Kathryn Hughes, the only responses we got were to say that she was busy on other matters. Finally on 06 March 2026, some 12.5 weeks after validation, we received the first substantive response to the application. [Email from Kathryn Hughes to Sheila Wright.]

2.4 This demanded wholesale changes to the proposed development, to the point where it would be barely recognisable from that which was submitted. The changes included omission of the two storey rear extension, reduction of the size and number of dormers, omission of the second floor windows in the side gables, reducing the size of the balcony to the left hand (westerly) dwelling and reduction or removal of the porticos.

2.5 The appellants consulted their architects and concluded that there were no good planning or architectural reasons for the changes being demanded. It was clear that there would be no meeting of minds with the LPA and, given the amount of time that had already elapsed, there was no guarantee that even minor design changes might be agreed within any reasonable timeframe.

2.6 The appellants therefore confirmed on 22 April 2026 that the application should be determined as it stood. [Email from Sheila Wright to Kathryn Hughes.]

2.7 Consultee Responses

2.8 There were no objections to the application.

2.9 There is one letter of support stating that the proposal is a positive and appropriate re-use of a long-vacant building.

2.10 The Parish Council submitted no response.

2.11 Lancashire County Council Highways do not object to the proposed

development subject to conditions.

3. Reasons for Refusal

3.1 Reason 1

3.2 Reason 1 covers a number of points which I will address separately below.

3.3 Two storey rear gable extension

3.4 The proposal amounts only to the squaring off of the ground floor where the conservatory currently sits, together with a first floor extension above it. The extension would provide, for the easterly house, a family kitchen/diner on the ground floor and, on the first floor, the principal bedroom which would have a balcony, enclosed on its sides.

3.5 The extension would not extend beyond the furthest point of the existing conservatory. It will not be seen as bulky because this is already a substantial wing of the existing building and the extension will add relatively minor additional volume.

3.6 The roof of this wing is at 90 degrees to the main roof and has a lower ridge line. It is already therefore subordinate to the main part of the building. The proposed extension will simply continue this ridge line.

3.7 This extension will only be seen in distant views from the rear and partial view from the north east side, as shown in the image below. It will not appear significantly different from the existing.



Google Image

3.8 The view from the rear will comprise distant views of an end gable elevation which is composed of a high proportion of glazing to solid elements and a

recessed balcony. Far from being bulky, this will appear as a lightweight structure.

- 3.9 The view from the north east side will predominantly be from the nearest residential property, Sibaya, which is approximately 45m away. The views are filtered by distance, the oblique angle and mature trees and outbuildings along the Longworth House boundary. The extended building will appear little different from this view point.
- 3.10 Front and rear dormers
- 3.11 The roof slope of the building is relatively shallow and therefore dormers are required in order to make use of the roof space to provide bedrooms with adequate head height.
- 3.12 The proposed front and rear dormers are proportionate to the scale of this large building and its areas of roof. They would sit well below the ridge of the roof and be set back from eaves level. They would be simple and elegant additions to the roof. The shallow roof slope means that they will recede away from ground level views. The flat roof design of the dormers will minimise their mass and ensure that they are visually absorbed by the main roof and therefore not obtrusive.
- 3.13 All the dormers are positioned so that they directly bring light either to the bedrooms themselves or to ancillary areas including the ensuite (westerly house) and the staircase (easterly).
- 3.14 The front dormers are arranged and sized symmetrically, with the two larger ones being towards the centre of the roof and the two smaller ones towards the outer edges, with even spacing between them.
- 3.15 The rear dormers are also positioned to serve the individual bedrooms, with roughly equal spaces between and at the side of them. On the westerly house the double dormer serves adjacent bedrooms whilst on the easterly house the single dormer is positioned to take account of the existing outrigger.
- 3.16 Rear balcony
- 3.17 It is not clear what is being referred to here as two rear balconies are proposed, one for each of the houses.
- 3.18 We have already dealt with the enclosed balcony on the gable extension (easterly) so will focus here on the second balcony which serves the

westerly house.

- 3.19 It is important to point out that there is a an existing balcony spanning two windows at first floor level on the rear elevation. This forms part of a fire escape supported on pillars which was added to the carehome and which is of unsympathetic design and visually obtrusive, detracting from the overall character of the building. This would be removed as part of the development proposals.
- 3.20 The proposed new balcony will be a very simple balustrade on top of the new single storey ground floor rear projection. The latter would not extend any further out than the fire escape structure.
- 3.21 This part of the building is recessed behind the gable projection of the other house on one side and screened from view by the amenity block on the other.
- 3.22 Because it is such a lightweight structure with glazing behind it will be very difficult indeed to even see it in long or even short distance views from the rear of the property.
- 3.23 For these reasons the proposed balcony will enhance the character and appearance of the building.
- 3.24 Front porticos
- 3.25 There is an existing porch set to one side of the front elevation, as seen in the image below.
- 3.26 This is an unsympathetic, modern addition which was likely to have been added in association with the carehome use. It would be removed under the development proposals.
- 3.27 The proposed two new front entrances will be marked by matching porticos. These will be restrained and elegant structures of a very simple design to be built of natural stone or similar.
- 3.28 The design of the front doors themselves including any glazing could be covered by a planning condition.



Taylor Weaver Chartered Surveyors

- 3.29 Not only will the porticos signify and delineate that the building comprises two houses but they will also provide weather protection for the occupants. Their simple open design will complement the front elevation and ensure that the overall character of the building is preserved.
- 3.30 Summary
- 3.31 None of the proposed additions could be described as ‘bulky’, ‘over-dominant’ or ‘unsympathetic’ additions, as alleged in Reason 1. They represent high quality design which has carefully considered the character of the existing building and its context.
- 3.32 They would preserve the character and appearance of the building, whilst giving it a new lease of life as two family homes. They are proportionate to the scale and mass of the building and would complement the simple and unfussy lines of its architecture.
- 3.33 Longworth House is already set apart from the other residential buildings in the surroundings by its sheer size and scale and the size of its grounds. The fact that the proposed additions would all be in keeping with its character and scale, as well as visually unobtrusive, means that there will be no adverse impact on the wider landscape.
- 3.34 ‘Large residential curtilage’ and ‘urbanising impact’
- 3.35 *‘Concerns are also raised’*. The meaning of this phrase within Reason 1 is not clear. It is unclear whether this is, or isn’t, a reason for refusal.

3.36 If it is, it's not clear why it should be, because the curtilage is as existing and exactly as it was for the former carehome use. Its extent is not changing and, given that the carehome was a form of residential use, it is emphatically not the case that it will have any 'urbanising impact' over and above what is already there.

3.37 The 2009 image below (which is the earliest clear image in the Google Earth historical series) clearly shows the established curtilage, defined by clear boundaries. It includes formal and informal garden areas, car parking, driveway and associated hardstanding and several small garden outbuildings and other structures. This arrangement has not changed in the meantime.



Google image

3.38 **Conclusion – Reason 1**

3.39 For these reasons Reason 1 cannot be substantiated.

3.40 **Reason 2**

3.41 The two proposed dwellings are to be occupied by members of an extended family but, even if they were not, the amenity of the two households occupying the dwellings would be safeguarded.

3.42 Because of the angles involved it would be extremely difficult for anyone to stand on the balcony of the westerly house and see into adjacent bedroom of its easterly and well nigh impossible to see into its ground floor lounge.

3.43 With regard to the windows in the west facing elevation of the easterly house

these are, respectively, on the ground floor, a small window to the ‘dirty’ kitchen and two small secondary windows to the open plan kitchen diner and, on the first floor, two small secondary windows to the master bedroom.

- 3.44 Again, the angles, distances involved, small size of the windows in question and height difference between the first floor balcony (westerly) and the ground floor kitchen (easterly) would make it virtually impossible for anyone on the westerly balcony to see into those rooms.
- 3.45 Should the Inspector decide that an additional safeguard is necessary the two secondary bedroom windows in the easterly house could be obscure glazed and there could be a screen at the end of the balcony closest to the adjoining house. These matters could be covered by planning condition.
- 3.46 The two families who would occupy the building have chosen it precisely because they wish to be in close proximity to each other. They are happy to share a garden, parking, driveway and other aspects of the site. They envisage living here for the long term but, even if one or both of the houses were to be sold in the future, the amenity of the future occupiers would be protected by the planning condition referred to above and any planning or legal measures that were required at that time for example to divide the curtilage.
- 3.47 **Conclusion – Reason 2.**
- 3.48 For these reasons, Reason 2 cannot be substantiated.

4. Case for the Appellant

4.1 Housing Land Supply

4.2 The ‘tilted balance’ presumption in favour of sustainable development set out in paragraph 11d) of the Framework is engaged in this case.

4.3 For decision-taking this means where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or
- ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination⁹.

4.4 Footnote 8 states that ‘out of date’ for this purpose includes applications involving the provision of housing, situations where the local planning authority cannot demonstrate a five year supply of deliverable housing sites.

4.5 In an appeal decision issued on 07 January 2026, regarding land to the south of Chatburn Old Road, Chatburn, an Inspector established that RVBC only has a supply of 3.45 years. [APP/T2350/W/25/3372635]

4.6 Therefore the housing policies of the development plan are out of date. The Inspector in that case described the shortfall in the 5YHLS as “significant”. [IR 23].

4.7 The ‘tilted balance’ being engaged, the next step is to determine whether limb i) and ii) apply.

4.8 Limb i) is satisfied because the application site is not covered by any of the Framework policies that would protect ‘areas or assets of particular importance’, as set out in Footnote 7.

4.9 Limb 2 is satisfied because there are no impacts of the proposed development that would ‘significantly and demonstrably’ outweigh the benefits of providing two new houses.

- 4.10 Furthermore, in accordance with Limb 2, the proposed development would represent the sustainable re-use of an existing building and therefore the effective use of land. It is also in an accessible location, being 4 minutes' walk from the nearest bus stop at the Spread Eagle public house from where the Nos. 25, 25A and 59 buses provide regular services into Mellor village (less than 10 minutes' journey) has a range of facilities and services and 20 minutes from Blackburn Town Centre in the other direction.
- 4.11 The Officer's delegated report notes the issue of Housing Supply under the heading of Other Material Considerations. It accepts that the housing land supply, as determined by the appeal reference above, is 3.45 years.
- 4.12 The report then goes on to consider the implications of this under the heading of Observations/Consideration of Matters Raised/ Conclusion. This section acknowledges that that in the light of the council's housing land supply position, it is necessary to assess the proposal against paragraphs 11d) (i) and (ii) of the Framework.
- 4.13 It further acknowledges that, in respect of limb (i) the site is not afforded protection under the relevant parts of the Framework (Footnote 7).
- 4.14 With regard to limb ii) the Council states that it considers that paragraphs 115, 129, 135 and 139, specifically mentioned in Footnote 9, are relevant to the appeal proposal. Whilst we agree that is the case we would also add paragraph 110.
- 4.15 The Officer's report states that the site is not located in a sustainable location. Our evidence that the site is 4 minutes' walk from the nearest bus stop and is readily accessible by public transport to both Mellor and Blackburn contradicts this. The site is therefore accessible by a choice of means of transport. Furthermore, Paragraph 110 notes that opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in both plan-making and decision-making.
- 4.16 The Report states that the proposed development would not conflict with Paragraph 115 (a) (prioritising sustainable transport modes) but it should also be noted that it fully complies with 115(b) (safe and suitable access for all users), 115(c) (design of parking areas) and 115 (d) (no significant impact on transport network).

- 4.17 The report considers there is not a conflict with 129 (c) (availability and capacity of infrastructure and services). However, it should also be noted that the proposed development complies with the overall thrust of paragraph 129 that planning policies and decisions should support development that makes efficient use of land, which in this case is the re-use of an existing building.
- 4.18 The development also complies with 129 (a) (identified need for different types of housing), 129 (d) (desirability of maintaining an area's prevailing character and setting (including residential gardens)) and 129 (e) (the importance of securing well-designed, attractive and healthy places). There would also be no conflict with 129 (b) (local market conditions and viability).
- 4.19 When it comes to paragraphs 135 and 139, our view as to whether the proposed development would constitute good design is clearly diametrically opposed to that of the LPA. No doubt the Inspector will make up their own mind.
- 4.20 However, it is important to address the content of 135 and 139 in detail, not least because the entirety of the LPA's case as to why the tilted balance should not apply rests on these two paragraphs.
- 4.21 With regard to paragraph 135 the proposed development will, in particular:
- Bring back a distinctive, but long vacant, local building back into beneficial use with minimal external physical changes, restoring its residential function for the long term (135(a), c) and e).
 - Be visually attractive as a result of good architecture which interferes minimally with the building form maintaining the sense of place and being appropriate in the wider landscape (135 b) and d)).
- 4.22 With regard to paragraph 139, we consider that the development is well designed for the reasons set out above. There is no local design guidance or supplementary planning documents such as design guides and codes.
- 4.23 There is therefore no reason to refuse the application on the grounds of paragraphs 135 and 139.
- 4.24 For these reasons the tilted balance applies and its requirements are satisfied.
- 4.25 Paragraph 11d)(ii) requires planning permission to be granted unless any

adverse impacts of doing so would *significantly and demonstrably outweigh the benefits*.

- 4.26 The Officer's report undertakes a cursory examination of the benefits without any explanation of how benefits and adverse impacts have been weighted or balanced against each other. It simply states that:

"....the limited benefits that would arise from delivering two additional dwellings to the Council's housing supply as well as limited benefits in respect of the creation of jobs during construction and supporting the building trade are not considered to outweigh the harm that would arise from the aforementioned Framework policy conflicts with regards to design and visual impact and the harm to residential amenity by virtue of overlooking from the rear balcony."

- 4.27 In the context of the Inspector's conclusion in the Chatburn Old Road appeal that the Council's housing land shortfall is "significant" and the priority accorded by the Government to increasing land supply, the addition of even two houses cannot be described as a "limited" benefit.

- 4.28 The report also fails to list as a benefit the fact that a locally significant building will be brought back into beneficial use after years of being vacant. This is not only a benefit to the character of the area and the amenity of neighbouring properties but also a sustainability benefit.

- 4.29 I have set out above the appellant's position that the design is appropriate and there will be no impact on residential amenity from the balcony.

- 4.30 The Council has, in our view not conducted a proper 'tilted balance' balancing assessment and has not given sufficient weight to the benefits of the appeal proposals.

- 4.31 For these reasons, I submit that the tilted balance applies and planning permission should therefore be granted.

4.32 **Compliance with Development Plan**

- 4.33 The decision notice refers to the following policies of the Ribble Valley Core Strategy (adopted 2014). I set out below the reasons why the proposed development accords with these policies.

4.34 DMG1 General Considerations

4.35 The proposed development is of a high standard of design which considers the building in its context, access and parking are safely catered for (as existing), it will not adversely affect the amenities of the area and there will be no adverse impacts on the natural or built environment.

4.36 The policy also emphasises that development should achieve efficient land use and reuse and remediate previously developed sites where possible. Previously developed sites should always be used instead of greenfield sites where possible.

4.37 DMG 2 Strategic Considerations

4.38 This states that within the open countryside development should where possible be accommodated through the re-use of existing buildings, which in more cases is more appropriate than new build.

4.39 DMH 3 Dwellings in Open Countryside and AONB

4.40 Residential development in these areas is allowed in limited circumstances including:

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

4.41 Note that the site is not in the AONB (National Landscape).

4.42 The proposed development is able to meet all of these requirements. It was originally built as a family home and was subsequently retained in a form of residential use when it was a care home. It is suitably located within its own grounds and accessible to nearby Mellor and Blackburn. It is structurally sound and capable of conversion to two dwellings without the need for complete or substantial reconstruction. The changes proposed are relatively minor in the context of the scale of the building as a whole, they will remove some of the unsympathetic changes instituted as part of the care home use and ensure that the two dwellings have a long term future as family homes.

4.43 DMH 4 Conversion of Barns and Other Buildings to Dwellings

4.44 The first point to make is that this is not a barn and the policy is aimed squarely at farm and other rural buildings. Indeed, it requires that the building to be converted “*has a genuine history of use for agriculture or*

another rural enterprise”.

- 4.45 It is not, therefore, relevant to consideration of the appeal proposal. Nevertheless to the extent that it duplicates the requirements of DH3 the proposed development complies with it.
- 4.46 In summary, therefore, the proposed development complies with all the development plan policies identified by the LPA in the decision notice.

5. Conclusion and Summary

- 5.1 The appeal proposal would bring a locally significant building back into beneficial use after years of being vacant following the cessation of the former care home use.
- 5.2 It would create two new family dwellings. The alterations and extensions proposed represent high quality design and are appropriate to the character of the building and the landscape in which it is situated.
- 5.3 A very recent appeal has established that Ribble Valley Borough Council only has a housing land supply of 3.45 years which falls substantially short of the 5 years required. The Inspector describes this as “significant”.
- 5.4 The ‘tilted balance’ set out in paragraph 11d) of the Framework is triggered. The proposed development satisfies both limbs of the paragraph and therefore planning permission should be granted in line with the presumption in favour of sustainable development.
- 5.5 In addition, neither of the reasons for refusal can be substantiated. On the contrary the proposed development accords with all the development plan policies referred to in the decision notice.
- 5.6 It also accords with all relevant provisions of the Framework, including those relating to sustainability, efficient use of land and design.
- 5.7 With regard to the main issues identified in Section 1 of this Statement, therefore, I conclude as follows.
- 5.8 **Principle**
- 5.9 The LPA and the appellant agree that the appeal proposal is acceptable in principle.
- 5.10 **Acceptability of Design**
- 5.11 The design fully takes into account the character and appearance of the existing building and the context of its setting. The proposed external changes to the building are minimal and will facilitate its conversion to two attractive and liveable family homes.
- 5.12 The design is therefore acceptable.

5.13 **Tilted Balance**

5.14 The LPA accepts that it does not have a 5-year housing land supply.

5.15 In the appellant's view the tilted balance is triggered as both 'limbs' of paragraph 11 (d) are satisfied. There are no adverse impacts that would significantly and demonstrably outweigh the benefits of providing two new homes.

5.16 The presumption in favour of sustainable development therefore applies.

5.17 **Accordance with Development Plan and the Framework**

5.18 The appeal proposal accords with all relevant policies of the development plan and the Framework as a whole.

5.19 For these reasons the Inspector is respectfully asked to allow the appeal.



29th December 2025

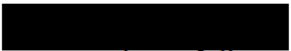
Planning Department

Ribble Valley Borough Council
Council Offices
Church Walk
Clitheroe
Lancashire BB7 2RA

Dear Sir/Madam,

Re: Application Number 3/2025/0823

Longworth House, Higher Ramsgreave Road, Ramsgreave, BB1 9DJ

I am writing as a  to express my support for the above planning application, which seeks the conversion of the vacant former care home (Use Class C2) into two semi-detached residential dwellings, together with associated extensions, alterations, landscaping and parking.

Having reviewed the submitted details, I consider the proposal to be a positive and appropriate reuse of a long-vacant building. In particular, I support:

- The sensitive re-use of an existing building rather than new development elsewhere.
- The improvement to the appearance and upkeep of the property and grounds.
- The fact that a residential use is consistent with the surrounding area, which contains a cluster of existing homes.
- The likelihood that the proposed use would generate **no greater impact** than the previous care home use and may result in fewer comings and goings overall.

My only comment is a minor accuracy issue: the parking location shown on the submitted site plan does not reflect the current arrangement on the ground. The Planning Statement confirms there is an existing car park to the south-western side of the house, historically accommodating around 10 spaces; I do not object to the retainment of the parking provision, and I support the application overall, however I ask that the applicant/agent confirms and corrects the parking layout/location on the final approved drawings to reflect the true position on site.

Subject to the above clarification being addressed, I support this application and would encourage the Council to grant planning permission.

Yours faithfully,



Appeal Decision

Hearing held on 9 December 2025

Site visit made on 9 December 2025

by Elaine Moulton BA (Hons) BPI MRTPI

an Inspector appointed by the Secretary of State

Decision date: 7 January 2026

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

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

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

Decision

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

Preliminary Matters

2. The proposal is for permission in principle. Planning Practice Guidance (PPG) advises that this is an alternative way of obtaining planning permission for housing-led development. The permission in principle consent route has 2 stages: the first stage (or permission in principle stage) establishes whether a site is suitable in-principle, and the second (technical details consent) stage is when the detailed development proposals are assessed. This appeal relates to the first of these 2 stages.
3. The scope of the considerations for permission in principle is limited to location, land use and the amount of development permitted¹. All other matters are considered as part of a subsequent Technical Details Consent application if permission in principle is granted. I have determined the appeal accordingly.

Main Issues

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

¹ PPG Permission in Principle Paragraph: 012 Reference ID: 58-012-20180615

Reasons

Suitable location

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

Other considerations

Housing land supply

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

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

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

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

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

Affordable housing

24. The Council contends that because affordable housing could not be secured at this first, permission in principle, stage, the provision of on-site affordable housing should not be considered as a benefit that weighs in favour of the proposed development. Nevertheless, CS Key Statement H3 states that for developments of 5 or more dwellings (or sites of 0.2 hectares or more irrespective of the number of dwellings) on sites outside of the settlement boundaries of Clitheroe and Longridge, the Council will require 30% affordable units on-site. The policy also indicates that the Council will only consider a reduction in this level, to a minimum of 20%, where supporting evidence justifies it.
25. I note that, in a previous appeal decision on this site relating to the refusal of Technical Details Consent², the Inspector found that a financial contribution towards off-site provision equivalent to the 20% minimum level set out in policy could be supported. Whilst acknowledging that financial circumstances can change over time, I see no reason why affordable housing in some form could not be secured in connection with the current proposal at the technical details consent stage. However, as there remains uncertainty as to the level of affordable housing

² APP/T2350/W/23/3333973

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

Economic benefits

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

Other Matters

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

Planning Balance

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

Conditions

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

Conclusion

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

Elaine Moulton

INSPECTOR

APPEARANCES

FOR THE APPELLANT:

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

FOR THE LOCAL PLANNING AUTHORITY:

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

Report to be read in conjunction with the Decision Notice.

Signed:	Officer:	KH	Date:	13/5/26	Manager:	LH	Date:	13/5/26
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Application Ref:	3/2025/0823	 Ribble Valley Borough Council www.ribblevalley.gov.uk
Site Notice:	16/1/26	
Officer:	KH	
DELEGATED ITEM FILE REPORT:		REFUSAL

Development Description:	Proposed conversion of vacant care home (Use Class C2) 622 sq.m. into two semi-detached residential 5 bed dwellinghouses; Use of two storey annex as incidental accommodation; erection of two storey rear extension to one dwelling and erection of single storey side and rear extension to one dwelling together with dormers to front and rear elevation, first floor balconies to rear elevation, portico to front elevation, changes in fenestration and introduction of additional doors and windows to both properties and associated parking and landscaping
Site Address/Location:	Longworth House Higher Ramsgreave Road Ramsgreave BB1 9DJ

CONSULTATIONS:	Parish/Town Council
Ramsgreave Parish Council:	Consulted 9/12/25 – no response.

CONSULTATIONS:	Highways/Water Authority/Other Bodies
LCC Highways:	No objections subject to conditions.

CONSULTATIONS:	Additional Representations.
One letter of support has been received stating that the proposal is a positive and appropriate reuse of a long-vacant building.	

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

Key Statement DS1: Development Strategy
Key Statement DS2: Sustainable development
Key Statement DMI2: Transport Considerations
Policy DMG1: General considerations
Policy DMG2: Strategic considerations
Policy DMG3: Transport and Mobility
Policy DME1: Protecting Trees and Woodland
Policy DME2: Landscape & Townscape Protection
Policy DME3: Site and Species Protection and Conservation
Policy DMH3: Dwellings in the open countryside and AONB
Policy DMH4: The conversion of barns and other buildings to dwellings
Policy DMH5: Residential and curtilage extensions
Policy DMB1: Supporting Business Growth And The Local Economy
Policy DMB5: Footpaths and Bridleways

National Planning Policy Framework (NPPF)

Relevant Planning History:

No recent planning history with respect to the building to be converted.

ASSESSMENT OF PROPOSED DEVELOPMENT:

Site Description and Surrounding Area:

The site is located outside the settlement boundary within open countryside. The land on the opposite side of the road is Green Belt. The site lies within a cluster of residential development collectively known as the top of Ramsgreave and is close to the Spread Eagle public house. The site is located between Mellor and Ramsgreave (approx. 1 mile from each) and approx. 2.5 miles from Blackburn.

The property is a former care home which has been vacant for some years set back from the road with mature trees along the boundary with Ramsgreave Rd and flanking the drive. There is a car park to the west of the building and a garage and store building to the east.

Proposed Development for which consent is sought:

Consent is sought for the extension, alteration and conversion of the building from a care home (C2 use) to a pair of semi-detached houses. The extensions proposed involved new front porticos, two-storey rear extension, single storey side and rear extensions and front and rear dormers. The existing access and car park would be retained.

Principle of Development:

The site is situated within an area of open countryside. Policy DMH3 of the Ribble Valley Core Strategy states:

'Within areas defined as open countryside or AONB on the proposals map, residential development will be limited to the appropriate conversion of buildings to dwellings providing they are suitably located and their form and general design are in keeping with their surroundings. Buildings must be structurally sound and capable of conversion without the need for complete or substantial reconstruction.'

Expanding on the above requirements, Policy DMH4 of the Ribble Valley Core Strategy states:

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

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

The building to be converted must:

-Be structurally sound and capable of conversion for the proposed use without the need for extensive building or major alternation, which would adversely affect the character or appearance of the building;

- Be of a sufficient size to provide necessary living accommodation without the need for further extensions which would harm the character or appearance of the building –

- The character of the building and its materials are appropriate to its surroundings and the building and its materials are worthy of retention because of its intrinsic interest or potential or its contribution to its setting, and

The building has a genuine history of use for agriculture or another rural enterprise.

In this instance, the building to be converted is located adjacent to residential properties. As such, it is not considered to be an isolated feature within the landscape.

Access to the building would be via an existing access / driveway and it is not anticipated that conversion of the building would warrant any unnecessary expenditure by public authorities or utilities on the provision of infrastructure.

Supporting ecology surveys confirm the the proposed development would not be harmful to any nature conservation interests and whilst there is no structural report submitted, the overall condition of the building is considered to be structurally sound and capable of conversion for residential use, subject to some refurbishment work.

The building has a genuine history as a rural enterprise. Due to the length of time the building has been vacant for (approx. 2018), there are no detrimental effects on the rural economy.

The character of the building and its materiality contributes to the setting of the surrounding countryside therefore the building in question is considered to be worthy of retention.

Notwithstanding the above, Policy DMH3 carries a requirement for all buildings being converted to residential use to be in keeping with their surroundings with respect to their form and general design. Similarly, criteria points 3 and 5 of Policy DMH4 and its additional criteria require proposals to be consistent with the conservation of the natural beauty of the area without causing undue harm to the visual amenities of the surrounding landscape or harm to the character or appearance of the building.

The proposal involves significant additions which cause concern, in particular a two-storey rear extension with rear gable, a number of dormers on the front and rear, rear balcony and front porticos. There are other design concerns which are set out later in this report. The agent has been invited to make a number of changes to address the concerns but has asked for the application to be determined in its current form.

In this instance, the two storey rear gable extension, front and rear dormers, rear balcony and front porticos would read as bulky, over dominant and largely unsympathetic additions to the building which will result in a noticeable increase in the scale and massing of the structure. Accordingly, the proposal fails to satisfy the requirements of Policy DMH4.

Policy DMG3 of the Core Strategy requires decision taking to consider the availability and adequacy of public transport and associated infrastructure to serve those moving to and from new developments. This is consistent with the NPPF which requires development proposals to promote sustainable transport. Due to the rural location of the site future occupants of the dwellings would be reliant on the use of private motor vehicles, however this is balanced with the sustainable benefits of re-using an existing building and having regard to previous traffic movements associated with the care home. As such the reliance on private motor vehicles in this instance is not considered to justify a refusal.

Policy DMB1 of the Core Strategy 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.)*

Sites with "Employment" generating potential are taken as sites with potential for employment under classes E(g), B2 and B8. Whilst the proposed use does not currently fall within any of these use classes, this policy is still engaged because the potential for the building to be used for those purposes needs considering.

An employment generating use suitable in a rural area would not be in conflict with DMG1 however it is acknowledged that a residential use would be more compatible with nearby residential properties. It is acknowledged that a residential use of the proposal site would likely result in fewer comings and goings to and from the site (in addition to a potential reduction in noise levels) when compared with the noise and activity levels associated with an employment site. As such, it could be argued that a C3 use of the building could potentially deliver a minor enhancement to the amenity of the site's neighbouring receptors. No evidence has been provided to demonstrate that attempts have been made to secure an alternative employment generating use for the proposal site. The proposed development would therefore fail to satisfy criteria point 5 of Policy DMB1. However, due to the lack of conflicts identified with other parts of this policy, and in the context of a lack of five-year housing supply, it is not considered that this conflict alone would justify a refusal of permission.

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 policy DMH3 referenced above is considered to be out-of-date in so far as its 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

ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key

policies for directing development to sustainable locations, making effective use of land, securing well-designed places and providing affordable homes, individually or in combination

This assessment will be done in the concluding section of this response once all matters have been duly considered.

Impact Upon Residential Amenity:

The nearest neighbouring receptor is approx. 45m away. Accordingly, it is not considered that the proposal would be harmful to the amenity of any neighbouring residents.

The rear balcony proposed to serve the new westerly dwelling, by virtue of its size and close proximity to the shared boundary, will result in unacceptable levels of overlooking for future occupiers of the easterly dwelling. The agent has been invited to make a number of changes to address the concerns, including pulling it away from the boundary and introducing a screen, but has asked for the application to be determined in its current form. As such the proposal will conflict with policy DMG1 of the Core Strategy by virtue of unacceptable levels of overlooking.

Visual Amenity/External Appearance:

Paragraph 135 of the NPPF states [planning] decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;*
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;*

In addition, Policy DMG1 of the Ribble Valley Core Strategy 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, including impact on landscape character.’

Policy DMG2 requires all development within the open countryside to be in keeping with the character of the landscape and acknowledge the special qualities of the area by virtue of its size, design, use of materials, landscaping and siting.

Policy DMH4 of the Core Strategy offers specific guidance with respect to the conversion of rural buildings to dwellings as follows:

‘Planning permission will be granted for the conversion of buildings to dwellings where there would be no materially damaging effect on the landscape qualities of the area...the building to be converted must be of a sufficient size to provide necessary living accommodation without the need for further extensions which would harm the character or appearance of the building.’

The proposal involves significant additions which cause concern, namely the introduction of a two-storey rear extension with rear gable and a number of dormers which read as bulky, over dominant and largely unsympathetic additions to the building which will result in a noticeable increase in its scale and massing. Furthermore the dormers do not align with the window arrangement below. Additionally, a new second floor window in the side elevation is considered to exacerbate the massing of this gable, and the rear balcony is considered to be large and out of character, as are the two new front porticos on the frontage. In respect of these, the agent has been advised to reduce the rear balcony and reduced/remove the porticos to a more appropriate design in terms of scale and height, and the double, glazed(?) entrance doors could make more of a statement as these resemble patio doors usually found to the rear/side of a

dwelling. The agent has been invited to make a number of changes to address the concerns but has asked for the application to be determined in its current form.

The agent has been asked to provide an updated proposed site plan which clearly identifies the curtilage for each dwelling including access / parking and garden area, however this has not been forthcoming. Whilst this could be secured by condition, based on the extent of the site boundary the residential curtilage would encroach further into the countryside than the existing curtilage limits of neighbouring properties. This encroachment including introduction of domestic paraphernalia into this land would have a harmful urbanising impact on the countryside character.

A public footpath (FP7) runs down the driveway and along the eastern side of the building / eastern edge of the site, as such the additions and alterations proposed to the front, eastern side and rear as well as the large residential curtilage would be clearly visible from this receptor.

The agent has been asked to confirm that no external alterations are proposed to the annex building and to provide a proposed floor plan of the garage and store building to be retained, however this has not been forthcoming. In the absence of this information, any grant of permission would need to secure this by condition.

Taking account of all of the above, the proposed development would fail to satisfy the requirements of Paragraphs 135 of the NPPF and Policies DMG1 and DMH4 of the Core Strategy.

Highways and Parking:

Policy DMB5 is relevant due to a public footpath crossing the site. However, no development is proposed that would obstruct this route and the development would result in lower vehicle movements along the PROW compared to the former care home. No conflict with policy DMB5 of the Core Strategy is identified.

LCC Highways have reviewed the proposal and have raised no issues with the proposed development with respect to parking, access or general highway safety. The LHA have made a request for conditions to be imposed with regards to construction management, parking and cycle storage provision. Notwithstanding this, it is not considered that the proposed development would have any undue impact upon the surrounding highway network and would satisfy policies DMG1 and DMG3 of the Core Strategy.

Trees /Ecology:

An arboricultural impact assessment and method statement was submitted with the application. No tree works are required as a result of this development. Protective fencing is required which could be secured by condition. As such no conflict with policy DME1 is identified.

A preliminary bat roost assessment was prepared in July 2025 which identified the building to be of moderate roost suitability. A bat activity survey results report was then prepared in September 2025 confirming two dusk emergence surveys were undertaken within the main active season for bats. From the survey undertaken bats were absent from the building. Due to some bat foraging identified around the building and the presence of suitable foraging opportunities around the site mitigation and enhancement is recommended which could be secured by condition. As such no conflict with policy DME3 is identified.

The development is subject to the de minimis exemption in respect BNG.

Observations/Consideration of Matters Raised/Conclusion:

The two storey rear gable extension, front and rear dormers, rear balcony and front porticos would read as bulky, over dominant and largely unsympathetic additions to the building. As a result they would harm the character and appearance of the building so that it would fail to be in keeping with its surroundings in terms of its form and design. Concerns are also raised in respect of the large residential curtilage proposed and the urbanising impact this would have on the countryside character. Accordingly, the proposal fails to satisfy the requirements of Policies DMG1, DMG2, DMH3 and DMH4 of the Core Strategy.

As outlined above, in light of the Council's housing supply position, it is necessary to assess the proposal against Paragraphs 11 (d) (i) and (ii) of the Framework.

Having regard to Paragraph 11 (d) (i) of the NPPF (flat balance), the application site is not afforded protection under the relevant parts of the Framework (see footnote 7 of the NPPF), as such it is necessary to consider the proposal against Paragraph 11 (d) (ii) of the NPPF (tilted balance).

Having regard to Paragraph 11 (d) (ii) (tilted balance), the Council considers Paragraphs 115, 129, 135 and 139 as being relevant to the development proposed under this application (see footnote 9 of the NPPF). The site is not located within a sustainable location although the proposal would result in lower levels of vehicle movements compared to the former care home, as such there is not considered to be a conflict with Paragraphs 115 (a) and 129 (c) of the NPPF. However, turning to paragraphs 135 and 139 and it is not considered that the scheme of residential conversion represents good design or would be sympathetic to the surrounding built environment and landscape setting. Additional concerns in respect of overlooking from the proposed rear balcony are also identified.

In light of the above, the limited benefits that would arise from delivering two additional dwellings to the Council's housing supply as well as limited benefits in respect of the creation of jobs during construction and supporting the building trade are not considered to outweigh the harm that would arise from the aforementioned Framework policy conflicts with regards to design and visual impact and the harm to residential amenity by virtue of overlooking from the rear balcony. The application form states the units are to be self-build and/or custom build housing however no Unilateral Undertaking has been submitted to secure this as such this carries no weight. Consequently, the development cannot be supported even through applying Paragraph 11 (d) (ii) of the Framework.

It is for the above reasons and having regard to all material considerations and matters raised that planning consent be refused.

RECOMMENDATION:	That planning consent be refused for the following reason:
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| 01: | The proposed two storey rear gable extension, front and rear dormers, rear balcony and front porticos would read as bulky, over dominant and largely unsympathetic additions to the building. As a result they would harm the character and appearance of the building so that it would fail to be in keeping with its surroundings in terms of its form and design. Concerns are also raised in respect of the large residential curtilage proposed and the urbanising impact this would have on the countryside character. Accordingly, the proposal fails to satisfy the requirements of Policies DMG1, DMG2, DMH3 and DMH4 of the Ribble Valley Core Strategy and Paragraphs 135 and 139 of the National Planning Policy Framework. |
| 02: | The rear balcony proposed to serve the new westerly dwelling, by virtue of its size and close proximity to the shared boundary, would result in unacceptable levels of overlooking for future occupiers of the easterly dwelling. As such the proposal would conflict with policy DMG1 of the Ribble Valley Core Strategy by virtue of unacceptable impacts on residential amenity. |