



JUDITH DOUGLAS TOWN PLANNING LIMITED

Rossendale House, York Sreet, Clitheroe BB7 2DL.



Proposed change of use from nursery to eight flats (C3) comprising three two-bedroom units and five one-bedroom units. Amendments to details approved under 3/2023/0827.

[Planning, Design and Access Statement](#)

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[JDTPL 0528](#)

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STATEMENT IN SUPPORT OF AN APPLICATION FOR A CHANGE FROM NURSERY TO EIGHT FLATS (C3) COMPRISING THREE TWO-BEDROOM UNITS AND FIVE ONE-BEDROOM UNITS. AMENDMENTS TO DETAILS APPROVED UNDER 3/2023/0827

1.0 INTRODUCTION

- 1.1 This statement is in support of a planning application for the change of use of Rossendale House from a children's nursery to eight flats. Planning permission has already been granted for this change of use and work is underway. This application seeks changes to the design of the conversion and includes the demolition of the conservatory on piers and the projecting bay on columns; additional paving and stone boundary walls and coping; repositioning of the cycle store and bin store
- 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 (2023).
- 1.4 This application should be read in conjunction with the following plans and documents:
- 2222-10 Location Plan and block plan
 - 2222 50 Existing Site Plan
 - 2222-60 Construction Traffic Management Plan
 - 2222 75 D S278 Footway Details
 - 2222 80 E Proposed Site Plan
 - 2222 100 C Existing Lower Floor Plans
 - 2222 101 C Existing Upper Floor Plans
 - 2222 200 E Proposed Lower Floor Plans
 - 2222 201 F Proposed Upper Floor Plans
 - 2222 210 H Existing and Proposed Elevations
 - 2222 220 E Details drawing
 - Heritage Assessment 2024
 - Bat survey
 - Flood Risk Assessment
 - Flood mitigation Statement

2.0 THE APPLICATION SITE AND SURROUNDING AREA

- 2.1 The application site which was formerly a children’s nursery school, comprises a three storey building with basement and a two-storey outbuilding. The building is constructed out squared limestone rubble and render with sandstone dressings and a blue slate roof. The site is on the south east side of York Street opposite the Grammar School six-form. The site slopes down away from York Street. There is a mixture of uses close to the site including residential, education and retail.
- 2.3 The site is within the settlement boundary of Clitheroe, the Clitheroe Conservation Area boundary and within the main centre boundary and shown on Inset 23 Clitheroe Town Centre of the Housing and Economic Development, Development Plan Document Proposals Map.
- 2.4 The Clitheroe Conservation Area Townscape Appraisal Map shows the application building to be a building of townscape merit along with other buildings nearby on York Street. The Grammar School opposite the site is a listed building.

3.0 SITE HISTORY

- 3.1 The relevant planning application site history of the site is as follows; it is not the complete planning history of the site.

Application No.	Development Description	Decision
3/2024/0795	Non-material amendment to planning permission 3/2023/0827 (Proposed change of use from nursery to eight flats (C3) comprising three two-bedroom units and five one-bedroom units) involving demolition of the conservatory on piers and the projecting bay on columns; additional paving and stone boundary walls and coping; repositioning of the cycle store and bin store.	Refused 17/10/2024
3/2024/0534	Approval of details reserved by conditions 7 (construction traffic management plan) and 8 (site access and off-site works of highway mitigation) from planning permission 3/2023/0827.	Approved 20/08/2024
3/2023/0827	Proposed change of use from nursery to eight flats (C3) comprising three two-bedroom units and five one-bedroom units.	Approved 23/02/2024
3/2023/0547	Permission in principle application for change of use of children's nursery to self-contained flats. (4-9 residential units)	Approved 16/08/2023

4.0 THE PROPOSED DEVELOPMENT

North East Elevation (Left Hand Side)

- 4.1 Removal of projecting balcony and replacement with one window (W12) flat 4
Lower the sill height of a window to create a door to access outdoor space flat 3.

Creation of outdoor amenity space for flats 2 and 3 including alteration to ground levels and construction of retaining wall and patios.

North west Elevation (Front)

- 4.2 Change to window frame designed first floor above main entrance Flat 8 W3

South West Elevation (Right Hand Side)

- 4.3 Removal of metal staircase and projecting bay and providing replacement window, repositioning of window to flat 4. Closing of first floor doorway.
- 4.4 Lower the sill height of a window to create a door to access outdoor space flat 5.
- 4.5 Insertion of basement window to light kitchen for flat 2. Re-opening of existing historic opening to create doorway with full height windows.

Garage

- 4.6 Window enlarged on NE gable
- 4.7 Alterations to the NW elevation (front)
- 4.8 Render elevations

Rooflights

- 4.9 Four rooflights proposed on the south east facing roof slope.

Grounds

- 4.10 Areas of paving are proposed. A new stone boundary wall is proposed for flats 1 and 2 (garage/basement). The existing vehicle access off York Street is to become a pedestrian and cycle access only. Bin storage is to be provided adjacent to the boundary wall with York House. The cycle store is proposed adjacent to the existing retaining wall to the ground floor amenity space to flat 5.

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 (2023).
- 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 (Development Strategy) – outlines the Council’s development strategy with regard to housing, employment, retail and leisure.
- Key Statement DS2 (Presumption in favour of sustainable development) – 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 EN4 (Biodiversity and geodiversity – The Council will seek wherever possible to conserve and enhance the area’s biodiversity and geodiversity
- Key Statement EN5 (Heritage Assets) – seeks to conserve and enhance the significance of heritage assets and their settings within the Borough.
- Key Statement H1: (Housing Provision) sets out the number of houses to be provided over the plan period
- Key Statement EC2 (Development of retail, shop and community facilities and services) -proposals that adversely impact on existing community facilities will be permitted where the proposal will bring demonstrable benefits.
- Key Statement DMI2: (Transport Considerations) requires new development to be located to minimise the need to travel and should incorporate good access on foot and by cycle as well as having access to public transport.
- Policy DMG1 (General Considerations) - 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 (Strategic Considerations)– expects development to be in accordance with the Development Strategy and that development proposals in defined settlements should consolidate, expand or round-off development so that it is closely related to the main built up areas, ensuring this is appropriate to the scale of, and in keeping with, the existing settlement.
- Policy DMG3 (Transport and mobility) – 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 DME1- (Protecting Trees and Woodlands)- aims to protect trees from development and requires applications which affect trees to be accompanied by a detailed arboricultural survey.

- Policy DME2 (Landscape & townscape protection) - 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 protection of trees.
- Policy DME3- (Site and species protection and conservation). Seeks to protect and enhance biodiversity.
- Policy DME4 (Protecting Heritage Assets) – expands on the requirements of Policy EN5 with regard to heritage assets. The Council will make a presumption in favour of the conservation and enhancement of heritage assets and their settings.
- Policy DME6: (Water Management)-resists development where the proposal would be at an unacceptable risk from flooding or exacerbate flooding elsewhere.

5.3 The National Planning Policy Framework (2023) ('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 The Framework paragraph 200 requires applicants to *"to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary."*

6.0 PLANNING EVALUATION

6.1 The main issues to be considered in this application is the effect of the proposed amendments on the appearance of the buildings and on the character and appearance of the conservation area.

Development in principle

- 6.2 The conversion of the building into eight flats is already underway under the extant planning permission 3/2023/0827. The development approved is very similar to the one now proposed only those changes for which approval is sought need to be considered. The principle of the development has already been approved and does not need to be revisited.

Design

- 6.3 The proposed new ground floor windows in the north east and south west elevations have a vertical emphasis. They replace the unremarkable and dilapidated conservatory and bay window and follow on from the general tidying up of these elevations including the removal of the steel staircase. The new window W8 in the basement is to light the kitchen and retains the width of the ground floor window directly above it. The choice of position is determined by the desire to light the kitchen area to flat 2 and due to the location of an existing internal column and beam see photograph 1 and image 3.



1. Internal view from Flat 2 showing brickwork column holding beam above adjacent to proposed window 8.

6.4 A large historic opening has been found in the basement level with dressed stone quoins. See photograph 2. It is proposed to retain this opening and fit it with a door and full height glazing. This better reveals the history of the building.



2. Historic opening in the basement proposed to be re-used



3. Image Flat 2 Kitchen window



4 Image Flat 3 Garden



5 Image Flat 5 Garden

6.5 There is a desire to provide private open space for residents. To create access to the garden areas to flats 3 and 5 it is proposed to lower the sill height of windows to create a door. Flat 3 will have external steps to ground level. The building has dressed stone with stone detailing around the windows and doors on the on the front north western elevation and the side north eastern elevation. The south western elevation is rendered and the stone detailing around the windows is still present but less ornate. The window in the north east elevation is to be lowered to meet an existing band in the stonework which differentiates the ground floor from the basement. The ground floor window to the left of the of the proposed doorway and the window above it is larger and more ornate than the one it proposed change to a door. Similarly, the existing first floor window nearest to the street is less ornate than the one to the left of it. As such the proposed changes will not disrupt the hierarchy of windows in this elevation. The lower section of the doorway will not be particularly visible in the street scene as it is screened by the boundary hedge.



6 North east elevation showing hierarchy of window openings.

- 6.6 The proposed alteration of the window to the door in south west elevation provides a simple stone surround to match the other openings on this elevation. The glazed door and light above provide the main outlook from the principle living area to flat 5. Again, the lower section of the doorway will not be particularly visible in the street scene as it is screened by the boundary hedge.
- 6.7 The garage building is not shown as a building of townscape merit on the Clitheroe Conservation Area proposals map. The proposed alterations to the building will improve the appearance of this building. The proposed use of render is appropriate given that the south west elevation of Rossendale House and the North east elevation of York House are also rendered.
- 6.8 The proposed rooflights are on the roof slope to the rear of the building leaving the appearance of the roof from within the conservation area undisturbed. The location of the bins adjacent to the boundary wall with York House will mean that they are easily accessible on collection day. They are set on sloping ground so that they are below street level and will be surrounded by a timber screen enclosure. It is envisaged that the enclosure will be vertical close boarded or hit and miss timber with timber double gates to suit. The cycle store is completely screened from view from outside of the site and provides compact functional covered storage for cycles. The entrance gate is currently painted metal and it is proposed to replace it with double gates of a similar design.
- 6.9 Overall the design proposes minimal changes to the existing building and includes visual enhancements through the removal of unsightly additions. New windows and doors have been designed to reflect the style size and proportion of the existing windows and doors which have a vertical emphasis of the original windows.
- 6.10 The Heritage Assessment describes the heritage significance of the site and assesses the impact of the proposal. It states *“The proposed changes to the site and the exterior of the buildings would preserve and enhance those aspects which make a positive contribution to the conservation area, in particular the highly prominent frontage, which would remain largely unaltered. Works to the rear parts of the less prominent side elevations and outbuilding would improve the overall appearance of these subsidiary areas, and the minor changes proposed for them would result in no overall loss of significance. Any perceived harm from minor alterations would be outweighed by the public benefits of additional housing units and establishing the site's optimum viable use, following its closure as a children's nursery. There would be also be a small public benefit from an improvement to the setting of the grade II listed Grammar School building opposite.”* The assessment concludes *“Given the above, it is considered that the scheme would preserve the character and appearance of the conservation*

area, and is entirely acceptable in terms of its impact on the building of townscape merit and the setting of the nearby listed building.”

6.11 Overall the development will not detract from or result in any harm to the character and appearance of the Clitheroe Conservation Area and is in accordance with policies Key Statement EN5 and policies DMG1, DME2 and DME4. The proposal accords with requirements of the NPPF in relation to heritage assets.

Technical considerations

Residential amenity

6.12 The design changes from the approved scheme will not lead to any greater impact upon the residential amenity of the neighbouring residential properties. The proposal complies with the requirements of policy DMG1.

Flood Risk

6.13 The application site lies partially within Flood Zone 2 and 3. The flood risk information has been updated for this application and includes appropriate flood mitigation measures which can as before, be secured by a planning condition. The proposal complies with the requirements of Policy DME6.

Access & highway safety

6.14 As in the approved scheme the proposal does not include any off-street car parking provision. This was considered acceptable as the site is in a sustainable location close to public transport and services and in walking distance of the town centre. Secure, covered cycle storage for 10 cycles is proposed. A Construction Traffic Management Plan is submitted. This plan was approved under discharge of condition approval 3/2023/0534. As the vehicle access to the site is no longer required it is proposed to re-instate the pavement within the highway. The applicant has applied for a section 278 agreement with the Local Highway Authority.

Waste storage

6.15 Bin storage is provided within the site with capacity for two bins per unit. They are positioned close to the site entrance for easy access on collection day.

Protected Species

6.16 The bat report completed before work began on site is submitted with the application. The report confirmed that the site showed no evidence of bats roosting in the building, no bats were

observed or recorded using the building for roosting and the property is considered to be of negligible potential for roosting bats. Biodiversity enhancement measures are proposed in the form of bat box installation. The proposal is compliant with Key Statement EN4 and policy DME3.

7.0 SUMMARY AND CONCLUSION

- 7.1 The proposed change of use of Rossendale House from a children's nursery to eight flats has previously been granted planning permission and work is underway. This application is in essence the same with some alterations to the design of the scheme. We have demonstrated that overall, the development will not detract from or result in any harm to the character and appearance of the Clitheroe Conservation Area or the setting of the nearby listed building and is in accordance with policies in the Core Strategy and the NPPF. There are no other technical considerations that would indicate that planning permission should not be granted.