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C+A

Architecture + Building Surveying + Town Planning

# Clitheroe St. James' Church of England Primary School

## Planning and Heritage Statement

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## 1.0 INTRODUCTION

### INTRODUCTION TO PROPOSALS

- 1.1 Cassidy + Ashton has been instructed to prepare a Planning and Heritage Statement in support of a full planning application for the proposed development set out below, at Clitheroe St. James' C of E Primary School.
- 1.2 The proposals seek the redevelopment of the existing educational facility including part-demolition of the existing infant school to provide a standalone nursery facility, together with the remodelling of, and extension to, the existing junior school, and the erection of a new infant block to the rear of the building, alongside additional car parking, soft and hard landscaping treatment, and vehicular access works off Greenacre Street.

### PURPOSE OF THE DOCUMENT

- 1.3 The purpose of this statement is to set out the relevant planning policies and material considerations weighing in favour of the proposed development in this location.

### THE PROCESS

- 1.4 The proposed development has been the subject of detailed discussions between the applicant and their Design Team and the Local Authority.
- 1.5 The NPPF encourages early engagement through pre-application discussions to improve the efficiency and effectiveness of the planning application system for all parties, with good quality discussions allowing for better coordination between public and private resources and improved outcomes for the community. The applicant and their Design Team have worked closely with Ribble Valley Borough Council throughout the preparation of this application, including within a formal pre-application meeting held on 4<sup>th</sup> May 2021.

### DOCUMENT STRUCTURE

- 1.6 This statement describes the site and its surroundings before setting out the planning policy context, including heritage matters, under which the application should be considered. The discussions arising from the pre-application consultation process will be set out and the final proposals are then assessed against these heritage and planning policies, as well as the pre-application response.
- 1.7 The heritage assessment has been prepared to evaluate the significance of the nearby heritage assets and subsequently the potential impacts of the proposal upon these assets. The site is located outside of the boundary of Clitheroe Conservation Area, which lies to the north west of the site. There are 2 no.

Grade II listed buildings in close proximity to the site, namely Holmes Mill and the Commercial Hotel. Holmes Mill is located directly north of the application site boundary, off Greenacre Street, with the Commercial Hotel located to the south eastern corner of the site, off Whalley Road. The application site itself does not contain any listed buildings.

1.8 Paragraph 189 of the NPPF states that in determining applications, local planning authorities should require an applicant to describe the significance of the heritage assets affected, including the contribution made by their setting. The following approach was undertaken to produce the heritage assessment:

- Desktop study of existing literature including English Heritage listings, Conservation Area Appraisal and associated documents;
- Assessment to establish the significance of the site, its heritage assets; and
- Assessment of the impact of the proposed development upon the identified assets.

1.9 The planning merits are then examined and the conclusion is reached that the development conforms to planning policy, and that there are no material considerations indicating that planning permission should not be granted.

1.10 During pre-application discussions, the Local Planning Authority requested a Transport Statement accompanying any planning application for this development. This is provided in Chapter 7 of this document.

#### SUPPORTING DOCUMENTATION

1.11 The following supporting documentation has been prepared and is submitted to accompany this application:

- Plans:
  - 10512 - L01 - Location Plan
  - 10512 - E01 - Existing Site Plan
  - 10512 - E02 – Existing Junior School Plan
  - 10512 – E03 – Existing Junior School Elevation
  - 10512 - E04 – Existing Primary School Plan
  - 10512 - E05 – Existing Primary School Elevations
  - 10512 - P01 - Proposed Site Plan
  - 10512 - P02 – Proposed Junior School Plan
  - 10512 - P03 – Proposed Junior School Elevations
  - 10512 - P04 – Proposed Primary School Plan
  - 10512 - P05 – Proposed Primary School Elevations

- 10512 - P06 – Proposed New Build Plan
- 10512 - P07 – Proposed New Build Elevations
- Planning and Heritage Statement [including Transport Statement]
- Flood Risk and Surface Water Assessment
- Aboricultural Impact Assessment

1.12 This Planning and Heritage Statement is to be read in conjunction with all other supporting documentation submitted alongside the application.

## 2.0 SITE CONTEXT

### SITE DESCRIPTION

- 2.1 This submission relates to two areas of land separated by a central weir, associated with Clitheroe St. James' Church of England Primary School and Bowland Preschool, located within the heart of Clitheroe town. The exact site boundaries are located within Figure 1 below.

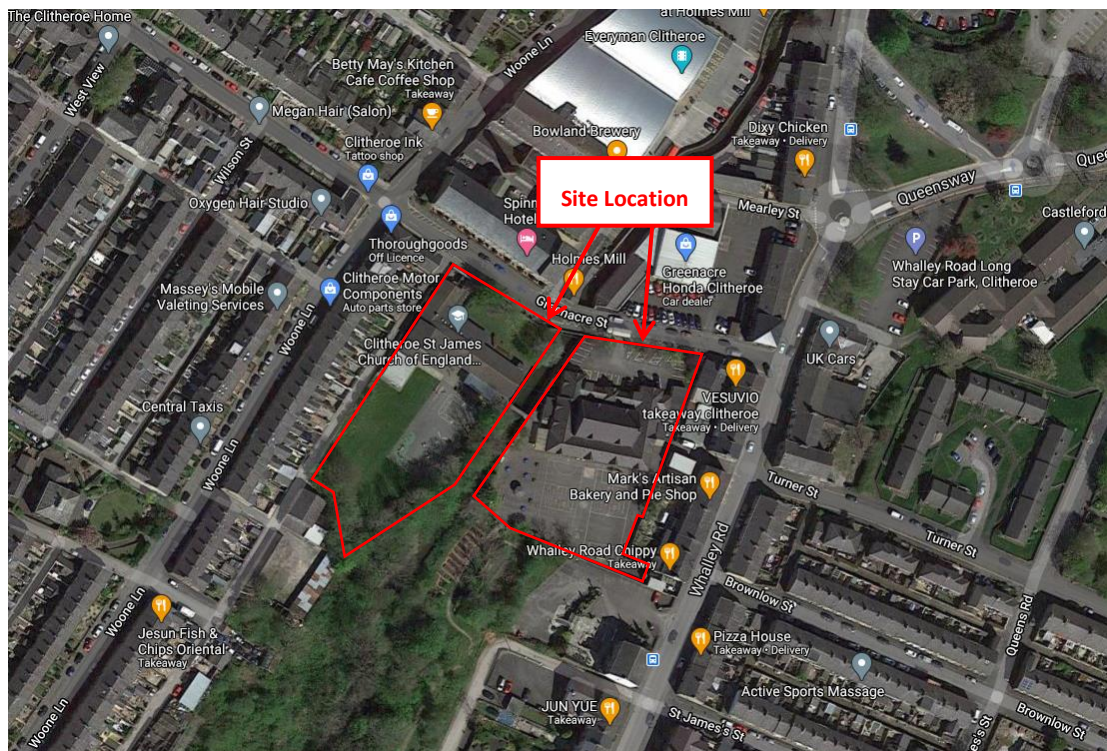


Figure 1. Site Location [Source: Google Maps]

- 2.2 Together, the application site equates to approximately 8,183.4m<sup>2</sup>, comprising the existing educational buildings, car parking facilities, play areas, and hard and soft landscaping.
- 2.3 Clitheroe St. James' Church of England Primary School has the capacity to cater for 315 no. children between the ages 4 to 11 years old. Bowland Preschool provides early education for children aged 2 to 4 years old, with the capacity to accommodate 16 no. children.
- 2.4 As existing, the infant block, catering for Reception and Year 1 children, is sited to the west of the weir, and the junior block, catering for Year 2 – Year 6 children, is located to the east. The Preschool is located within the junior block, and accessed separately along the eastern elevation.
- 2.5 The immediate surrounding area is characterised by a range of residential, leisure, retail and commercial uses.

- 2.6 A number of bus services operate at either side of the B6478 to the north-east, or the A671 to the south-east, with the northern route travelling to Clitheroe Town Centre approximately every 20-30 minutes, and the southern route travelling to Burnley, Preston City Centre, Shadsworth, Accrington and Henthom Park approximately every hour.

## HERITAGE STATUS

### Listed Buildings

- 2.7 Holmes Mill is located directly to the north of the application site, which was first listed as a Grade II building on 12<sup>th</sup> March 2013.



Figure 2. Holmes Mill

- 2.8 The reasons for its designation are provided within the Historic England listing as follows:

*“Holmes Mill, a pre-1840 textile mill with later additions is listed at Grade II for the following principal reasons:*

- Architectural interest: Holmes Mill, with its three- and four-storey spinning blocks and warehouse, has architectural interest and makes a significant contribution to the local townscape;*
- Date threshold: much of the Holmes Mill complex is largely unaltered and is recognisably of pre-1840 date;*

- *Intactness: despite the loss of the weaving shed roof Holmes Mill remains a relatively intact textile mill complex complete with an in-situ 1910-built engine;*
- *Integrated site: the mill complex comprises a range of buildings relating to the textile manufacturing process. This includes spinning blocks and engine houses of differing dates that afford the opportunity to study the evolutionary development of these specific building types.”*

2.9 The site is also in close proximity to Grade II listed building ‘The Commercial Hotel’ to the south east, along Whalley Road, described within the Historic England listing:

*“3 storeys, roughcast stone with stone slate roof with coped gable ends with kneelers. 3 windows, those to top floor reaching moulded cornice. 2 windows to ground floor of 2 lights. Doorway in heavy Gibbsian rustication with moulded cornice and modern door beneath rectangular fanlight. Plinth. Curtilage includes 2-storey stable block in coursed stone to rear. Nos 60 to 164 (even) form a group, all except Nos 76 to 110 being buildings of local interest only.”*



Figure 3. The former Commercial Hotel

### *Conservation Area*

- 2.10 The site lies in close proximity to the Clitheroe Conservation Area, to the north of Eshton Terrace, as shown in Figure 5 below. The Clitheroe Conservation Area is characterised by the Grade II listed Park and Garden, associated with the remains of Clitheroe Castle further north.
- 2.11 Within the Clitheroe Conservation Area Appraisal, the special interest that justifies the designation of the Conservation Area derives from the following features:
- 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.



Figure 4. Existing Boundary of Clitheroe Conservation Area at Eshton Terrace

#### CURRENT LOCAL PLAN DESIGNATIONS

2.12 Whilst the Core Strategy was adopted in 2014, the proposals map for the Districtwide Local Plan (1998) remains in place until a revised set of plans are produced. Within the Proposals Map, the site is located within the defined settlement boundary of Clitheroe. There are no other site-specific designations associated with this application site.

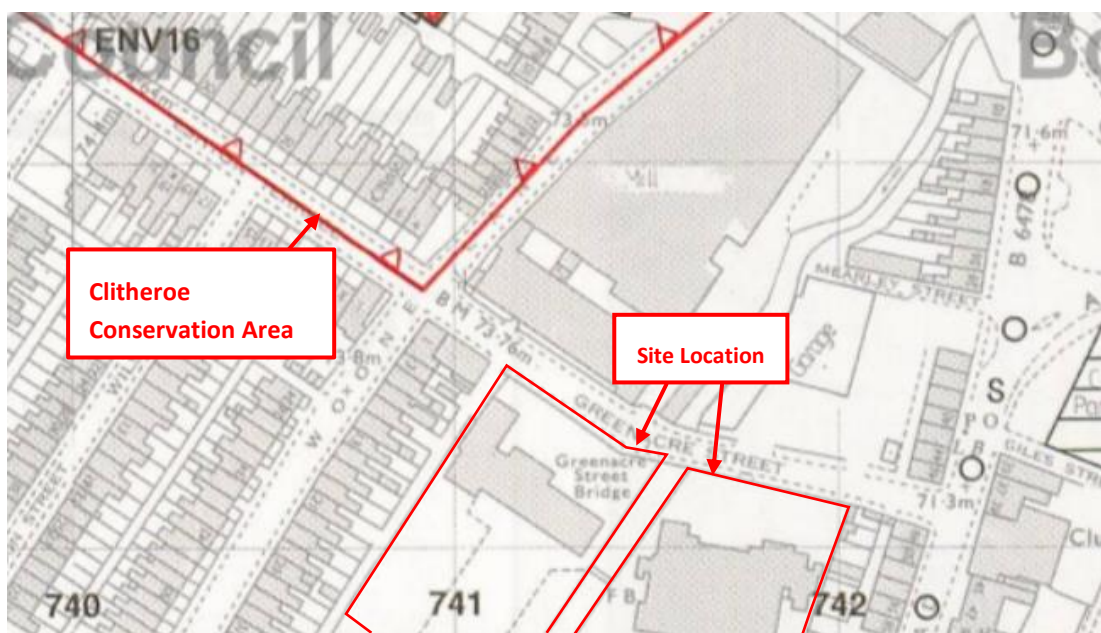


Figure 5. Districtwide Local Plan Maps [Source: Ribble Valley Borough Council]

2.13 To the south of the site is a County Biological Heritage Site, as shown in Figure 6 below, however this designation is beyond the extent of the application site boundary.

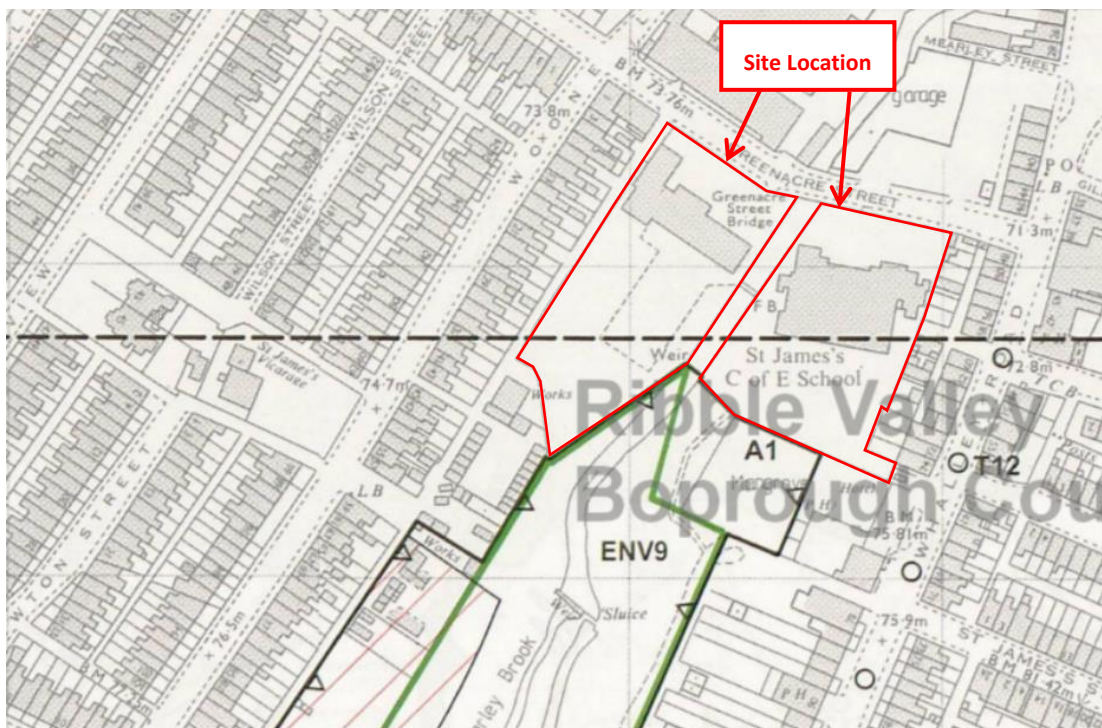


Figure 6. Districtwide Local Plan Proposals Map [Source: Ribble Valley Borough Council]

2.14 The site lies within Flood Zone's 2 and 3, which is assessed by the Environment Agency as having between 0.1 - 1% annual probability of river flooding in any year. Due to this, the application is supported by a Flood Risk Assessment and Drainage Strategy.

2.15 The local planning policies associated with the application site and proposed development will be set out within Chapter 4 and assessed in respect of the proposed development within Chapter 6 of this statement.

#### PLANNING HISTORY

2.16 The application site has been the subject of numerous planning applications, which provides an indication of the history of the site and are considered of relevance for determining the appropriateness of the current proposal.

#### 3/2018/0383

An application was approved on 13<sup>th</sup> July 2018 for the provision of new 2.4m high welded mesh security fencing to be installed within the playground along the eastern boundary, with a small access strip to allow for maintenance to the existing wall. The application also proposed a small access gate within the fence line, alongside the existing wall cracks strapped to prevent further wall movement, 2 no. trees at the back of the wall will be removed and a reduction of soil level behind wall.

3/2010/0215

Erection of free standing canopy close to the school building to shelter activities from the weather, was approved 30<sup>th</sup> April 2010.

3/2009/0324

Proposed new freestanding canopy, located to the south elevation of the west side building of the school, to provide an outdoor covered play area for the children, was approved 10<sup>th</sup> August 2009.

3/2007/0642

Construction of new boiler house to Infant Block of school, was approved 15<sup>th</sup> August 2007.

3/2005/0098

Permission for a container to be used by our out of school care group for storage purposes, was approved 31<sup>st</sup> March 2005.

3/2003/0497

Refurbishment of existing entrance corridor, reception office, library area, head and deputy head rooms and staff toilets incorporating an existing covered entrance and increase in floor area, was approved 17<sup>th</sup> July 2003.

- 2.17 The site's planning history demonstrates that the school has been the subject of a series of alterations and extensions to expand and improve the educational facility at a sustainable rate. As such, it is considered that a proposal to support the operations of the existing educational use would be acceptable, subject to material considerations.

## 3.0 DEVELOPMENT PROPOSALS

### PRE-APPLICATION CONSULTATION

- 3.1 Prior to the completion of the design, the proposals were the subject of a pre-application meeting, which was undertaken with the Chief Planning Officer at Ribble Valley Borough Council on 4<sup>th</sup> May 2021. This was followed by a short written response.
- 3.2 The purpose of the pre-application request was to determine the appropriateness of the proposed development, with specific regard to local planning policy and design considerations. The following comments were made in regards to the principle of development:
- “It is considered that the principle is acceptable and subject to minor design changes and justification the siting and scale of the development is likely to be appropriate.”*
- 3.3 The findings of the pre-application advice from the LPA have been considered by the applicant and their design team in finalising the development proposals.
- 3.4 Given the restrictive timescales of the school term, the applicant kindly requests immediate attention from the Local Planning Authority to determine this application, to allow early commencement of works on site.

### PROPOSED DEVELOPMENT

- 3.5 The proposals seek the redevelopment of the existing educational facility including part-demolition of the existing infant school to provide a standalone nursery facility, together with the remodelling of, and extension to, the existing junior school, and the erection of a new infant block to the rear of the building, alongside additional car parking, soft and hard landscaping treatment, and vehicular access works off Greenacre Street.
- 3.6 The development proposed seeks to improve safeguarding at the school, by amalgamating the infant and junior blocks onto one site, which are separated by the weir as existing. This allows for improved facilities at the primary school, whilst providing a standalone nursery building within the wider site. The proposals would not result in an increase of pupil numbers above the existing enrolment levels.
- 3.7 The setting of the development must itself make functional sense. The proposed new infant block is located to the rear of the existing junior school, in order to improve safeguarding and safety within the site. The new building is to be configured in a largely L-shaped, single storey building, providing 517.8m<sup>2</sup> of functional floorspace, whilst allowing for as much of the existing hard play area to be retained. The proposed floorspace is comprised of 4 no. 60m<sup>2</sup> classrooms, a 72m<sup>2</sup> hall/studio, a small group room, a staff room and ancillary features including WC suites, storage rooms and cloakrooms. The design

process has been undertaken in accordance with the relevant guidance and disabled access, wayfinding and accessibility considerations. An accessible external ramp has been provided towards the entrance of the building.

3.8 It is also essential that the design, scale and location of the built development sits comfortably in its setting so that it is located in a convenient position for the needs of the school, but does not itself impact upon the wider local area. The proposals will be of a contemporary design appropriate for their use and suitable for the location. The single storey form of the development coupled with a complimentary material palette will ensure that the development appears in keeping with, but subservient to, the existing junior school and diminish any perceived visual impact. The material palette for the new build will comprise of the following:

- Walls – Cedar Cladding, Cedral Weatherboard (Composite Wood Grain Effect) Grey, Accrington Red Brick Plinth, Structure Steel Supports
- Roof – Composite Metal Profiled Roof Mid Grey
- Windows – Window Frames Factory Coloured Timber and Double Glazing
- Doors – Power Coated Aluminium RAL 7016 – Grey
- Fascias and Gutters – Powder Coated Aluminium RAL 7016 – Grey
- Soffits – Cedar Cladding

3.9 The existing junior school will be remodelled to evenly distribute toilet facilities throughout the site and create additional classroom space. This involves demolishing the external toilets adjoining the western elevation, and providing a new build extension in replacement. The material palette will comprise of:

- Walls – Marley Cedral Weatherboard (Composite Wood Grain Effect) Silver Grey
- Roof – Kingspan Composite Roof Mid Grey
- Windows – Frames Powder Coated Aluminium RAL 7016 Grey and Double Glazing
- Doors – Power Coated Aluminium RAL 7016 – Grey
- Fascias and Gutters – Powder Coated Aluminium RAL 7016 – Grey

3.10 The existing infant building, located at the western portion of the application site, will be partially demolished, with the hall, classroom, toilet facilities and storage areas retained, to provide a new standalone nursery facility. This will then allow all primary school facilities to be combined into one site.

3.11 Externally, the level of existing car parking available will be increased to reduce the level of on-street parking along the local highways network. The existing car park to the site frontage of the eastern portion of the application site provides 19 no. car parking spaces. The proposals seek to reconfigure the car park to reduce the number of car parking spaces to 9 no. spaces, accessed from the existing access and egress point off Greenacre Street. The access point will be widened as part of the current proposals.

- 3.12 The existing grassland to the frontage of the western portion of land will be replaced with new hardstanding to provide an additional car parking facility, following the part-demolition of the existing infant school building. This will comprise 18 no. standard car parking spaces and 1 no. accessible space, served by a new vehicular access and egress point off Greenacre Street, in the position of the existing pedestrian access point.
- 3.13 The car parks will provide 4 no. electric vehicle charging points, in accordance with local parking standards. A secure, covered cycle shelter will be provided on site, with provision for 10 no. bicycles.
- 3.14 The 2 no. existing pedestrian access points, off Greenacre Street and Whalley Road will be retained.
- 3.15 The proposed development seeks the removal of four low quality trees, one low quality group and part of a second low quality group, and two low quality hedges.
- 3.16 The proposed site plan is set out in Figure 7 below.

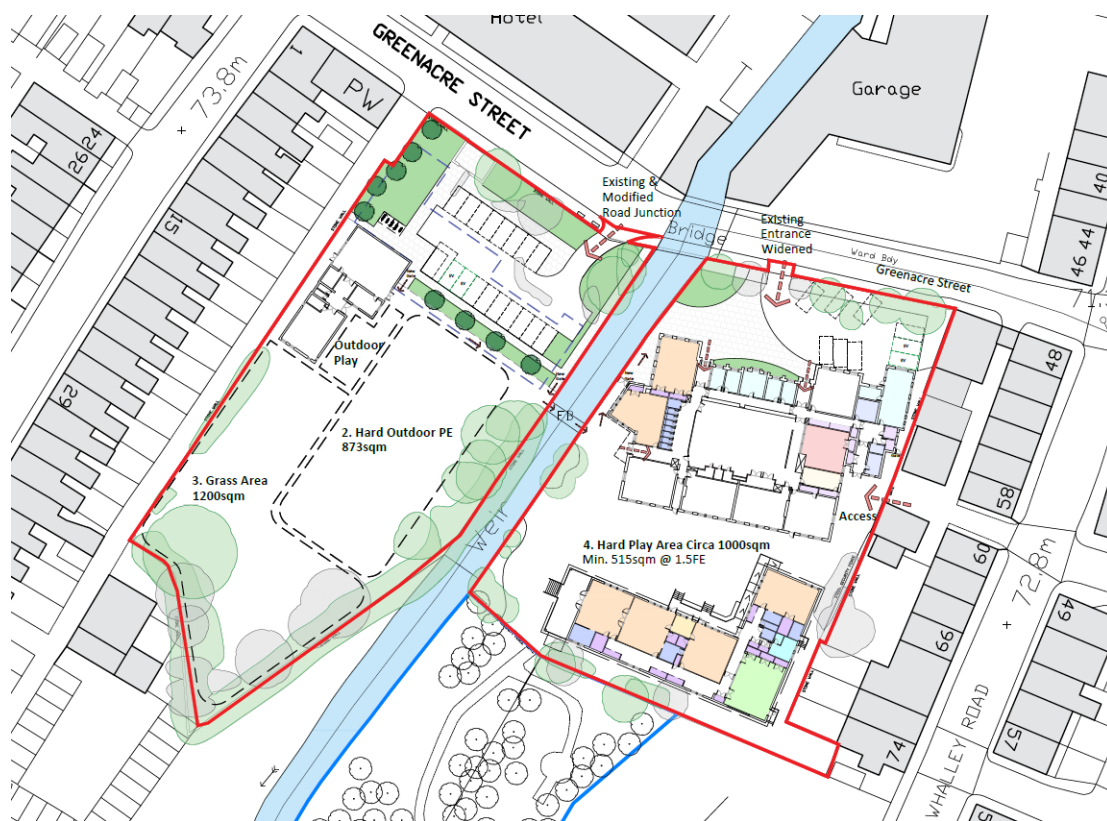


Figure 7. Proposed Site Plan [dwg ref. 10512-P01]

## 4.0 PLANNING POLICY CONTEXT

- 4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that applications for planning permission must be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 4.2 The Development Plan is comprised of the Ribble Valley Borough Council Core Strategy (2008-2028). Whilst the Districtwide Local Plan (1998) has been superseded upon the adoption of the Core Strategy, the site-specific policies remain in place until a revised set of plans are produced as part of the Housing and Economic Development DPD.
- 4.3 Other planning policies and guidance which are material considerations in the discussion of this proposal are:
- National Planning Policy Framework (NPPF)
  - National Planning Practice Guidance (NPPG)
  - National Design Guide

### NATIONAL PLANNING POLICY FRAMEWORK

- 4.4 The National Planning Policy Framework (NPPF), as revised in February 2019, sets out the Government's planning policies for England.
- 4.5 At the heart of the NPPF is a presumption in favour of sustainable development, with the purpose of the planning system seen as being to contribute to the achievement of sustainable development [para. 7]. There are three overarching objectives to sustainable development, which are interdependent and need to be pursued in mutually supportive ways; an economic objective, a social objective and an environmental objective [para. 8].
- 4.6 Paragraph 20 states that Local Planning Authorities should make sufficient provision for community facilities, including educational facilities.
- 4.7 Paragraph 94 states that LPAs should take a proactive, positive and collaborative approach to meet the needs of existing and new communities, by placing great weight on the need to create, expand or alter schools.
- 4.8 Paragraph 109 states that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.

- 4.9 Paragraph 121 encourages proposals to make more effective use of sites that provide community services, such as schools, to meet identified development needs. Paragraph 122 also requires planning policies and decisions to support development that makes efficient use of land.
- 4.10 Paragraph 124 states that good design is a key aspect of sustainable development, is indivisible from good planning and should contribute positively to making places better for people. Under paragraph 127, policies 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;
  - c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
  - d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
  - e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
  - f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users<sup>46</sup>; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.
- 4.11 Guidance in the 'Planning for Schools Development' policy statement is important as it reinforces the Government's belief that the planning system should promote and encourage the development of state-funded schools. Principles set out in the policy statement include:
- Local authorities should make full use of their planning powers to support state-funded schools applications
  - Local authorities should ensure that the process for submitted and determining state-funded schools' applications is as streamlined as possible.
- 4.12 Paragraph 192 notes that in determining applications, local planning authorities should take account of:
- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.

4.13 Paragraph 193 states that great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

4.14 Paragraph 200 states that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

#### NATIONAL DESIGN GUIDE

4.15 The National Design Guide was published in September 2019. This document states that the long-standing fundamental principles for good design are that it is: fit for purpose, durable and brings delight.

4.16 The guide goes on to outline and illustrate the Government's priorities for well-designed places in the form of 10 characteristics: context, identity, built form, movement, nature, public spaces, uses, homes and buildings, resources and lifespan.

#### RIBBLE VALLEY BOROUGH COUNCIL CORE STRATEGY

4.17 The Ribble Valley Borough Council Core Strategy 2008-2028 was adopted by the Council on 16<sup>th</sup> December 2014. The key policies considered of relevance for the proposed development are as follows:

4.18 Policy DS2 (Presumption in Favour of Sustainable Development) - When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

4.19 Policy EN3 (Sustainable Development and Climate Change) - The Council will seek to ensure that all development meets an appropriate recognised sustainable design and construction standard where viable to do so, in order to address both the causes and consequences of climate change.

4.20 Policy EN5 (Heritage Assets) - There will be a presumption in favour of the conservation and enhancement of the significance of heritage assets and their settings.

4.21 Key Statement DMI2 (Transport Considerations) – New development should be located to minimise the need to travel. Also, it should incorporate good access by foot and cycle and have convenient links to public transport to reduce the need for travel by private car.

4.22 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.

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.

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.
- 4.23 Policy DMG2 (Strategic Considerations) – Development proposals in the principal settlements of Clitheroe, Longridge and Whalley and the Tier 1 villages should consolidate, expand or round-off development so that it is closely related to the main built-up areas, ensuring this is appropriate to the scale of, and in keeping with, the existing settlement.
- 4.24 Policy DMG3 (Transport and Mobility) – All development proposals will be required to provide adequate car parking and servicing space in line with currently approved standards.
- 4.25 Policy DME3 (Site and Species Protection and Conservation) – Development proposals that are likely to adversely affect a County Biological Heritage Site, will not be granted planning permission. Exceptions

will only be made where it can clearly be demonstrated that the benefits of a wider development at a site outweigh both the local and the wider impacts. Developers are encouraged to consider incorporating measures to enhance biodiversity where appropriate.

- 4.26 Policy DME4 (Protecting Heritage Assets) – Development proposals on sites within the setting of a listed building which cause harm to the heritage asset will not be supported.

#### PLANNING POLICY SUMMARY

- 4.27 The NPPF states that LPA's should place great weight on the need to create, expand and alter schools. The proposals are required to provide additional, high-quality facilities, whilst improving safeguarding measures, by amalgamating the primary school buildings onto one site. There are no other site-specific policies that would restrict the proposed development at this location.
- 4.28 Both the NPPF and Local Development Plan policies state that new development must be of a good design which enhances the quality of the local area.
- 4.29 Development proposals should conserve and enhance the character and appearance of the Conservation Area. An assessment of the significance of the identified heritage asset and the impact of the proposal upon it, will be detailed in the following chapter.

## 5.0 HERITAGE ASSESSMENT

- 5.1 The relevant national and local planning policies pertaining to matters of heritage are set out within the preceding chapter. These policies demonstrate the actions necessary to appropriately assess the significance of a heritage asset and the impact of any development proposals upon it.
- 5.2 Paragraph 190 of the NPPF requires applicants to identify and assess the particular significance of heritage assets or their setting, and take this into account when considering the impact of a proposal in order to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.
- 5.3 The significance of a heritage asset may comprise a number of factors, which are similar to the criteria for listing and including, but not restricted to:
- Age and rarity: most buildings built before 1700 which survive in anything like their original condition are listed, as are most built between 1700 and 1840
  - Architectural interest: through architectural design, decoration and craftsmanship and also important examples of particular building types and techniques
  - Historic interest: encompassing buildings which illustrate important aspects of the nation's social, economic, cultural or military history, or close historical association with nationally-important people or events
  - Group value: especially where buildings are part of an important architectural or historic group or are a fine example of planning (such as squares, terraces and model villages)
- 5.4 Taking such factors into account, the relative significance of the elements of the site can be assessed, using the following scale:
- High significance – buildings/features which make an important contribution to the architectural and historic interest and character of the site, through age, rarity, architectural merit or historical association or group value, and whose preservation and enhancement is considered essential
  - Medium significance – those making a lesser contribution, but which nevertheless are also considered worthy of preservation or enhancement
  - Low significance – those making only a limited contribution to the site overall, although not necessarily detracting from it.

### SIGNIFICANCE ASSESSMENT

- 5.5 Taking this methodology into account, Clitheroe Conservation Area, located to the north of the site, is considered of high significance. The special interest of the area evolves from its architectural and historic interest. The spine of the town, leading along the ridge from the castle to the parish church,

contains an attractive collection of 18th and 19th century buildings, many of which are statutorily listed for their special architectural and historic interest. The Conservation Area has a number of elements of high importance, which are documented in the Conservation Area Appraisal.

- 5.6 The site is located in close proximity to two Grade II listed buildings. Due to the nature of their listings, the buildings are inherently assets of high significance.
- 5.7 The site is located directly opposite to the Grade II listed building, Holmes Mill, and arguably forms part of the identified heritage asset's setting. Holmes Mill and its immediate surroundings were recommended to be included within the proposed extension of the Conservation Area boundary, as referenced in the associated Appraisal, yet there is no evidence of this being finalised.
- 5.8 However, Holmes Mill has undergone an extensive level of redevelopment and modernisation over the years to accommodate succeeding uses, which has arguably reduced the significance of the property.
- 5.9 The Grade II listed building 'the Commercial Hotel' lies to the south east of the application site. Much of the building of the Commercial Hotel has also been internally altered to accommodate for its successive uses, including the existing bar and restaurant, and these elements are clearly of lesser importance than others.
- 5.10 Clitheroe St. James' C of E Primary School is not listed in its own right and it has been the subject of numerous alterations and extensions. The site has expanded at a sustainable rate to enable the provision of modern and appropriate facilities for its school use. The application site is not referred to within the Conservation Area Appraisal. Therefore, it is considered of lower significance.

#### IMPACT ASSESSMENT

- 5.11 The NPPF sets out the current heritage policies to guide the determination of developments affecting the historic environment. Paragraph 193 requires great weight to be given to an asset's conservation when considering the impact of a proposed development upon its significance.
- 5.12 In terms of the impact upon the Clitheroe Conservation Area, this will be minimal. As the application site lies outside of the Conservation Area's boundary, it is considered that there will be no direct impact upon the heritage asset. It is not considered that the redevelopment of the site, would affect views into and out of, or affecting the setting of, this Conservation Area.
- 5.13 As shown in Figure 8 below, captured from the edge of the existing Conservation Area boundary at Eshton Terrace, the School buildings are largely out of sight, due to the effective boundary treatment and their position set back from the road frontage.



*Figure 8. View of School from the boundary of Clitheroe Conservation Area*

5.14 It is also considered that the development at the application site would not have any material impact upon the nearby listed buildings. Figure 9 was taken from the entrance of Holmes Mill. From the road frontage, the site will largely aesthetically appear as it always has done. The development works propose the replacement of the existing grassed area to the site frontage, with a new car parking facility, as well as the reconfiguration of the existing car park fronting Greenacre Street.



*Figure 9. View of School from Holmes Mill*

- 5.15 Considering the presence of existing built development and the boundary treatment on the site, the structure would be effectively screened from views into the site from Greenacre Street. Should it be viewed from outside of the site, it would appear as an ancillary feature to the main school building.
- 5.16 All of the proposed works are contained wholly within the school grounds, with the new build to be located to the rear of the main school building, to reduce the impact of the built development upon the Conservation Area and Holmes Mill. Given this separation, it is not considered that the proposed development would have any detrimental impact upon the two heritage assets. Therefore, the impact of the proposed development upon the Conservation Area and Holmes Mill is therefore considered to be neutral.
- 5.17 Similarly, the impact upon the nearby Commercial Hotel, to the south east of the application site, will be no more than negligible. There are no direct works proposed to the identified listed buildings as part of the proposed development.
- 5.18 As evident in Figure 10, the topography of the land falls in the direction from south east to north west. As a result, the single storey nature of the proposed new build, combined with the effectiveness of the school boundary treatment, means that the new build infant school would be largely hidden at eye level from the Commercial Hotel. The extent of the tree-line along the weir also acts as a visual barrier between the listed building and the western portion of the wider school site.



*Figure 10. View of School from the former Commercial Hotel Car Park*

- 5.19 The small-scale, single storey form of the new build coupled with the complimentary material palette will ensure that the extension appears in keeping with, but subservient to, the existing junior school. The proposed materials have been chosen to be in-keeping with their surroundings, so as to be consistent in terms of the appearance of the school building.
- 5.20 The school is not a listed building, nor considered to be of significance in its own right. Chapter 2 of this statement evidenced how the original school has been appropriately altered and extended over time to accommodate changes in needs and requirements which has not been considered to affect the setting of the Conservation Area or listed buildings.
- 5.21 In any event, the works will not undermine the character of the area. The impacts are no more than negligible, but the proposals will have significant public benefits. The development represents a small-scale increase in the development at the School, to meet a functional need. The development proposed seeks to improve safeguarding at the school, by amalgamating the primary school facilities onto one site, which are separated by the weir as existing. This allows for improved facilities at the primary school, whilst providing a standalone nursery building within the wider site. When considering the information raised, there would be no harm to the wider heritage assets and the requirements of Paragraph 196 of the NPPF are met.
- 5.22 Therefore, the works proposed have been designed to have as little impact upon the Conservation Area and listed buildings as possible, whilst still providing the necessary facilities to enable the school to run effectively. As such, it is considered that the proposals would have an acceptable impact on the visual amenity of the heritage assets and therefore complies with all relevant planning policies.

## 6.0 PLANNING APPRAISAL

- 6.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that the starting point for planning applications is the Development Plan. Applications should be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 6.2 In accordance with Section 38(6), the main issues of relevance to this application are as follows:
- Principle of Development
  - Design and Residential Amenity
  - Sustainability
- 6.3 The issues concerning heritage have been discussed in the previous chapter, and those surrounding highways and parking will be assessed in the following chapter.

### PRINCIPLE OF DEVELOPMENT

- 6.4 The proposals seek the redevelopment of the existing educational facility including part-demolition of the existing infant school to provide a standalone nursery facility, together with the remodelling of, and extension to, the existing junior school, and the erection of a new infant block to the rear of the building, alongside additional car parking, soft and hard landscaping treatment, and vehicular access works off Greenacre Street.
- 6.5 The provision of new educational floorspace is overwhelmingly supported under national and local planning policy. Paragraph 94 of the NPPF states that Local Planning Authorities should give great weight to the need to create, expand or alter schools. The development of state-funded schools is further promoted at national level within the 'Planning for Schools Development' policy statement.
- 6.6 There are no other site-specific policies relevant to the application site. The development would be subservient to the existing educational facility on site and improve safeguarding by amalgamating the primary school buildings in one area, with separate provision for a new nursery facility to the west. As such, the proposals are considered entirely appropriate.
- 6.7 The school has been actively involved in the design of the new building to meet the accessibility requirements of a range of users, as well as providing the flexibility and adaptability of internal space to meet modern teaching standards and the specific demands of the facilities.
- 6.8 In light of the above, it is therefore considered that the principle of the proposed development is acceptable, subject to all other material considerations.

DESIGN AND RESIDENTIAL AMENITY

6.9 As required by Paragraph 124 of the NPPF, the design of the new building would complement the existing character, scale and appearance of the school complex and wider area. The new build will be of a modern and contemporary design, utilising high quality construction materials and methods selected to be sympathetic to the character of the existing school. Sustainable design and construction principles will also be incorporated into the scheme where possible. The materials to be used for the extension to the school will match the existing. The material palette for the new build, will comprise of the following:

- Walls – Cedar Cladding, Cedral Weatherboard (Composite Wood Grain Effect) Grey, Accrington Red Brick Plinth, Structure Steel Supports
- Roof – Composite Metal Profiled Roof Mid Grey
- Windows – Window Frames Factory Coloured Timber and Double Glazing
- Doors – Power Coated Aluminium RAL 7016 – Grey
- Fascias and Gutters – Powder Coated Aluminium RAL 7016 – Grey
- Soffits – Cedar Cladding



Figure 11. Proposed New Build Elevations [dwg ref. 10512-P07]

- 6.10 Notwithstanding the above, the proposed building will be sited close to the existing school building, forming part of the complex and operating as part of its existing activities. The development involves the erection of a single storey building, which complements the scale of the school to the north and reduces any potential impact upon the wider area, as the majority of nearby residential properties are generally set out as two and three-storey, terraced dwellings. It is therefore considered that there will be no harm resulting from the proposed development in terms of visual amenity.
- 6.11 The design of the building has been inspired by similar projects undertaken elsewhere, including the following: <https://www.moduplan.co.uk/portfolio-item/christ-church-school/>.
- 6.12 The existing junior school will be remodelled to evenly distribute toilet facilities throughout the site and create additional classroom space. This involves demolishing the external toilets adjoining the western elevation, and providing a new build extension in replacement. The material palette will comprise of:
- Walls – Marley Cedral Weatherboard (Composite Wood Grain Effect) Silver Grey
  - Roof – Kingspan Composite Roof Mid Grey
  - Windows – Frames Powder Coated Aluminium RAL 7016 Grey and Double Glazing
  - Doors – Power Coated Aluminium RAL 7016 – Grey
  - Fascias and Gutters – Powder Coated Aluminium RAL 7016 – Grey
- 6.13 Soft landscaping is equally important as the design criteria of new buildings. Existing vegetation along the site boundaries will be retained and supplemented wherever possible to maintain screening and additional specimens will be planted along pathways and within the car park to assist in softening the appearance of the built-up area and areas of hardstanding, when viewed from adjacent properties.
- 6.14 The level of hardstanding is considered appropriate in respect of the end use of the site, consisting of play grounds, pathways and car parking areas. The 2 no. areas of hardstanding playground and 2 no. soft grassland areas have been retained and slightly reconfigured.
- 6.15 As such, the design of the proposed development is considered to be wholly appropriate in this location and meets the requirements of national and local policy.
- 6.16 A key element of local planning policy is to ensure that new developments are not detrimental to residential amenity. The school is located within the residential settlement boundary of Clitheroe and bound directly to the west by residential development. As there is no increase in pupil numbers, it is not anticipated that the development would result in additional noise impacts for the neighbouring residential properties, above the existing levels.
- 6.17 Careful consideration has been given to the positioning of elements of the school site due to its residential location. The proposals have sought not to detrimentally impact neighbouring properties by overlooking or overshadowing. In order to do so, the new educational facility has been designed to be

single storey, with the building sited to the rear of the application boundary. An appropriate separation distance between the new building and the adjacent residential properties has been considered during the design process.

- 6.18 As such, it is considered that the proposals would have no detrimental impact upon residential amenity, due to the nature and scale of the existing and proposed development.

#### SUSTAINABILITY

- 6.19 Under the NPPF, there is a presumption in favour of sustainable development. There are three overarching objectives; economic, social and environmental, of which each is to now be considered in respect to the development proposal.

- 6.20 Economically, the construction of a new build infant block could contribute to the economy in the creation of new jobs, and the purchasing of goods and materials, at the construction phase of development.

- 6.21 Socially, the proposed development seeks to upgrade the educational facilities, whilst improving the safeguarding on site by amalgamating all primary school facilities onto one site, and creating a standalone nursery facility. The improved facilities will foster and promote the social, emotional and academic progress of the children, to provide a strong basis for their future lives. As such, the proposed development will generate significant public benefits.

- 6.22 Environmentally, there is no evidence to suggest that the application site is of particular ecological value. The application site itself does not extend into the identified County Biological Heritage Site. The design scheme includes appropriate levels of new landscaping treatment to promote plant and wildlife diversity. The reconfiguration and increased provision of the car parking available will reduce the level of car parking and congestion upon the surrounding highways network. The site is also located in a highly sustainable location, with the provision of a secure, covered cycle shelter to encourage various modes of sustainable transport.

- 6.23 The proposed development has already been demonstrated to represent sustainable development for which there is a presumption in favour of.

#### OTHER MATERIAL CONSIDERATIONS

##### **Arboriculture**

- 6.24 An Arboricultural Impact Assessment has been prepared by Bowland Trees to support this planning application. The proposed development seeks the removal of four low quality trees, one low quality group and part of a second low quality group, and two low quality hedges.

6.25 It was concluded that the proposed development has sufficient space to accommodate new tree and hedge planting.

#### Flood Risk and Surface Water

6.26 A Flood Risk and Surface Water Assessment was undertaken by BASE Energy to demonstrate how the proposals could be developed safely and how flood risk could be managed over the lifetime of the development.

6.27 The site is located within the Flood Zone 3 outline with Mearley Brook passing through the centre of the school grounds. It is noted that:

- The proposals are for redevelopment of the existing school. The proposals will enhance the school facilities and provide greater benefits to pupils and staff when compared to the current situation.
- The school is well established and is linked to the nearby St James' C of E Church.
- The proposals will not result in an increase in hardstanding areas.
- Given the scale of what is proposed, it would be unreasonable for alternative sites to be considered, particularly as the existing buildings are being retained.

6.28 The proposals therefore will meet the requirements of the Sequential and Exception Tests.

6.29 Based on the desktop study of underlying ground conditions, the risk of groundwater flooding is considered to be low. The EA surface water flooding maps show that the site generally ranges from very low to medium risk of surface water flooding, with the central section (Mearley Brook) at high risk. The EA surface water flooding maps show that the site generally ranges from very low to medium risk of surface water flooding, with the central section (Mearley Brook) at high risk.

6.30 The Finished Floor Levels of the new infant block are set at 72.32m AOD, which will provide a 780mm freeboard above the 1 in 100 year flood level.

6.31 Given that there is no increase in hardstanding areas at the site, there will be no increase in rates of surface water runoff. However, the proposals afford the opportunity for some simple Sustainable Urban Drainage Systems (SUDS) to be included into the proposals to provide betterment when compared with the existing situation. In this instance, some simple rain planters could safely and feasibly be incorporated into the proposals.

6.32 For further information, please see the submitted Flood Risk and Surface Water Assessment.

## 7.0 TRANSPORT STATEMENT

- 7.1 Referring to Paragraph 109 of the NPPF, developments should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network would be severe.
- 7.2 The proposed development seeks to reconfigure the existing school site to provide additional, high-quality educational facilities and a greater expanse of car parking for staff and visitors, in order to reduce the levels of on-street parking and congestion upon the local highways network.
- 7.3 Policy DMG3 of the Core Strategy requires development proposals to provide adequate car parking and servicing space. As existing, the school site comprises 19 no. car parking spaces. In total, the proposed scheme will provide 27 no. car parking spaces, including 1 no. accessible space. The parking space allocated for a mobility impaired user will be located close to the main entrance of the new nursery facility.
- 7.4 The current proposals seek to reconfigure the existing car park, to provide 9 no. car parking spaces. Vehicular access and egress into the main school site will remain as existing from a widened access point off Greenacre Street.
- 7.5 The existing grassed land to the frontage of the western side of the site will be replaced with hardstanding to provide 18 no. car parking spaces, including 1 no. accessible space, served from the existing pedestrian access point off Greenacre Street, to be reconfigured to provide a vehicular access and egress junction.
- 7.6 The access and egress junctions will continue to be gated, to enable the site to be made secure out of hours. The gates will not encroach onto, or obstruct the highway when opened.
- 7.7 There is no increase in pupil or staff numbers above the existing levels, and therefore it is not anticipated that the site would have any significant impact upon the functioning of the surrounding highways network. The increased level of car parking within the application site seeks to reduce the level of on-street car parking and in turn congestion, within the local area.
- 7.8 Key Statement DMI2 of the Core Strategy states that new development should minimise the need to travel by private car. Owing to its location, the application site is located in a sustainable location, with numerous bus services operating to the east of the site, along Whalley Road (the A671) and Moor Lane (the B6748). The northern routes travel to Clitheroe Town Centre between every 10-20 minutes and towards Skipton every 60 minutes. The southern routes travel to Preston City Centre every 60 minutes, and Burnley, Shadsworth and Henthorn Park every 30 minutes.

- 7.9 The development will provide a secure, covered cycle shelter for provision of 10 no. bicycles, to ensure that cycling is a realistic mode of travel to, and from, the proposed development.
- 7.10 A total of 15% of the proposed new car parking (4 no. spaces) will be equipped with Electric Vehicle Charging points.
- 7.11 In light of the above, it is concluded that the proposed development should not have a material impact in terms of highway operation and safety.

## 8.0 CONCLUSION

- 8.1 The proposals seek the redevelopment of the existing educational facility including part-demolition of the existing infant school to provide a standalone nursery facility, together with the remodelling of, and extension to, the existing junior school, and the erection of a new infant block to the rear of the building, alongside additional car parking, soft and hard landscaping treatment, and vehicular access works off Greenacre Street.
- 8.2 Consideration has been given within this document to a range of matters concerning the principle of development, design and residential amenity and sustainability, as well as heritage and transport considerations.
- 8.3 Given the established educational use of the application site, it is considered that the principle of development is entirely appropriate. This has been confirmed within the pre-application discussions with the Local Planning Authority.
- 8.4 The proposals represent an appropriate and high-quality form of development, providing additional modern facilities, which would meet a functional need and improve safeguarding throughout the site. The development has been designed to complement its surroundings in terms of scale, massing and appearance.
- 8.5 The new build is minor in scale and located to the rear of the main school site. It is not considered that works would have a detrimental impact upon the conservation area or the nearby listed buildings.
- 8.6 It is considered that the proposed development would constitute sustainable development and not impact upon other matters of material significance.
- 8.7 It is therefore considered that the development complies with the relevant national and local planning policies, and for that reason planning permission should be granted.

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