


Report to be read in conjunction with the Decision Notice.

Signed:	Officer:	SK	Date:	2.7.25	Manager:	LH	Date:	2.7.25
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Application Ref:	2025/0437			 Ribble Valley Borough Council <small>www.ribblevalley.gov.uk</small>
Date Inspected:	11.6.24	Site Notice:	11.6.24	
Officer:	Stephen Kilmartin			
DELEGATED ITEM FILE REPORT:				APPROVAL

Development Description:	Planning Permission for proposed external window alterations and former shop front alteration. External painting and signage.
Site Address/Location:	The Grand at Clitheroe 14-18 York Street Clitheroe BB7 2DL

CONSULTATIONS:	Parish/Town Council
Clitheroe Town Council have raised no objections to the proposal.	

CONSULTATIONS:	Highways/Water Authority/Other Bodies
N/A:	
N/A	
CONSULTATIONS:	Additional Representations.
No representations received in respect of the proposal.	

RELEVANT POLICIES AND SITE PLANNING HISTORY:

Ribble Valley Core Strategy:

Key Statement DS1: Development Strategy
 Key Statement DS2: Sustainable Development
 Key Statement EN5: Heritage Assets

Policy DMG1: General Considerations
 Policy DMG2: Strategic Considerations
 Policy DME4: Protecting Heritage Assets

Planning (Listed Buildings and Conservation Areas) Act
 National Planning Policy Framework (NPPF)
 Clitheroe Conservation Area Appraisal

Relevant Planning History:

2025/0436:

Listed Building Consent for proposed external repairs, window replacement and fenestration amendments, painting of exterior, re-roofing, external sign. (Undetermined partner application)

2012/0989:

Planning and Listed Building Consent application for The Grand at Clitheroe to internally develop existing space which will provide new W.Cs and tech/video suites, improve circulation to stage and disabled lift access. Demolition of existing two-storey outrigger (W.C., lobby and fire escape). Extension providing new 'Green' room, multi-purpose studio and link corridor to main hall. (Approved)

2012/0988:

Planning and Listed Building Consent application for The Grand at Clitheroe to internally develop existing space which will provide new W.Cs and tech/video suites, improve circulation to stage and disabled lift access. Demolition of existing two-storey outrigger (W.C., lobby and fire escape). Extension providing new 'Green' room, multi-purpose studio and link corridor to main hall. (Approved)

ASSESSMENT OF PROPOSED DEVELOPMENT:**Site Description and Surrounding Area:**

The application relates to 14- 18 York Street Clitheroe, with the application properties (14-16) forming part of a Grade II group listing (12 - 16 York Street List Entry: 1072328), with number 18 also being a Grade II Designated Heritage Asset (List Entry: 1362232).

The buildings are also within the setting of a number of other Grade II designated heritage assets as follows:

- 8 and 10 York Street (Grade II): List Entry 1362231
- 11-23 York Street (Grade II): List Entry 1072325
- The Grand Cinema (Grade II): List Entry 1381005

The application buildings form part of a terrace of three-storey properties on the southern side of York Street Clitheroe, with the buildings also being located within the designated Clitheroe Conservation Area.

Proposed Development for which consent is sought:

The application seeks consent for proposed external repairs, window replacement(s), fenestrational amendments and painting of exterior of 14- 18 York Street Clitheroe - including re-roofing and installation of external signage.

The submitted details state that the proposed works can be summarised as follows:

- Alter the existing shop front of no.14.by moving the existing door forward towards the road within the existing entrance recess to increase the internal office space and reduce the external covered area.
- Repair existing windows to number 14.
- Replace all the windows on the front elevation of numbers 16 and 18. With timber top hung mock sash frames, for painting in an approved "off White" colour.
- Making good the existing gutters and downpipes prior to re painting.
- Re render no 18 with smooth cast stucco render with an approved off White (greige) paint finish.
- New paint finish to the existing render of no's 14 and 16.
- New timber painted hanging sign bracket screw fixed to the wall of no.18.

With the submitted schedule of works/repairs providing further details as follows:

Roof:

Maintenance, isolated repair and re-roofing throughout to existing roof of both elevations. All materials to be like for like replacement. Leadworks and surrounding roof coverings to be closely inspected/ investigated followed by any subsequent repair/replacement necessary.

Chimney:

Isolated repairs to chimneys. If required to undertake full dismantling and rebuilding of chimneys using existing masonry and lime mortar. Lead flashings to be renewed. All defective bricks to be replaced like for like. Chimney Potes to be retained and reused.

Shop Frontage:

Reconfiguration of shop frontage. Existing surround to be retained and repainted. Existing glazing style to be replaced like for like with painted timber frame. Vestibule/door recess to be reduced in depth and surround/framing to be repainted. New signage and 'lighting' to be installed.

Windows:

Existing timber windows to be inspected and repaired where necessary. Like for like replacements to be installed with single glazing. Secondary timber glazing to be signalled internally to provide thermal performance.

New painted timber double-glazed mock sash (top[hung) windows to be installed.

Number 18 - Existing windows (ground floor northern extents) to benefit from new stone surrounds and intermediate mullion to match number 16. New timber sash windows to be installed within altered opening(s).

Rainwater Goods:

To be repaired and retained.

Signage:

Erection of fascia signage within shop frontage margin (number 14)

New timber painted hanging sign to be erected above entrance door to number 18 York Street.

Impact upon Listed Building(s) and Setting:

The application relates to 14- 18 York Street Clitheroe, with the application properties (14-16) forming part of a Grade II group listing (12-16 York Street List Entry: 1072328), with number 18 also being a Grade II Designated Heritage Asset (List Entry: 1362232).

With the respective listings reading as follows:

18 York Street - List Entry: 1362232

YORK STREET 1. 5295 (South-East Side) ----- No 18 SD 7441 1/245 II GV

2. C18 or early C19. 3 storeys, rendered, carved as stone. 1 window to both upper storeys, stone surrounds, no glazing bars. Small C19 shop window to ground floor with cornice and doorway with plain pilasters and cornice, inset door. Rusticated quoins to left.

Nos 2 to 18(even) form a group.

Listing NGR: SD7451741988

12-16 York Street - List Entry: 1072328

YORK STREET 1. 5295 (South-East Side) ----- Nos 12 to 16 (even) SD 7441 1/22 19.5.50. II GV

2. C18 or early C19. 3 storeys, pebbledash with moulded stone eaves cornice and rusticated quoins. No 12 has semi-circular fanlight with cast iron tracery, a pediment and pilasters with an entasis and floral ornament over the caps and paterae under. 1 window to each storey in stone surrounds, hung sashes with glazing bars. Plinth, No 16 also has 1 window to each storey, and modern shop front. No 14 has modern shop front and 2 windows to each storey, 1 small later window to top storey.

Nos 2 to 18 (even) form a group.

Listing NGR: SD7450641984

As such, in assessing the proposal, regard must be given to the statutory duties imposed on the authority in respect of the preservation and enhancement of such assets. In this respect, at a local level, Key Statement EN5 and Policy DME4 are primarily, but not solely, engaged for the purposes of assessing likely impacts upon designated heritage assets resultant from the proposed development.

Key Statement EN5:

In this respect Key Statement EN5 states that:

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.*

Policy DME4:

With Policy DME4 stating, in respect of development within conservation areas or those affecting the listed buildings or their setting, that development will be assessed on the following basis:

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.

Policy DMG1:

Policy DMG1 is also engaged in concert with Key Statement EN5 and Policy DME4 insofar that the policy sets out general Development Management considerations, with the policy having a number of inherent criterion that are relevant to the assessment of the current proposal, which state:

In determining planning applications, all development must:

DESIGN

- 1. Be of a high standard of building design which considers the 8 building in context principles (from the CABE/English Heritage building in context toolkit.*
- 2. Be sympathetic to existing and proposed land uses in terms of its size, intensity and nature as well as scale, massing, style, features and building materials.*
- 3. Consider the density, layout and relationship between buildings, which is of major importance. particular emphasis will be placed on visual appearance and the relationship to surroundings, including impact on landscape character, as well as the effects of development on existing amenities.*

AMENITY

- 1. Not adversely affect the amenities of the surrounding area.*

ENVIRONMENT

- 3. All development must protect and enhance heritage assets and their settings.*

Planning (Listed Building and Conservation Areas) Act 1990:

Given the proposal relates to a Grade II Designated Heritage Asset, special regard must also be given to the statutory duties imposed on the authority, pursuant to national legislation, particularly in respect of the preservation and enhancement of such assets.

The principle statutory duty under the Planning (Listed Building and Conservation Areas) Act 1990 (as amended by s.58B (1) of Levelling-up and Regeneration Act 2023) is to preserve or enhance the special character of heritage assets, including their setting. As such, in determining applications that affect designated heritage assets, the authority must consider the duties contained within the principle Act which states the following;

Listed Buildings – Section 66(1) (as amended by s.58B of Levelling-up and Regeneration Act 2023):

In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving or enhancing the building or its setting. Under s.58B (2) this includes preserving or enhancing any feature, quality or characteristic of the asset or setting that contributes to the significance of the asset.

Listed buildings - Section 16 (2) (as amended by s.58B of Levelling-up and Regeneration Act 2023):

In considering whether to grant listed building consent for any works to a listed building the local planning authority shall have special regard to the desirability of preserving or enhancing the building. Under s.58B (2) this includes preserving or enhancing any feature, quality or characteristic of the asset or setting that contributes to the significance of the asset.

National Planning Policy Framework (December 2024):

The National planning Policy Framework (NPPF) sets out further duties in respect of determining proposals that affect heritage assets stating that *'In determining applications, local planning authorities should require an applicant 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. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation'*.

The Framework sets out further duties in respect of considering potential impacts upon designated heritage assets with Paragraphs 212 – 220 reading as follows:

Considering Potential Impacts:

212:

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.

213:

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. Substantial harm to or loss of:

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;*
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

214:

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.*

215:

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.

216:

The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

217:

Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

218:

Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.

219:

Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

220:

Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 207 or less than substantial harm under paragraph 208, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

Assessment of Impacts:

The submitted details propose a number of repairs and alterations to the existing building as follows:

- Alter the existing shop front of no.14 by moving the existing door forward towards the road within the existing entrance recess to increase the internal office space and reduce the external covered area.
- Repair existing windows to number 14.
- Replace all the windows on the front elevation of numbers 16 and 18. With timber top hung mock sash frames, for painting in an approved "off White" colour.
- Making good the existing gutters and downpipes prior to re painting.
- Re render no 18 with smooth cast stucco render with an approved off White (greige) paint finish.
- New paint finish to the existing render of no's 14 and 16.
- New timber painted hanging sign bracket screw fixed to the wall of no.18.

With the submitted schedule of works/repairs providing further details as follows:

Roof:

Maintenance, isolated repair and re-roofing throughout to existing roof of both elevations. All materials to be like for like replacement. Leadworks and surrounding roof coverings to be closely inspected/ investigated followed by any subsequent repair/replacement necessary.

Chimney:

Isolated repairs to chimneys. If required to undertake full dismantling and rebuilding of chimneys using existing masonry and lime mortar. Lead flashings to be renewed. All defective bricks to be replaced like for like. Chimney Potes to be retained and reused.

Shop Frontage:

Reconfiguration of shop frontage. Existing surround to be retained and repainted. Existing glazing style to be replaced like for like with painted timber frame. Vestibule/door recess to be reduced in depth and surround/framing to be repainted. New signage and 'lighting' to be installed.

Windows:

Existing timber windows to be inspected and repaired where necessary. Like for like replacements to be installed with single glazing. Secondary timber glazing to be signalled internally to provide thermal performance.

New painted timber double-glazed mock sash (top[hung) windows to be installed.

Number 18 - Existing windows (ground floor northern extents) to benefit from new stone surrounds and intermediate mullion to match number 16. New timber sash windows to be installed within altered opening(s).

Rainwater Goods:

To be repaired and retained.

Signage:

Erection of fascia signage within shop frontage margin (number 14)

New timber painted hanging sign to be erected above entrance door to number 18 York Street.

In respect of the proposed works, the majority of the scope of the proposed works relate to that of repair save that for the replacement windows, alterations to the existing shop frontage and installation of stone surrounds, heads, cills and mullion to a double window arrangement at ground floor associated with number 18.

The proposed window replacement(s) will result in the removal of unsympathetic window introductions and the installation of timber windows of a type and form that respond more positively to that of the inherent character of the building. In respect of the alterations to the ground floor double window arrangement on number 18. The introduction of head, cill, surround and mullion detailing will allow for number 18 to benefit from a more unified appearance with number 16, with the proposed window alterations replicating an already existing ground floor window arrangement found on number 16.

The alterations to the shop frontage will retain the inherent character of the frontage, with only the depth of the entry threshold being reduced whilst still maintaining an element of depth and recess. In relation to the proposed repair works to the existing render, roof and chimneys – subject to detailed methodologies it is considered that these will result in the long-term enhancement and safeguarding of the fabric of the building.

The proposed signage will be well proportioned in relation to the fascia margin within which it will be mounted, with the signage replicating the existing lettered branding associated with The Grand Theatre directly adjacent to the north, as such it is not considered that the proposed signage will be read as being anomalous, nor will it result in undermining the inherent character of the Grade II designated heritage assets to which the application relates.

Taking account of the above, subject to further details in respect of detailed methodologies, it is considered that the proposal will result in the overall enhancement of the buildings ensuring, resulting in a more visually unified appearance including the removal of unsympathetic later window introductions.

As such, taking account of the above matters, it is not considered that the proposed development raises any significant direct conflict(s) with Key Statement EN5 or Policies DMG1 and DME4 of the Ribble Valley

Core Strategy, nor any significant measurable conflicts with the aims, objectives and requirements of Sections 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 nor Paragraphs 212 – 220 of the National Planning Policy Framework. Particularly In respect of measurable adverse impacts upon or development that would result in measurable harm to Grade II Designated Heritage Assets nor their setting.

Impact upon Character/appearance of Conservations Area:

The application buildings are also located within the designated Clitheroe Conservation Area. As such, in assessing the proposal, regard must be given to the statutory duties imposed on the authority in respect of the preservation and enhancement of such assets.

In this respect, at a local level, Key Statement EN5 and Policy DME4 are primarily, but not solely, engaged for the purposes of assessing likely impacts upon designated heritage assets resultant from proposed development(s).

In this respect Key Statement EN5 states that:

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.*

With Policy DME4 stating, in respect of development within conservation areas or those affecting the listed buildings or their setting, that development will be assessed on the following basis:

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.

Policy DMG1 is also engaged in concert with Key Statement EN5 and Policy DME4 insofar that the policy sets out general Development Management considerations, with the policy having a number of inherent criterion that are relevant to the assessment of the current proposal, which state:

In determining planning applications, all development must:

DESIGN

4. *Be of a high standard of building design which considers the 8 building in context principles (from the CABE/English Heritage building in context toolkit).*
5. *Be sympathetic to existing and proposed land uses in terms of its size, intensity and nature as well as scale, massing, style, features and building materials.*
6. *Consider the density, layout and relationship between buildings, which is of major importance. particular emphasis will be placed on visual appearance and the relationship to surroundings, including impact on landscape character, as well as the effects of development on existing amenities.*

AMENITY

2. *Not adversely affect the amenities of the surrounding area.*

ENVIRONMENT

4. *All development must protect and enhance heritage assets and their settings.*

Assessment of Impacts:

In respect of the proposed works, the majority of the scope of the proposed works relate to that of repair save that for the replacement windows, alterations to the existing shop frontage and installation of stone surrounds, heads, cills and mullion to a double window arrangement at ground floor associated with number 18.

The proposed works are likely to result in the buildings having a more unified appearance with the proposed repair works, subject to detailed methodologies, ensuring the long-term safeguarding of the fabric of the building. In respect of these matters it is considered that the proposed works will result in the overall enhancement and conservation of the character of the designated Clitheroe Conservation Area.

As such, taking account of the above matters, it is not considered that the proposed development raises any significant direct conflict(s) with Key Statement EN5 or Policies DMG1 and DME4 of the Ribble Valley Core Strategy, nor any significant measurable conflicts with the aims, objectives and requirements of Sections 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 nor Paragraphs 212 – 220 of the National Planning Policy Framework.. Particularly In respect of measurable adverse impacts upon the character or visual amenities of the designated Clitheroe Conservation Area.

Impact Upon Residential Amenity:

The remit of the works resultant from the proposal relate largely to that of external repairs and the replacement of existing windows with the proposed reconfiguration of an existing shop frontage and installation of 'hanging signage'. As such it is not considered that the proposed works additions or alterations will result in any additional adverse measurable material impacts upon nearby residential amenities. Conditions will be imposed to ensure that any signage installed will be non-illuminated in nature to ensure no adverse impacts by virtue of light pollution or disturbance from luminance.

As such, and taking account of the above matters, the proposal does not raise any significant direct conflicts with Policy DMG1 which seeks to ensure of adequate standards of residential amenity and protect against development(s) that would result in measurable detrimental impact(s) upon nearby existing residential amenities.

Observations/Consideration of Matters Raised/Conclusion:

As such, for the above reasons and having regard to all material considerations and matters raised that the proposal is recommended for approval.

RECOMMENDATION:

That planning consent be granted subject to the imposition of conditions.