

HERITAGE STATEMENT

DOG & PARTRIDGE PUBLIC HOUSE, WELLGATE, CLITHEROE

Quality Assurance

Site name: Dog & Partridge Public House
1-3 Wellgate
Clitheroe
BB7 2DS

Client name: Stonegate Pub Group

Type of report: Heritage Statement

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Date 23rd November 2023

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Date 23rd November 2023



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1.0 Introduction

- 1.1 This Heritage Statement has been produced by Bidwells on behalf of Stonegate Pub Group to support a retrospective application for external and internal alterations and refurbishment at the Dog and Partridge Public House, 1-3 Wellgate, Clitheroe, hereafter called 'the site'.
- 1.2 The site is located on the east side of Wellgate. The Dog & Partridge Public House is Grade II listed, and within the vicinity of several other statutorily listed and locally listed buildings. It is also located within the Clitheroe Conservation Area.



Figure 1 - Aerial showing the location of the site, the boundary is marked in red (Google Maps)

- 1.3 This Heritage Statement includes a Significance Assessment which identifies the relative heritage value of the identified heritage assets and an Impact Assessment which considers the potential impact of the proposed development on the significance of the heritage assets identified, including the contribution made by setting. This approach to impact-assessment is required in order to satisfy the provisions of Sections 16(2), 66(1) and 72(1) of the Planning (Listed Buildings & Conservation Areas) Act 1990 and the National Planning Policy Framework (NPPF) where the impact of development on a heritage asset is being considered (Paragraphs 193-206).

Authorship

- 1.4 This document has been prepared by Sarah Wearing BA(Hons), Assistant Heritage Consultant and reviewed by Sarah Burdis MSc, MA, BSc (Hons), Principal Heritage Consultant.

2.0 Methodology

Heritage Assets

- 2.1 A heritage asset is defined within the National Planning Policy Framework as “a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)” (NPPF Annex 2: Glossary).
- 2.2 ‘Designated’ assets have been identified under the relevant legislation and policy including, but not limited to: World Heritage Sites, Scheduled Monuments, Listed Buildings, and Conservation Areas. ‘Non-designated’ heritage assets are assets which fall below the national criteria for designation.
- 2.3 The absence of a national designation should not be taken to mean that an asset does not hold any heritage interest. The Planning Policy Guidance (PPG) states that “*non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets.*” (Paragraph: 039 Reference ID: 18a-039-20190723)
- 2.4 However, the PPG goes on to clarify that “a substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.”

Meaning of Significance

- 2.5 The concept of significance was first expressed within the 1979 Burra Charter (Australia ICOMOS, 1979). This charter has periodically been updated to reflect the development of the theory and practice of cultural heritage management, with the current version having been adopted in 2013. It defines cultural significance as the “*aesthetic, historic, scientific, social or spiritual value for past, present or future generations. Cultural significance is embodied in the place itself, its fabric, setting, use, associations, meanings, records, related places and related objects. Places may have a range of values for different individuals or groups*” (Page 2, Article 1.2)
- 2.6 The NPPF (Annex 2: Glossary) also defines significance as “the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”
- 2.7 The British Standards BS7913 (2013) notes that “the attributes that combine to define the significance of a historic building can relate to its physical properties or to its context. There are many different ways in which heritage values can be assessed.”
- 2.8 Significance can therefore be considered to be formed by a collection of values.

Assessment of Significance

- 2.9 It is important to be proportionate in assessing significance as required in both national policy and guidance as set out in paragraph 194 of the NPPF.

- 2.10 The Historic England document 'Conservation Principles' states that "understanding a place and assessing its significance demands the application of a systematic and consistent process, which is appropriate and proportionate in scope and depth to the decision to be made, or the purpose of the assessment."
- 2.11 The document goes on to set out a process for assessment of significance, but it does note that not all of the stages highlighted are applicable to all places/ assets.
- Understanding the fabric and evolution of the asset;
 - Identify who values the asset, and why they do so;
 - Relate identified heritage values to the fabric of the asset;
 - Consider the relative importance of those identified values;
 - Consider the contribution of associated objects and collections;
 - Consider the contribution made by setting and context;
 - Compare the place with other assets sharing similar values;
 - Articulate the significance of the asset.

- 2.12 At the core of this assessment is an understanding of the value/significance of a place. There have been numerous attempts to categorise the range of heritage values which contribute to an asset's significance. Historic England's 'Conservation Principles' sets out a grouping of values as follows:

Evidential value – *'derives from the potential of a place to yield evidence about past human activity...Physical remains of past human activity are the primary source of evidence about the substance and evolution of places, and of the people and cultures that made them...The ability to understand and interpret the evidence tends to be diminished in proportion to the extent of its removal or replacement.'* (Page 28)

Aesthetic Value – *'Aesthetic values can be the result of the conscious design of a place, including artistic endeavour. Equally, they can be the seemingly fortuitous outcome of the way in which a place has evolved and been used over time. Many places combine these two aspects... Aesthetic values tend to be specific to a time cultural context and appreciation of them is not culturally exclusive'.* (Pages 30-31)

Historic Value – *'derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative... Association with a notable family, person, event, or movement gives historical value a particular resonance...The historical value of places depends upon both sound identification and direct experience of fabric or landscape that has survived from the past, but is not as easily diminished by change or partial replacement as evidential value. The authenticity of a place indeed often lies in visible evidence of change as a result of people responding to changing circumstances. Historical values are harmed only to the extent that adaptation has obliterated or concealed them, although completeness does tend to strengthen illustrative value'.* (Pages 28-30)

Communal Value – *"Commemorative and symbolic values reflect the meanings of a place for those who draw part of their identity from it, or have emotional links to it... Social value is associated with places that people perceive as a source of identity, distinctiveness, social interaction and coherence. Some may be comparatively modest, acquiring communal significance through the passage of time as a result of a collective memory of stories linked to them...They may relate to an activity that is associated with the place, rather than with its physical fabric...Spiritual value is often associated with places sanctified by longstanding veneration or worship, or wild places with few obvious signs of modern life. Their value is generally dependent on the perceived survival of*

the historic fabric or character of the place, and can be extremely sensitive to modest changes to that character, particularly to the activities that happen there". (Pages 31-32)

- 2.13 Historic England advice Note 12 notes that 'interest may be archeological, architectural, artistic or historic.
- 2.14 The British Standards set out a simpler approach which '*is to think of a historic building's significance as comprising individual heritage values*'. These could include townscape characteristics, artistic value, educational value and identity or belonging amongst others.
- 2.15 It is therefore clear that value-based assessment should be flexible in its application. It is important not to oversimplify an assessment and to acknowledge when an asset has a multi-layered value base, which is likely to reinforce its significance.

Contribution of setting/context to significance

- 2.16 In addition to the above values, the setting of a heritage asset can also be a fundamental contributor to its significance - although it should be noted that 'setting' itself is not a designation. The value of setting lies in its contribution to the significance of an asset. For example, there may be instances where setting does not contribute to the significance of an asset at all.
- 2.17 Historic England's Conservation Principles defines setting as "an established concept that relates to the surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape."
- 2.18 It goes on to state that "context embraces any relationship between a place and other places. It can be, for example, cultural, intellectual, spatial or functional, so any one place can have a multi-layered context. The range of contextual relationships of a place will normally emerge from an understanding of its origins and evolution. Understanding context is particularly relevant to assessing whether a place has greater value for being part of a larger entity, or sharing characteristics with other places" (page 39).
- 2.19 In order to understand the role of setting and context to decision-making, it is important to have an understanding of the origins and evolution of an asset, to the extent that this understanding gives rise to significance in the present. Assessment of these values is not based solely on visual considerations but may lie in a deeper understanding of historic use, ownership, change or other cultural influence – all or any of which may have given rise to current circumstances and may hold a greater or lesser extent of significance.
- 2.20 The importance of setting depends entirely on the contribution it makes to the significance of the heritage asset or its appreciation. It is important to note that impacts that may arise to the setting of an asset do not, necessarily, result in direct or equivalent impacts to the significance of that asset(s).

Assessing Impact

- 2.21 It is evident that the significance/value of any heritage asset(s) requires clear assessment to provide a context for, and to determine the impact of, development proposals. Impact on that value or significance is determined by first considering the sensitivity of the receptors identified which is best expressed by using a hierarchy of value levels.
- 2.22 There are a range of hierarchical systems for presenting the level of significance in use; however, the method chosen for this project is based on the established 'James Semple Kerr method' which

has been adopted by Historic England, in combination with the impact assessment methodology for heritage assets within the *Design Manual for Roads and Bridges* (DMRB: HA208/13) published by the Highways Agency, Transport Scotland, the Welsh Assembly Government and the department for Regional Development Northern Ireland. This 'value hierarchy' has been subject to scrutiny in the UK planning system, including Inquiries, and is the only hierarchy to be published by a government department.

- 2.23 The first stage of our approach is to carry out a thoroughly-researched assessment of the significance of the heritage asset, in order to understand its value:

Table 1 Assessment of Significance

SIGNIFICANCE	EXAMPLES
Very High	World Heritage Sites, Listed Buildings, Scheduled Monuments and Conservation Areas of outstanding quality, or built assets of acknowledged exceptional or international importance, or assets which can contribute to international research objectives. Registered Parks & Gardens, historic landscapes and townscapes of international sensitivity.
High	World Heritage Sites, Listed Buildings, Scheduled Monuments, Conservation Areas and built assets of high quality, or assets which can contribute to international and national research objectives. Registered Parks & Gardens, historic landscapes and townscapes which are highly preserved with excellent coherence, integrity, time-depth, or other critical factor(s).
Good	Listed Buildings, Scheduled Monuments, Conservation Areas and built assets (including locally listed buildings and non-designated assets) with a strong character and integrity which can be shown to have good qualities in their fabric or historical association, or assets which can contribute to national research objectives. Registered Parks & Gardens, historic landscapes and townscapes of good level of interest, quality and importance, or well preserved and exhibiting considerable coherence, integrity time-depth or other critical factor(s).
Medium/ Moderate	Listed Buildings, Scheduled Monuments, Conservation Areas and built assets (including locally listed buildings and non-designated assets) that can be shown to have moderate qualities in their fabric or historical association. Registered Parks & Gardens, historic landscapes and townscapes with reasonable coherence, integrity, time-depth or other critical factor(s).
Low	Listed Buildings, Scheduled Monuments and built assets (including locally listed buildings and non-designated assets) compromised by poor preservation integrity and/or low original level of quality of low survival of contextual associations but with potential to contribute to local research objectives. Registered Parks & Gardens, historic landscapes and townscapes with modest sensitivity or whose sensitivity is limited by poor preservation, historic integrity and/or poor survival of contextual associations.
Negligible	Assets which are of such limited quality in their fabric or historical association that this is not appreciable. Historic landscapes and townscapes of limited sensitivity, historic integrity and/or limited survival of contextual associations.
Neutral/ None	Assets with no surviving cultural heritage interest. Buildings of no architectural or historical note. Landscapes and townscapes with no surviving legibility and/or contextual associations, or with no historic interest.

- 2.24 Once the value/significance of an asset has been assessed, the next stage is to determine the assets 'sensitivity to change'. Table 2 sets out the levels of sensitivity to change, which is based upon the vulnerability of the asset, in part or as a whole, to loss of value through change. Sensitivity to change can be applied to individual elements of a building, or its setting, and may differ across the asset.
- 2.25 An asset's sensitivity level also relates to its capacity to absorb change, either change affecting the asset itself or change within its setting (remembering that, according to Historic England The Setting of Heritage Assets – Planning Note 3, 'change' does not in itself imply harm, and can be neutral, positive or negative in effect).
- 2.26 Some assets are more robust than others and have a greater capacity for change and therefore, even though substantial changes are proposed, their sensitivity to change or capacity to absorb change may still be assessed as low.

Table 2 Assessment of Sensitivity

SENSITIVITY	EXPLANATION OF SENSITIVITY
High	High Sensitivity to change occurs where a change may pose a major threat to a specific heritage value of the asset which would lead to substantial or total loss of heritage value.
Moderate	Moderate sensitivity to change occurs where a change may diminish the heritage value of an asset, or the ability to appreciate the heritage value of an asset.
Low	Low sensitivity to change occurs where a change may pose no appreciable threat to the heritage value of an asset.

- 2.27 Once there is an understanding of the sensitivity an asset holds, the next stage is to assess the 'magnitude' of the impact that any proposed works may have. Impacts may be considered to be adverse, beneficial or neutral in effect and can relate to direct physical impacts, impacts on its setting, or both. Impact on setting is measured in terms of the effect that the impact has on the significance of the asset itself – rather than setting itself being considered as the asset.

Table 3 Assessment of Impact

MAGNITUDE OF IMPACT	TYPICAL CRITERIA DESCRIPTORS
Very High	Adverse: Impacts will destroy cultural heritage assets resulting in their total loss or almost complete destruction. Beneficial: The proposals would remove or successfully mitigate existing and significant damaging and discordant impacts on assets; allow for the substantial restoration or enhancement of characteristic features.
High	Adverse: Impacts will damage cultural heritage assets; result in the loss of the asset's quality and integrity; cause severe damage to key characteristic features or elements; almost complete loss of setting and/or context of the asset. The assets integrity or setting is almost wholly destroyed or is severely compromised, such that the resource can no longer be appreciated or understood. Beneficial: The proposals would remove or successfully mitigate existing damaging and discordant impacts on assets; allow for the restoration or enhancement of characteristic features; allow the substantial re-establishment of the integrity, understanding and setting for an area or group of features; halt rapid degradation

	and/or erosion of the heritage resource, safeguarding substantial elements of the heritage resource.
Medium	Adverse: Moderate impact on the asset, but only partially affecting the integrity; partial loss of, or damage to, key characteristics, features or elements; substantially intrusive into the setting and/or would adversely impact upon the context of the asset; loss of the asset for community appreciation. The assets integrity or setting is damaged but not destroyed so understanding and appreciation is compromised. Beneficial: Benefit to, or partial restoration of, key characteristics, features or elements; improvement of asset quality; degradation of the asset would be halted; the setting and/or context of the asset would be enhanced and understanding and appreciation is substantially improved; the asset would be brought into community use.
Minor/Low	Adverse: Some measurable change in assets quality or vulnerability; minor loss of or alteration to, one (or maybe more) key characteristics, features or elements; change to the setting would not be overly intrusive or overly diminish the context; community use or understanding would be reduced. The assets integrity or setting is damaged but understanding and appreciation would only be diminished not compromised. Beneficial: Minor benefit to, or partial restoration of, one (maybe more) key characteristics, features or elements; some beneficial impact on asset or a stabilisation of negative impacts; slight improvements to the context or setting of the site; community use or understanding and appreciation would be enhanced.
Negligible	Barely discernible effect on baseline conditions but a slight adverse or beneficial impact.
Neutral	A change or effect which is neither adverse nor beneficial in impact.
Nil	No change in baseline conditions.

Summary of Assessment

- 2.28 Overall, it is a balanced understanding of the foreseeable likely effect of proposals on significance as a result of predicted impacts which is being sought through undertaking this process. It should be clearly understood that the level of detail provided within these assessments is *“proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance”* as set out in Paragraph 194 of the National Planning Policy Framework.

Research Methodology

- 2.29 This Heritage Statement is the result of a robust process which assesses relevant documentary research (including HER records, maps, drawings and reports, as well as, archive material where relevant) and professional judgment.

3.0 Heritage Assets

- 3.1 This section identifies heritage assets which relate to the site. In the case of this application submission, the following heritage assets are local to the proposed development and have been identified as they may be affected by the current proposals. The identification of these assets is consistent with 'Step 1' of the GPA3 The Setting of Heritage Assets.
- 3.2 Although there are other built heritage assets within the local surrounding area, the location and significance of many of them results in them having no perceptible relationship with the proposed development site. For this reason, only the built heritage assets which may be considered to be affected by the proposals have been identified.
- 3.3 In the case of this application, the following built heritage assets are located within the vicinity of the site. Due to their location, positioning and significance, they have the potential to be affected by the proposed development:
1. Clitheroe Conservation Area;
 2. Dog & Partridge Public House – Grade II;

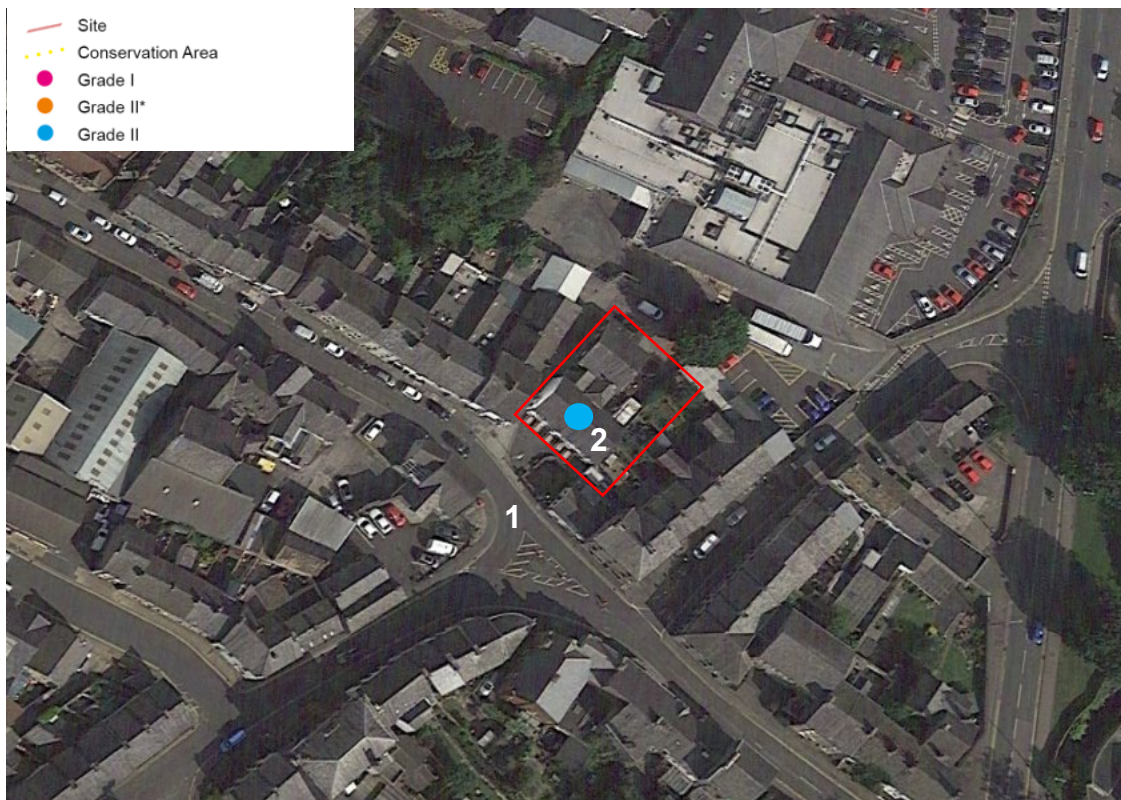


Figure 2 - Aerial demonstrating the location of the assets listed above.

- 3.4 For the purposes of this assessment, where we consider the Conservation Area, we are considering the Conservation Area as a term of designation but also with reference to the built assets which they contain; in other words, we do not assess the Conservation Area in two dimensions but rather as a grouping of buildings and spaces and the manner in which these relate to their surroundings. Thus, consideration of effects on the setting of a Conservation Area also takes into account potential effects on the setting of built assets within that designated area, this includes the buildings which are considered to make a positive contribution to the Conservation Area.

- 3.5 All relevant Statutory List descriptions can be found in **Appendix 2**. Any buildings or structures considered to fall within the curtilage of the above listed buildings would be considered to form part of the listed building and impacts would be assessed accordingly.

4.0 Significance Assessment

4.1 The below evaluation of significance and subsequent conclusions have been assessed in line with the methodology outlined in Appendix 2 and consider the following:

- The relevant planning legislation as well as the policies set out in the National Planning Policy Framework (NPPF) and objectives of the Planning Practice Guidance;
- Historic England 'Conservation Principles: Policies and Guidance';
- British Standard 7913 (2013) Guide to the 'Conservation of Historic Buildings';
- Guidance set out in Historic England advice notes.

Dog & Partridge Public House – Grade II

4.2 **The Dog and Partridge Public House** is located on the north-east side of the Wellgate. It was added to the Statutory List of Buildings of Special Architectural or Historic Interest on 30th September 1976, at Grade II. The statutory list description is attached in Appendix 2.

4.3 The building dates from the 19th century and is first shown on Ordnance Survey Maps in 1849. At this time, the building has a rectangular plan with a small rear projection which sits fairly central, and it is annotated as the *Dog and Partridge Inn*.

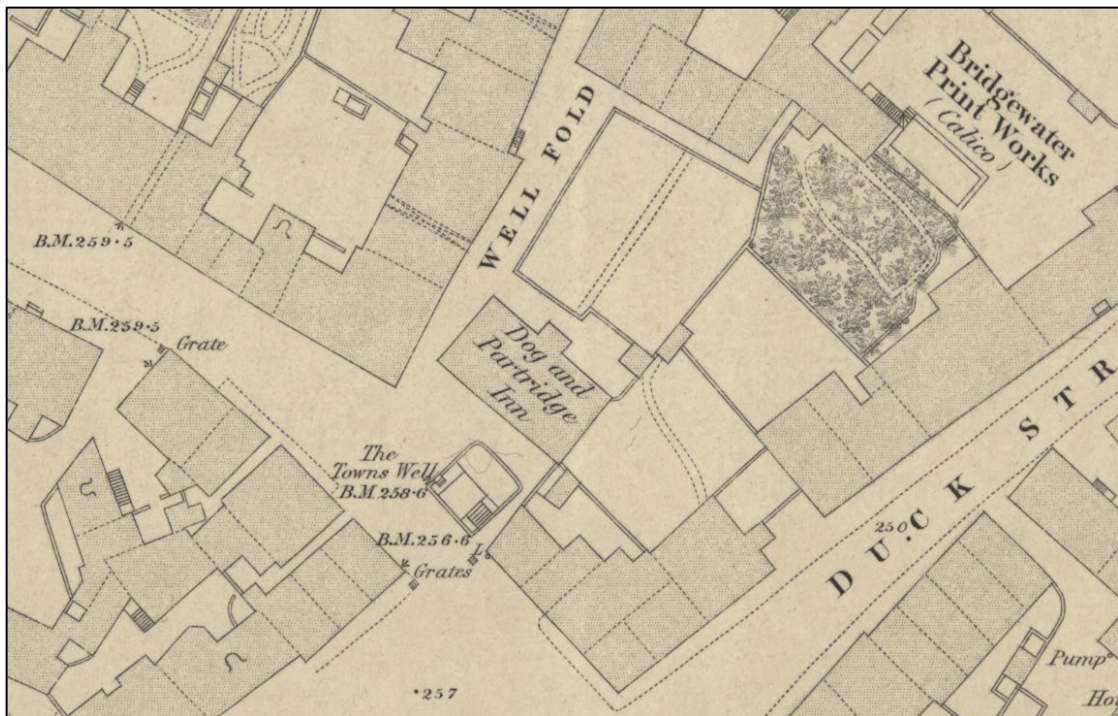


Figure 3 - Extract of the 1849 Ordnance Survey Map.

4.4 By the later 19th century, a cartographic extract from 1884, evidences that this rear projection had been extended and an additional extension can be seen on the south-eastern side.

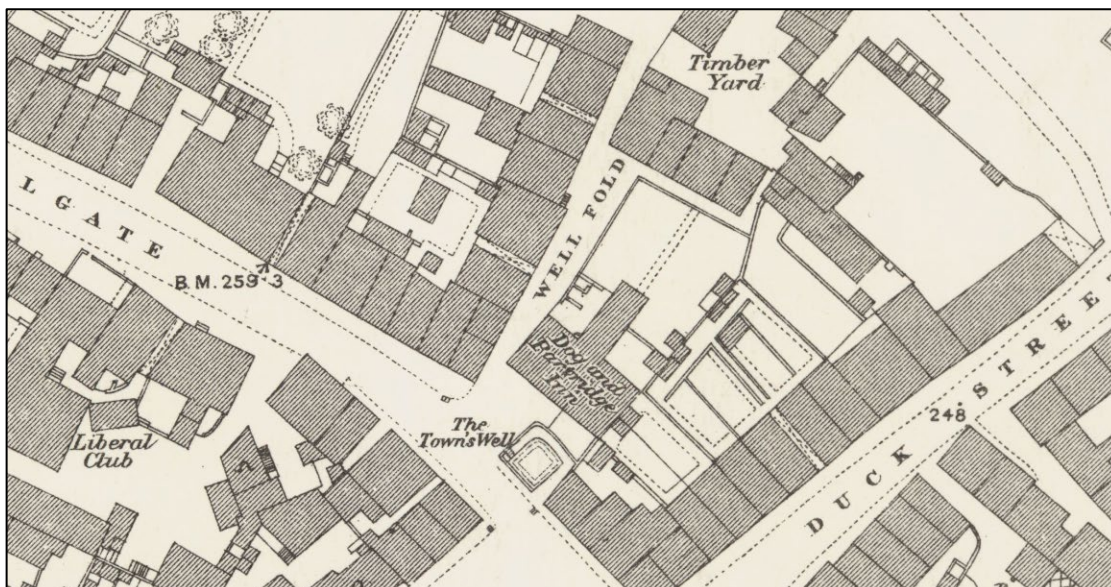


Figure 4 – Extract of the 1884 Ordnance Survey Map.

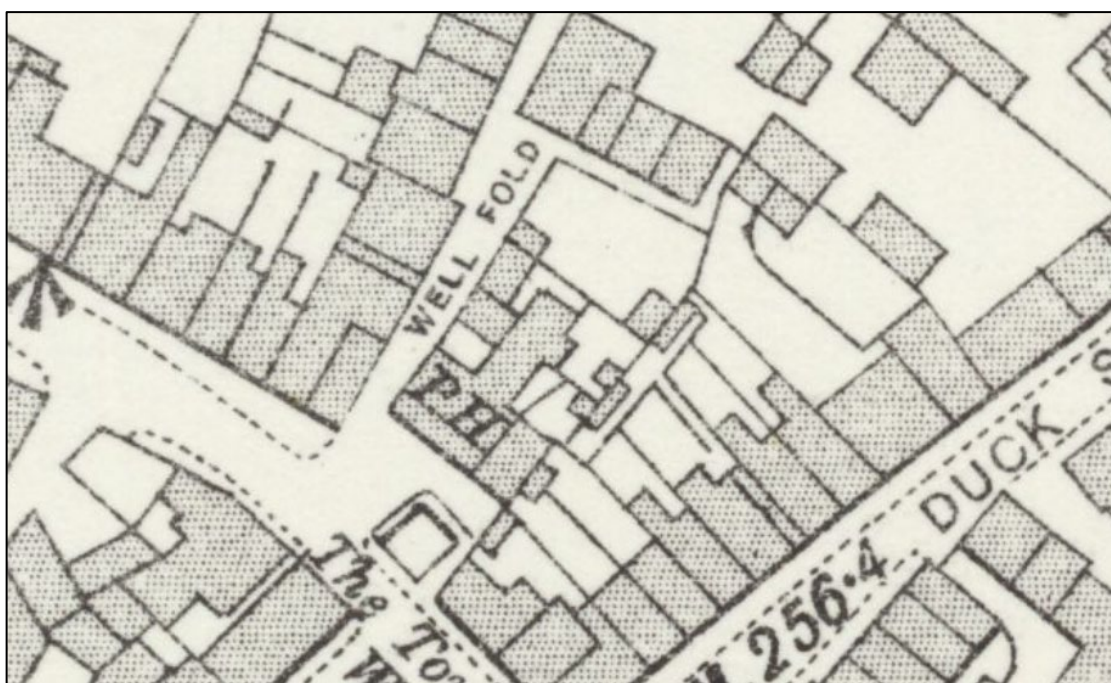


Figure 5 - Extract of the 1910 Ordnance Survey Map.

- 4.5 By the 20th century, the rear extension had been further extended and additional structures built to the north, along Well Fold, and the building appears to have been subdivided to form a separate dwelling and garden area, known as No 3. The map annotation still notes the building as a Public House at this time. This arrangement is also seen in the 1930s mapping which also shows additional built form along Well Fold. Additional land has been given over to the garden area of No. 3 at this time.



Figure 6 - Extract of the 1930 Ordnance Survey Map.



Figure 7 - 1938 aerial showing the front elevation of the Dog and Partridge and No 3 set back from the road, with the 20th century additions to the rear (Source: Britain from Above).



Figure 8 - 1938 aerial showing the rear elevation of the Dog and Partridge and No 3 (Source: Britain from Above).

- 4.6 Aerial photographs of the site in 1938 show the building had undergone a number of alterations since this time. The front façade does not appear to be pebble-dashed, or painted, rather it looks to be exposed stone or brick, with painted window and door surrounds. The windows and doors all appear to be painted/stained in a dark colour.
- 4.7 The three chimney stacks seen at roof level are also no longer extant. It is not clear when these were removed, however they were noted in the list description of 1976. A large sign is in place above eaves levels and runs the length of the pub's frontage, not extending over the separate dwelling of No 3. The general placement of the doors and windows appears to be in similar positions as today.
- 4.8 The rear of the building is predominantly encapsulated by the early 20th century structures, a flat roofed two storey connecting structure and a two-storey, pitched square building, with porch. A portion of the original rear elevation of the pub can be seen adjacent these structures. A number of the window and door openings shown at this time have been infilled and the entire elevation (including No 3) has been pebble-dashed. A new window opening has been inserted and it appears the windows themselves have been replaced. A subdividing wall within the garden shows the division between the pub and the adjacent No. 3.
- 4.9 The later structures to the rear have also undergone alterations including the infilling of the cantilevered first floor to the rear, addition of a fire escape stair and the infilling and replacement of windows.



Figure 9 - Front elevation showing pebble-dashed exterior and lack of chimney stacks.



Figure 10 - Rear elevation which has been pebble-dashed and a number of openings infilled.



Figure 11 – Side and rear elevation of early 20th century structure.

- 4.10 Internally, the building has undergone a number of alterations historically which have altered its plan form. This is in particular reference to the subdivision of the property into two, to create a separate dwelling known as No. 3, and its subsequent re-amalgamation into one unit in the late

1980s. The separation of the building, which occurred sometime between 1891 and 1901 when it first appears on the census data, would have required the erection of a number of internal subdivisions and the possible insertion of a stair to gain access to the upper floor. As no historic plans of the building have been found, the former location of the stair is not clear and it may have been the case that the original stair was located within the element of the building that became No 3 and a new stair provided for the pub. Regardless, a stair access to the upper floor of No 3 would have likely been present historically which has since been removed. The chimney stacks and chimney breasts have also been removed throughout the building and a new stair added in the location of a former chimney breast, which has further impacted the plan form and legibility of the building's original plan.

- 4.11 Below is a phasing plan which shows the general age of the elements of the building along with some known works which have occurred. Additional works are likely to have occurred in addition to those noted on the plan, however only known works are included for clarity.

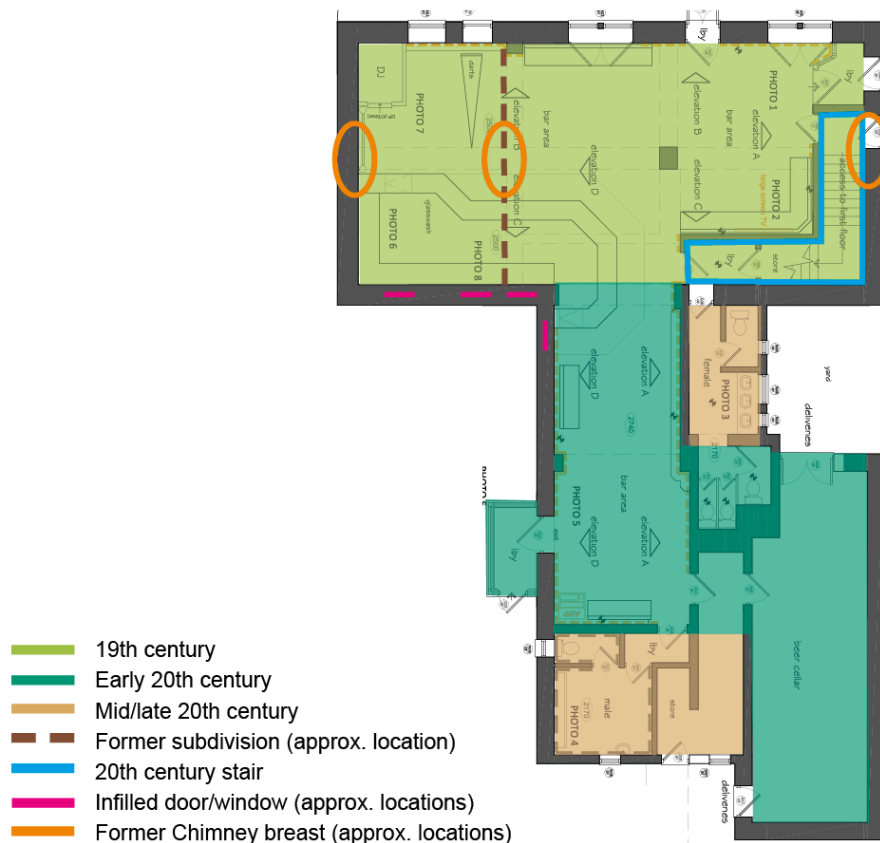


Figure 12 - Phasing plan

- 4.12 Following on from the phasing plan presented below is an illustrative plan which indicates the residual significance of each room/rooms of the building. The significance of each room is considered to be formed by a combination of its evidential, aesthetic, historic and communal values, and its place within the overall plan-form or hierarchy of the building.
- 4.13 The significance levels follow current best practice methodology in terms of signifying differences in residual architectural and historic interest between individual rooms. The notation of a room as being above or below the significance level of another does not infer that it does not form an intrinsic part of the asset overall but that the levels of individual merit within the spaces differ, and that rooms with a lower level of significance may be more capable of accepting adaptation than others. In each case, specific consideration should be given to the individual character of each

room and space and how it sits within the hierarchy of the building, how it fulfils a function within the building and how residual levels of interest may help to explain that.

- **Good** – Rooms/spaces which retain their original planform/legibility and/or the majority of features of interest. These spaces can range in date, sit within varying levels of the hierarchy and/or play an integral role in its function/use.
- **Moderate** – Rooms/spaces which retain their intended plan form/legibility, or at least a strong sense of their proportions, but have lost some features of interest. These spaces can range in date, sit within varying levels of the hierarchy of the building and/or play an important role in its function/use.
- **Moderate/low** – Rooms/spaces which maintain a sense of their plan form/legibility and/or lost a number of features of interest. These spaces may be of a later date, usually sitting lower down in the hierarchy of the building and/or playing a lesser role in its function/use.
- **Low** – Rooms/spaces which have lost their proportions and legibility and/or have lost most features of interest. These spaces may be of a later date, sitting lower down in the hierarchy of the building and/or playing a lesser role in its function/use.
- **None** – rooms/spaces of no heritage value and are modern insertions

4.14 It is important to note that amongst areas of lower significance, there may still be opportunities for beneficial improvement of these spaces or adaptation to render them more supportive of the building's historic interest.

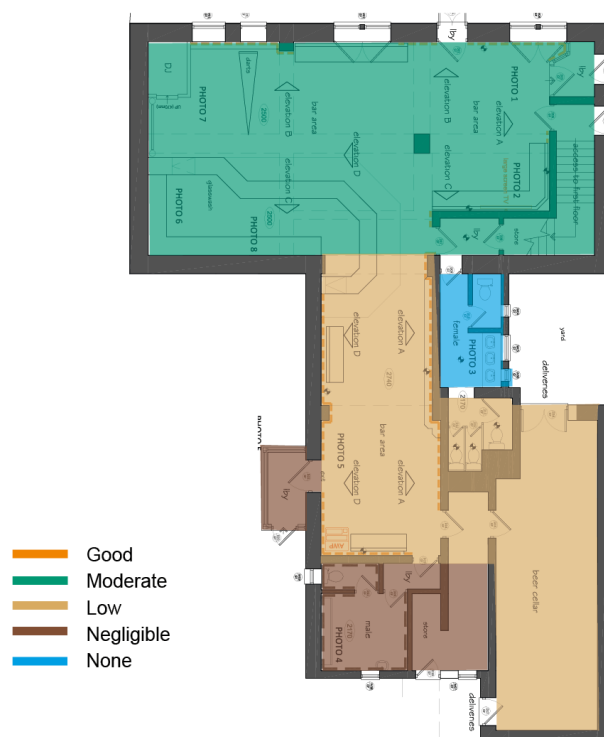


Figure 13 – Ground floor significance plan

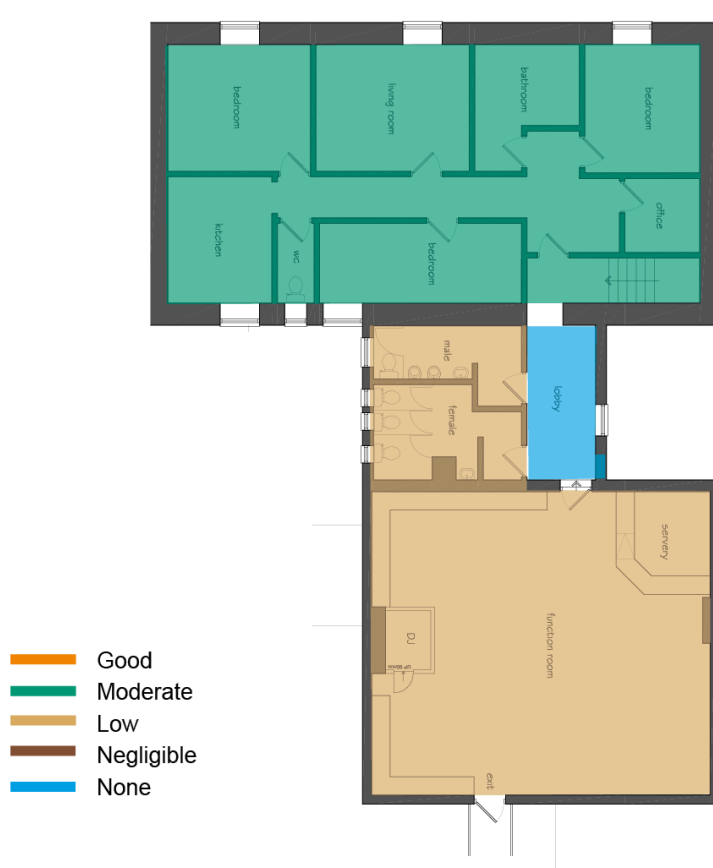


Figure 14 - First floor significance plan

- 4.15 The significance of the building is predominantly found in the original elements of the building which date to the 19th century. These spaces, at both ground and first floor level, have undergone numerous alterations historically including the loss of plan form, through the removal of internal walls and chimney breasts, and as the insertion of 20th century stair. Overall, the building is considered to hold a **moderate** level of value as a result.

Clitheroe Conservation Area

- 4.16 **Clitheroe Conservation Area** was first designated in October 1973 and subsequently extended and given Outstanding Conservation Area status in December 1979. The current Conservation Area Appraisal dates to 2005.

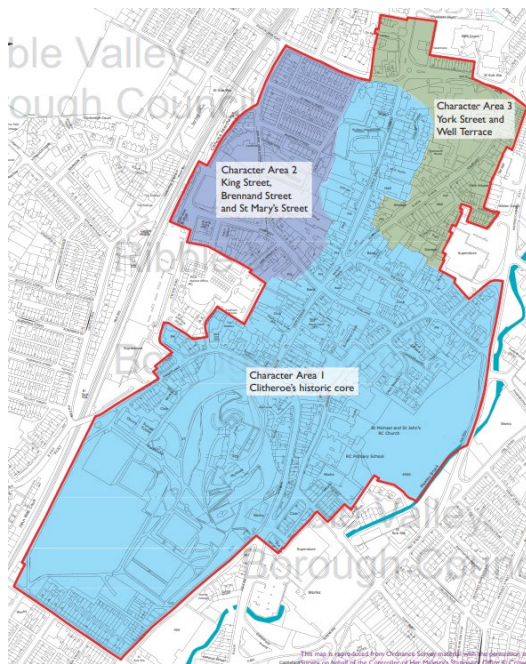


Figure 15: Clitheroe Conservation Area Map (Ribble Valley Borough Council)

- 4.17 The conservation area covers the historic medieval core of the town, including the 12th century Clitheroe Castle, a Scheduled Ancient Monument, and its grounds, which are a Grade II registered Park and Garden. Within the conservation area are 88 statutorily listed buildings and many buildings of townscape merit. The majority date from the late 18th and early 19th centuries.
- 4.18 Overall, the Clitheroe Conservation Area is considered to hold a **high** level of significance in heritage terms.

Setting

- 4.19 The Clitheroe Conservation Area is set in the centre of the market town, bounded by the railway to the west and Mearley Brook to the east. The area is surrounded by later late 19th and early 20th century development as the town expanded. The conservation area itself is set on a limestone ridge, running in a north-easterly direction, with the land falling away to the east and west. Outside Clitheroe is enclosed rural fields and open moors, with Pendle Hill to the east overlooking and dominating the surrounding countryside.
- 4.20 As such the setting of Clitheroe Conservation Area is considered to make a **moderate beneficial** contribution to its significance.

Contribution of the Site to Character and Appearance of the CA

- 4.21 The site is located in the eastern part of the conservation area, behind one of the town's historic wells. The building is a 19th century public house, which continues its historic purpose as a public house. It is set back from the road behind the well and contributes to the rest of the 19th century buildings along Wellgate. Therefore, the site is considered to form a **minor beneficial** contribution to Clitheroe Conservation Area's character and appearance.

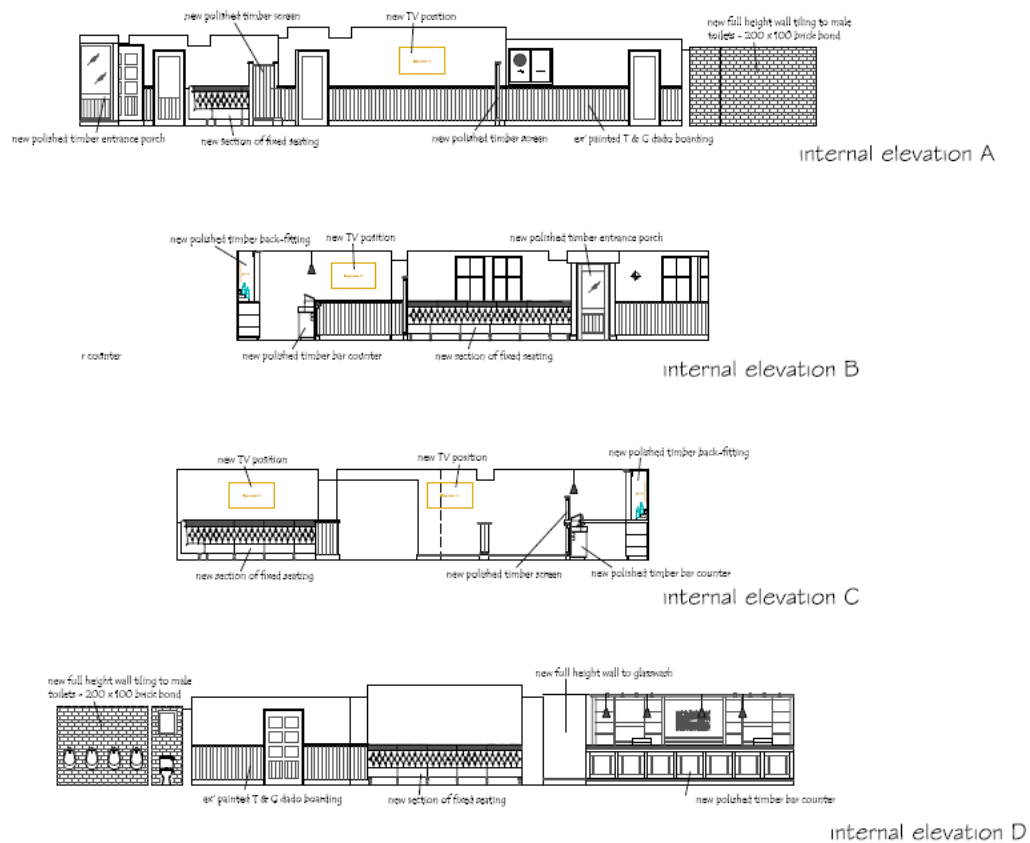


Figure 18: Proposed internal elevations (DRD Architecture)

6.0 Impact Assessment

- 6.1 In order to assess the suitability of the site for the proposed development, it is necessary to determine the *nature* and *extent* of any impacts resulting from the proposal on heritage assets and/or their settings.
- 6.2 When assessing the impact of a proposed development on individual or groups of heritage assets, it is important to assess both the potential, direct physical impacts of the development scheme as well as the potential impacts on their settings and where effects on setting would result in harm to the significance of the asset. It is equally important to identify benefits to settings, where they result from proposals.
- 6.3 The proposed development is considered below in terms of its impact on the significance of the heritage assets, and the contribution which setting makes to their significance. Assessment of impact levels are made with reference to Table 2 in Section 3 and satisfy ‘**Step 3**’ of Historic England’s GPA 3.

Dog and Partridge Public House – Grade II

- 6.4 The statutory duty under section 16(2) of the Planning (Listed Building and Conservation Areas) Act 1990 sets out that special attention shall be paid to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses. As stated in section 6 of this report, the Dog & Partridge Public House is considered to hold a **moderate** level of significance.
- 6.5 The proposals have facilitated the better practical functioning of the public house for current and future users, in turn preserving the structure as a whole and its inherent interest as a historic public house. The external works, which consisted only of the erection of a timber bin store to the rear of the front range, is minimal in scale and appropriate to the context, being painted in a colour to match the existing render of the building. The internal works were all quality-of-life refurbishments, and all of the works were carried out in such a way as they can be reversed without damage to the existing fabric.
- 6.6 When considering the impact of the proposals on the Dog and Partridge Public House, the erection of a new timber bin storage externally to the rear is considered to have had a neutral impact. The internal proposals, although minimal, are considered to have had a negligible adverse effect due to the introduction of additional walling as part of the updated servery. This altered the existing plan form of the ground floor, in turn altering the way in which the significance of this is appreciated, albeit the extent of change is considered minor. Overall, the scheme is considered to have had a **negligible adverse** impact on the significance of the Dog and Partridge Public House. Therefore, the scheme is not considered to be in conflict with Section 16(2) of Planning (Listed Buildings & Conservation Areas) Act 1990.

Clitheroe Conservation Area

- 6.7 The statutory duty under section 72(1) of the Planning (Listed Building and Conservation Areas) Act 1990 sets out that special attention shall be paid to the desirability of preserving or enhancing the character and appearance of the Conservation Area. As stated in section 6 of this report, the Clitheroe Conservation Area is considered to hold a **high** level of significance, with the site making a **minor beneficial** contribution to the character and appearance of the conservation area.

- 6.8 The majority of the proposed works were internal, and as such have had no impact on the conservation area. The only external works were the construction of the timber bin store to the rear of the building, which is only visible in views from the north and the east.
- 6.9 When considering the impact of the proposal on the Dog and Partridge Public House, the introduction of the timber bin store, which has been painted to match the render of the main building, is considered overall to have had a **neutral** impact on the contribution that the site makes to the character and appearance of the Conservation Area. Therefore, the scheme is not considered to be in conflict with Section 16(2) of Planning (Listed Buildings & Conservation Areas) Act 1990.

7.0 Conclusions

- 7.1 This Heritage Statement has been produced by Bidwells on behalf of Stonegate Pub Group in relation to a retrospective application for ground floor only internal alterations and refurbishment works; the erection of a replacement internal porch and erection of an external bin enclosure.
- 7.2 Internally, the proposals sought to carry out ground floor works including the installation of a new internal glazed lobby; a replacement bar server; new studwork walling; fixed furniture; new televisions; new wall tiling; new lighting and electrical fittings; and the refurbishment of customer toilets. The proposed external works solely included the erection of a bin enclosure.
- 7.3 This report considers the impact of the proposed scheme on the significance of the built heritage assets identified, including the contribution made by their settings. This approach to impact-assessment is required in order to satisfy the provisions of Sections 16(2) and 72(1) of the Planning (Listed Buildings & Conservation Areas) Act of 1990 in relation to listed buildings and the National Planning Policy Framework (NPPF) where the impact of development on heritage assets or their settings is being considered (Paragraphs 194-206).
- 7.4 As a result of our assessments on site, it is considered that the proposed scheme has resulted in a **negligible adverse** impact on the significance of the Dog and Partridge Public House and a **neutral** impact on Clitheroe Conservation Area.
- 7.5 The aspects of harm identified are considered, in all cases, to represent “*less than substantial*” harm in the context of Paragraph 202 of the NPPF. In these instances, we consider that the “*less than substantial*” harm levels **are at the lower end** of this scale and would not incur impacts of such an effect as to infer substantial losses of significance by way of impact on setting.
- 7.6 We therefore find that the proposed alterations to have had special regard for the desirable objective of preserving the special interest of the listed buildings and their settings in accordance with Section 16(2) of the Planning (Listed Building and Conservation Areas) Act 1990 and have paid special attention to the desirability of preserving or enhancing the character or appearance of the Clitheroe Conservation Area in accordance with Section 72(1). In addition to satisfying these provisions of the Act, the NPPF Paragraphs 194-206 are also satisfied.

APPENDIX 1

HERITAGE LEGISLATION, POLICY AND GUIDANCE SUMMARY

Planning (Listed Buildings & Conservation Areas) Act 1990

The primary legislation relating to Listed Buildings and Conservation Areas is set out in the Planning (Listed Buildings & Conservation Areas) Act 1990.

- Section 16(2) states *“In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*
- Section 66(1) reads: *“In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”*
- In relation to development on land within Conservation Areas, Section 72(1) reads: *“Special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”*

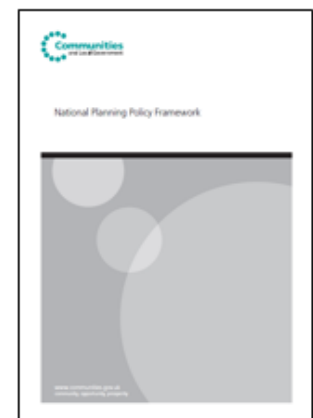
National Planning Policy Framework (2023)

The National Planning Policy Framework (NPPF) was revised in September 2023. With regard to the historic environment, the overarching aim of the policy remains in line with philosophy of the 2012 framework, namely that “our historic environments... can better be cherished if their spirit of place thrives, rather than withers.” The relevant policy is outlined within chapter 16, ‘Conserving and Enhancing the Historic Environment’.

This chapter reasserts that heritage assets can range from sites and buildings of local interest to World Heritage Sites considered to have an Outstanding Universal Value. The NPPF subsequently requires these assets to be conserved in a *“manner appropriate to their significance”* (Paragraph 189).

NPPF directs local planning authorities to require an applicant to *“describe the significance of any heritage assets affected, including any contribution made by their setting”* and the level of detailed assessment should be *“proportionate to the assets’ importance”* (Paragraph 194).

Paragraph 195 states that the significance any heritage asset that may be affected by a proposal should be identified and assessed. This includes any assets affected by development within their settings. This Significance Assessment should be taken into account when considering the impact of a proposal, *“to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal”*. This paragraph therefore results in the need for an analysis of the impact



of a proposed development on the asset's relative significance, in the form of a Heritage Impact Assessment.

Paragraph 198 states that local planning authorities should have regard to the importance of the retention '*in-situ*' of a historic statue, plaque, memorial or monument irrespective of its designation. The paragraph goes on to suggest an explanation of historic or social context should be given rather than removal.

Paragraph 199 requires that "*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.*"

It is then clarified that any harm to the significance of a designated heritage asset, either through alteration, destruction or development within its setting, should require, "*clear and convincing justification*" (Paragraph 200). This paragraph outlines that substantial harm to grade II listed heritage assets should be exceptional, rising to 'wholly exceptional' for those assets of the highest significance such as scheduled monuments, Grade I and grade II* listed buildings or registered parks and gardens as well as World Heritage Sites.

In relation to harmful impacts or the loss of significance resulting from a development proposal, Paragraph 201 states the following:

"Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a. the nature of the heritage asset prevents all reasonable uses of the site; and*
- b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- c. conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
- d. the harm or loss is outweighed by the benefit of bringing the site back into use."*

The NPPF therefore requires a balance to be applied in the context of heritage assets, including the recognition of potential benefits accruing from a development. In the case of proposals which would result in "*less than substantial harm*", paragraph 202 provides the following:

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

It is also possible for proposals, where suitably designed, to result in no harm to the significance of heritage assets.

In the case of non-designated heritage assets, Paragraph 203 requires a Local Planning Authority to make a “*balanced judgement*” having regard to the scale of any harm or loss and the significance of the heritage asset.

The NPPF therefore recognises the need to clearly identify relative significance at an early stage and then to judge the impact of development proposals in that context.

With regard to Conservation Areas and the settings of heritage assets, paragraph 206 requires Local Planning Authorities to look for opportunities for new development, enhancing or better revealing their significance. Whilst it is noted that not all elements of a Conservation Area will necessarily contribute to its significance, this paragraph states that “*proposals that preserve those elements of a setting that make a positive contribution to the asset (or better reveal its significance) should be treated favourably.*”

Broader design guidance is given in Chapter 12, ‘Achieving well-designed places’. The 2021 NPPF introduces the requirement for local authorities to prepare design guides or codes, consistent with the principles set out in the National Design Guide and National Model Design Code Documents. These should reflect ‘local character’ in order to create ‘*beautiful and distinctive places*’ (paragraph 127).

Paragraph 134 states that significant weight should be given to development which reflects local design policies, and/or outstanding or innovative designs which promote high levels of sustainability or help raise the ‘standard of design’ providing they conform to the ‘overall form and layout of their surroundings’.

Planning Practice Guidance (PPG) (2019)

The Planning Practice Guidance (PPG) was updated on 23 July 2019 and is a companion to the NPPF, replacing a large number of foregoing Circulars and other supplementary guidance.

In respect of heritage decision-making, the PPG stresses the importance of determining applications on the basis of significance and explains how the tests of harm and impact within the NPPF are to be interpreted.

In particular, the PPG notes the following in relation to the evaluation of harm: “*in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset’s significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.*” (Ref ID: 18a-018-20190723).

This guidance therefore provides assistance in defining where levels of harm should be set, tending to emphasise substantial harm as a “high test”.

In relation to non-designated heritage assets, the NPPG explains the following:

“Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting

consideration in planning decisions, but which do not meet the criteria for designated heritage assets.”

It goes on to clarify that: “A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage significance to merit identification as non-designated heritage assets.”

This statement explains the need to be judicious in the identification of value and the extent to which this should be applied as a material consideration and in accordance with Paragraph 197.

Historic England Conservation Principles: Policies and Guidance 2008

Historic England sets out in this document a logical approach to making decisions and offering guidance about all aspects of the historic environment, including changes affecting significant places. It states that:

“New work or alteration to a significant place should normally be acceptable if: a. there is sufficient information comprehensively to understand the impacts of the proposal on the significance of the place; b. the proposal would not materially harm the values of the place, which, where appropriate, would be reinforced or further revealed; c. the proposals aspire to a quality of design and execution which may be valued now and in the future; d. the long-term consequences of the proposals can, from experience, be demonstrated to be benign, or the proposals are designed not to prejudice alternative solutions in the future” (page 59).



Historic England Making Changes to Heritage Assets Advice Note 2 (February 2016)

This advice note provides information on repair, restoration, addition and alteration works to heritage assets. It advises that "*The main issues to consider in proposals for additions to heritage assets, including new development in conservation areas, aside from NPPF requirements such as social and economic activity and sustainability, are proportion, height, massing, bulk, use of materials, durability and adaptability, use, enclosure, relationship with adjacent assets and definition of spaces and streets, alignment, active frontages, permeability and treatment of setting.*" (page 10)

Historic England Managing Significance in Decision Taking in the Historic Environment Historic Environment Good Practice Advice (GPA) in Planning Note 2 (March 2015)

This advice note sets out clear information to assist all relevant stake holders in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the Planning Practice Guidance (PPG). These include: "*assessing the*

significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.” (page 1)

Historic England The Setting of Heritage Assets Historic Environment Good Practice Advice (GPA) in Planning Note 3 (Second Edition) (December 2017)

This document presents guidance on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas and landscapes. Page 6, entitled: ‘*A staged approach to proportionate decision taking*’ provides detailed advice on assessing the implications of development proposals and recommends the following broad approach to assessment, undertaken as a series of steps that apply equally to complex or more straightforward cases:

Step 1: Identify which heritage assets and their settings are affected

Step 2: Assess the degree to which these settings and views make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated

Step 3: Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it

Step 4: Explore ways to maximise enhancement and avoid or minimise harm

Step 5: Make and document the decision and monitor outcomes

Historic England Analysing Significance in Heritage Assets Advice Note 12 (October 2019)

This document provides guidance on the NPPF requirement for applicants to describe heritage significance in order to aid local planning authorities’ decision making. It reiterates the importance of understanding the significance of heritage assets, in advance of developing proposals. This advice note outlines a staged approach to decision-making in which assessing significance precedes the design and also describes the relationship with archaeological desk-based assessments and field evaluations, as well as with Design and Access Statements.

The advice in this document, in accordance with the NPPF, emphasises that the level of detail in support of applications for planning permission and listed building consent should be no more than is necessary to reach an informed decision, and that activities to conserve the asset(s) need to be proportionate to the significance of the heritage asset(s) affected and the impact on that significance. This advice also addresses how an analysis of heritage significance could be set out before discussing suggested structures for a statement of heritage significance.

Local Policy

Ribble Valley Borough Council Core Strategy 2008-2028 (2014)

The Core Strategy forms the central document of the Local Development Framework, establishing the vision, underlying objectives and key principles that will guide the development of the area to

2028. The Core Strategy was adopted by the Council on 16th December 2014. The following policies are relevant:

Key Statement 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.

Planning applications that accord with the policies in this Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved without delay, unless material considerations indicate otherwise.”

Key Statement EN5: Heritage Assets

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

This will be achieved through:

- *Recognising that the best way of ensuring the long term protection of heritage assets is to ensure a viable use that optimises opportunities for sustaining and enhancing its significance.*
- *Keeping Conservation Area Appraisals under review to ensure that any development proposals respect and safeguard the character, appearance and significance of the area.*
- *Considering any development proposals which may impact on a heritage asset or their setting through seeking benefits that conserve and enhance their significance and avoids any substantial harm to the heritage asset.*
- *Requiring all development proposals to make a positive contribution to local distinctiveness/sense of place.*
- *The consideration of Article 4 Directions to restrict permitted development rights where the exercise of such rights would harm the historic environment.”*

Key Statement EC2: Development of Retail, Shops and Community Facilities and Services

“Development that supports and enhances the vibrancy, consumer choice and vitality and unique character of the area’s important retail and service centres of Clitheroe, Longridge and Whalley will be supported in principle.

Proposals that have an adverse impact on existing community facilities would only be permitted as an exception where the proposed development would bring defined and demonstrable benefits.

The council will put in place detailed development plans as appropriate to provide a strategic framework to guide the future development of the centres and support appropriate sustainable growth.”

Policy DME4: Protecting Heritage Assets

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

1. Conservation Areas

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

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

2. Listed Buildings and other Buildings of Significant Heritage Interest

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

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

- a) monitoring heritage assets at risk and;*
- i) supporting development/re-use proposals consistent with their conservation;*
- ii) considering use of legal powers (building preservation notices, urgent works notices) to ensure the proper preservation of listed buildings and buildings within the conservation areas.*
- b) supporting redevelopment proposals which better reveal the significance of heritage assets or their settings.*
- c) production of design guidance.*

d) keeping conservation area management guidance under review.

e) use of legal enforcement powers to address unauthorised works where it is expedient to do so.

f) assess the significance and opportunities for enhancement of non-designated heritage assets through the development management process.

The protection of heritage assets is recognised in national policy and makes a significant contribution to the character and inherent qualities of the borough. It is important to provide clear guidance on the treatment of these assets through the development management process.”

APPENDIX 2

STATUTORY LIST DESCRIPTIONS

Dog and Partridge Public House and Number 3 – Grade II

Date Listed: 30th September 1976

“C18 origins. 2 storeys, pebble dashed, with Welsh slate roof and rusticated quoins. 3 windows to 1st floor, stone surrounds, no glazing bars. Ground floor has 2 C19 windows of 2 lights in chamfered reveals and 1 in stone surround. Late C19 doorway with carved spandrels, moulded cornice. To right, smaller doorway with plain pilasters and cornice, rectangular fanlight. Rendered plinth. 3 stone stacks. Dog and Partridge Public House and No 3, The Towns Well and Nos 5 to 9 (odd) form a group No 5 being a building of local interest only.”

APPENDIX 3

CONSERVATION AREA MAP

