

HERITAGE STATEMENT

FOR PROPOSED ALTERATIONS TO

18 PARSON LANE, CLITHEROE, LANCASHIRE, BB7 2JN

REF: 5482 VERSION 1.02 DATE: JANUARY 2017



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1.0 INTRODUCTION

1.1 Overview

18 Parson Lane is the focus of this Heritage Statement, which is currently in use as a hair salon to the ground floor of the property, with residential accommodation located to the first and second floor. The building is a grade II listed building and is located within the Clitheroe Conservation Area, both of which are designated heritage assets.

The applicant proposes to provide customer WC facilities to complement the existing salon business. This is proposed in the form of a new customer disabled WC which is proposed to the rear of the existing rear kitchen annex. As well as this, the applicant proposes to refurbish the residential accommodation to the first and second floor for rental purposes. The applicant also proposes to create 2no. parking spaces within the rear garden space of the property.

1.2 Purpose

Sunderland Peacock and Associates Ltd have been commissioned to produce this document as part of forthcoming applications for planning approval and listed building consent for the proposals.

The purpose of this document is to provide the Local Planning Authority with the necessary and appropriate information that will inform the proposals. An assessment of the heritage values of the affected heritage assets will be included in order to determine their overall significance. A heritage impact assessment has also been included in order to assess the potential implications on the affected heritage assets.

It is produced in response to policies set out in Paragraph 128 of the National Planning Policy Framework, 2012 as it states;

“In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including the contribution made by their setting. The level of detail should be proportionate to the assets importance and no more than is sufficient to understand the potential impact of the proposal on their significance.”¹

This document has been commissioned by Mrs H. Mitton, who is the applicant in this case. This document is for the sole purpose for which it has been commissioned and is to be read in conjunction with all other application and supporting documents.

¹ Department for Communities and Local Government (2012) National Planning Policy Framework

1.3 Author

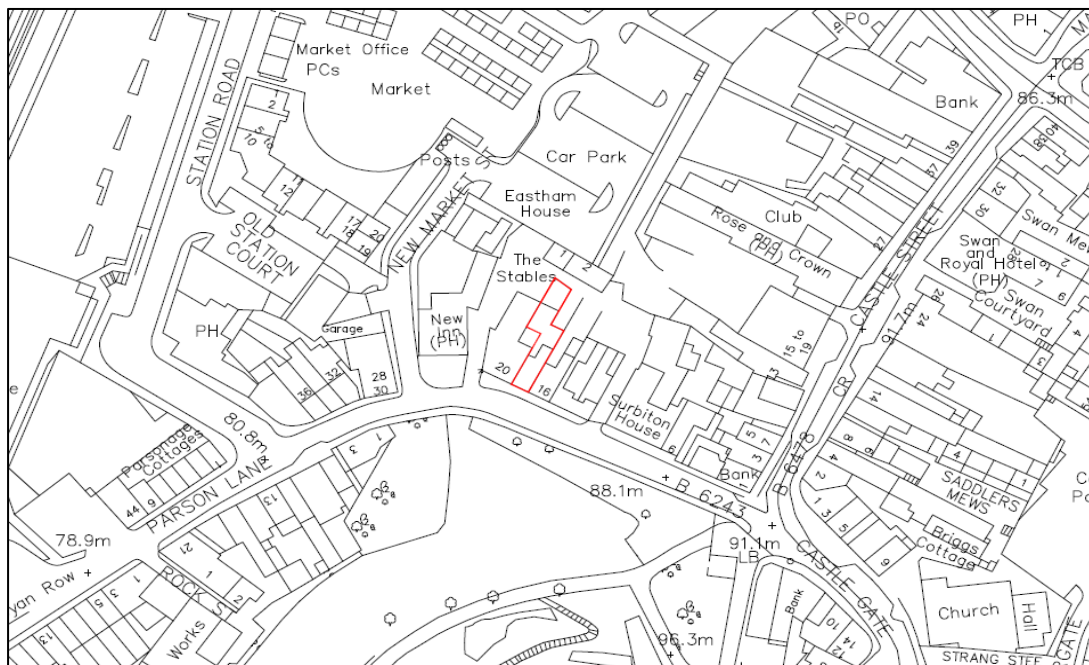
The author of this document, Matthew Fish B.Sc. (Hons) M.Sc. MCIAT, of Sunderland Peacock and Associates Ltd, is a Chartered Architectural Technologist (MCIAT) and is a full chartered member of the Chartered Institute of Architectural Technologists (CIAT). Matthew holds a Master's Degree in Building Conservation and Regeneration and is an Affiliate Member of the Institute of Historic Building Conservation (IHBC) and is currently working towards full membership of the institute and has experience in the surveying, analysis and recording of historic buildings.

2.0 LOCATION AND DESCRIPTIONS

2.1 Site Location

18 Parson Lane is located within the town centre of Clitheroe within the Ribble Valley. Clitheroe is located approximately 13km north of the town of Blackburn and approximately 12km north west of the town of Burnley.

The building is located on the north side of Parson Lane, to the east of the junction between Parson Lane and New Market Street. National Grid Reference: SD 74242 41801



PL01: Location plan showing location of 18 Parson Lane

2.2 *Site Description*

The building is located within Clitheroe town centre which is primarily commercial / retail in nature with the main commercial and retail areas being Castle Street, Castle Gate and Moor Lane.

18 Parson Lane is flanked to the east and west by no's 16 and 20 Parson Lane, both of which are also grade II listed. Directly opposite the building, is Clitheroe Castle (grade II listed and an ancient scheduled monument), the castle outbuildings (Grade II) and the castle grounds (grade II registered park and garden).

To the rear of the building is an enclosed yard and garden area with parking directly behind this. Vehicle access to the rear of the property is from Parson Lane, between the New Inn Public House (grade II) and no.20 Parson Lane.

2.3 *Building Description*

No 18 Parson Lane is located on the north side of Parson Lane and faces south with no'16 located to the east and no' 20 located to the west. The building is likely to be constructed from solid wall construction using stonework internal and external leaf with rubble infill. The front elevation of the property is finished with a painted roughcast render finish, whilst the rear elevation is rendered with a cement render finish.

A traditional shop front is present at ground floor level and spans the length of the elevation of the building. A central window opening is located above the shop frontage to both the first and second floors, with painted dressed stone surrounds. The window units are timber framed, horned, four pane sash windows and are likely to be 20th century replacements.

The roof is of gable form with a blue slate covering. Stone chimney stack located at the ridge to the west of the roof.

The windows to the rear elevation have exposed sandstone cills and lintels. The arrangement indicates that one window was present per floor; however a timber casement window has been inserted to the east side of the first floor. The remaining windows are as per those to the front elevation.

The extension to the rear is of masonry brick construction with a cement render wall finish. The roof is of mono-pitch 'lean-to' form up against the boundary wall, with a blue slate finish. This is likely to have been purpose built as a kitchen or as a pantry / scullery and contains no internal fixtures or fittings of any merit or interest.

Internally, the plan form is relatively unchanged with each floor consisting of a front and rear unit. At ground floor level, alterations have been carried out which now isolate the staircase; however the plan form remains legible. The rear unit contains a chimney breast which suggests that this particular room was used in a domesticated nature i.e. living room. No chimney breast is present to the front unit, given that this was the original commercial area of the building and would not require heating.

At first floor level, the rear unit has been subdivided to form two separate units. A single unit still remains to the front of the first floor. Both chimney breasts have been removed from the front and rear west unit, along with their associated fireplaces.

The second floor still retains its original plan form but like the floor below, the chimney breasts have been removed.

A number of original joinery items still remain within the building and consist of floor boards, staircases, balustrades and newel posts, ground floor rear cupboard and a number of doors.



PL02: (left) The front elevation of the building. PL03: (right) The rear elevation of the building.



PL04: No's 16, 18 and 20 Parson Lane.



PL05: The rear of the garden to the building.



PL06: The garden area to the rear of the garden and yard area.



PL07: The front unit within the basement.



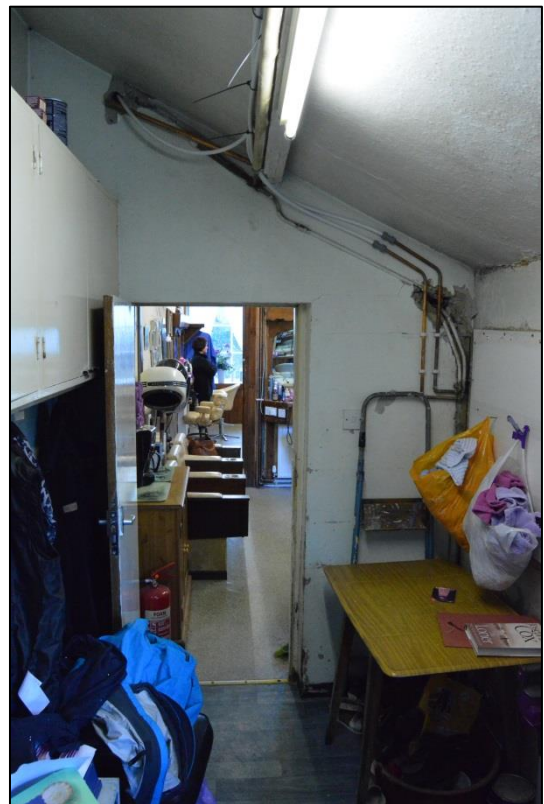
PL08: The rear unit within the basement.



PL09: The front unit to the ground floor of the building.



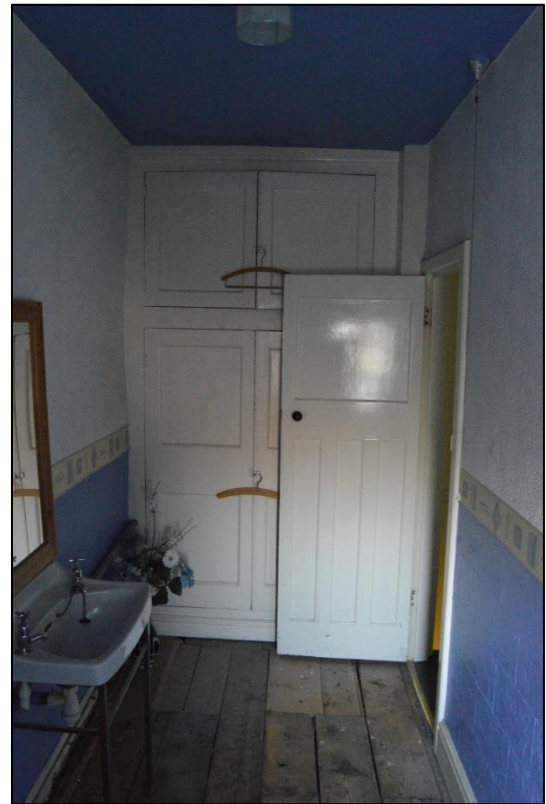
PL09: The rear unit to the ground floor of the building.



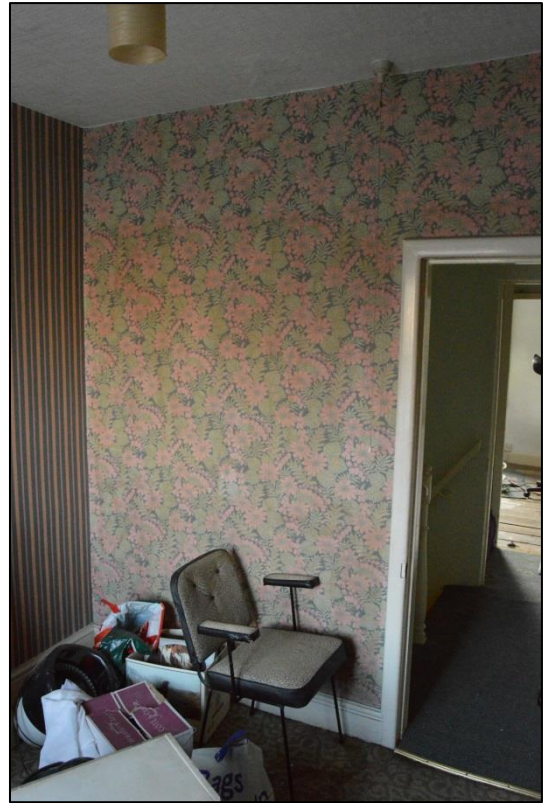
PL10 (left) and PL11 (right): The rear extension.



PL12: The front unit to the first floor of the building.



PL13 (left) and PL14 (right): The rear bathroom unit to the second floor of the building.



PL15 (left) and PL16 (right): The rear unit to the second floor of the building.



PL17: The front unit to the second floor of the building.



PL17: The front unit to the second floor of the building.



PL17: The rear unit to the second floor of the building.



PL17: The rear unit to the second floor of the building.

3.0 HERITAGE ASSET DESIGNATIONS

3.1 Designations

18 Parson Lane is a grade II listed Building under the Planning (Listed Buildings and Conservation Areas) Act 1990 and is designated as such for its special historical and architectural interest. The building was listed on the 30th September 1976 and the description is as follows;

“PARSON LANE 1. 5295 (North Side) Nos 18 and 20 SD 7441 1/202 II GV 2. Early C19. 3 storeys, rough rendered, with rusticated quoins to the left. 3 windows, stone surrounds. 2 windows to ground floor of No 20, later glazing bars, and door in stone surround with cornice and 3-light rectangular fanlight. Modern door. No 18 has shop front with pilasters, fascia and cornice, centre door, restored glazing bars. Nos 16 to 20 (even), New Inn, Nos 28 to 36 (even) form a group.”²

18 Parson Lane is also located within the defined boundary of Character Area One of the Clitheroe Conservation Area. The Conservation Area is designated as such under the

² Historic England (2017) List Description: 18 Parson Lane, List Entry No: 1164191. Available at: <https://historicengland.org.uk/listing/the-list/list-entry/1164191>

provisions of Section 69 of the Planning (listed Buildings and Conservation Areas) Act 1990. The special interest of the conservation area is as follows;³

- Clitheroe Castle, a Scheduled Ancient Monument;
- The relatively intact medieval layout of the original settlement;
- The Castle Grounds which is included on the English Heritage Register of Parks and Gardens;
- The architectural and historic interest of the area's buildings, 88 of which are listed;
- Church Street, the best area of Clitheroe's historic townscape;
- Historic late 19th century townscape along King Street including Police Station (1886), former Post Office (1879) and Victoria Buildings;
- Planned grid pattern of typical late 19th century terraced housing (Railway Terrace, Waddington Road, St Mary's Street and Brennand Street);
- Good examples of late 19th century terraced houses in Eshton Terrace;
- The prevalent use of local building stone;
- The distinctive skyline, especially as viewed from the Bashall Eaves area of the Borough;
- Open space beside Mearley Brook at the rear of SS Michael and John's Church;
- The Market Place;
- Traditional 19th century shopfronts;
- Views of Pendle Hill and distant fells to the west;
- Panoramic views from Clitheroe Castle;
- A pleasing historic townscape enhanced by the town's changes of level and curves in the old streets and areas of historic stone floorscape;
- Stone paved pedestrian alleys off Moor Lane and Church Street;
- Individual trees and groups of trees in the area's three significant open spaces.

4.0 HISTORICAL AND ARCHAEOLOGICAL CONTEXT

4.1 Background

The area now known as Parson Lane remained largely undeveloped by 1766 (as shown on Lang's map of 1766). The route shown on Lang's map of Clitheroe is what would become Parsons Lane and was a branch road of the main road into the town which came from Edisford.⁴ By the 1820's, development had occurred to Parson Lane

The following map regression depicts the development of the site of 18 Parson Lane as well the building. The historic maps show that 18 Parson Lane was constructed within a 20 year

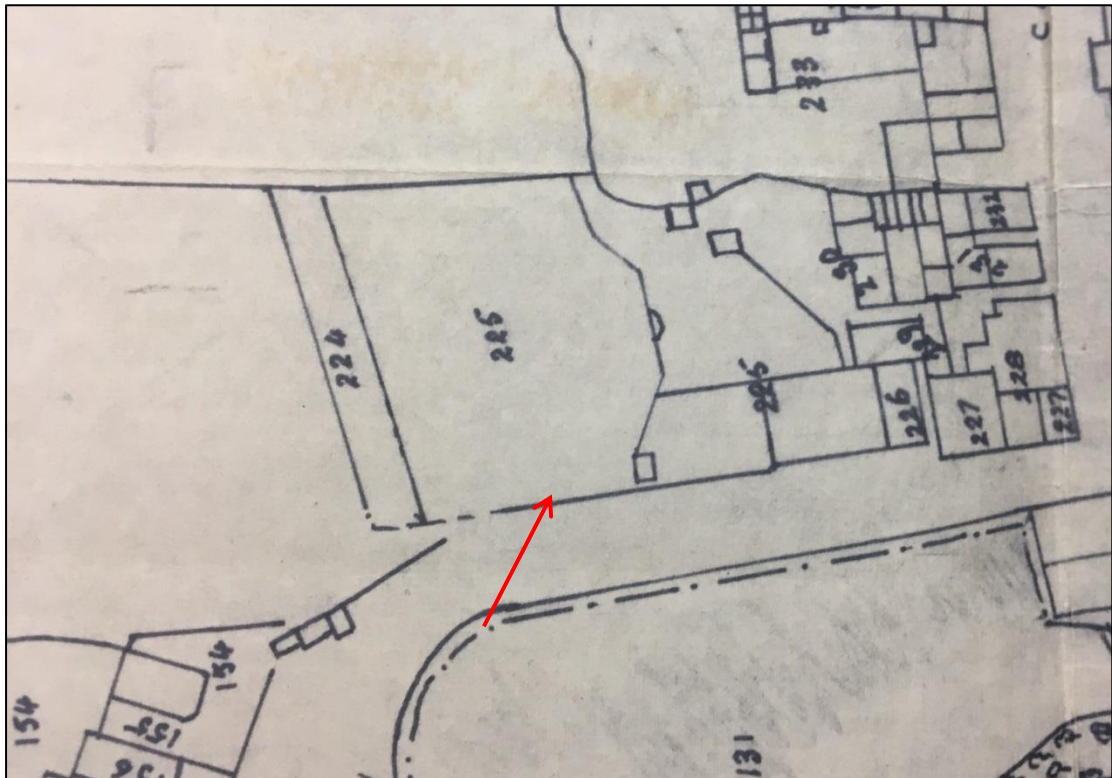
³ *The conservation Studio (2005) Clitheroe Conservation Area Appraisal*

⁴ Lancashire County Council and Egerton Lea Consultancy (2006), Clitheroe Historic Town Assessment Report, p17.

period between 1822 and 1842 as a commercial unit with residential accommodation to the floor above, usually for use by the proprietor of the building. No's 16 and 20 Parsons Lane are also thought to have been built at the same time, given the terraced arrangement of the buildings.

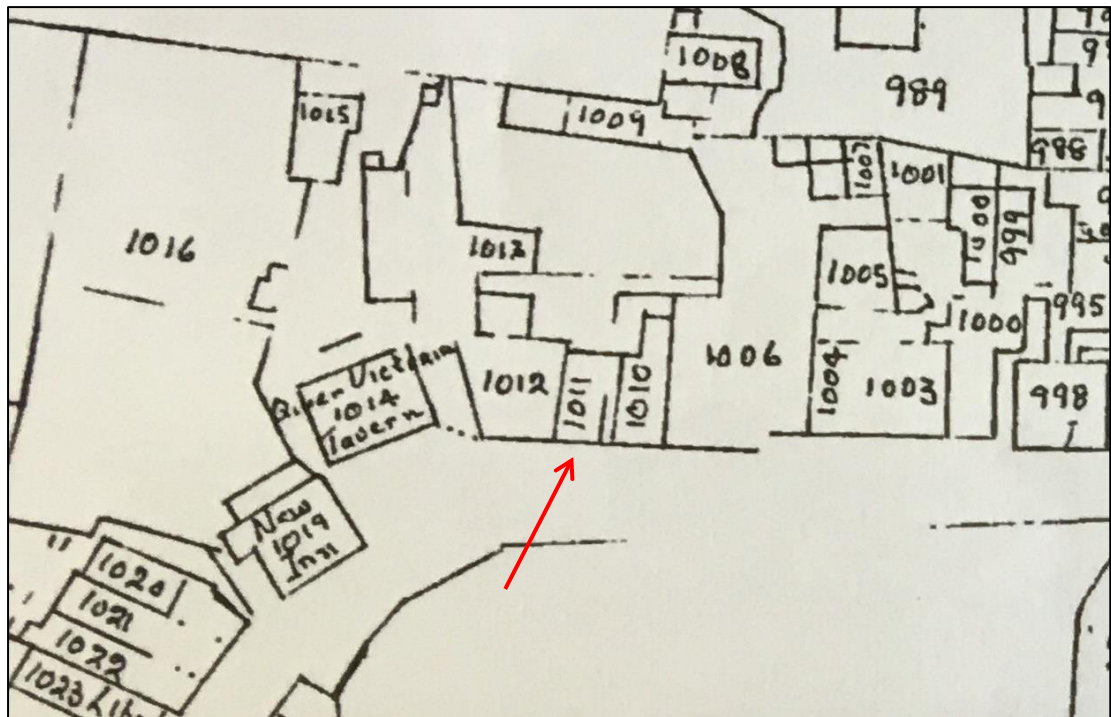
Up until 1849 the plan of the building remains unchanged, up until the rear extension was constructed within a 37 year period between 1849 and 1886 and is shown as two units. The rear unit of the extension has since been removed to its current length.

Internally, the plan form remains mostly unchanged. However some sub-division has occurred to the first floor rear unit along with the insertion of an additional window,, all of which is expected to have been 20th century in origin.

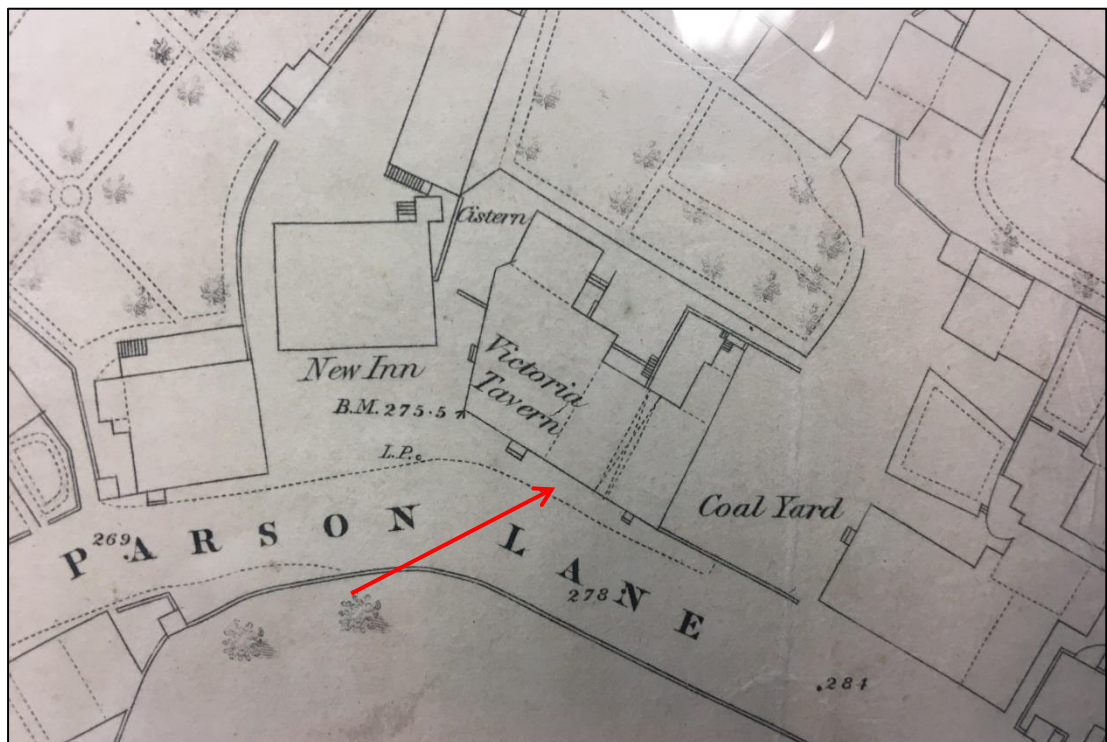


PL18: An extract from Bawden and Alexanders Map of Clitheroe 1822⁵

⁵ *Plan of the Borough Town of Clitheroe in the County Palatine of Lancaster, Bawden and Alexander, 1822. Copy available from Clitheroe Local Studies Library, Church Street, Clitheroe, Lancashire, BB7 2DG*



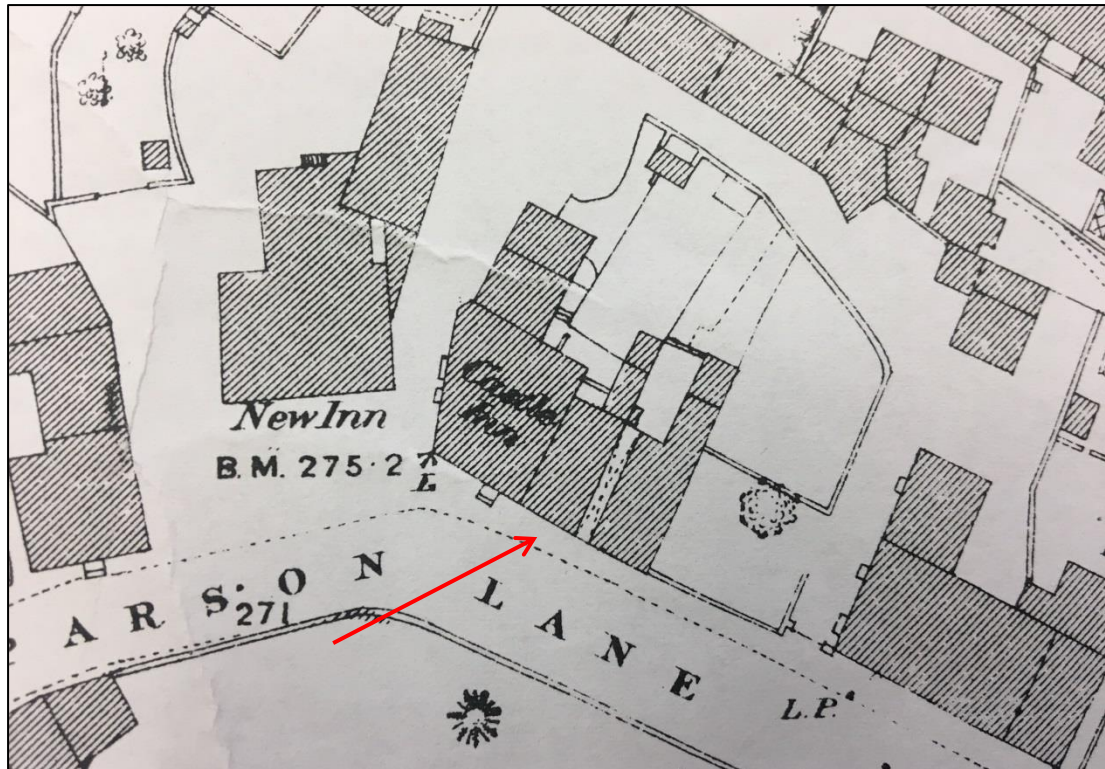
PL19: An extract from a tracing of the 1842 Tithe Map for Clitheroe⁶



PL20: Extract from the OS 1:1056 map of 1849⁷

⁶ Tracing of the Tithe Map of Clitheroe, 1842: Copy available from Clitheroe Local Studies Library, Church Street, Clitheroe, Lancashire, BB7 2DG

⁷ Ordnance Survey 1:1056 Map, Clitheroe, Sheet 1 Survey 1844 – 1846.



PL21: An extract from the OS 1:1056 Map of 1886⁸

5.0 PLANNING HISTORY

5.1 Past Planning Applications

Application No. 6/2/LA 98

Proposal: C/u of retail shop and dwelling into 2 dwellings and erection of 2 garages.

Decision Date: 22/06/1973

Decision: LBC granted

Application No. 3/1988/0316

Proposal: Installation of street lighting bracket, service box and cable.

Decision Date: 07/06/1988

Decision: LBC granted

Application No. 3/1989/0033

Proposal: Re roofing using new Welsh blue slate rebuilding chimney stacks (re-using existing masonry) at 18/20 Parson Lane.

Decision Date: 24/03/1989

Decision: LBC granted

⁸ Ordnance Survey 1:1056 map, Clitheroe Sheet 1, revised in 1884.

Application No. 3/2016/0831(PA)

Proposal: Upgrade of existing ground floor hairdressing salon facilities and creation of two bedroom apartment above including demolition of existing rear kitchen extension and replacement with new single storey extension to rear, general internal structural improvements and the provision of an additional parking space within the existing rear garden.

Decision Date: 07/11/2016

Decision: Refused

Application No. 3/2016/0918 (LBC)

Proposal: Replacement single storey extension, general internal structural improvements, provision of additional parking space.

Decision Date: 07/11/2016

Decision: Refused

Application No. 3/2017/0679 (PA)

Proposal: Internal and external alterations to provide self - contained residential accommodation at first and second floor. Additional car parking space within the existing rear garden.

Decision Date: 29/09/2017

Decision: Refused

Application No. 3/2017/0680 (LBC)

Proposal: Internal and external alterations to provide self - contained residential accommodation at first and second floor. Additional car parking space within the existing rear garden.

Decision Date: 29/09/2017

Decision: Refused

6.0 PLANNING POLICY CONTEXT

6.1 Statutory Legislation

The proposals will be determined in accordance with the Planning (Listed Buildings and Conservation Areas) Act 1990.

The duty at Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states:

“In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses”.

The duty at Section 72 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states:

“In the exercise, with respect to any buildings or other land in a conservation area ... special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area”.

6.2 National Planning Policies

The National Planning Policy for England is contained within the National Planning Policy Framework (NPPF) which was introduced in 2012.

The Historic Environment is covered within Chapter 12 of the NPPF, specifically paragraphs 126 to 141.

6.3 Local Planning Policies

Key Statement EN5 – Heritage Assets

“There will be a presumption in favour of the conservation and enhancement of the significance of heritage assets and their settings. The Historic Environment and its Heritage Assets and their settings will be conserved and enhanced in a manner appropriate to their significance for their heritage value; their important contribution to local character, distinctiveness and sense of place; and to wider social, cultural and environmental benefits.

This will be achieved through:

- *Recognising that the best way of ensuring the long term protection of heritage assets is to ensure a viable use that optimises opportunities for sustaining and enhancing its significance.*
- *Keeping Conservation Area Appraisals under review to ensure that any development proposals respect and safeguard the character, appearance and significance of the area. Considering any development proposals which may impact on a heritage asset or their setting through seeking benefits that conserve and enhance their significance and avoids any substantial harm to the heritage asset.*
- *Requiring all development proposals to make a positive contribution to local distinctiveness/sense of place.*

- *The consideration of Article 4 Directions to restrict permitted development rights where the exercise of such rights would harm the historic environment.”⁹*

Key Statement HS1 – Housing Provision

“Land for residential development will be made available to deliver 5,600 dwellings, estimated at an average annual completion target of at least 280 dwellings per year over the period 2008 to 2028 in accordance with baseline information.

The Council will identify through the relevant “Strategic Housing Land Availability Study” (SHLAA), sites for residential development that are deliverable over a five-year period. By reference to the housing land monitoring report and where appropriate Strategic Housing Land Availability Assessments, the Council will endeavour to ensure housing land is identified for the full 15 year period and beyond.

A ‘plan-monitor-manage’ approach will be adopted and a monitoring report will be the key tool in tracking the five year rolling land supply. The overall housing requirement will be subject to a formal review within five years from the date of adoption of the Core Strategy to ensure it remains the appropriate strategic figure with which to plan.”¹⁰

Key Statement EC1 – Business and Employment Development

“Employment development will be directed towards the main settlement of Clitheroe, Whalley and Longridge as the preferred locations to accommodate employment growth together with land at Barrow Enterprise Site, the Lancashire Enterprise Zone at Samlesbury and locations well related to the A59 corridor.

The Council, in line with the evidence it has gathered, will aim to allocate an additional 8 hectares of land for employment purpose in appropriate and sustainable locations during the lifetime of this plan.

Land will be made available for employment use in order to support the health of the local economy and wider sustainable job creation. The expansion of existing businesses will, wherever appropriate, be considered favourably.

In considering the development of land for economic development and in determining where this land will be located, priority will be given to the use of appropriate Brownfield sites to deliver employment-generating uses including a preference for the re-use of existing employment sites before alternatives are considered.

⁹ Ribble Valley Borough Council (2014) Adopted Core Strategy 2008 – 2028, Pg 52.

¹⁰ Ribble Valley Borough Council (2014) Adopted Core Strategy 2008 – 2028, Pg 56.

New sites will be identified in accord with the development strategy where the health of the local and, in relevant cases, the wider economy support such release. Opportunities to identify land as part of appropriate mixed-use schemes within any strategic land release will be considered favourably.

Developments that contribute to farm diversification, strengthening of the wider rural and village economies or that promote town centre vitality and viability will be supported in principle.

Proposals that result in the loss of existing employment sites to other forms of development will need to demonstrate that there will be no adverse impact upon the local economy.

The Council considers, in line with neighbouring authorities and other bodies, that the BAE Samlesbury site should be regarded as a regionally significant employment site with considerable potential to accommodate a variety of advanced knowledge based industries in the future. This has been recognised by the Government's creation of an Enterprise Zone at this location. As such the site is not considered part of the borough's general employment land supply.

The Council will therefore support the delivery of the Enterprise Zone and has produced a Local Development Order to achieve this.”¹¹

Policy DMG1 – General Considerations

“In determining planning applications, all development must:

Design

- 1. Be of a high standard of building design which considers the 8 building in context principles (from the CABE/English Heritage building on context toolkit.*
- 2. Be sympathetic to existing and proposed land uses in terms of its size, intensity and nature as well as scale, massing, style, features and building materials.*
- 3. Consider the density, layout and relationship between buildings, which is of major importance. Particular emphasis will be placed on visual appearance and the relationship to surroundings, including impact on landscape character, as well as the effects of development on existing amenities.*
- 4. Use sustainable construction techniques where possible and provide evidence that energy efficiency, as described within policy dme5, has been incorporated into schemes where possible.*

¹¹ Ribble Valley Borough Council (2014) Adopted Core Strategy 2008 – 2028, Pg 65.

5. *The code for sustainable homes and lifetime homes, or any subsequent nationally recognised equivalent standards, should be incorporated into schemes.*

Access

1. *Consider the potential traffic and car parking implications.*
2. *Ensure safe access can be provided which is suitable to accommodate the scale and type of traffic likely to be generated.*
3. *Consider the protection and enhancement of public rights of way and access.*

Amenity

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

Environment

1. *Consider the environmental implications such as SSSIs, county heritage sites, local nature reserves, biodiversity action plan (bap) habitats and species, special areas of conservation and special protected areas, protected species, green corridors and other sites of nature conservation.*
2. *With regards to possible effects upon the natural environment, the council propose that the principles of the mitigation hierarchy be followed. This gives sequential preference to the following: 1) enhance the environment 2) avoid the impact 3) minimise the impact 4) restore the damage 5) compensate for the damage 6) offset the damage.*
3. *All development must protect and enhance heritage assets and their settings.*
4. *All new development proposals will be required to take into account the risks arising from former coal mining and, where necessary, incorporate suitable mitigation measures to address them.*
5. *Achieve efficient land use and the reuse and remediation of previously developed sites where possible. Previously developed sites should always be used instead of greenfield sites where possible.*

Infrastructure

1. *Not result in the net loss of important open space, including public and private playing fields without a robust assessment that the sites are surplus to need. In assessing this, regard must be had to the level of provision and standard of public open space in the*

area, the importance of playing fields and the need to protect school playing fields to meet future needs. Regard will also be had to the landscape or townscape of an area and the importance the open space has on this.

2. Have regard to the availability to key infrastructure with capacity. Where key infrastructure with capacity is not available it may be necessary to phase development to allow infrastructure enhancements to take place.
3. Consider the potential impact on social infrastructure provision.

Other

1. Not prejudice future development which would provide significant environmental and amenity improvements.”¹²

Policy DME4 – Protecting Heritage Assets

“In considering development proposals the council will make a presumption in favour of the conservation and enhancement of heritage assets and their settings.

1. Conservation Areas

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

In the conservation areas there will be a presumption in favour of the conservation and enhancement of elements that make a positive contribution to the character or appearance of the conservation area.

2. Listed buildings and other buildings of significant heritage interest

Alterations or extensions to listed buildings or buildings of local heritage interest, or development proposals on sites within their setting which cause harm to the significance of the heritage asset will not be supported.

¹² Ribble Valley Borough Council (2014) Adopted Core Strategy 2008 – 2028, Pg 86.

Any proposals involving the demolition or loss of important historic fabric from listed buildings will be refused unless it can be demonstrated that exceptional circumstances exist.

3. Registered historic parks and gardens of special historic interest and other gardens of significant heritage interest

Proposals which cause harm to or loss of significance to registered parks, gardens or landscapes of special historic interest or other gardens of significant local heritage interest, including their setting, will not be supported.

4. Scheduled monuments and other archaeological remains

Applications for development that would result in harm to the significance of a scheduled monument or nationally important archaeological sites will not be supported.

Developers will be expected to investigate the significance of non-designated archaeology prior to determination of an application. Where this demonstrates that the significance is equivalent to that of designated assets, proposals which cause harm to the significance of non-designated assets will not be supported.

Where it can be demonstrated that the substantial public benefits of any proposals outweigh the harm to or loss of the above, the council will seek to ensure mitigation of damage through preservation of remains in situ as the preferred solution. Where this is not justified developers will be required to make adequate provision for excavation and recording of the asset before or during excavation.

Proposals should also give adequate consideration of how the public understanding and appreciation of such sites could be improved.

In line with NPPF, Ribble Valley aims to seek positive improvements in the quality of the historic environment through the following:

- a) Monitoring heritage assets at risk and; i) supporting development/re-use proposals consistent with their conservation; core strategy adoption version 99 ii) considering use of legal powers (building preservation notices, urgent works notices) to ensure the proper preservation of listed buildings and buildings within the conservation areas.*
- b) Supporting redevelopment proposals which better reveal the significance of heritage assets or their settings.*
- c) Production of design guidance.*
- d) Keeping conservation area management guidance under review.*

- e) *Use of legal enforcement powers to address unauthorised works where it is expedient to do so.*
- f) *Assess the significance and opportunities for enhancement of non-designated heritage assets through the development management process.”¹³*

Policy DMR1: Retail Development in Clitheroe

“Proposals for shopping developments within the main shopping centre of Clitheroe, as defined on the proposals map, will be approved subject to the other policies of the LDF special regard will be had to the likely contribution of the proposals to the vitality and viability of the centre and their effect on the character and appearance of the area as well as the arrangements for vehicular movement and parking.

The following will be important considerations:

- 1. In terms of major developments a travel plan will be requested.*
- 2. The impact of the development on the economic and physical regeneration of the shopping centre.*
- 3. An impact assessment will be required for planning applications in the centre that do not conform to the plan and may have an impact on other centres.*
- 4. The impact on the local employment.*

The centre of Clitheroe is the only part of the borough considered to be suitable and capable of accommodating major retail development.

For the purposes of this policy, large-scale developments are considered to be those intended to serve a wide catchment area (i.e. Wider than Clitheroe and its surrounding area).

Proposals which fall into this category include large supermarkets and hypermarkets, retail warehouses and comprehensive re-developments comprising a number of smaller units.

Any proposal must conform to the other policies of this plan.

Proposals for shopping development outside the main shopping centre, as defined on the proposals map, will be considered on a sequential basis. Development of sites on the edge of the centre will be allowed provided it can be demonstrated that:

- 1. All town centre options have been thoroughly assessed before less central sites were considered.*

¹³ *Ribble Valley Borough Council (2014) Adopted Core Strategy 2008 – 2028, Pg 97.*

2. That where it has been demonstrated by the applicant that there are no town centre sites to accommodate the proposed development, preference is given to edge of centre locations that are well connected to the centre by means of easy pedestrian access and are accessible by public transport.
3. That the proposal would not seriously affect the vitality or viability of the town centre. For sites over 1000m² gross internal floorspace an impact assessment should accompany any application.
4. That where it is asserted that there are no other sequentially preferable sites that are appropriate for the proposed development, the applicant should demonstrate this. This should be through an assessment of the availability, suitability and viability of possible sequentially preferable sites.
5. That in considering edge of centre sites, developers and operators have demonstrated flexibility in relation to sequentially preferable town centre sites in terms of scale, format, car parking and possible disaggregation of the proposal.
6. That the proposal conforms to other policies of this plan, with particular regard to environmental impact and arrangements for vehicular movement and parking.

The above also applies to extensions to retail uses where the gross floorspace exceeds 200m².

Within the principal shopping frontage of Clitheroe, as defined on the proposals map, the only new uses considered appropriate at ground floor level will be uses included in class a1 of the town and country planning (use classes) order 2006 and use for the sale of food or drink for consumption on the premises. Other uses will only be considered in exceptional circumstances where there would be no material adverse effect on the character of the frontage, general amenity or highway safety.

The introduction of non-retail uses such as banks, building societies and estate agencies into the defined principal shopping creates breaks, weakening the quality of the principal shopping streets and potentially forcing retail uses onto secondary streets, thus threatening the vitality of the town.

This policy allows the change of use of properties to cafes and restaurants subject to policy dm1. However the sale of take-away foods is restricted.

This policy is linked to a direction under article 4 of the town and country planning general development order 1988, which restricts permitted development rights for change of use from use class A3 (food and drink) to use class a2 (financial and professional services) and also

restricts use class A3 to the sale of food and drink for consumption on the premises. This means that planning consent must be obtained for such development.”¹⁴

Policy DMB1 – Supporting Business Growth and the Local Economy

“Proposals that are intended to support business growth and the local economy will be supported in principle. Development proposals will be determined in accord with the core strategy and detailed policies of the LDF as appropriate.

The borough council may request the submission of supporting information for farm diversification where appropriate.

The expansion of existing firms within settlements will be permitted on land within or adjacent to their existing sites, provided no significant environmental problems are caused and the extension conforms to the other plan policies of the LDF.

The expansion of established firms on land outside settlements will be allowed provided it is essential to maintain the existing source of employment and can be assimilated within the local landscape. There may be occasions where due to the scale of the proposal relocation to an alternative site is preferable.

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 core strategy adoption version 109*
- 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.)”¹⁵*

¹⁴ Ribble Valley Borough Council (2014) Adopted Core Strategy 2008 – 2028, Pg 113.

¹⁵ Ribble Valley Borough Council (2014) Adopted Core Strategy 2008 – 2028, Pg 108.

7.0 ASSESSMENT OF SIGNIFICANCE

An assessment of the heritage values associated with the building has been carried out in order to determine its potential significance. It will assess if any of these heritage values and therefore the buildings significance could be affected by the works that are proposed as part of this application.

7.1 Evidential Value

The Historic England document *“Conservation Principles, Policies and Guidance”* (2008) states that *“Evidential value derives from the potential of a place to yield evidence about past human activity”*¹⁶

18 Parson Lane is physical evidence of an early 19th century commercial building, which is likely to have been constructed as part of the commercial development of Parson Lane following the construction of the lane. The building is also interpretable as having both commercial and domestic functions, with commercial use limited to the front unit of the ground floor and basement and the remainder of the building being for domestic use.

The past domestic use of the building is denoted by the presence of a chimney breast to the ground floor of the property. This evidence of domestic use is a minor contributor to evidential value and has been altered, with the first floor and second floor chimney breasts having been removed, which does affect the evidential value of the building.

The plan form of the building remains mostly intact and would originally have consisted of a single unit to the front and rear of each floor with each unit being divided by a wall and the central staircase. However some subdivision has occurred to the first floor and alterations have been carried out to the ground floor, but the plan form still remains interpretable. Evidence of the buildings subsequent development exists in the form a single storey rear extension which is likely to have been constructed to perform as a kitchen or scullery / pantry.

The use of the building also contributes to evidential value. The building still retains a commercial use at ground floor however the first and second floor accommodation has not been occupied for some time. However the applicant intends to refurbish the accommodation in order to provide rental accommodation, ensuring that the building remains in its optimum viable use.

¹⁶ Historic England (2008) *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment*, pg. 28.

7.2 Historical Value

The Historic England document *“Conservation Principles, Policies and Guidance”* (2008) states that *“Historical value derives from the ways in which past people, events and aspects of life can be connected through a place to the present”*¹⁷

The building will undoubtedly have connection with the past owners and occupants of the building thus having associative historical value. The associative historical value of the building does not appear to be physically manifested within the historic building fabric and as such is likely to remain unharmed by the proposed works. No known notable people or events can be found to have any possible relationship with the building.

In terms of illustrative historical value, the building provides a limited insight into the 19th century commercial development of Parson Lane.

7.3 Communal Value

The Historic England document *“Conservation Principles, Policies and Guidance”* (2008) states that *“Communal value derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory”*¹⁸

Any communal value will be restricted to the ground floor of the building. The first and second floors of the building are proposed to be used in a private residential capacity and as such would offer no communal value. In addition to this, some communal value could also be derived from its communal enjoyment as part of the streetscape of Parson Lane and the Clitheroe Conservation Area.

7.4 Aesthetic Value

The Historic England document *“Conservation Principles, Policies and Guidance”* (2008) states that *“Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place”*¹⁹

The building is a product of vernacular building tradition, something which is prevalent within the Ribble Valley and would have been constructed from locally available materials and built to meet the needs and functions required of it by the occupants. The building possesses very

¹⁷ Historic England (2008) *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment*, pg. 28.

¹⁸ Historic England (2008) *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment*, pg. 31.

¹⁹ Historic England (2008) *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment*, pg. 30.

little 'conscious' design value and is likely to have been designed and constructed with a focus on its practical use and function as opposed to a focus on the quality of architectural design.

No known attribution can be found with regards to any associated patrons, designers, architects or craftsmen and no formal instructions or architectural drawings can be found regarding the construction of the building.

Some features of interest are present such as the stone window surrounds, cills and lintels all of which help to break up what would be a monotonous appearance; however these are neither of any great merit nor of any particular rarity and are commonplace within the local area. The shop frontage to the building is of a traditional style and is historic in nature and is of interest but remains unaffected as part of the proposals.

The aesthetic value of the building is derived from its inclusion as part of a group of buildings, 16 – 20 Parson Lane and the contribution this group makes towards aesthetic value and the conservation area. The proposed works to the building bear no impact upon this and as such its level of aesthetic value and contribution to the streetscape and conservation area is sustained.

7.5 *Statement of Significance*

Following an appraisal of the heritage values associated with the building it is possible to take an informed approach as to assessing the overall significance of the building.

18 Parson Lane is a grade II listed commercial building with ancillary domestic use which was built at some time between 1822 and 1842 and was extended at some time between 1849 and 1886. The building was constructed as part of the development of Parson Lane.

An assessment of the buildings associated heritage values has shown that the building possesses a number of evidential, historical, aesthetic and communal values, with the Evidential and aesthetic values of the building being the most significant albeit still quite limited. The evidential value is derived from it being physical evidence of the commercial development of Parson Lane along with evidence of its subsequent development / extending. However this has been diminished as a result of past incremental alterations. The aesthetic value of the building is derived from its contribution to the character and appearance of the streetscape of Parson Lane and also the Clitheroe Conservation Area as opposed to high levels of architectural merit and design quality.

The building possesses a level of significance and is acknowledged through the Grade II listed status of the building; however this level of significance is low. The building itself is not a particularly strong example of a historic commercial building, of which there are many in Clitheroe, with other better examples present elsewhere. The status of the building within the town can be considered as low and is marked by the lack design quality, its exclusion from significant commercial areas, low quality of building execution and lack of innovation. The building is simple in its appearance with only window stonework and the shop frontage being on interest. Internally, there are features, fixtures and fittings of interest which have been retained including, 1no chimney breast, original staircases, balustrades and newel posts, historic floor boards, a number of original door and partly original cupboard to the alcove of the rear ground floor chimney breast. Minor alterations and subdivisions have been carried out all of which affect significance but with the plan form of the building remaining largely intact.

8.0 PROPOSED DEVELOPMENT

8.1 Past Applications

Application No's 3/2016/0831 (PA) and 3/2016/0918 (LBC)

The proposals were considered to have a harmful impact upon the special architectural and historic interest of the listed building, the setting of the adjoining listed buildings and the character and appearance of the Clitheroe Conservation Area due to the loss of historic fabric, design and site landscaping resulting from:

1. The proposed demolition of the existing rear ground floor extension. *This was built between 1848 and 1886 and is considered to be of traditional form and materials and may have been constructed soon after the construction of the building.*
2. Loss of the ground floor rear window opening.
3. Enlargement of the existing inserted first floor rear window opening.
4. Disruption to the late Georgian architectural intention of both no's 18 and 20 Parson Lane.
5. Proposed formation of rear ground floor door.

The existing windows to the front and rear elevations were considered to be the most important and distinct feature of these elevations. Concerns were also be raised regarding the cumulative impact of the door and window works upon the listed building group (16-20)

6. Replacement of garden with car parking, therefore providing a modern and engineered immediate setting to the listed buildings and therefore causing harm.
7. Harm to internal plan form of the building. The existing plan form is similar through all floors with some past subdivision. Removal of the existing staircase and proposed new stair to the

rear considered to be very harmful to the plan form, design and fabric. The staircase is considered to be the most important internal feature of the building.

The harm was considered to be less than substantial (but close to substantial) but the public benefits from the provision of a residential unit and the employment of a contractor are not seen considered to be significant enough to outweigh the harm to the building.

Positive Aspects:

- The re-use of the first and second floor of the commercial premises is considered to be acceptable.
- The proposals are considered to have an acceptable impact upon the highway safety and the amenity of local residents.

Application No's 3/2016/0831 (PA) and 3/2016/0918 (LBC)

The proposals were considered to be harmful to the special architectural and historic interest of the listed building, the setting of the listed buildings in the group and the character and appearance of the Clitheroe Conservation Area because of the loss of important fabric and design resulting from:

1. Incongruous and conspicuous first floor door opening. Also results in the loss of historic wall fabric.
2. The dog-leg and balconied steel staircase. The staircase and balcony is considered to transect and obscure the pattern and form of the rear openings.
3. Extensive remodelling of the mid-19th century addition. Addition is considered to sit well with the existing building and the proposed alteration of the roof form is considered unsympathetic to the historic and architectural character of the existing building.
4. Blocking off of the original central staircase.
5. Further alteration of the two room layout to the first and second floors.

The conservation officer explains that they do not understand why such extensive and harmful works are required given that the residential unit will be utilised by those who own and operate the building and commercial business. He also goes on to note that no repair or maintenance issues are to be addressed as part of the application and that the increased use of the first and second floor through residential occupancy does not outweigh the harmful impact of the proposed works.

Positive Aspects:

- The re-use of the first and second floor of the commercial premises is considered to be acceptable.

- The proposals are considered to have an acceptable impact upon the highway safety and the amenity of local residents.
- No concerns were raised by RVBC Environmental Health and the proposals would have an acceptable impact on residential amenity.

8.2 *Description of Proposals*

The extent of the proposals has been dramatically scaled down and consists of the following;

- General refurbishment / redecoration of the existing accommodation at first floor and second floor. The applicant intends to improve the standards and appearance of the accommodation and improve it to an appropriate standard of living in preparation for rental use.
- Formation of 2no parking spaces to the rear of the building. This proposal has been retained from the previous applications; however it is proposed that the surface treatment for the parking spaces will consist of lime stone chippings / gravel as opposed to engineered surface treatments such as tarmac or concrete. The garden to the rear is not used for any specific appearance and is becoming overgrown.
- The rear kitchen annex at ground floor level is proposed to be extended to incorporate a new customer disabled WC facilities. There are no customer WC facilities present to the building and with the building in use as a salon, some of the applicants clients can be in the building for up to a few hours during an appointment meaning that WC facilities would be welcomed by both the applicant and their clients.

With no facilities present for customer use, it is appropriate that any new WC facilities are suitable for disabled and infirm people and are compliant with Approved Document M of the current building regulations in terms of size and facilities.

Extending the annex is considered to be the most appropriate method of accommodating the client's requirements in terms of adding new disabled WC facilities. The existing plan form of the building would be affected should a new disabled WC be incorporated into the existing ground floor arrangement. The idea of providing WC facilities within the basement has been explored, however the existing stair access is unsuitable for regular use as a number of the applicant's clients are elderly and the stair access into the basement presents a health and safety risk to those in particular.

There is also precedent in the form of a historical adjoining structure to the annex which is identified in PL21 of this report.

9.0 HERITAGE IMPACT ASSESSMENT

9.1 *Heritage Impact Assessment and Mitigation*

The following impact assessment will judge the impact of the proposals on both the conservation area as a designated heritage asset and the dwelling as a non-designated heritage asset. The proposals will be assessed against the following magnitudes.

Magnitude of Impact	
High Beneficial Impact	The proposed development will significantly enhance the heritage asset or the ability to better reveal or enhance its heritage values and overall significance. Works of this magnitude are welcomed.
Medium Beneficial Impact	The proposed development will considerably enhance the heritage asset or the ability to better reveal or enhance its heritage values and overall significance. Works of this magnitude are welcomed.
Low Beneficial Impact	The proposed development will provide a minor enhancement to the heritage asset or the ability to better reveal or enhance its heritage values and overall significance. Works of this magnitude are welcomed.
Neutral Impact	The proposed development will cause neither harm nor benefit / enhancement to the heritage asset, its values, significance or setting. Proposals will sustain existing significance and special interest without adverse harm.
Low Adverse Impact	The proposed development will cause minor harm to the heritage asset, its heritage values, significance or setting. Changes of this magnitude may be considered acceptable if suitable positive mitigation can be provided.
Medium Adverse Impact	The proposed development will cause clearly discernible harm to the heritage asset, its heritage values, significance or setting. Works of this magnitude should generally be avoided but may be considered acceptable if suitable positive mitigation can be provided.
High Adverse Impact	The proposed development will cause severe harm to the heritage asset and will substantially harm its significance. Will cause obvious disruption or destruction of features contributing to significance and harm to its setting. Such works of this magnitude should be avoided.

Element	Justification	Impact on Listed Building	Impact on Conservation Area	Mitigation
Extension of existing rear annex to form new customer disabled WC facilities.	There are no customer WC facilities present to the building and with the building in use as a salon, some of the applicants clients can be in the building for up to a few hours during an appointment meaning that WC facilities would be welcomed by both the applicant and their clients.	The proposed extension is the minimal size required in order to accommodate the proposed disabled WC facilities. The extension will match the existing annex in terms of scale, massing, materials and appearance and is likely to have very little impact on the significance of the building. The extension will also provide benefits in terms of a new disabled WC facility. The proposed extension will have a low beneficial impact, but will be highly beneficial to the users of the ground floor salon business.	The proposed extension is the minimal size required in order to accommodate the proposed disabled WC facilities. The extension will match the existing annex in terms of scale, massing, materials and appearance and is likely to have very little impact on the character and appearance of the conservation area and its significance. The extension will also provide benefits in terms of a new disabled WC facility. The proposed extension will have a neutral impact on the conservation area.	Work to be undertaken by competent / suitably qualified contractors / workers to ensure work is carried out with minimal harm to historic fabric. Details and material samples to be submitted to Local Planning Authority to ensure control through a suitable planning condition.
General refurbishment and redecoration of the existing accommodation at first and second floor level.	Required in order to ensure that the accommodation is suitable for rental use and to achieve an appropriate standard of living for the occupants. All of which will enhance the existing building internally.	The proposed general refurbishment works does not include the loss of any historic fabric or internal features and does not include any further subdivision. The plan form of the first floor and second floor will not be altered as part of the proposals. The proposals will allow for the rental of the accommodation as a dwelling, its optimum viable use and a use that is consistent with its conservation therefore having a high beneficial impact. The provision of additional	No impact on the Clitheroe Conservation Area.	Work to be undertaken by competent / suitably qualified contractors / workers to ensure work is carried out with minimal harm to historic fabric.

		accommodation should be welcomed and would contribute to the vitality and viability of Clitheroe shopping centre and would not result in an unacceptable impact upon the amenities of nearby residents.		
Formation of 2no parking spaces to the rear of the building.	This proposal has been retained from the previous applications in order to provide additional parking amenity for the applicant and the residential occupants.	<p>The parking spaces would require the use of the rear area of the garden to the rear of the property. The rear yard immediately behind the building would remain unchanged. The spaces would be located on an area of overgrown garden which has not been maintained. To reduce impact, the surface treatment would consist of limestone chippings / gravel as opposed to engineered surface treatments such as tarmac and concrete. The work required to form the spaces is minimal and the spaces can be returned back to use as garden space in the future if necessary. Neutral Impact on listed building and its setting.</p> <p>Would not result in an unacceptable impact upon the amenities of nearby residents and provides additional amenity to the existing building that is consistent with its use.</p>	The nature of the works required to form the two car parking spaces would not create an unacceptable impact on the character and appearance of the Clitheroe Conservation Area, but would also provide no contribution, therefore only sustaining the character and appearance of the Conservation Area. The proposed works would have a neutral Impact on the conservation area.	<p>Work to be undertaken by competent / suitably qualified contractors / workers to ensure work is carried out with minimal harm to historic fabric.</p> <p>Details and material samples to be submitted to Local Planning Authority to ensure control through a suitable planning condition.</p>

10.0 CONCLUSIONS AND RECOMMENDATIONS

10.1 Conclusion

Maintaining the active use of historic buildings such as 18 Parson Lane is a key building conservation philosophy and ensuring that the building maintains its optimum viable use which is essential in ensuring its survival.

Following an assessment of the heritage values and significance associated with the building and conservation area, as well as the impact of the proposed works on both the building and conservation area, the harm caused by the proposals is minor and should be considered to be less than substantial in accordance with Paragraph 134 of the National Planning Policy Framework (2012), which states;

“Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.”

The National Planning Practice Guidance states that “Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused provided the harm is minimised.”²⁰

As the proposals are to be considered as less than substantial harm, the harm must then be outweighed by the public benefits of the proposals, which includes heritage benefits such as;

- Sustaining or enhancing the significance of a heritage asset and the contribution of its setting.
- Reducing or removing risks to a heritage asset e.g. redundancy and dilapidation.
- Securing the optimum viable use of a heritage asset in support of its long term conservation, through change of use.

The proposed works will provide a number of public benefits such as;

- Sustaining the optimum viable use of the historic building as a salon with residential accommodation located above.
- Provision of customer disabled WC facilities within the existing commercial salon business.
- Sustaining the significance of 18 Parson Lane and the contribution of its setting.
- Refurbishment of the upper floors to provide rental accommodation.

Should planning permission be forthcoming, the sustainable long term use of the building will be assured as well as the existing buildings contribution to the streetscene and

²⁰ National Planning Practice Guidance, paragraph 015, Reference ID 18a-015-20140306

conservation area. Such change should be managed to ensure that the proposals do not create any potential for the unnecessary harm to the heritage values of the building as well as those of the conservation area.