


**Report to be read in conjunction with the Decision Notice.**

<b>Signed:</b>	<b>Officer:</b>	<b>SK</b>	<b>Date:</b>	<b>6.11.25</b>	<b>Manager:</b>	<b>LH</b>	<b>Date:</b>	<b>6.11.25</b>
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<b>Application Ref:</b>	2025/0674	<b>Press Notice:</b>	16.10.25	 <b>Ribble Valley Borough Council</b> <a href="http://www.ribblevalley.gov.uk">www.ribblevalley.gov.uk</a>
<b>Date Inspected:</b>	6.10.25	<b>Site Notice:</b>	6.10.25	
<b>Officer:</b>	Stephen Kilmartin			
<b>DELEGATED ITEM FILE REPORT:</b>				<b>APPROVAL</b>

<b>Development Description:</b>	Proposed change of use of a Retail shop (Class E) to a Beauty/Skin care provider (Sui Generis) with associated minor external alterations, including the removal of existing canopies and re-painting of existing joinery/woodwork, including windows and doors
<b>Site Address/Location:</b>	7 York Street Clitheroe BB7 2DH

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

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

<b>RELEVANT POLICIES AND SITE PLANNING HISTORY:</b>
<b>Ribble Valley Core Strategy:</b>
Key Statement DS1: Development Strategy
Key Statement DS2: Sustainable Development
Key Statement EC1: Business and Employment Development
Key Statement EC2: Development of Retail, Shops and Community Facilities and Services
Key Statement EN4: Biodiversity and Geodiversity
Key Statement EN5: Heritage Assets
Key Statement DMI2: Transport Considerations
Policy DMB1: Supporting Business Growth and the Local Economy
Policy DMG1: General Considerations
Policy DMG2: Strategic Considerations
Policy DMG3: Transport & Mobility
Policy DME2: Landscape & Townscape Protection
Policy DME4: Protecting Heritage Assets
Planning (Listed Buildings and Conservation Areas) Act
Clitheroe Conservation Area Appraisal
National Planning Policy Framework (NPPF)
<b>Relevant Planning History:</b>

**2017/1155:**

Two fascia signs and one hanging sign. (Approved)

**2017/0763:**

Change of use of part of ground floor from public house to hot food takeaway and alterations including the creation of a new door entrance. (Approved)

**2017/0178:**

Discharge of condition 6 (specifications for a partially glazed doorway) and 7 (specifications of cart door glazing and framing) from planning application 3/2015/0928. (Approved)

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

The application relates to 7 York Street Clitheroe. The property benefits from being previously utilised for commercial retail purposes (Class E) with the building being identified as a Building of Townscape Merit within the Clitheroe Conservation Area Appraisal, with the building also being located within the designated Clitheroe Conservation Area.

**Proposed Development for which consent is sought:**

The application seeks consent for a change of use from that of an existing retail shop (Class E) to that of a 'Beauty Salon' (Sui generis). The submitted details propose some minor interior alterations through the installation of two areas of stud partition walling to create individual beauty treatment rooms.

The scope of the external works proposed are limited to the removal of the existing awnings on the building, with no other exterior alterations save that for the painting of the existing shopfront, joinery and woodwork to a 'chocolate brown' colour (RAL 8017).

**Principle of Development:**

The application seeks consent for a change of use from that of an existing retail shop (Class E) to that of a 'Beauty Salon' (Sui generis). In this respect, Key Statements EC1, EC2 and Policy DMB1 are primarily engaged for the purposes of assessing the acceptability of the principle of the development.

Both Key Statement EC1 and EC2 are broadly supportive of proposals that contribute to the local economy and proposals that 'support and enhance the vibrancy, consumer choice and vitality' of the important retail and service centres of Clitheroe, Whalley and Longridge. With Policy DMB1 also offering general support to 'proposals that are intended to support business growth and the local economy'.

In this respect, notwithstanding other development management considerations, the proposed change of use from that of Class E retail to that of Sui generis (Beauty/Skin Care) would not raise any significant direct conflicts with Key Statements EC1, EC2 or Policy DMB1 of the Ribble Valley Core Strategy insofar that the proposal will enhance the vibrancy, consumer choice and vitality of the services on offer within the Main Town Centre Boundary of Clitheroe

**Impact upon Listed Building(s) and Setting:**

The building to which the application relates also falls within the setting of a number of Listed Buildings as follows:

- Number 4 and Church Court: List Entry 1362176 (Grade II)
- Premises Occupied by TIO: List Entry 1318141 (Grade II)
- 6 and 8 Church Street: List Entry 1163668 (Grade II)
- Town Hall: List Entry 1072374 (Grade II)
- Andrew Carnegie Public Library: List Entry 1362175 (Grade II)

With the respective listing reading as follows:

**Number 4 and Church Court:**

*CHURCH STREET 1. 5295 (East Side) No 4 and Church Court SD 7441 1/129 II GV 2. C18. 3 storeys, rendered, carved as stone, with slate roof. 3 windows, stone surrounds, on 2 floors, top floor with fixed glazing bars, the 1st floor casements. Stone surrounds to 2 doors, modern, with rectangular fanlights. Modern head to carriage entry to left. Andrew Carnegie Public Library, Town Hall, Premises occupied by Tourist Information Office, No 4 and Church Court form a group with Nos 6 to 12 (even).*

*Listing NGR: SD7443141973*

**Premises Occupied by TIO:**

*CHURCH STREET 1. 5295 (East Side) Premises occupied by Tourist Information Office SD 7441 1/128 II GV*

*2. Early C19 origins, refronted in C19. 2 storeys rough rendered with slate roof. 4 windows, hung sashes with glazing bars, stone quoins to sides of windows. Ground floor has 1 similar window with 2 arched lights and similar doorway with arched door below blank panel and 4-light fanlight. 1 slightly segmental window with stone ornament. Another doorway to left. Included as part of a group. Andrew Carnegie Public Library, Town Hall, Premises occupied by Tourist Information Office, No 4 and Church Court form a group with Nos 6 to 12 (even).*

*Listing NGR: SD7443041971*

**6 and 8 Church Street:**

*CHURCH STREET 1. 5295 (East Side) Nos 6 and 8 SD 7441 1/8 II GV 2. C18 origins, 2 storeys rendered with Welsh slate roof and plain eaves cornice. 3 windows, stone surrounds, no glazing bars. Late C19 and modern shop to left, centre door. To No 6, door of 6 fielded panels, glazed rectangular fanlight, stone surround and cornice, and 1 window as above. Andrew Carnegie Public Library, Town Hall, Premises occupied by Tourist Information Office, No 4 and Church Court form a group with Nos 6 to 12 (even).*

*Listing NGR: SD7443741980*

**Town Hall:**

*CHURCH STREET 1. 5295 (East Side) Town Hall SD 7441 1/127 II GV 2. Circa 1820. Architect, Rickman. 2 storeys in ashlar with parapet and moulded cornice. 2 lancet lights with drip moulds with foliated finials and centre window of 3 lights, lancets of differing length. String between storeys with 5 armorial shields below. 3 similar windows to ground floor and door with colonnettes, drip mould with foliated terminals. Plinth. Arched double doors. Bellcote with weathervane is octagonal with narrow lancets to bell storey, ashlar, attached to gable end. Octagonal chimney to other gable end, and flagpole. Andrew Carnegie Public Library, Town Hall, Premises occupied by Tourist Information Office, No 4 and Church Court form a group with Nos 6 to 12 even).*

*Listing NGR: SD7442441960*

**Andrew Carnegie Public Library:**

*CHURCH STREET 1. 5295 (East Side) Andrew Carnegie Public Library SD 7441 1/126 II GV*

2. Architects, Briggs and Wolstenholme. Dated 1903. Mixture of Loire and Art Nouveau. 2 storeys and attics in stone with slate roof. Market Place elevation has conical roof to octagonal turret with 2 round windows flanking clock under gable. 3 windows to 1st floor, 1 of 4 lights flanked by 2 lights. 3 to tall ground floor. 2 basement windows with iron guards. Cornice between attic and 1st floors. Church Street elevation has 4 round-headed windows. 1st floor has 3 windows of 4 lights, mullion and transom, and window of 6 lights beneath goblet with niche, niches between windows. Window of 6 lights above 3-light fanlight above set-back door up 3 steps. Andrew Carnegie Public Library, Town Hall, Premises occupied by Tourist Information Office, No 4 and Church Court form a group with Nos 6 to 12 (even).

Listing NGR: SD7441641938

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

### **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 – 221 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 214 or less than substantial harm under paragraph 215, 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.*

221:

*Local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies*

#### **Assessment of Impacts:**

The application seeks consent for a change of use from that of an existing retail shop (Class E) to that of a 'Beauty Salon' (Sui generis). The submitted details propose some minor interior alterations through the installation of two areas of stud partition walling to create individual beauty treatment rooms.

The submitted details further propose that externally the existing awnings on the building will be removed with no other exterior alterations save that for the painting of the existing shopfront, joinery and woodwork to a 'chocolate brown' colour (RAL 8017).

In respect of the impact of the proposed works upon the setting and inherent character of nearby designated heritage assets, the removal of the existing awnings is considered to be a positive step. Particularly insofar that it will result in the removal of elements that are currently considered to be anomalous within the streetscene. Given the limited spectrum of external works, it is not considered that

the proposal will result in any measurable adverse impacts upon the setting of nearby designated heritage assets.

**Conclusion:**

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 – 221 of the National Planning Policy Framework. Particularly In respect of measurable adverse impacts upon nearby Grade II Designated Heritage Assets.

**Impact upon Character/appearance of the Clitheroe Conservation Area:**

The application site lies 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 on 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 determining potential impacts upon the designated Clitheroe Conservation Area, the range of works that are likely to result in positive or negative impacts upon the designated area are largely limited to that of the proposed external works, particularly insofar they will be read from and be visible from the public realm.

The application seeks consent for a change of use from that of an existing retail shop (Class E) to that of a 'Beauty Salon' (Sui generis). The submitted details propose some minor interior alterations through the installation of two areas of stud partition walling to create individual beauty treatment rooms.

The scope of the external works proposed are limited to the removal of the existing awnings on the building, with no other exterior alterations save that for the painting of the existing shopfront, joinery and woodwork to a 'chocolate brown' colour (RAL 8017).

In respect of the impact of the proposed works upon the character and visual amenities of the Designated Clitheroe Conservation Area, the removal of the existing awnings is considered to be a positive step.

Particularly insofar that it will result in the removal of elements that are currently considered to be anomalous within the streetscene. With the removal of the awnings resulting in the shop frontage returning to a more simplified configuration that it considered to be more visually sympathetic to the character of the immediate and wider 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 – 221 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.

**Observations/Consideration of Matters Raised/Conclusion:**

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

**RECOMMENDATION:**

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