

## Duke of York Inn, Brow Top, Grindleton BB7 4QR.



Proposed change of use from public house with bar serving food and living accommodation to public house with bar serving food, café and bed and breakfast accommodation and associated extension and alterations to the building. Construction of three one-bed holiday apartments, managers' accommodation, alterations to vehicle access and landscaping.

### Planning and listed building consent applications

**STATEMENT IN SUPPORT OF A FULL PLANNING APPLICATION AND LISTED BUILDING CONSENT FOR PROPOSED CHANGE OF USE FROM PUBLIC HOUSE WITH BAR SERVING FOOD AND LIVING ACCOMMODATION TO PUBLIC HOUSE WITH BAR SERVING FOOD, CAFÉ AND BED AND BREAKFAST ACCOMMODATION AND ASSOCIATED EXTENSION AND ALTERATIONS TO THE BUILDING. CONSTRUCTION OF THREE ONE-BED HOLIDAY APARTMENTS, MANAGERS' ACCOMMODATION, ALTERATIONS TO VEHICLE ACCESS AND LANDSCAPING.**

**1 INTRODUCTION**

- 1.1 This statement is in support of a planning application and listed building application for the change of use of the Duke of York from public house with bar serving food and living accommodation, to public house with bar serving food, café and bed and breakfast accommodation and associated extension and alterations to the building. Construction of three one-bed holiday apartments, manager's accommodation, alterations to vehicle access and landscaping.
- 1.2 This Statement describes the application site, the proposed development and assesses its merits against the relevant up-to-date policies of the development plan, the National Planning Policy Framework and all other relevant material considerations.
- 1.3 It demonstrates that the proposed development is in accordance with the relevant policies of the adopted Ribble Valley Core Strategy (2014) and also accords with Government policy and guidance as detailed within the National Planning Policy Framework (2021).
- 1.4 The Statement should be read in conjunction with the accompanying information:
- 5977-E00-Location Plan
  - 5977-E01A-Existing Site Plan
  - 5977-E02-Existing Floor Plans
  - 5977-E03-Existing Elevations
  - 5977 - PH01 Existing site layout (phasing drawing)
  - 5977 - PH02A Existing floor plans (phasing drawing)
  - 5977 - PH03 Existing elevations (phasing drawing)
  - 5977 – P20 Proposed Site Plan
  - 5977 – P21 Proposed Floor Plans
  - 5977 – P22 Proposed Elevations
  - 5977 – P23 Proposed Plans and Elevations
  - 5977 – P24 Proposed Visualisation
  - Bat Assessment Report

## **2.0 THE APPLICATION SITE AND SURROUNDING AREA**

- 2.1 The Duke of York is a public house with dining room and living accommodation which has been closed since 2017. It has been offered for sale more or less continuously for a period of 5 years. Although the building is closed it is in a reasonable condition and is maintained and provided with heating to prevent deterioration. It is a prominent building at the centre of the village. The building has four storeys, a basement cellar, ground floor public areas, first floor manager's living accommodation and storage space within the attic. The cellar is modest in size and is confined to the centre of the building and has an internal stone staircase down from the ground floor. There is a 'beer drop' on the eastern side of the building on Main Street for the delivery of beer barrels.
- 2.2 The ground floor comprises the public bar areas, dining room, toilets as well as a catering kitchen. The single storey dining room is believed to have been created in the 1960's. There is a series of flat-roofed additions at the rear of the building probably added in the 1960's and altered in the 1990's. Internal stairs lead to a first-floor flat comprising lounge, kitchen, bathroom and three bedrooms. The staircase is not over the cellar steps. Evidence suggests the staircase was moved to its current position in the 1920's. Evidence shows that original position of the staircase was located centrally at the rear of the main building. There is another staircase which gives access to a very large attic. Again, there is evidence that the original position of this staircase was located centrally at the rear of the main building but was moved to its current location in the 1920's. See phasing drawings.
- 2.3 The vehicle entrance to the site is off Grindleton Brow close to the junction with Buck Street. The pavement along Grindleton Brow ceases at Buck Street and the boundary to the car park is defined by a low stone wall necessitating pedestrians walking in the carriageway on the north side of Grindleton Brow. The vehicle entrance into the car park is ill-defined. There is an area of tarmac in front of the building which extends up to the carriageway edge with no defined footway. There is no footway in front of the cottages opposite the Duke of York on Grindleton Brow. The car park has spaces marked out for 15 cars, but these are smaller than the current standard car parking space being 2.2m wide rather than the standard 2.4m wide. At the rear of the pub there is a raised lawned pub garden.
- 2.4 The Duke of York is constructed out of squared sandstone and has a blue slate roof. It is positioned prominently at the crossroads of the main streets through the village. Diagonally

opposite is another public house the Buck Inn. The Buck is also closed but undergoing substantial refurbishment following the granting of planning permission in December 2021.

2.5 The application site is set within the village of Grindleton. The proposals maps to the adopted Housing and Economic Development, Development Plan Document indicates that the site is within the settlement boundary of Grindleton, within the conservation area and the Area of Outstanding Natural Beauty. The southern part of the village to the south of Sawley Road is in the area designated as open countryside. The village to the north of Sawley Road is within the Area of Outstanding Natural Beauty. See figure 1.

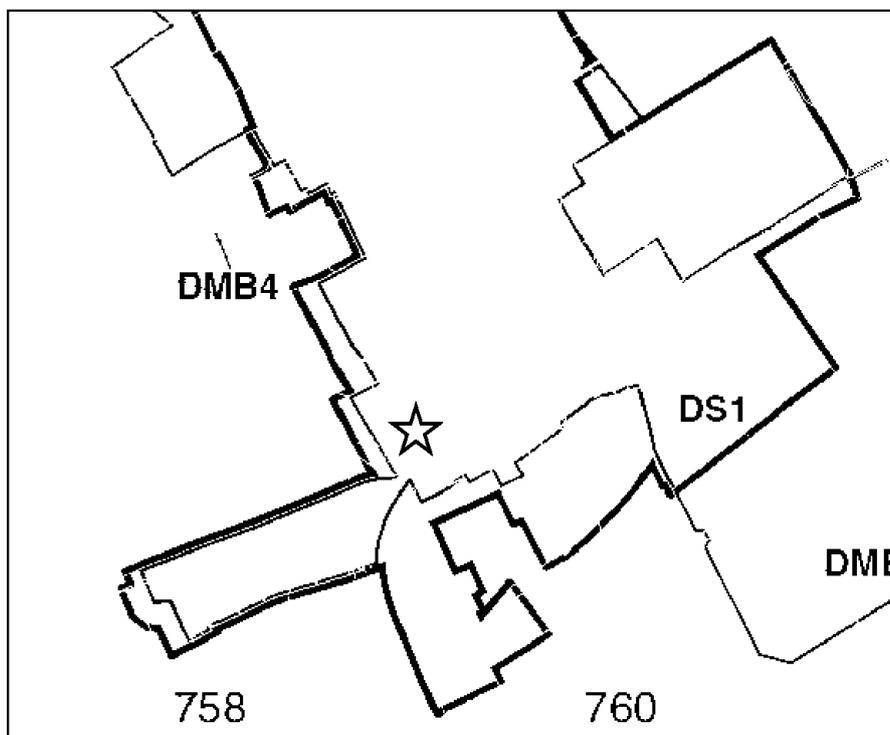


Figure 1 Extract from Inset 26 of the HEDDPD Proposals maps. Location of the site is marked by the blue star.

2.6 Immediately to the west of the site is part of the Greendale Woodland and Buck Street leading to Greendale Mill. Adjoining the site to the north is 1-4 Main Street and the garden area of Townley House. The Duke of York and Townley House are listed buildings grade 2. The list description, first listed in 1984 describes the Duke of York as:

*“Public house, early C19th century. 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 centre squared 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. Right-hand return wall (facing east) has three*

*windows on the ground floor and 4 on the first floor, similar to those on the main façade. Above is an attic window with plain stone surround and semi-circular head.”*

Townley House, first listed 1984 is described as

*“House, c1800. Pebbledashed rubble with slate roof. 2 storeys, 2 bays. Windows have plain stone surrounds. Those on the ground floor are tripartite with semi-circular heads and square mullions. On the 1<sup>st</sup> floor are 2-light windows with square mullions. The door, between the bays, has a plain stone surround with semi-circular head. Above is a re-set datestone ‘1727’GAA. To the left of the left-bay is a second stone inscribed ‘RA 1624”*

- 2.7 There are no public footpaths across the site. There is a walk through the woodlands and a public footpath along Buck Street. Sawley Road and Brow Top pass along the southern edge of the village. This road carries a bus service 3 which connects the village to Clitheroe and school bus services. Main Street Grindleton also carries service 66/67 which connects to Clitheroe and Nelson. Grindleton has a primary school and Bowland High School is situated on Sawley Road 1.2km to the north east. Within the village is the Buck Inn, St Ambrose C of E Church and Grindleton Pavilion community centre.
- 2.8 On the 3<sup>rd</sup> of September 2019 the land and buildings at The Duke of York, Grindleton was included on the list of assets of community value. The nomination to the list was made by the Grindleton Community Pub Limited. On the 8<sup>th</sup> January 2019 the land and buildings at The Buck Inn, Grindleton was included on the list of assets of community value. The nomination to the list was made by the Grindleton Parish Council.
- 2.9 The site is close to local wedding venues including Eaves Hall, West Bradford about 1.8 miles, Holmes Mill, The Atrium Clitheroe Castle which are in the centre of Clitheroe (3.0 miles), Bashall Barn 3.7 miles, Mitton Hall ( 5.0 miles) Whalley Abbey ( 6.0 miles) , Foxfield Country Hotel and, Mytton Fold ( 7.0 miles).

### 3.0 SITE HISTORY

3.1 The planning application history of the site is as follows; it may not be complete:

|             |   |                    |
|-------------|---|--------------------|
| 3/2021/1249 | Listed Building consent for the change of use from public house with living accommodation to residential use. Demolition and replacement of single storey extensions, alterations to vehicle access and landscaping. Following refused application 3/2019/0050. | Refused 20/05/2022 |
| 3/2021/1248 | Change of use from public house with living accommodation to residential use. Demolition and replacement of single storey extensions, alterations   | Refused 20/05/2022 |

|             |  |                                     |
|-------------|--|-------------------------------------|
|             | to vehicle access and landscaping. Following refused applications 3/2019/0049 and 3/2020/0219.   |                                     |
| 3/2020/0219 | Change of use from public house with living accommodation (A4 drinking establishment) to residential use (C3 dwelling). Resubmission of application 3/2019/0049.   | Refused 26/06/2020                  |
| 3/2019/0050 | Change of use from public house with living accommodation to one dwelling with business use. Demolition of existing single-storey extensions and construction of new single-storey extension LB  | Refused 12/04/2019                  |
| 3/2019/0049 | Change of use from public house with living accommodation to one dwelling with business use. Demolition of existing single-storey extensions and construction of new single-storey extension. Construction of new, two-storey, three-car garage with business storage above. Construction of three new two-storey holiday lets. planning application | Refused 11/04/2019                  |
| 3/2009/0288 | Proposed level standing/seating area (Resubmission).   | Approved with conditions 03/06/2009 |
| 3/2009/0289 | LB "   |                                     |
| 3/2008/0447 | Retrospective application for decking to front of building.  | Refused 23/07/2008                  |
| 3/2008/0448 | LB "   |                                     |
| 3/1997/0841 | Extension to rear of premises to form link to toilets and store  | Approved with conditions 08/01/1998 |
| 3/1997/0842 | LB   |                                     |
| 3/81/0267   | Alterations to make toilet and games room extension  | Approved 16.4.81                    |
| 3/76/0849   | Proposed fire escape door  | Approved 2.9.76                     |
| 3/74/0902   | Signage (has photo of front)   | Refused 14.11.74                    |
| BO 1165     | extend dining room and kitchen and formation of garage *   | Approved 27.7.67                    |
| BO 937      | Details of car park to BO919 (14 spaces  | Approved 15.5.64                    |
| BO 919      | Car park rear of Duke of York  | Approved 24.3.64                    |

\*Refers to extending car park approved under approval BO 1222

3.2 In summary, the current owner has made three planning applications with listed building consent applications as appropriate at the site. In addition to this he has undertaken three planning pre-application advice requests in 2018, 2019 and 2020 and one highways pre-application advice request in 2021.

#### 4.0 THE PROPOSED DEVELOPMENT

4.1 The Duke of York in its current form is not a viable business. The aim of the proposed development is to expand the business offering at the site, to increase activity during the day and create different income streams to secure viability. Principally it is envisaged that the existing public house bar and dining area will be supported by offering overnight guest accommodation both within the building and as self-contained units within the site and providing a café to attract additional daytime customers into the building. To support this, it is proposed

to capitalise on the attractiveness and historical interest of the building by using the upper floors to provide six bed and breakfast letting bedrooms and relocate the managers' accommodation into the new building on the site.

- 4.2 Guesting staying in the letting bedrooms will have access to all the public areas and facilities on the ground floor of the building and in addition will have access to the upper floors of the historic building which currently do not have public access. The upper floors of the building have good views into the village and to the countryside beyond which are an asset, being attractive for visitors. Guests staying in the building will be served breakfast in the dining room and will have the option to dine in the café or dining room at lunch time or in the evening. This is likely to appeal to a broad range of visitors including people taking a holiday, guests attending weddings in the area, people visiting relatives locally or visitors on business in the area. In order to appeal to the widest range of guests, it is proposed to provide three one bedroomed apartments which provide self-catering facilities, shared outdoor amenity space. Cycle storage is also provided for all guests.
- 4.3 The location of the accommodation and facilities at the Duke of York within the AONB is likely to appeal to people seeking outdoor recreational activities such as walking and cycling. The re-opening of the public house and the provision of a café, bar and dining room will provide a social hub for the village which will benefit the community. It will re-instate a meeting place for local people.
- 4.4 The café in particular is intended to increase custom during the daytime. The Ribble Valley Borough Council website shares links the County Council website which promotes cycling routes on the Ribble Valley's quiet lanes and promotes the Ribble Valley Cycle Map. The Ribble Valley Cycle Map provides five cycling routes. Route 1 and 3 pass Grindleton. The Duke of York will provide an excellent rest stop in these routes. See appendix 1. There are many excellent walking routes around Grindleton and it can be envisaged that the Duke of York could be added to the Love Ribble Valley "Walks with Taste" self-guided walks leaflets produced by Ribble Valley Borough Council see: <https://www.visitribblevalley.co.uk/enjoy/>
- 4.5 The physical development required to provide the facilities envisaged comprise:

Main building external alterations-

-Demolition of the single storey 1960's dining room, store and replacement with a new double pitched roofed single storey extension for the café with reduced footprint. Overall dimension

of the proposed extension is 5.056m by 10.873m. the extension is proposed to be constructed in natural stone, glass and natural slate.

-Enlargement of a first-floor window opening and provision of a first-floor fire escape over the existing flat roof including a fire escape stair.

-Insertion of four conservation rooflights in the rear roof slope of the building.

#### Main building internal alterations-

-Ground floor. Repositioning of staircase to pre-1920 location. Partial removal of some internal walls to improve circulation.

-First Floor. Repositioning of staircase to pre-1920 location. Removal of modern partition walls and creation of new partition walls to create bathrooms and storerooms.

-Second Floor. Repositioning of staircase to pre-1920 location. Creation of eaves storage partitions, installation of bathroom

#### Holiday accommodation.

The proposed holiday apartments and managers accommodation is two storeys in height and measures 21m by 8m. It is 5.3m to the eaves and 7.6m to the ridge. The first-floor holiday accommodation has external stone access stairs. The managers accommodation has a double garage. The total floor area of the managers accommodation is 98 m<sup>2</sup>. The existing managers' accommodation and attic storage within this main building extends to 194 m<sup>2</sup>. The building is proposed to be constructed in natural stone with natural stone surrounds to the doors and windows and a natural slate roof. Double height inward opening French doors are proposed at first floor with glazed 'Juliette' screens on the rear elevation to take advantage of the woodland setting created by the adjacent wood.

#### Footway, Access, Parking and Landscaping

A new footway is provided between Buck Street and the entrance to the car park. The footway continues across the front of the building to the entrance and around the corner onto Greendale View/Main Street. This improves safety for all pedestrians accessing or passing the site. Footways are provided within the site to aid separation of pedestrians and vehicles.

The new access into the car park is clearly defined and allows for two-way traffic. A total of 17 car parking spaces including disabled spaces are proposed. A covered cycle store is proposed

and communal bin storage. The turning area at the rear of the building is also suitable to accommodate deliveries.

The land levels of the raised garden area at the rear of the building will be modified to accommodate the parking area. New planting areas at the front of the building will replace some of the existing tarmac which currently extends up to the front wall of the building. Planting is proposed on the north boundary to Townley House. Gardens areas are to be provided for the self-catering accommodation and the manager's accommodation.

## **5.0 DEVELOPMENT PLAN POLICY**

5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 refers to the development plan as a whole and requires planning applications to be determined in accordance with the plan, unless material considerations indicate otherwise. In this case the relevant parts of the development plan comprise the Ribble Valley Core Strategy (2014) and the National Planning Policy Framework (2021).

5.2 The following policies of the Ribble Valley Core Strategy ('the Core Strategy') are relevant to the determination of this application:

- **Key Statement DS1** – outlines the Council's development strategy with regard to housing, employment, retail and leisure.
- **Key Statement DS2** – confirms that when considering development proposals, the Council will take a positive approach which reflects the presumption in favour of sustainable development. Wherever possible, it will aim to secure development that improves the economic, social and environmental conditions in the area.
- **Key Statement EC3** - encourages proposals which contribute to and strengthen the visitor economy of the Ribble Valley
- **Key Statement EN2** – seeks to protect the landscape value of the Forest of Bowland AONB by controlling the scale, appearance, vernacular style and use of materials in new development.
- **Key Statement EN5** – seeks to conserve and enhance the significance of heritage assets and their settings within the Borough.
- **Policy DMG1** - sets out various criteria to be considered in assessing planning applications, including the proposed development being sympathetic to existing land uses, highway safety and not adversely affecting the amenities of the area.
- **Policy DMG2** – confirms that new development should be in accordance with the Core Strategy development strategy and should support the spatial vision.

- **Policy DMB3** – confirms that planning permission will be granted for development proposals that extend the range of tourism and visitor facilities in the Borough.
- **Policy DMG3** – considers the availability and adequacy of public transport the relationship to the primary road network and access to the development on foot or by cycle.
- **Policy DME2** - requires development to protect the landscape and townscape including elements such as scale, form and materials that contribute to the characteristic townscapes of the area and the protect of trees.
- **Policy DME3**- Site and species protection and conservation. Seeks to protect and enhance biodiversity.
- **Policy DME4** – expands on the requirements of Policy EN5 with regard to heritage assets.

5.3 The National Planning Policy Framework (2021) ('the Framework') sets out the Government's planning policies for England and how they should be applied. It requires local planning authorities to apply a presumption in favour of sustainable development which means, as paragraph 11c explains, that development which accords with an up-to-date development plan should be approved without delay.

5.4 In determining planning applications, paragraph 38 of the Framework expects local planning authorities to approach decisions in a positive and creative way. They should work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible.

5.5 At paragraph 81 of the Framework states *"Planning policies and decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development. The approach taken should allow each area to build on its strengths, counter any weaknesses and address the challenges of the future."*

5.6 In the section headed "Supporting a prosperous rural economy" paragraph 84 states *"Planning policies and decision should enable:*  
*a) the sustainable growth and expansion of all types of business in rural areas, both through conversion of existing buildings and well-designed new buildings;"* and

*“c) sustainable rural tourism and leisure developments which respect the character of the countryside; and*

*d) the retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship.”*

5.7 In the section headed Promoting healthy and safe communities at paragraph 93 of the Framework it states *“To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should:*

*a) plan positively for the provision and use of shared spaces, community facilities (such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship) and other local services to enhance the sustainability of communities and residential environments;*

*b) take into account and support the delivery of local strategies to improve health, social and cultural well-being for all sections of the community;*

*c) guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community’s ability to meet its day-to-day needs;*

*d) ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community; and*

*e) ensure an integrated approach to considering the location of housing, economic uses and community facilities and services.”*

5.8 In relation to heritage assets, paragraph 194 confirms that it is the duty of the applicant to describe the significance of any heritage assets affected by the development, including their setting. Paragraphs 201 and 202 outline matters of substantial and less than substantial harm to the significance of designated assets and how those impacts should be considered, including the weighing of public benefits that any given proposal may generate against any harm created.

## **6 PUBLIC CONSULTATION**

6.1 A public consultation event to seek comments from the local community on the proposed scheme was carried out on the 19<sup>th</sup> July 2022 at the Grindleton Pavilion. Plans of the proposed scheme were presented, and the owner attended to answer questions. The presentation board is included at appendix 2. Written responses were received from the Grindleton Community

Pub Ltd and Grindleton Parish Council see appendix 3. Following the consultation some minor alterations have been made which include relocating the bins and cycle storage, ensuring the footway at the front of the site is continuous into the site and internal layout changes to the ground floor.

## **7 PLANNING POLICY AND EVALUTION**

### Principle of the development

7.1 *“The purpose of the planning system is to contribute to the achievement of sustainable development”* is the opening statement of section 2 of the Framework. The three overarching objectives of sustainable development are:

*“a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;*

*b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being; and*

*c) an environmental objective – to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.”*

7.2 Paragraph 11c) states *“For decision-taking this means: c) approving development proposals that accord with an up-to-date development plan without delay;”*

7.3 The Duke of York has been closed for some years and is currently standing empty and unused. Whilst the building is not deteriorating it is not contributing to the local economy or the vibrancy of the local community as it once was. The owner has made several applications to the Council and entered into pre-application discussions to seek a viable alternative use for the building or development to support and make viable the existing use as a public house.

- 7.4 Community facilities, such as public houses, are afforded protection through Key Statement EC2, Policies DMB1 and DMR3 and paragraphs 84 and 93 of the Framework. The site has been in commercial use and was employment generating however the business had been under-performing for some time and the property has been unsuccessfully marketed including as a going concern. The marketing of the property has been extensive and over a lengthy period. The viability reports submitted with the 2021 applications robustly demonstrated that the previous business as a public house is not viable.
- 7.5 The Council acknowledged this in the last planning application reference 3/2021/1248 to change the use of the premises to a dwelling. The Officer's report states *"it is clear that there is a longstanding issue with the viability of a commercial use at this site and it is known the unit has been vacant for several years. In addition, the marketing information supplied suggests there is little demand for an alternative employment generating use at this location. On this basis the proposal is seen to satisfy the viability and marketing tests of Policies DMB1 and DMR3 of the Core Strategy"*.
- 7.6 Looking at successful public houses in the area it is clear that they do not rely solely on the traditional public house with food offering. Guest accommodation is also provided to support and expand the income streams of the business. The information below is taken from pub websites and planning history on Council's website.

| Public House                       | Listed building? | Guest accommodation in main building B& B No. of rooms   | Detached guest accommodation number of units              |
|------------------------------------|------------------|--|---|
| Spread Eagle Sawley                | Yes              | 11 bedrooms  | None  |
| Three Millstones Inn West Bradford | Yes              | 5 bedrooms in main building  | 5 bedrooms in purposed built detached block approved 2014 |
| The Buck Inn Grindelton            | No               | 4 bedrooms   | None  |
| Waddington Arms Waddington         | No               | Planning permission granted in 2017 for replacement two storey extension to create 6 additional bedrooms | None  |
| Coach and Horses Bolton By Bowland | Yes              | 7 bedrooms in main building  | None  |
| Derby Arms Longridge               | No               | Planning permission granted in 2014 proposing a total of 14 bedrooms in the main building                |   |
| Red Pump Bashall Eaves             | Yes              | 8 bedrooms in main building  | Planning permission granted in 2017 for 5 shepherds huts  |

|                            |     |              |  |
|----------------------------|-----|--------------|--|
| Shireburn Arms Hurst Green | Yes | 21 bedrooms* |  |
| Inn at Whitewell           | Yes | 20 bedrooms* |  |
| Hark to Bounty             | Yes | 9 bedrooms*  |  |

\* Website not clear about location of bedrooms

- 7.7 Policy EC3: Visitor Economy and Policy DMB3: Recreation and Tourism development are relevant to this application. The supporting text to Policy EC3 acknowledges *“tourism plays an important role in the economy of Ribble Valley. The strength of the tourism economy in Ribble Valley reflects the attractive countryside, historic towns and villages and a range of visitor attractions such as Clitheroe Castle, Whalley Abbey and the Forest of Bowland Area of Outstanding Natural Beauty.”*
- 7.8 The Ribble Valley Tourism Destination Management Plan September 2018, recorded the latest figures (2016) for tourism in the Ribble Valley which show £225,914 million tourism spend, 5 million day-visitor days and night and a growth of 6.3%. The Tourism Progress Report presented to the Economic Development Committee on the 25<sup>th</sup> March 2021 states the most recent figures show that tourism in Ribble Valley contributes £260 million into the local economy. In recent years, and certainly up until the current crisis, it has been an expanding sector, in which both the economic impact and visitor numbers were rising by over 7% per annum with employment figures growing by more than 6%p.a.. Tourism is undeniably a significant part of the Ribble Valley’s economy.
- 7.9 Policy EC3 encourages the visitor economy and supports the provision of new accommodation for visitors. Policy DMB3: Recreation and tourism development re-emphasises the general support for tourism and recreation development. In principle the provision of tourism accommodation within the settlement of Grindleton accords with the policies of the Core Strategy.
- 7.10 The managers accommodation on site plus the storage on the first floor occupies 194m<sup>2</sup>. The proposed managers accommodation within the new building occupies 98m<sup>2</sup>. The upper floor rooms of the main building including the attic area large rooms with pleasant views over the village and to the countryside beyond. Relocating the manager’s accommodation to the rear of the site leaves the more appealing accommodation for visitors. It is preferable that bed and breakfast guests are accommodated in the main building so that guest do not have to go outside to reach the dining room for breakfast. The detached manager’s accommodation provides a degree of separation between work and home especially for the manager’s family.

- 7.11 To run a pub with dining room and on-site accommodation of eight rooms and potentially 16 guests successfully will require long hours of work from serving morning breakfast to pub closing time. It is un-realistic to ask the manager to live off-site any distance away from Grindleton. It would put too heavy a burden on the business to providing managers accommodation in the village by purchasing or renting a house given the high cost of housing in the village.
- 7.12 An occupancy condition attached to a planning permission tying the occupation of the managers' accommodation to a person employed as the manager of the business at the Duke of York would ensure that the manager's accommodation is linked to and supports the business. The occupancy condition would prevent the managers unit from being used as anything other than ancillary residential accommodation within the site. Managers accommodation already exists at a first floor flat within the main building. The proposal is to relocate the accommodation within the site for the overall benefit of the business. As such a new unit of residential accommodation is not begin created and the development is not in conflict with Key Statement DS1. In any event, it should be noted that Key Statement DS1 supports development which delivers regeneration benefits. The proposed scheme meets this requirement by proposing the regeneration of the site bringing the building back into use.
- 7.13 The Council has rejected applications to convert the Duke of York to a dwelling. It is clear that if the Duke of York is to re-open and be viable as a public house it will be necessary to expand the business potential of the site in order to gain other forms of income. For this to happen, significant investment will be required. The owner has identified tourism accommodation as a favourable supporting business as it builds on the existing public house use. The site has many features which are attractive to tourism including the historic interest of the building and the location within a conservation area and the Area of Outstanding Natural Beauty. This business model has been successful for other pubs in rural locations in the Ribble Valley, off main traffic routes and away from main centres of population including pubs which are listed buildings. At the Three Millstones West Bradford (listed grade 2) and the Red Pump Bashall Eaves (listed grade 2) this has includes guest accommodation within the main building and detached accommodation adjacent to the pub.
- 7.14 The business case for the development is clear. What remains to be considered is the impact of the development on the significance of the heritage assets which are the listed building Duke of York and its setting, the setting of the neighbouring listed buildings and the effect on the significant of the Grindleton Conservation area. A material consideration in this is the public benefits arising from the development.

### Impact on the significance of the designated heritage assets

- 7.15 Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that *'when considering applications for listed building consent, special regard shall be had to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'*. NPPF21 paragraphs 199-200 state:

*"When considering the impact of a proposed development on the significance of a designated heritage asset, 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.*

*Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification".*

- 7.16 Core Strategy Key Statement EN5 applies a presumption in favour of the conservation and enhancement of the significance of heritage assets and their settings. Policy DME4 states that *'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. 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.'* In relation to conservation areas, it says that *'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.*

- 7.17 The National Planning Policy Guidance sets out what is the optimum viable use for a heritage asset and how it is taken into account in planning decisions. It says:

*" The vast majority of heritage assets are in private hands. Thus, sustaining heritage assets in the long term often requires an incentive for their active conservation. Putting heritage assets to a viable use is likely to lead to the investment in their maintenance necessary for their long-term conservation."* and

*" It is important that any use is viable, not just for the owner, but also for the future conservation of the asset: a series of failed ventures could result in a number of unnecessary harmful changes being made to the asset.*

*If there is only one viable use, that use is the optimum viable use. If there is a range of alternative economically viable uses, the optimum viable use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes. The optimum viable use may not necessarily be the most economically viable one. Nor need it be the original use. However, if from a conservation point of view there is no real difference between alternative economically viable uses, then the choice of use is a decision for the owner, subject of course to obtaining any necessary consents.*

*Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused, and provided the harm is minimised.”*

- 7.18 The use of the building as a public house has existed throughout the majority of the history of the building. This use contributes to the historic interest of the building. Public access to the interior of the building contributes to the appreciation of the building as a listed building. It is preferable in terms of historic interest for the use of the building as a public house to continue.
- 7.19 In order for the public house use to continue, the business has to be made viable. The proposed alterations to the listed building and the construction of additional accommodation within the setting of the listed building are justified on the basis that any harm is less than substantial and is outweighed by the benefit of bringing the building back into use as a public house. This is compliant with paragraph 197 of the NPPF which requires local planning authorities to take account of *“the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation”* and paragraph 202 which states *“where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, the harm should be weight against the public benefits of the proposal including, where appropriate, securing its optimum viable use”*.
- 7.20 There is also the public benefit of the re-instatement of a community facility, as a meeting place for local residents with opening hours during the day and evening provided by the café and public house. This is compliant with NPPF paragraph 202 quoted above. It is also in line with paragraph 84 d) which seeks to protect and retain accessible local facilities such as public houses. It also meets the requirements of NPPF paragraph 93 to provide social cultural and recreational facilities which support the health, social and cultural well-being of communities. A community pub provides a place for social interaction, improving mental health through combatting social isolation. A village pub is part of the cultural heritage of Grindleton.

7.21 As we have stated in the preceding paragraphs the current use of the building as a public house is non-viable. The advice in the National Planning Guidance section Historic Environment Reference ID: 18a-002-20190723 states that “*generally the risks of neglect and decay of heritage assets are best address through ensuring that they remain in active use that is consistent with their conservation. Ensuring such heritage assets remain used and valued is likely to require sympathetic changes to be made from time to time*”. The proposed development responds to the current business model for the successful running of a rural public house, current building regulations in relation to fire escape and sympathetic alterations which enhance the appeal of the property to visitors and customers.

#### Heritage assessment

7.22 The Heritage Statement provides a statement of significance which summarises the historic importance of the Duke of York and the significance of the Grindleton Conservation Area. The Heritage Impact Assessment carefully assesses each element of the development in relation to its impact on the listed building, its setting, and the conservation area and the public benefits arising from the development. Beneficial, neutral and adverse impacts are identified. A mitigation strategy is proposed.

7.23 The effects of the development on the heritage significance of the building and the conservation area thoroughly assessed. The statement concludes with a summary of the public benefits. The benefits identified considerably outweigh the harm caused which is considered to be less than substantial. The proposal meets the requirements set out in paragraphs 201 and 202 of the NPPF.

#### Design

7.24 The existing dining room extension and prep-store are likely to have been constructed in the 1960s and 1990s. The replacement extension is proposed in a mixture of traditional and contemporary design using a palette of materials which reflect the local vernacular. In doing so, the extension improves the appearance of the building and can be discerned as being of its time rather than being an imitation of the past. The extension has a slightly smaller footprint than the existing structure and single storey so that it remains subservient to the main historic building.

7.25 The building for the holiday apartments and managers accommodation is set towards the rear of the site. This protects the views of the public house and its dominant position on Brow Top. The building has been designed to reflect the vernacular style of architecture in the area.

- 7.26 The entrance to the car park is better defined and areas of landscaping area created at the front of the site to soften its appearance. The design of the extension and additional accommodation accords with the requirements of policies EN2, DMG1 and DME2,

### **Technical considerations**

#### **Residential amenity**

- 7.27 The proposed development would result in no loss of amenity for neighbouring residents. The proposed detached guest accommodation and manager's accommodation is a sufficient distance away from the neighbouring properties not to cause any loss of privacy. It complies with the requirements of policy DMG1.

#### **Access & highway safety**

- 7.28 There are currently 15 car parking spaces in the car park. A total of 17 spaces are proposed. 15 spaces including disabled parking and two spaces within the garge. The ground floor area of the building given over to food and drink is currently 237.25m<sup>2</sup> whilst the proposed ground floor given over to food and drink is 232m<sup>2</sup>. As such the level of parking and servicing required for this element of the business remains the same. We have compiled a table below to compare the likely traffic characteristic associated with the food and drink element of the business and additional visits to serve the guest accommodation which is limited to the linen service. See table 1.
- 7.29 It is anticipated that food and linen deliveries would take place in the morning when there is least demand for car parking on site as the café and dining room would be quiet.
- 7.30 Access for pedestrians and for the community generally will be improved by the extension of the footway across the front of the site which links to pedestrian routes within the site. The site is close to a bus service. The proposal is compliant with policy DMG3

Table 1

| <b>Delivery Type</b>        | <b>Frequency</b>       | <b>Access point</b>           | <b>Vehicle size</b>                          | <b>Element of Business</b> | <b>Change from existing arrangement</b>  | <b>Anticipated hours of delivery</b> |
|-----------------------------|------------------------|-------------------------------|--|----------------------------|--|--------------------------------------|
| <b>Beer/Drinks delivery</b> | Once weekly            | Off main street via beer drop | Max 7.5 tonne                                | Pub                        | No   | 8am - 5pm weekdays                   |
| <b>Fresh Foods</b>          | Three times weekly     | Kitchen door via car park     | Max 3.5 tonne Van                            | Cafe                       | No   | 8am - 10am weekdays                  |
| <b>Fresh Foods</b>          | Collection as required | Kitchen door via car park     | Car  | Cafe                       | No   | 8am - 10am weekdays                  |
| <b>Dry/Frozen foods</b>     | Once weekly            | Kitchen door via Car park     | Max 3.5 tonne Van                            | Cafe                       | No   | 8am - 10am weekdays                  |
| <b>Linen</b>                | Three times weekly     | Car park                      | Car/Van                                      | B and B / Holiday Lets     | Yes  | 8am - 10am weekdays                  |
| <b>Refuge Collection</b>    | Once weekly            | Car Park                      | 7.5 tonne RVBC commercial collection vehicle | All                        | Yes. existing arrangement provided national commercial collector in 18 tonne vehicle | Monday 8am - 10am                    |

### Waste storage

- 7.31 A communal area for waste storage is provided and the containers will be empty on a weekly basis by the Council's commercial collection vehicle.

### Trees

- 7.32 The application is accompanied by a tree survey and arboricultural impact assessment . The proposed conversion works raise no adverse issues regarding trees. The proposal is compliant with polices DME2.

### Protected Species

- 7.33 A preliminary Bat Roost Assessment Report was carried out in September 2021. A previous survey in 2018 found no evidence of use of the building by bats. September 2021 survey also concluded that the building to be of negligible potential for roosting bats and no bats were observe or recorded using the building for roosting. The proposal is compliant with polices DME3.

## Drainage

- 7.34 The site benefits from existing drainage connections and is located in Flood Zone 1, as such there are no inherent risks associated with the proposals.

## **8 CONCLUSION**

8.1 The Duke of York pub has been closed for a considerable period of time and is currently standing empty and unused. Whilst the building is not deteriorating it is not contributing to the local economy or the vibrancy of the local community as it once was. The premises are not viable as a public house and without intervention it has an uncertain future. This proposal to create bed and breakfast accommodation within the historic pub, by relocating the managers accommodation within the site, and providing holiday apartments will provide a valuable, additional income stream to the business. Successful public houses with guest accommodation are evident elsewhere in the Ribble Valley including public houses which are listed buildings.

8.2 The heritage value of the building has been thoroughly assessed in the submitted Heritage Statement. The Heritage Statement identifies the elements of the scheme which will have a beneficial or a negative effect on heritage assets. It concludes that where harm occurs it is less than substantial and concludes that this is outweighed by the public benefits of the scheme. The public benefits of the scheme are:

- Bringing the building back into active use as a public house which is the building's historic use and contributes to its historic interest.
- Safeguarding the listed building which contributes strongly to the conservation area.
- The retention of an important focal building and its contribution to the well-being of the community and has high communal value. Re-opening of a community pub which provides a place for social interaction, improving mental health through combatting social isolation. Retaining the Duke of York as a village pub which is part of the cultural heritage of Grindleton.
- Employment during the during the construction phase of the development and employment in the running of the public house, restaurant, café and guests' accommodation.
- Contribution to the wider economy particularly in relation to tourism.

8.3 The proposal preserves the special historic interest of the listed building and the character and appearance of Grindleton Conservation Area. the scheme will secure the long-term future of

this historic building and its use as a public house. This in line with and fully complies with the policies of the Core Strategy and the NPPF.

### **Appendices**

Appendix 1 Ribble-Valley-Cycle-Map

Appendix 2 Presentation Board\_2022.07.11

Appendix 3 Public consultation responses