

PROPOSED CHANGE OF USE AT THE DUKE OF YORK INN

GRINDLETON, BOROUGH OF RIBBLE VALLEY, LANCASHIRE



HERITAGE ASSESSMENT

GARRY MILLER
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1: EXECUTIVE SUMMARY

This report supports the proposed change of use at the Duke of York public house in the village of Grindleton in the borough of Ribble Valley, Lancashire. The building is Grade II listed and lies within Grindleton Conservation Area. It also lies within the setting of two other nearby listed buildings, Townley House and Swindlehurst Farmhouse.

The Duke of York closed as a public house in 2017. Consent is now being sought from Ribble Valley Borough Council for change of use from public house with living accommodation to residential. The heritage issues arising are its impact upon the significance (i.e. heritage interest and value) of the Duke of York and the conservation area, along with the setting of the nearby listed buildings. The scope and purpose of this report is to identify this significance and to assess the proposal's impact upon it.

The Grade II designation of the Duke of York denotes it is of national importance for its special architectural and historic interest. This special interest is that of a property of circa 1800, extended to the west soon after, which may originally have been a private house but functioned as an inn by the mid-1850s. The significance of the building is therefore embodied in the elements and features which date from this period, and given the extensive alteration of the interior, this resides primarily in its external qualities and streetscene presence. The principal historic elements of the interior are those few which survive from this original phase, i.e. two wide kingpost roof trusses and vaulted cellar rooms. The remainder of the interior is largely 20th century and therefore of lower importance as it does not possess the core early 19th century character that is the basis of its special interest. A dining room extension of the 1960s and various lean-tos at the rear are also of low importance. In the wider context, the Duke of York occupies a prominent setting within the village and is a building of distinctiveness within the conservation area.

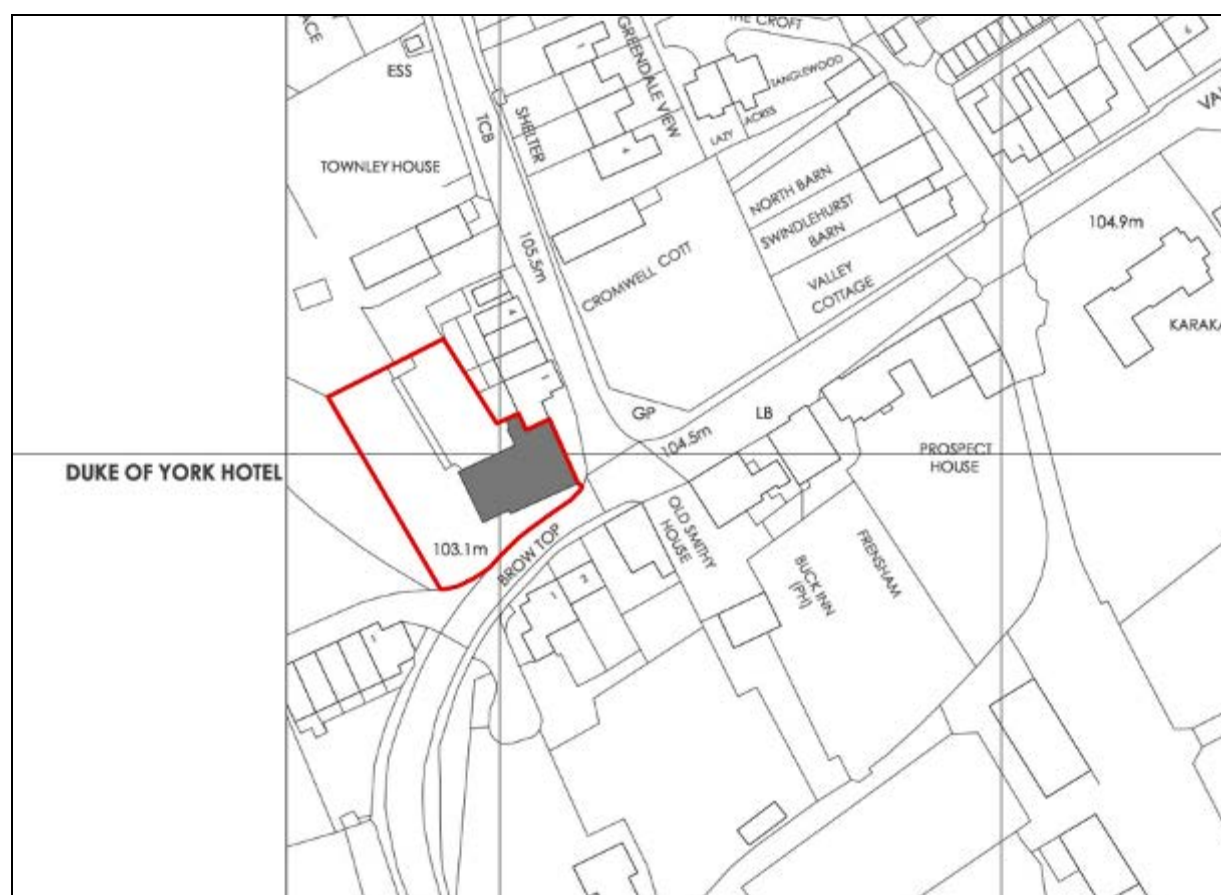
The main planning issues relating to this application are:

- Whether the development in principle is acceptable
- Whether the use of the building as a public house is viable
- Whether the loss of the public house is detrimental to local social facilities
- Whether the proposed alternative use complies with current planning policies

The extensive documentation submitted in support of the application clearly demonstrates that the proposal meets all these tests. This report is specifically concerned with identifying whether there would be any resulting heritage impact. As there will be no change to the listed building, there will be no adverse effect whatsoever upon its significance and that of the conservation area, or the setting of the nearby listed buildings. The proposal would secure the future of the listed building and prevent further deterioration of its fabric. There is therefore no reason on heritage grounds why the proposal should be refused, as it satisfies the tests established by national guidance and the local development plan. Approval should therefore be granted without delay.

2: THE SITE

The Duke of York is located in the centre of the village of Grindleton, historically part of the West Riding of Yorkshire but since 1974 one of the communities within the borough of Ribble Valley, Lancashire. Recorded as a public house since at least the mid-19th century, it closed its doors in 2017 and has stood vacant since that time. The Duke of York is sited prominently at the south end of the village at the junction of Brow Top and Main Street, and opposite the Buck Inn, which is also now closed. It is a stone-built two storey late Georgian building, of three bays, the first (westernmost) a lower, later addition. A single-storey 1960s dining room extension on the west side adjoins a large tarmac-covered car park. To the rear of the building are various modern single-storey lean-to structures and a large garden, the latter now overgrown.



Map 1. Location of the application site



1. *The Duke of York, looking west along Brow Top from the Main Street junction*



2. *View east from the Duke of York along towards the Buck Inn, also now closed*



3. Looking to the rear of the Duke of York across its garden



4. The car park to the west of the listed building

3: THE PROPOSAL/SCOPE OF THIS REPORT

3.1 Designations

The Duke of York is nationally-listed at Grade II, and was first designated on February 20, 1984. It stands within the Grindleton Conservation Area, as designated by Ribble Valley Borough Council. The property also lies within the setting of two other listed buildings, Townley House and Swindlehurst Farmhouse, which stand nearby on Main Street. The Duke of York was also designated as an Asset of Community Value on September 3, 2019, and its status in this respect now forms a material consideration in planning matters. The nearby and now-closed Buck Inn has also been listed as an ACV.

3.2 The proposal

Consent is now being sought from Ribble Valley Borough Council for change of use from public house with living accommodation to residential.

3.3 Heritage impact

The heritage issues raised by the proposal are its impact upon the significance (i.e. heritage interest and value) of the Duke of York and the conservation area and also the setting of the nearby listed buildings.

3.4 Scope and purpose of this report

Paragraph 189 of Chapter 16 (Conserving and Enhancing the Historic Environment) of the National Planning Policy Framework states local planning authorities should require an applicant to describe the significance (i.e. heritage interest and value) of the heritage assets affected, including the contribution made by their setting. The scope and purpose of this report is therefore to describe the significance of the listed building and conservation area and to evaluate the impact of the proposal upon it. It is considered the level of detail is proportionate to this significance, in accordance with paragraph 189, and no more than is sufficient to understand the proposal's impact. The report is to be read in conjunction with other documentation supporting the application.

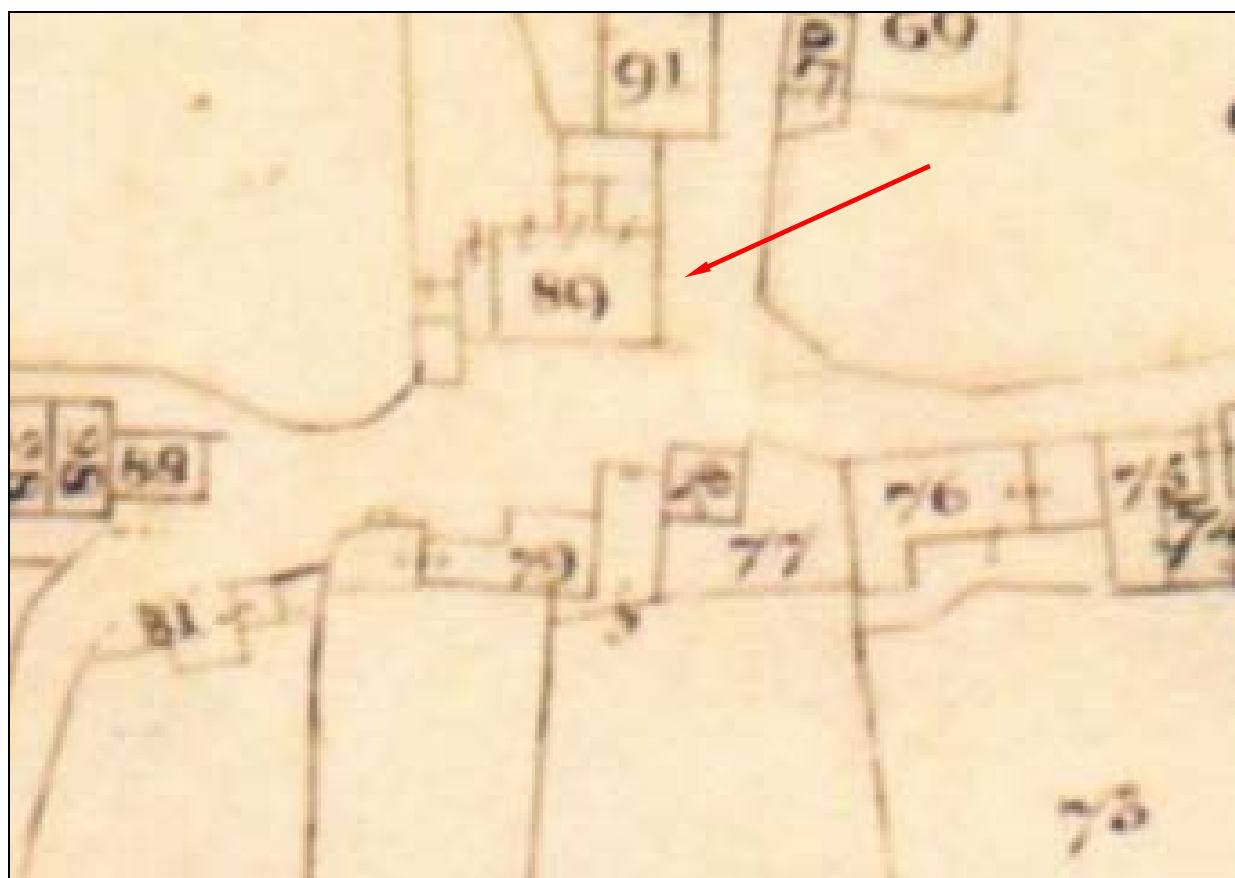
3.5 Report structure

This is as follows:

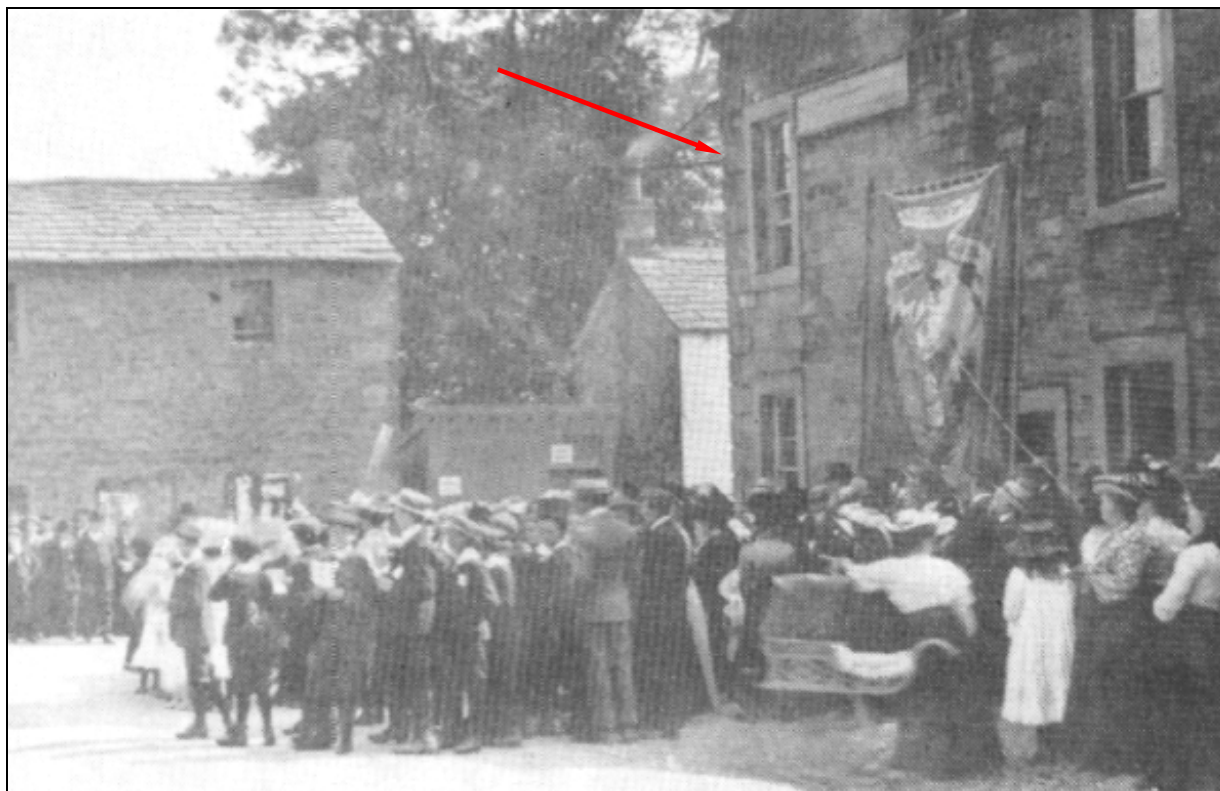
1. A summary of the historical background relating to the site (Section 4)
2. Brief descriptions of the listed building, conservation area and adjacent listed buildings (Sections 5 and 6)
3. A summary of the significance of these heritage assets (Section 7)
4. A summary of the heritage planning policies against which the application will be assessed (Section 8)
5. An assessment within this context of the proposal's impact upon the significance of the conservation area and setting of the listed buildings (Section 9)

4: HISTORICAL CONTEXT

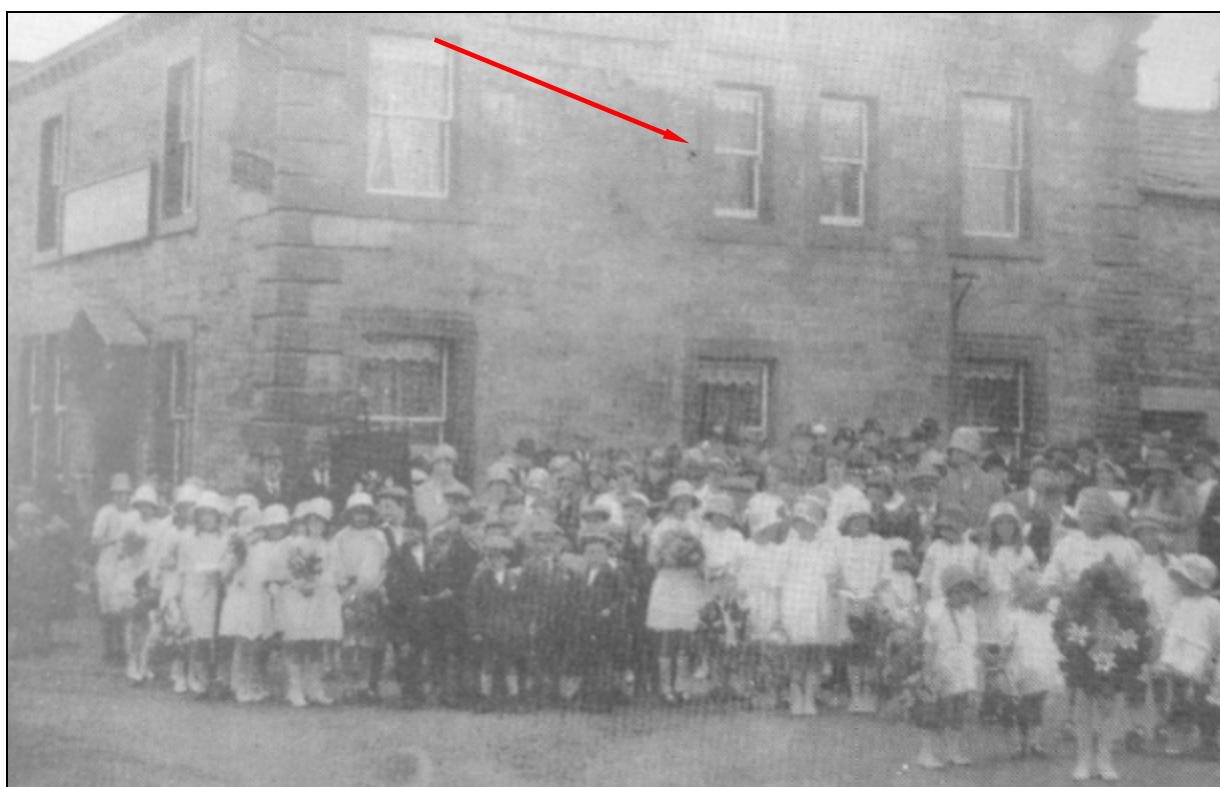
The appearance of the Duke of York suggests it dates from circa 1800. When first built it was smaller, with the westernmost bay added probably fairly soon afterwards. It may have originated as a private dwelling, as the 1848 tithe survey refers to the property simply as *buildings and garden* with a croft on the opposite side of the road. The accompanying map (below) shows an outbuilding, probably stables, to the west where the car park is now. It is thought the premises had become an inn by the mid-1850s. A phase of internal works occurred during the early 20th century when the original staircase at the rear was removed and a new one located on the east side. This occurred between circa 1905 and 1926, as photographs of these dates (Plates 5 and 6, following page) record the appearance of two first floor windows on the east elevation associated with these works. More internal alterations occurred in the mid-1960s with the addition of the single-storey extension at the west end, and the interior was further opened up at this time or a little later.



Map 2. Detail of the 1848 tithe survey map showing the building occupying its present footprint, along with the outbuilding to the west



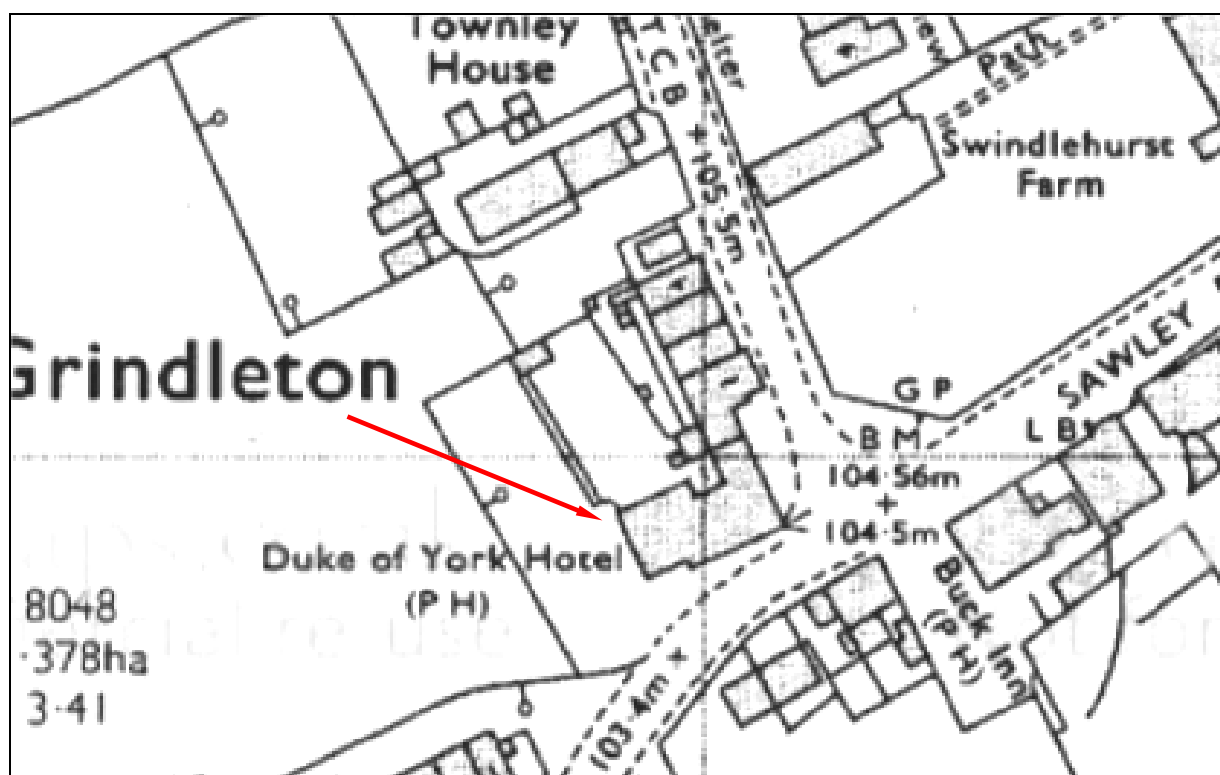
5. Circa 1905 image showing original window arrangement on first floor of east elevation



6. By circa 1926, the date of this photograph, two new first floor windows had been inserted, following repositioning of the staircase



Map 3. The 1909 OS mapping shows the outbuilding remained at this date



Map 4. By 1970 it had gone and the present single-storey dining room added

5: THE LISTED BUILDING

5.1 List description

The National Heritage List for England description was compiled at the time of designation in 1984 and notes the exterior of the public elevations only:

Public house, early C19th. Squared sandstone with diagonal tooling. Stone slate roof. Double-pile plan with end stacks and chamfered quoins. 2 storeys with attic, 2 bays. Windows sashed with no glazing bars and with plain stone surrounds. To the left of the door is a double window with central square mullion. The door, between the bays, has a plain stone surround and moulded open pediment on console brackets. The gables have copings and footstones. To the left is a further bay having a double window on the ground floor and a single window above, and with quoins having diagonal tooling. The right-hand return wall (facing east) has 3 windows on the ground floor and 4 on the 1st floor, similar to those of the main facade. Above is an attic window with plain stone surround and semi-circular head.

5.2 Further analysis

- a. **East elevation.** Part of the listed building, but not described in the text, is a low single-bay element to the rear, fronting Main Street and adjoining a range of separately-owned buildings. This has a ground floor doorway and two-light mullioned window, and two blocked openings above, which appear as a tall loading door and a smaller one alongside. This suggests a hayloft existed and that the building may have been part of a stabling block.
- b. **Rear.** The ground floor is entirely concealed by late 20th century additions of lean-to type and of no interest, including a low flat-roof element directly behind the single-storey dining room extension.
- c. **Interior.** This is predominately 20th century. The ground floor layout would originally have comprised an entrance hallway leading to stairs at the rear and with rooms leading off on either side. The hallway and stairs have been removed and a new narrow staircase fitted at the east side. This occurred between 1905 and 1926 as discussed earlier, and involved creation of two first floor side windows associated with the stair landing. The new stair also rose in front of one of the original ground floor windows, clearly denoting a non-original arrangement. Further alteration seems to have occurred in the late 20th century, with the creation of wide openings to all the ground floor public rooms. The only earlier feature evident on the ground floor is a late 19th century firegrate in the rear east side room, but this appears to be a dummy as it is not served by a flue. The first floor consists

of rooms leading off a lateral corridor, again dating from the staircase alteration phase. The original arrangement would have been of a central landing from which all the rooms led off. The appearance of the first floor is overwhelmingly 20th century: most doors are flat modern fire doors although the architraves are mostly 1920s along with a built-in cupboard in the bathroom. The single-storey rear wing now contains toilets. The areas of greatest interest are the attic and cellar. The former is a lofty single open space reached by a wooden stair rising from the east side (again unlikely to be original as it was probably originally served by a continuation of the main stair at the rear) and is spanned by two particularly wide trusses, with short kingposts rising from high collars. The cellar meanwhile is accessed from stone steps that adjoined the original main staircase, and has three low vaulted rooms. The easternmost room has a barrel-drop from Main Street.



7. Low rear element to Main Street appears to have been part of a stabling range



8. Clutter of modern lean-to structures at the rear masks the ground floor



9. Flat-roofed building behind the dining room extension with its single-pitch roof



10. Present staircase dates from between 1905 and 1926



11. The first floor corridor leading from the staircase dates from this time



12. The attic is a single-space spanned by a pair of wide kingpost trusses

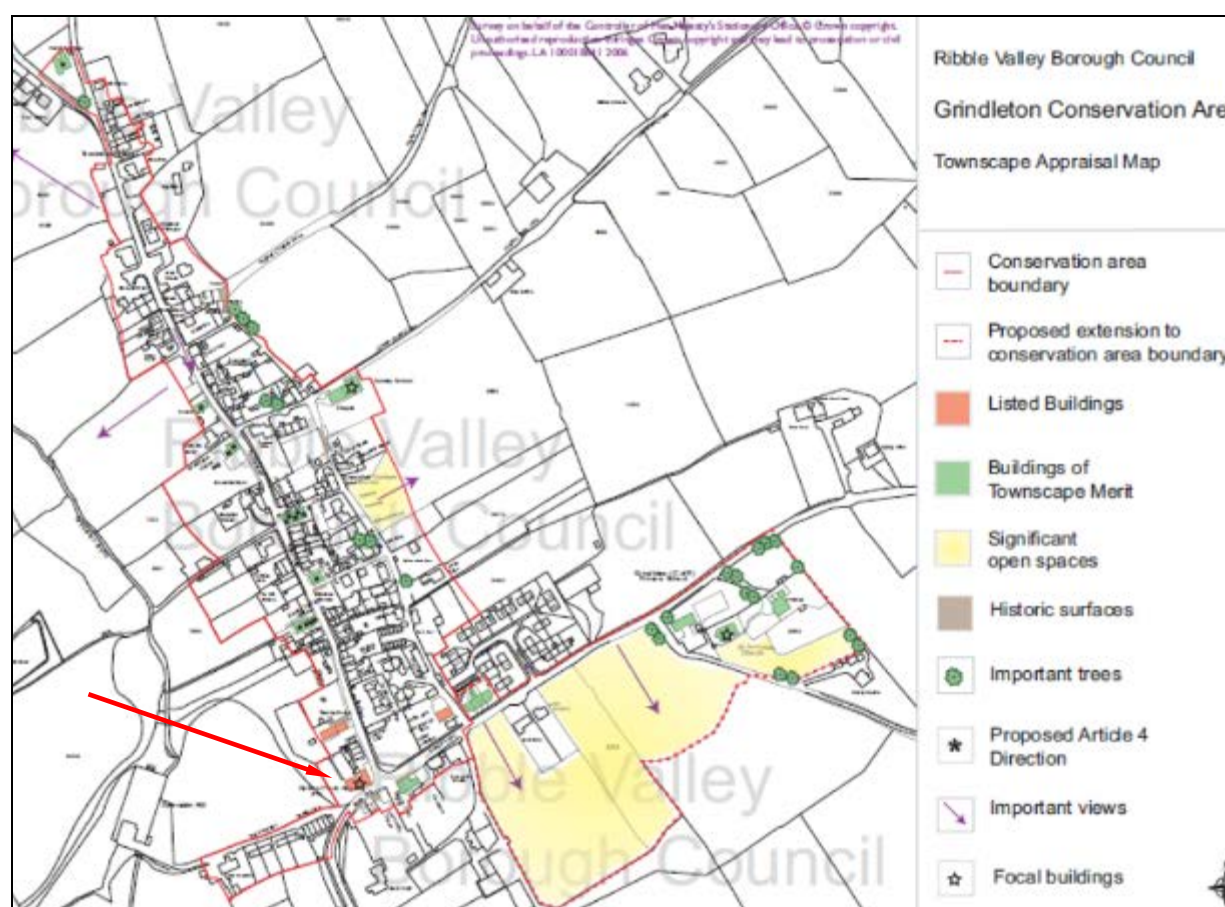


13. The central vaulted cellar room, with stone steps

6: THE CONSERVATION AREA / LISTED BUILDINGS

6.1 Overview

Grindleton Conservation Area was designated on October 3, 1974. It is essentially of an inverted T-shaped form, following the line of the principal village street, Main Street, and its junction with Sawley Road. The application building lies at this junction at the southern gateway to Main Street.



Map 5. Grindleton Conservation Area, with the Duke of York indicated

6.2 *Special interest*

The character of the conservation area was described for development management purposes in the character appraisal produced by external consultants for Ribble Valley Borough Council in 2005. This states that the special interest that justifies the designation of the Grindleton Conservation Area derives from the following:

- Its highly-visible position within the Forest of Bowland Area of Outstanding Natural Beauty. It is located on a terrace above the River Ribble, where it can be seen from the river and from neighbouring villages
- The survival of the medieval (possibly Saxon) street plan, with tenement plots running at right angles to the main street, linked by side alleys to a back road
- It has an important place in Nonconformist history, as the village gave birth to the Grindletonian sect in the 1600s
- Numerous historic buildings, including 17th and 18th century weavers' cottages
- Local details such as wells, farmhouses and barns, a pinfold, stone field boundaries and other reminders of the agricultural history of the village
- The close proximity of relatively wild moorland and open fields, which provide a rural setting to the village
- Panoramic views to Chatburn across the Ribble, along with Pendle Hill

6.3 *Contribution of the application building to the conservation area*

The Duke of York is noted only briefly in the conservation area appraisal, which states that the building is one of two public houses in the conservation area, the other being the Buck Inn. Both are described as dating from the 18th century and are symmetrical double-pile houses. This is not the case where the Duke of York is concerned however, as the added first bay renders the facade asymmetrical. It is also identified in the appraisal's conservation area townscape map (reproduced as Map 5 in this report) as a focal building, but there is no commentary to support this statement. Finally, it is also noted as one of the three listed buildings in the conservation area.

6.4 *The adjoining listed buildings*

Townley Farmhouse and Swindlehurst Farmhouse both stand on Main Street, approximately 50 metres north and northeast of the site respectively. Both are listed at Grade II. Townley House is described in the listing as a house of circa 1800 with reset datestones of 1727 and 1624, while Swindlehurst Farmhouse is a 18th century house with 17th century remains. Both are built end-on to the street, where the key views of them are obtained. Here, while Swindlehurst is conspicuous looking north along Main Street from the application site, Townley House is less so as it is obscured by a stone boundary wall with tall hedgerow above.



14. View from the Duke of York northwards along Main Street, which is the heart of the conservation area



15. View eastwards to the village's other historic public house, the Buck Inn



16. Townley House as viewed from Main Street, opposite the Duke of York



17. Looking northeast from the Duke of York to Swindlehurst Farmhouse

7: SUMMARY OF SIGNIFICANCE

7.1 Introduction

Paragraph 190 of the National Planning Policy Framework states local planning authorities should identify and assess the particular significance of a heritage asset, including its setting, and take this into account when considering the impact of a proposal in order to avoid or minimise conflict between the asset's conservation and any aspect of the proposal. Significance is defined in the NPPF Glossary as:

The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.

7.2 The application building

The Grade II designation of the Duke of York denotes it is of national importance for its special architectural and historic interest. This special interest is that of a late Georgian property of circa 1800, extended to the west soon after, which may originally have been a private house but functioned as an inn by the mid-1850s. The significance of the building is therefore embodied in the elements and features which date from this period and, given the extensive alteration of the interior, this significance resides primarily in its external qualities and streetscene presence. The principal historic elements of the interior are those surviving from this original phase, i.e. the roof trusses and vaulted cellar. The remainder of the interior is largely 20th century and therefore of lower importance as it does not possess the core early 19th century character that is the basis of the property's special interest. The significance of the building is enhanced by its prominent setting at the southern gateway to the village, but the tarmac-covered expanse of the car park does not contribute to this enhancement.

7.3 The conservation area

The significance of Grindleton Conservation Area derives from its character and appearance as the historic core of a village of possibly Saxon origin. This character is embodied in its many historic buildings, which include farmhouses, barns and weavers' cottages, and their relationship to each other along the surviving medieval street pattern. The rural setting of the village is illustrated by views outwards towards the surrounding moorland, which includes panoramic views across the river valley to Chatburn and Pendle Hill. While the significance of the conservation area extends primarily to the borough-wide context, it also contains three buildings listed for their

national importance, including the Duke of York, which occupies a prominent location and is itself a distinctive building of the conservation area.

7.4 The listed buildings

Townley House and Swindlehurst Farmhouse are of national importance for their intrinsic special architectural and historic interest as properties of circa 1800 and of the 17th and 18th centuries respectively. Their significance in this respect is enhanced by their setting on Main Street, where they act as important elements of the character of the village and conservation area.

8: PLANNING POLICY CONTEXT

8.1 Statutory duties

Sections 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires local planning authorities to give special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest. Section 72 (1) meanwhile states that LPAs must pay special attention to the desirability of preserving or enhancing the character of a conservation area.

8.2 Relevant policies

Chapter 16 of the Revised National Planning Policy Framework (*Conserving and Enhancing the Historic Environment*, July 2018) provides the guidance on how this statutory duty is to be put into practice. Paragraph 192 states that in determining applications, local planning authorities should take account of:

- The desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation
- The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality, and
- The desirability of new development making a positive contribution to local character and distinctiveness

Regarding designated heritage assets, paragraph 193 states that ‘*great weight*’ should be given to their conservation and the more important the asset, the greater that weight should be; that significance can be lost through development within its setting. This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance. Paragraph 194 states that as heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

The most up-to-date local policy relating to the historic environment is Key Statement EN5 of the Ribble Valley Core Strategy 2008-2028, adopted December 16, 2014. This states:

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.*

Also relevant is Policy DME4 (Protecting Heritage Assets). This states the council will make a presumption in favour of the conservation and enhancement of heritage assets and their settings.

9: IMPACT OF THE PROPOSAL

9.1 Justification

In short, the proposal is favourable as the listed building is no longer viable as a public house and therefore its future will be ensured by securing its alternative use as a single dwelling. Historical evidence implies the property was originally a residence rather than a public house: so essentially the building would be returned to the use for which it was first built. The full justification for the proposed change of use is explained in detail in the Planning Statement which accompanies this application. Here it is sufficient to summarise its key points as follows:

- The development is in principle acceptable, as the listed building is currently a mixed use of public house and living accommodation
- While the site has been in commercial use, the business had been under-performing for some time. Extensive and lengthy marketing by or on behalf of its previous owners was unsuccessful. This demonstrates clearly that the previous business as a public house is not viable
- The current owner began a further period of marketing with specialist agents from April 2019, and the building remains on the market. They report that prospective buyers seemed deterred due to its listed status, the presence of another empty pub in the village and the fact that it had been run as a pub/restaurant without long-term success
- The building is vacant and beginning to deteriorate. A similar proposal for the conversion of the Eagle and Child at Hurst Green (a pub with living accommodation) to dwellings was approved in 2016. RVBC accepted that the building had been unsuccessfully marketed and the continued operation as a public house was not financially viable. Hence there was a legitimate concern that the building would remain vacant and fall into a state of disrepair. The same circumstances apply to the Duke of York
- Both the Duke of York and the Buck Inn are currently closed. Both are being marketed for sale and have been listed as Assets of Community Value. In the current climate it is optimistic to consider that a village of this size is able to be sustain two public houses
- RVBC's Core Strategy seeks to protect community facilities, but its policies require robust evidence that facilities are no longer viable before considering other forms of use. The evidence put forward in support of the application demonstrates that the Duke of York is no longer viable as a public house

9.2 *Heritage impacts*

The present application is concerned with the principles surrounding of the change of use only; there are no physical changes to the listed building itself. Hence the impacts on the various heritage assets are:

- Upon the fabric of the listed building itself: **none**
- Upon its contribution to the conservation area, and therefore the character and appearance of the latter: **none**
- Upon the setting of the nearby listed buildings: **none**

9.3 *Conclusion*

In summary, the main issues relating to this application are:

- Whether the development in principle is acceptable
- Whether the use of the building as a public house is viable
- Whether the loss of the public house would have a detrimental impact on the social facilities of the village
- Whether the proposed alternative use is compliant with the relevant current planning policies

The extensive documentation submitted in support of the application clearly demonstrates that the proposal meets all these tests. This report is specifically concerned with identifying whether there is to be any resulting heritage impact. It has been shown that there will be no adverse effect whatsoever upon the listed building, conservation area or nearby listed buildings. The proposal would secure the future of the listed building and prevent further deterioration of its fabric. There is therefore no reason on heritage grounds why the proposal should be refused, as it satisfies the tests established by national guidance and the local development plan. Approval should therefore be granted without delay.

APPENDIX: GARRY MILLER HISTORIC BUILDING CONSULTANCY

Garry Miller is an architectural historian who has spent more than 40 years studying buildings of town and countryside, in particular those of North West England. His career as a consultant began in the mid-1980s with the Preston-based Nigel Morgan Historic Building Consultancy, of which he became a partner in 1992 upon its rebranding as Datestone. In 1997 he was commissioned by the Heritage Trust for the North West, a buildings preservation trust based at Barrowford, Lancashire, to produce an in-depth regional study of vernacular houses in southwest Lancashire: the result, *Historic Houses in Lancashire: The Douglas Valley, 1300-1770* was published in 2002. The book was described as ‘*scholarship as its best*’ by *Country Life* (June 2003), and ‘*well analysed and presented*’ in *Transactions of the Ancient Monuments Society* (Vol 48, 2004); and was extensively cited in the revised *Buildings of England* volume on Liverpool and Southwest Lancashire (2006). Research on the houses of Georgian and Regency Liverpool has also been undertaken, with a view to future publication. Following the success of his Douglas Valley book, Garry Miller established his own consultancy, producing analytical and interpretive reports on historic buildings and advising planning applications affecting the historic environment. His field of operation extends throughout the North West, Midlands, North Wales and parts of Cumbria and North and West Yorkshire, and projects range from the £40m Wolstenholme Square redevelopment in central Liverpool to the Grade I Barkisland Hall, Ripponden, West Yorkshire and to cottage extensions and barn conversions. Several local authorities have cited his assessments as examples of best practice, and reports on more than 130 buildings or sites are produced annually.