

Heritage Desk-Based Assessment.

Land off Henthorn Road, Clitheroe.

On behalf of Gladman Developments Ltd.

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Document Management.

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1. Introduction

1.1. Pegasus Group have been commissioned by Gladman Developments Ltd to prepare a Heritage Desk-Based Assessment to consider the proposed residential development at Land off Henthorn Road, as shown on the Site Location Plan provided at Plate 1.



Plate 1: Site Location Plan

1.2. Clitheroe is a market town and civil parish located within the Borough of Ribble Valley, Lancashire. The site is located to the south-west of the settlement bordering a recently built residential area.

1.3. Planning permission is sought for the erection of up to 115 dwellings with public open space, landscaping and sustainable drainage system (SuDS), and vehicular access from Henthorn Road in line with the Framework Plan.

1.4. Section 6 of this report presents an analysis of the impact of the proposed development on identified heritage assets discussed in Section 5.

1.5. This Assessment provides information with regards to the significance of the historic environment to fulfil the requirement given in paragraph 207 of the Government's *National Planning Policy Framework* (the *NPPF*) which requires:

"...an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting".¹

1.6. In order to inform an assessment of the acceptability of the scheme in relation to impacts on the historic environment, following paragraphs 212 to 215 of the *NPPF*, any harm to the historic environment resulting from the proposed development is also described, including impacts on significance through changes to setting.

¹ Ministry of Housing, Communities & Local Government (MHCLG), *National Planning Policy Framework (NPPF)* (London, December 2024), para. 207.



- 1.7. As required by paragraph 207 of the *NPPF*, the detail and assessment in this Report is considered to be "*proportionate to the assets' importance*".²

² MHCLG, *NPPF*, para. 207.

2. Methodology

- 2.1. The aims of this Report are to assess the significance of the heritage resource within the site/study area, to assess any contribution that the site makes to the heritage significance of the identified heritage assets, and to identify any harm or benefit to them which may result from the implementation of the development proposals, along with the level of any harm caused, if relevant.
- 2.2. This assessment considers archaeological resource, built heritage, and the historic landscape.

Sources

- 2.3. The following key sources have been consulted as part of this assessment:
- The Lancashire Historic Environment Record (HER) for information on the recorded heritage resource within the vicinity of the site;
 - The National Heritage List for England for information on designated heritage assets;
 - Historic maps available online;
 - Aerial photographs available online via Historic England's Aerial Photo Explorer and Britain from Above;
 - Historic England's Aerial Archaeology Mapping Explorer;
 - The Lancashire Archives online catalogue;

- Old photographs accessible via the Historic England Architectural Red Box Collection; and
- Other online resources, including Ordnance Survey Open Source data; geological data available from the British Geological Survey and Cranfield University's Soilscales Viewer; Google Earth satellite imagery; and LiDAR data from the Environment Agency.

- 2.4. For digital datasets, information was sourced for a 500m study area measured from the boundaries of the site. Information gathered is discussed within the text where it is of relevance to the potential heritage resource of the site. A gazetteer of recorded sites and findspots is included as **Appendix 1** and maps illustrating the resource and study area are included as **Appendix 2**.
- 2.5. Historic cartographic sources and aerial photographs were reviewed for the site, and beyond this where professional judgement deemed necessary.
- 2.6. Heritage assets in the wider area were assessed as deemed appropriate (see Section 5).

Site Visit

- 2.7. A site visit was undertaken by a Heritage Consultant from Pegasus Group on 20th November 2024, during which the site and its surrounds were assessed.
- 2.8. The visibility on this day was clear. The surrounding vegetation was not in leaf and therefore a clear indication

of intervisibility between the site and its surrounding areas could be established.

Photographs

2.9. Photographs included in the body text of this Report are for illustrative purposes only to assist in the discussions of heritage assets, their settings, and views, where relevant. Unless explicitly stated, they are not accurate visual representations of the site or development proposals nor do they conform to any standard or guidance i.e., the Landscape Institute Technical Guidance Note 06/19. However, the photographs included are intended to be an honest representation and are taken without the use of a zoom lens or edited, unless stated in the description or caption.

Assessment Methodology

2.10. Full details of the assessment methodology used in the preparation of this Report are provided within **Appendix 3**. However, for clarity, this methodology has been informed by the following:

- ClfA's Standard and Guidance for Historic Environment Desk-Based Assessment,³

- *Historic Environment Good Practice Advice in Planning: 2 – Managing Significance in Decision-Taking in the Historic Environment* (hereafter GPA:2);⁴
- *Historic Environment Good Practice Advice in Planning Note 3 (Second Edition) – The Setting of Heritage Assets*, the key guidance of assessing setting (hereafter GPA:3);⁵
- *Historic England Advice Note 1 (Second Edition) – Conservation Area Appraisal, Designation and Management* (hereafter HEAN:1).⁶
- *Historic England Advice Note 12 – Statements of Heritage Significance: Analysing Significance in Heritage Assets* (hereafter HEAN:12);⁷ and
- *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment*.⁸

Consideration of Harm

2.11. It is important to consider whether the proposals cause harm. If they do, then one must consider whether the harm represents "substantial harm" or "less than substantial harm" to the identified designated heritage

³ Chartered Institute for Archaeologists (ClfA), Standard and Guidance for Historic Environment Desk-Based Assessment (revised edition, October 2020).

⁴ Historic England, *Historic Environment Good Practice Advice in Planning: 2 – Managing Significance in Decision-Taking in the Historic Environment* (GPA:2) (2nd edition, Swindon, July 2015).

⁵ Historic England, *Historic Environment Good Practice Advice in Planning Note 3 – The Setting of Heritage Assets* (GPA:3) (2nd edition, Swindon, December 2017).

⁶ Historic England, *Historic England Advice Note 1 – Conservation Area Appraisal, Designation and Management* (HEAN:1)(2nd edition, Swindon, February 2019).

⁷ Historic England, *Historic England Advice Note 12 – Statements of Heritage Significance: Analysing Significance in Heritage Assets* (HEAN:12) (Swindon, October 2019).

⁸ English Heritage, *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (London, April 2008).

assets, in the context of paragraphs 214 and 215 of the *NPPF*.⁹ With regard to non-designated heritage assets, potential harm should be considered within the context of paragraph 216 of the *NPPF*.¹⁰

2.12. The *PPG* clarifies that within each category of harm ("*less than substantial*" or "*substantial*"), the extent of the harm may vary and should be clearly articulated.¹¹

2.13. The guidance set out within the *PPG* also clarifies that "*substantial harm*" is a high test, and that it may not arise in many cases. It makes it clear that it is the degree of harm to the significance of the asset, rather than the scale of development which is to be assessed.¹² In addition, it has been clarified in a High Court Judgement of 2013 that substantial harm would be harm that would:

"...have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced."¹³

⁹ MHCLG, *NPPF*, paras. 214 and 215.

¹⁰ MHCLG, *NPPF*, para. 216.

¹¹ MHCLG, *Planning Practice Guidance (PPG)*, Paragraph: 018 (ID: 18a-018-20190723 Revision date: 23.07.2019).

¹² MHCLG, *PPG*, Paragraph: 018 (ID: 18a-018-20190723 Revision date: 23.07.2019).

¹³ EWHC 2847, R DCLG and Nuon UK Ltd v. Bedford Borough Council.

3. Site Description and Planning History

Site Description

- 3.1. The proposed development site comprises two parcels of land located on the southwestern extent of Clitheroe, Lancashire. The northern parcel is approximately 1.75 hectares and located on the northern side of Henthorn Road. The southern parcel is approximately 5.42 hectares and to the south of Henthorn Road.
- 3.2. The northern parcel of the site comprises a single agricultural field. As previously mentioned, Henthorn Road bounds this parcel to the south with the site's southern parcel beyond. A single residential property named 'Siddows Hall' is located to the north of this parcel beyond woodland whilst a larger residential area is located to the north-east. To the west of this parcel of land is an access road for Siddows Hall and Siddows Farm as well as further woodland and agricultural land.
- 3.3. The southern parcel of the proposed development site is larger and is composed of two areas of land. One of these appears to be used for agricultural purposes whilst the other is currently scrubland. The southern parcel is located south of Henthorn Road and is bounded by Pendleton Brook to the south-west. Also to the west of the site's southern parcel are two residential properties fronting onto Henthorn Road. To the west of the site is a new residential development and further agricultural land.

3.4.

The site's internal and external boundaries comprise of a mix of hedgerows and post-and-wire fencing.



Plate 2: View southeast from the northern parcel of the site

Planning History

3.5.

An application for residential development on the site was previously refused in 2021. Heritage did not form a reason for refusal.¹⁴

¹⁴ 3/2019/0999 Delegated Report, Ribble Valley Borough Council, 24th September 2021

3.6. A planning officer made the following comments regarding archaeology and the built environment:

'We would conclude that the likely impact on designated and known non—designated heritage assets are low to negligible, and the potential for as-yet unknown buried archaeological remains of high significance to be present is low.'¹⁵

3.7. No further planning history was identified within recent planning history records held online by Ribble Valley Borough Council.

¹⁵ 3/2019/0999 Archaeology Response, Ribble Valley Borough Council, 22nd November 2019

4. Policy Framework

Legislation

- 4.1. Legislation relating to the built historic environment is primarily set out within the *Planning (Listed Buildings and Conservation Areas) Act 1990*, which provides statutory protection for Listed Buildings and their settings and Conservation Areas.¹⁶
- 4.2. In addition to the statutory obligations set out within the aforementioned Act, Section 38(6) of the *Planning and Compulsory Purchase Act 2004* requires that all planning applications, including those for Listed Building Consent, are determined in accordance with the Development Plan unless material considerations indicate otherwise.¹⁷
- 4.3. Full details of the relevant legislation are provided in **Appendix 4**.

National Planning Policy Guidance

- 4.4. National Planning Policy guidance relating to the historic environment is provided within Section 16 of the Government's *National Planning Policy Framework* (NPPF), an updated version of which was published in December

2024. The NPPF is also supplemented by the national *Planning Policy Guidance* (PPG) which comprises a full and consolidated review of planning practice guidance documents to be read alongside the NPPF and which contains a section related to the Historic Environment.¹⁸ The PPG also contains the *National Design Guide*.¹⁹

- 4.5. Full details of the relevant national policy guidance are provided within **Appendix 5**.

The Development Plan

- 4.6. Applications for Planning Permission and Listed Building Consent are currently considered against the policy and guidance set out within Ribble Valley Core Strategy (Adopted December 2014).
- 4.7. Details of the policy specific relevant to the application proposals are provided within **Appendix 6**.

¹⁶ UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990.

¹⁷ UK Public General Acts, Planning and Compulsory Purchase Act 2004, Section 38(6).

¹⁸ Ministry of Housing, Communities & Local Government (MHCLG), *Planning Practice Guidance: Historic Environment* (PPG) (revised edition, 14th February 2024), <https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment>.

¹⁹ Ministry of Housing, Communities & Local Government (MHCLG), *National Design Guide* (London, January 2021).

5. The Historic Environment

5.1. This section provides a review of the recorded heritage resource within the site and its vicinity in order to identify any extant heritage assets within the site and to assess the potential for below-ground archaeological remains.

5.2. Designated heritage assets are referenced using their seven-digit NHLE number, HER 'event' numbers have the prefix ELA and HER 'monument' numbers have the prefix MLA.

5.3. A gazetteer of relevant heritage data is included as **Appendix 1**. Designated heritage assets and HER records are illustrated on Figures 1 and 2 in **Appendix 2**.

Previous Archaeological Works

5.4. The proposed development site is contained within the study area of three Aggregate Levy Sustainability Fund studies of Lower Ribble Valley (HER Ref. ELA1375, ELA1376, ELA1377). The works carried out between 2005–2006 each comprised a Desk-Based Assessment, Aerial/LIDAR Survey, Fieldwalking, Core Sampling, and OSL.

5.5. Other archaeological works carried out in the site's vicinity include geophysical surveying and trial trenching of the land immediately northeast to the site. (HER Ref. ELA2415)

5.6. The results of these works are discussed below, where relevant to the potential archaeological resource of the site.

Topography and Geology

5.7. The geology of the proposed development site has been mapped by the British Geological Survey. The bedrock geology of the site is largely recorded as undifferentiated Clitheroe Limestone Formation and Hodder Mudstone Formation although a small patch at the southwestern boundary is mapped as undifferentiated sandstone and mudstone from the Permian and Triassic periods²⁰.

5.8. Superficial geology within the site has also been identified by the British Geological Survey. The majority of the site is composed of Diamicton Till whilst a patch of clay, sand, silt, and gravel alluvium is recorded within the site in the proximity of Pendleton Brook. Alluvial deposits may be noted for their potential to contain deposits of paleoenvironmental significance although there is no evidence that this is the case in this instance.

5.9. The topography of the site slopes downwards toward Pendleton Brook. The lowest point of the site is approximately 50m AOD on the site's southwestern boundary whilst the highest point is approximately 60m AOD at the northernmost point.

²⁰ British Geological Survey, *Geology of Britain Viewer*, <https://www.bgs.ac.uk/map-viewers/geology-of-britain-viewer/>.

Archaeological Baseline

Prehistoric (pre-43 AD)

- 5.10. No evidence of prehistoric activity has been recorded within the site in the Lancashire Historic Environment Record or in archaeological reports from nearby developments.
- 5.11. Within a 500m study area, a single unstratified Neolithic greenstone axe was recorded during trial trenching approximately 250m north of the site (HER Ref. MLA36178). Subsequent trial trenching did not uncover any prehistoric features or further finds.

Romano-British (AD 43 – 410)

- 5.12. No Romano-British finds or heritage assets have been recorded within the proposed development site.
- 5.13. A possible cast-copper alloy harness fitting was recorded approximately 270m northeast of the proposed development (HER Ref. MLA36630). The object, found in 2014, is worn making its provenance difficult to identify. Based on its form, the object has been identified as a possible Romano-British toggle although there is some potential for this fitting to be Early Medieval or Medieval.
- 5.14. A Romano-British road is recorded approximately 1.02km southwest of the proposed development site. The road, previously identified as Margary Road 72a, connected Bremetennacum (Ribchester, Lancashire) to Olenacum (Elsack, North Yorkshire). No settlement has been recorded in the vicinity of this section of road, possibly due to the low-lying flood plains of Ribble Valley.

Early medieval (410 AD – 1066) and Medieval (1066 – 1539)

- 5.15. No Early Medieval or Medieval remains have been identified within the site. There is some possibility that the aforementioned harness fitting instead dates to this period although wear has made full identification of this object impossible. In any case, this is a findspot and has limited value in suggesting any other activity.

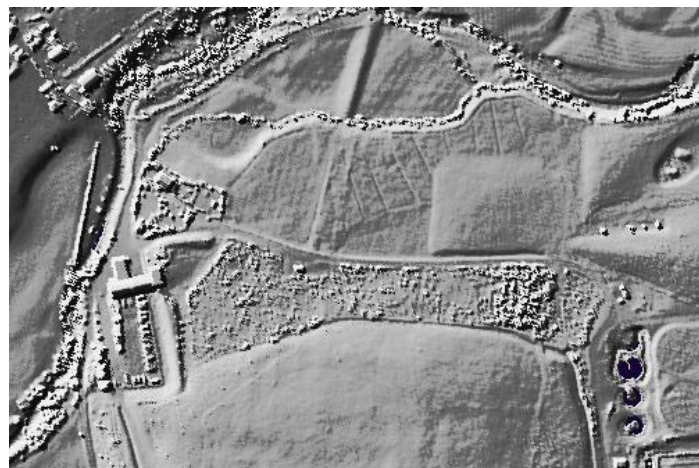


Plate 3: LiDAR Imagery of the area of the recorded deserted Medieval Settlement

- 5.16. The nearest instance of Early Medieval or Medieval activity is a possible deserted settlement approximately 200m to the west of the site (HER Ref. MLA2092). No remains relating to this settlement could be seen on historic aerial photographs or using modern aerial photography in the location of the HER dataset. LIDAR and satellite imagery appears to show the former boundaries of strip fields approximately 120m northeast of the recorded settlement. No evidence of building

platforms or sunken trackways can be seen in this area so these remains may represent hinterland agricultural activity.

- 5.17. The site of a possible Medieval cornmill is recorded approximately 280m southwest of the proposed development site (HER Ref. 5605). A mill was referred to in charters and pleadings approximately a mile outside of Clitheroe in the 14th century. The mill in this location is referred to sporadically throughout the 15th and 16th centuries as well as being depicted on William Yates' *Lancaster County Palatine* of 1786. All structures currently extant in this location relate to a modern household waste recycling centre.
- 5.18. The final instance of activity in the 500m study area is an instance of Medieval or Post-Medieval ridge and furrow earthworks (HER Ref. MLA36178). These had been levelled by modern agricultural practices although furrows were observed as subsurface remains during trial trenching in 2013 (ELA2415). Modern residential development has since taken place in this area meaning the ridge and furrow is no longer extant.

Post-Medieval (1540 – 1800) and Modern (1801 – present)

- 5.19. No Post-Medieval or Modern heritage assets have been recorded within the proposed development site. The historical development of the site can be studied through analysis of historic mapping of the area.
- 5.20. The site appears on the Clitheroe Tithe map of 1842 which depicts the proposed development site as part of five parcels of land (Plate 4). The map's apportionment details the site's usage at this time and records parcels

1318, 1322, 1323 and 1302 under various agricultural usages whilst parcel 1317 is depicted with a stream or track running through it and stated to contain a farmhouse, although no such structure is depicted on the Tithe Map or later maps. All parcels of land depicted on the Clitheroe Tithe Map were in the ownership of a John Aspinall Esq. and occupied by a Henry Leeming.



Plate 4: Henthorn Road Tithe Map of 1842 (site outlined in red)

- 5.21. Siddows Hall is first depicted on the Ordnance Survey map of 1886 to the immediate northeast of the northern parcel of the proposed development site (Plate 5). The construction of the hall and its grounds resulted in the formation of the northern parcel's western boundary. Within the southern parcel, the removal of two internal boundaries is depicted on the 1886 Ordnance Survey Map though there is otherwise no change. The associated Siddows Farmhouse is depicted approximately 330m to the east of the site.

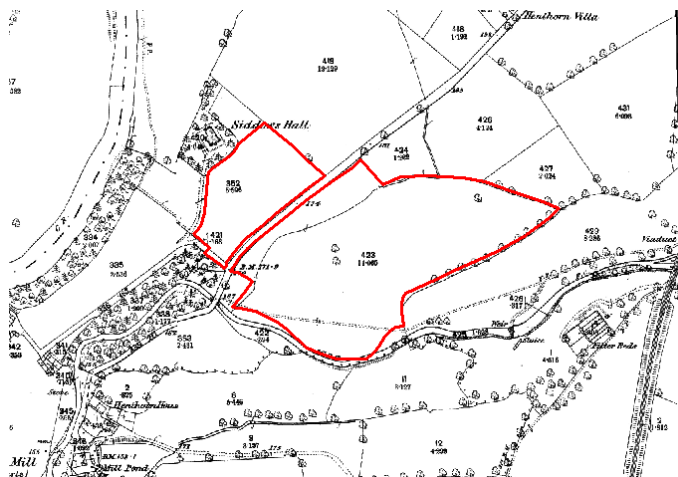


Plate 5: Ordnance Survey Map of 1886 (site outlined in red)

5.22. No change is depicted in the Ordnance Survey map of 1912. A third internal boundary of the southern parcel was installed in the mid-20th century running northwest-by-southeast across the site. Two residences were constructed on the southern parcel's western boundary in the mid-20th century.

5.23. Post-Medieval and Modern heritage assets recorded within the site's 500m study area which are still extant comprise:

- Henthorn Farm and Henthorn Cottage Grade II Listed Building c.260m north of the site (NHLE ref. 1072385);
- Siddows Farmhouse Grade II Listed Building approx. 240m southwest of site (NHLE ref. 1163894)

- Primrose House Grade II Listed Building c.460m east of site (NHLE ref. 1072357)
- A late 19th century weir on the Pendleton Brook c.100m south of site (HER Ref. MLA13627)
- The Bolton, Blackburn, Clitheroe and West Yorkshire Railway (HER Ref. MLA10617)
- The railway viaduct over Pendleton Brook c.170m east of site (HER Ref. MLA13628)
- A bridge over the Pendleton Brook near the railway viaduct (HER Ref. 13628)

5.24. The remaining Post-Medieval and Modern heritage assets within the study area are no longer extant. These comprise:

- 19th century ponds converted to 'filter beds' c.160m east of site (HER Ref. MLA13629)
- The site of former bridges over Pendleton Brook (HER Ref. MLA13631)
- The site of Henthorn House and well approx. 210m southwest of site (HER Ref. MLA5606)
- A quarry or pit recorded on early Ordnance Survey mapping c.440m north of site (HER Ref. MLA13626).

6. Setting Assessment

- 6.1. Step 1 of the methodology recommended by the Historic England guidance *GPA:3* (see 'Methodology') is to identify which heritage assets might be affected by a proposed development.²¹
- 6.2. Development proposals may adversely impact heritage assets where they remove a feature that contributes to the significance of a heritage asset or where they interfere with an element of a heritage asset's setting that contributes to its significance, such as interrupting a key relationship or a designed view.
- 6.3. Consideration was made as to whether any of the heritage assets present within or beyond the 500m study area include the site as part of their setting, and therefore may potentially be affected by the proposed development.
- 6.4. Assets in the vicinity identified for further assessment on the basis of proximity, possible intervisibility, and possible historic functional links comprise:
- Henthorn Farm and Henthorn Farm Cottage Grade II listed building (NHLE Ref. 1072385)
 - Siddows Farmhouse Grade II listed building (NHLE Ref. 1163894)
- 6.5. Assets excluded on the basis of no apparent historic links comprise:
- Pendleton Brook Weir (HER Ref. MLA13627)
- Henthorn Farm and Henthorn Farm Cottage
- 6.6. The farm and attached farm cottage now known as Henthorn Farm is a Grade II listed building located approximately 260m north of the site (NHLE Ref. 1072385). Notable features of the former farmhouse include the carriage entry to the left of the main entry and gable kneelers to the roadside. Though the building has been dated to 1835, the farmhouse does not appear on the Clitheroe Tithe Map of 1842. The Ordnance Survey Map of 1848 is the first to depict the farmhouse as 'Mill Lane House'.
- 6.7. As Grade II listed buildings, Henthorn Farm and Henthorn Farm Cottage are a designated heritage asset of less than the highest significance as defined by the NPPF.
- 6.8. The significance of the asset is primarily derived from its built fabric and design work which is clearly identifiable as that of an historic agricultural building. Features of the farmhouse, such as the carriage entry, provide information regarding the historic function and capabilities, contributing to its historic interest. Stone

²¹ Historic England, *GPA:3*, p. 4.

surrounds to openings as well as gable kneelers add architectural interest to the asset.

- 6.9. The setting of the listed building is much changed from when it was constructed. The area surrounding Henthorn Farm was primarily agricultural and expansion to the southwest of Clitheroe has altered this to a primarily residential setting. The asset is now surrounded by built form, with no visual connection to the nearby agricultural land.



Plate 6: View looking northwest towards Henthorn Farm and Cottage from the southern parcel of the site

- 6.10. The proposed development site is located approximately 260m southwest from Henthorn Farm. Due to the recent residential development to the immediate northeast of the southern parcel of the site (Plate 6), visibility between the site and the asset has been screened entirely. No co-visibility is therefore anticipated between either parcel of

the site and Henthorn Farm due to this development (Plate 7).



Plate 7: View looking northeast towards Henthorn Farm and Cottage from the northern parcel of the site

- 6.11. A review of the historic ownership of the site and the farm, as recorded by the Clitheroe Tithe Map and Apportionment, indicates no common ownership between the two at that time. There is no other evidence for a historic functional relationship between the asset and the site.
- 6.12. As such, the site is not considered to form part of the setting of Henthorn Farm and Henthorn Farm Cottage Grade II listed building which contributes to its heritage significance. Therefore, any proposed development would not be considered cause any harm to the significance.

Siddows Farmhouse

6.13. The Grade II listed building is recorded approximately 240m west of the proposed development site (NHLE Ref. 1163894). The farmhouse was constructed from rubble and is dated from an inscribed panel over the door to 1707. Siddows Farmhouse is located down a private driveway and is only partially visible from Henthorn Road, approximately 250m further south from the proposed development site (Plate 8). HER data regarding the farmhouse records it as a ‘ruined building’ although aerial imagery suggests that there remains a structure occupying the original footprint. The current condition of the farmhouse is unknown as the farm was not accessible at time of visiting.



Plate 8: View west from Henthorn Road towards Siddows Farmhouse

6.14. As a Grade II listed building, Siddows Farmhouse is a designated heritage asset of less than the highest

significance as defined by the NPPF. The rubble fabric of the building as well as its distinctive architectural features, such as large dripstones, are considered to provide both historic and architectural interest.

6.15. The setting of Siddows Farmhouse is also considered to contribute towards its heritage significance. The agricultural land which surrounds the farmhouse has long held a similar usage and is recorded under the same ownership as Siddows Farmhouse on the Clitheroe Tithe Map of 1848. Therefore, the agricultural land in the farmhouse’s immediate vicinity is considered to contribute a minor amount of historic interest to its heritage significance through setting.

6.16. Similarly, the other farm buildings visible on modern satellite imagery of the complex demonstrate the historic and continued agricultural usage of the farm. Although none of these other buildings at Siddows Farm appear to be from the same period as the original farmhouse, they are still considered to provide a minor amount of historic interest to the asset through setting.

6.17. The Clitheroe Tithe Map and Apportionment of 1842 records the common ownership of Siddows Farmhouse and the site during the 19th century. This demonstrates that there was a historic functional link between the proposed development site and the Grade II listed Siddows Farmhouse. However, due to the distance between the site and the farmhouse, as well as screening from interposing planting, there is no intervisibility between the site and the listed building (Plate 9). Co-visibility between the site and the asset is also limited by the planting and modern building in the area surrounding the listed building.



Plate 9: View southwest towards Siddows Farmhouse from the road bordering the northern parcel of the site

- 6.18. Although there is evidence of a historic functional relationship between the proposed development site and the Siddows Farmhouse, this relationship is no longer considered to be appreciable. The site makes no contribution towards the heritage significance of Siddows Farmhouse through setting.



Plate 10: View east towards the northern parcel of the site from land bordering Siddows Farmhouse

- 6.19. Development within the proposed site would not result in any harm to the heritage significance of Siddows Farmhouse Grade II listed building through changes to its setting.

7. Conclusions

Archaeological Resource

- 7.1. Evidence for prehistoric remains within the proposed development site is limited despite previous archaeological works in the vicinity. The potential for prehistoric remains to be contained within the site is low.
- 7.2. There is little evidence for Romano-British archaeological remains in Clitheroe and the surrounding area. Romano-British activity in the vicinity is limited. Therefore, the potential for Romano-British archaeology within the site is considered to be low.
- 7.3. Rural activity recorded within the vicinity of the site includes possible ridge and furrow earthworks from historic agricultural practice and the site of a mill further along the Pendleton Brook. The site is considered likely to have formed part of the agricultural hinterland of Clitheroe during the Medieval period. Any remains relating to this usage are unlikely to be of heritage significance and would not amount to a constraint to development.
- 7.4. During the post-Medieval and Modern periods, the site appears to have been in agricultural usage. No remains of heritage significance relating to the site's agricultural character during the post-Medieval and Modern period are anticipated within the site. The potential for significant post-Medieval or Modern archaeological remains within the site is considered to be low.

Setting

- 7.5. Henthorn Farm and Henthorn Farm Cottage is a Grade II listed building now located within the suburban area of Clitheroe. There is no apparent historic relationship between the former farm buildings and the proposed development site and any visibility between the asset and the site has been entirely screened by modern residential development. The development will not result in any harm to their heritage significance.
- 7.6. Siddows Farmhouse is a Grade II listed building located to the south-west of the site down a private driveway. Siddows Farmhouse is recorded as ruined in HER datasets. Common ownership between Siddows Farmhouse and the site is recorded in the Clitheroe Tithe Map of 1842. Due to distance, interposing woodland, and road infrastructure between the parcels of the site and the asset, development within the site is unlikely to be appreciable from Siddows Farmhouse. Development within the site is not anticipated to result in any harm to the heritage significance of Siddows Farmhouse through changes to setting.

Sources

Legislation
UK Public General Acts, Ancient Monuments and Archaeological Areas Act 1979.
UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990.
UK Public General Acts, Planning and Compulsory Purchase Act 2004.
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Policy and Guidance
Chartered Institute for Archaeologists (CIfA), <i>Standard and Guidance for Historic Environment Desk-Based Assessment</i> (revised edition, October 2020).
Ministry of Housing, Communities & Local Government (MHCLG), <i>National Planning Policy Framework (NPPF)</i> (London, December 2024).
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Palmer v Herefordshire Council & Anor [2016] EWCA Civ 1061.
R (Forge Field Society) v Sevenoaks District Council [2014] EWHC 1895 (Admin).

Cartographic Sources	
1842	Clitheroe Tithe Map and Apportionment
1848	Ordnance Survey Map
1886	Ordnance Survey Map
1912	Ordnance Survey Map

Archival Sources	
MBC 1107/3977	Henthorn Road: conversion of Siddows Hall into 2 houses. 19 th November 1952
MBC 1107/7167	Henthorn, Siddows Farm: new farmhouse to replace existing house. 18 th May 1966



Appendix 1: Gazetteer

Heritage Data

HER Event Data

Ev UID	Name	Event Type
ELA1375	ASLF Aggregate Extraction in the Lower Ribble Valley: Desk Based Assessment & Aerial/LIDAR Survey	AERIAL PHOTOGRAPH INTERPRETATION & DESK BASED ASSESSMENT
ELA1376	ASLF Aggregate Extraction in the Lower Ribble Valley: Field Survey	FIELD WALKING SURVEY
ELA1377	ASLF Aggregate Extraction in the Lower Ribble Valley: Cor Sampling and OSL	CORE SAMPLING
ELA2415	Henthorn Road, Clitheroe: Trial Trench	TRIAL TRENCH
ELA2585	Land South of Henthorn Road, Clitheroe: Geophysical Survey	GEOPHYSICAL SURVEY
ELA2692	Land South of Henthorn Road, Clitheroe: Archaeological Evaluation	TRIAL TRENCH
ELA2150	Primrose Mill, Woone Lane, Clitheroe: Building Survey	BUILDING SURVEY
ELA1947	Henthorn Road, Clitheroe: Desk-Based Assessment	DESK BASED ASSESSMENT
ELA1948	Primrose Mill and Primrose Print Works, Clitheroe: Building Survey	BUILDING SURVEY
ELA3034	Land off Henthorn Road, Clitheroe: Geophysical Survey	MAGNETOMETRY SURVEY

ELA3361	Henthorn Road (land off), Clitheroe: Archaeological Evaluation 2020	TRIAL TRENCH
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HER Monument Data

Mon UID	Name	Mon Type	Period	Summary
MLA36178	Trial Excavations in 2013 uncovered remains of Medieval or post-Medieval ridge and furrow and a neolithic (Langdale (Group VI)) polished stone axe	FINDSPOT; RIDGE AND FURROW	Prehistoric to Post-Medieval	Excavation of 24 trenches. Several shallow medieval or post-medieval furrow bases. Neolithic stone axe was recovered from topsoil. No further prehistoric material or features were found
MLA36630	Probable cast copper-alloy harness fitting (toggle or dangler) dating from c.AD 43-1500	FINDSPOT	Romano-British to Medieval	Item is extremely worn, and all surfaces are smooth though it is in very good condition. It appears to be a tear-shaped dangler or toggle
MLA2092	Listed as possible deserted Medieval settlement, no visible remains identified	DESERTED SETTLEMENT	Early Medieval to Medieval	Henthorn – possible DMV. Possibly an estate centre
MLA5605	Henthorn water-powered corn mill, shown on OS 1:10560 map, 1847 and Yates' map of 1786. Site may date to 1258. Converted to cotton weaving in 1860 (shown as cotton waste works on OS 25-inch map, 1886). Became part of sewage works in 1894; still extant	CORN MILL, WATER MILL, COTTON MILL	Early Medieval to Medieval	Henthorn Corn Mill is marked on the OS first edition 1:10,560 map. A millpond (presumably fed from Pendleton Brook, but no race is shown) was situated to the east. The site is now occupied by sewage works.
MLA38572	Sewage Works, Nr Siddows. A silver groat of Philip and Mary dating to 1554-8AD	FINDSPOT	Post-Medieval to Modern	Silver groat of Philip & Mary dating to 1554-8AD, initial mark is a lis, PHILIP Z

MLA13626	Quarry/pit on 1847 OS first edition 1:10560 map	QUARRY? SAND PIT?	Post-Medieval to Modern	Site is shown stippled on 1847 map suggesting sand/gravel pit, whilst on 1886 sheet, it is labelled 'Old Quarry'
MLA13627	Weir on 1886 OS first edition 1:2500 map	WEIR	Post-Medieval to Modern	Weir is shown on 1886 map but not 1847 sheet. Apparently still extant. It did not obviously feed mill race though 'sluice' is noted adjacent
MLA13628	Railway viaduct on 1886 OS first edition 1:2500 map	RAILWAY VIADUCT	Post-Medieval to Modern	Railway viaduct crosses the beck on 1886 map. It is still extant
MLA13629	Ponds and filter beds shown on 1847 and 1886 mapping. No longer extant	POND; FILTER BED	Post-Medieval to Modern	2 square ponds shown south of beck on 1847 map. They appear to be replaced by 'filter beds' by 1886. Neither are shown on modern maps
MLA13630	Footbridge on 1886 OS first edition 1:2500 map	FOOTBRIDGE	Post-Medieval to Modern	Footbridge shown on OS first edition 1:2500 map of 1886 but not on earlier 1847 sheet
MLA13631	Bridge on 1886 OS first edition 1:2500 map, replacing earlier pre-1847 wooden bridge upstream	BRIDGE	Post-Medieval to Modern	Bridge on OS first edition 1886, replacing earlier wooden bridge. A bridge is still extant on the later site
MLA13632	Signal Box shown on 1886 OS first edition 1:2500 map	SIGNAL BOX	Post-Medieval to Modern	Post-1847. No longer extant
MLA15352	Siddows Farmhouse, off Henthorn Road. Farmhouse, dated 1707	HOUSE, RUINED BUILDING	Post-Medieval to Modern	Siddows is a ruined farmhouse with datestone inscribed 1703.

MLA17736	Henthorn Farm and Henthorn Cottage. Farmhouse, dated 1835	FARMHOUSE	Post-Medieval to Modern	Early C19. 2 storeys, rendered, with Welsh slate roof. Dated 1835. Carriage entry to left. Grade 2
MLA17767	Primrose House, built c.1809 by owner of Primrose Mill	HOUSE	Post-Medieval to Modern	House of 2 storeys in stucco with moulded eaves cornice. Irregularly spaced fenestration. Right-hand wing of 1 storey, bow with 3 windows. Later extension 1 storey to left for services. Grade 2
MLA5606	Site of Henthorn House and well, pre-1848	WELL; HOUSE	Post-Medieval to Modern	A well is marked on the OS first edition ~30m east of Henthorn House. Neither are shown on modern mapping
MLA10617 (AMIE Ref. 1371817)	Bolt, Blackburn, Clitheroe, and West Yorkshire Railway	RAILWAY	Post-Medieval to Modern	Railway was formed by amalgamation of Blackburn, Darwen and Bolton Railway and Blackburn, Clitheroe and Northwest Junction Railway.
MLA39928	Flint end scraper found during evaluation trenching	FINDSPOT	Undated	Excavation of 38 trenches. Lithic artefacts were present for assessment from an archaeological intervention. No further work necessary.



AMIE Data

AMIE Event Data

Act UID	Name	Activity	Description	Eastings	Northings
1596711	Land South of Henthorn Road	Geophysical Survey	Geophysical survey of land south of Henthorn Road	373220	440780
1586245	Land off Henthorn Road	Excavation	Excavation following geophysical survey and trial trenching recorded ridge and furrow and a Neolithic polished stone axe	372944	441145
1600294	Land off Henthorn Road	Desk-Based Assessment	-	372940	441140
1600275	Land adjacent to Little Moor	Desk-Based Assessment	-	373250	440850



AMIE Monument Data

HOB UID	Name	Description	Eastings	Northings
44724	-	Henthorn DMV	372500	440500
1584617	Primrose Mill	Purpose-built cotton-spinning mill erected in 1787 by John Parker and John Parker, who also owned Low Moor Mill in Clitheroe. Primrose Mill was four storeys high and measured 70 ft by 31 ft (21.34m x 9.45m), together with 11 cottages, a stable, shippon, and gardens to create Clitheroe's second industrial settlement. The mill contained 14 spinning frames with 856 spindles, powered by a 26' diameter waterwheel	373788	440692



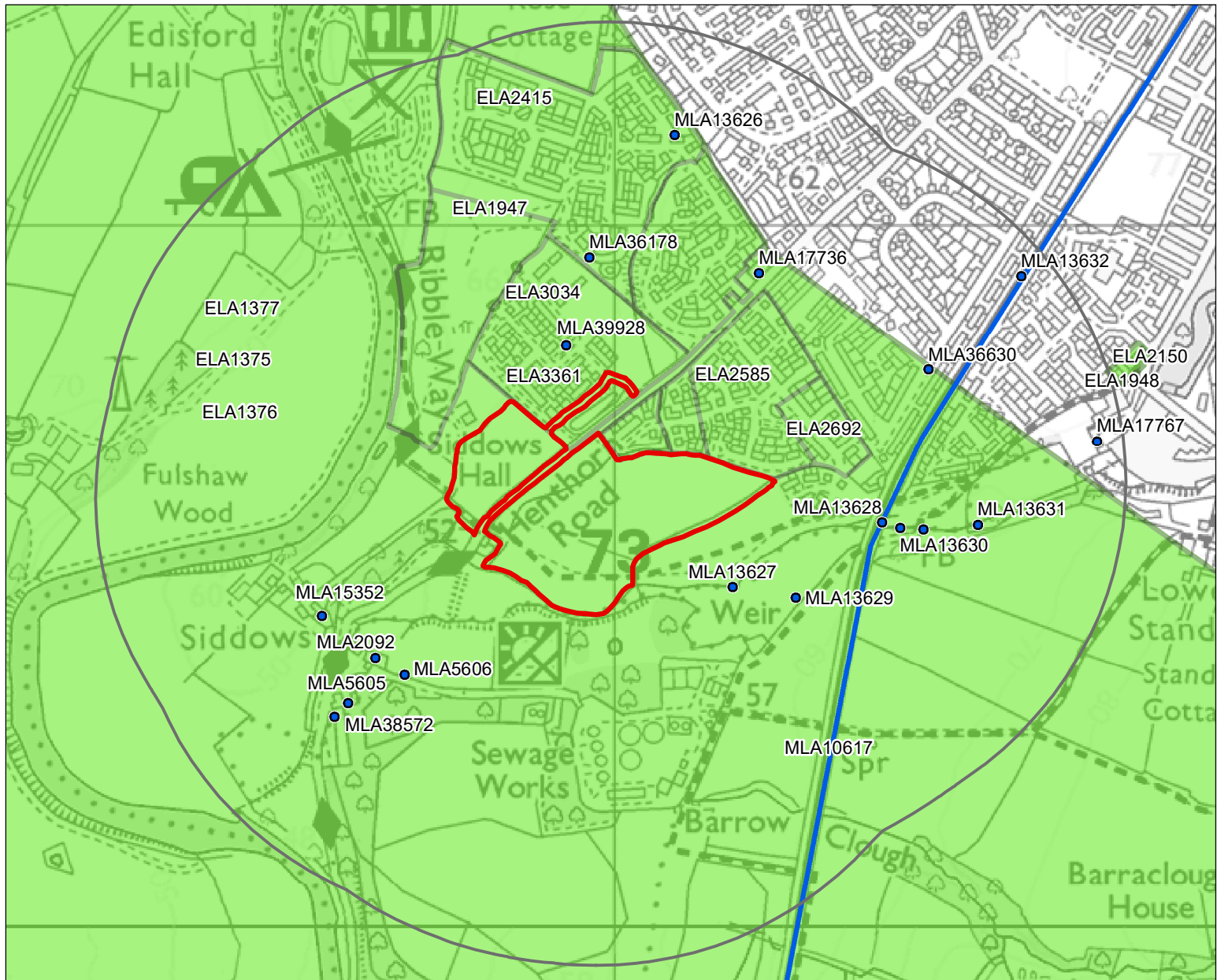
Historic England Data

Historic England Listed Buildings

List Entry	Name	Grade	Eastings	Northings
1163894	Siddows Farmhouse	II	372575.676	440451.3788
1072385	Henthorn Farm and Henthorn Farm Cottage	II	373206	440932.3608
1072357	Primrose House	II	373687	440694.3608



Appendix 2: Figures

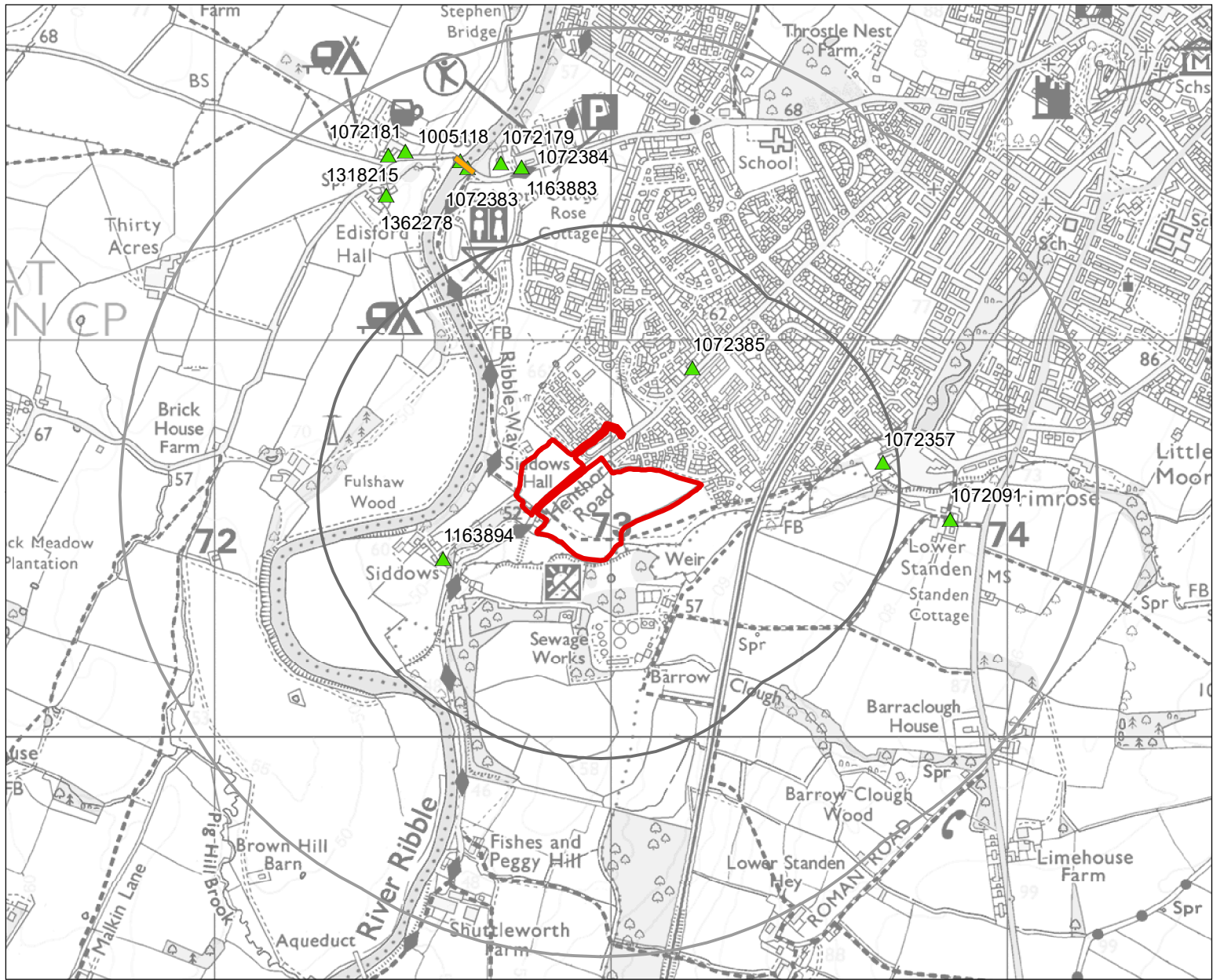


- KEY**
- Site
 - 500m Buffer
 - Monument Points
 - Monument Lines
 - Event Polygons

Figure 1: HER Data
 Land off Henthorn Road,
 Clitheroe

Client: Gladman Developments
 DRWG No: **P24-2786_01** Sheet No: - REV: -
 Drawn by: AW Approved by: LG
 Date: 17/12/2024
 Scale: 1:8,500 @ A4





KEY

- Site
- 500m Buffer
- 1km Buffer
- Scheduled Monument

Listed Buildings

- ▲ Grade II

Figure 2: Designated Heritage Assets

Land off Henthorn Road, Clitheroe

Client: Gladman Developments
 DRWG No: P24-2786_02 Sheet No: - REV: -
 Drawn by: AW Approved by: LG
 Date: 17/12/2024
 Scale: 1:15,000 @ A4



Appendix 3: Assessment Methodology

Assessment of significance

In the *NPPF*, heritage significance is defined as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site’s Statement of Outstanding Universal Value forms part of its significance.”²²

Historic England's *GPA:2* gives advice on the assessment of significance as part of the application process. It advises understanding the nature, extent, and level of significance of a heritage asset.²³

In order to do this, *GPA 2* also advocates considering the four types of heritage value an asset may hold, as identified in *English Heritage’s Conservation Principles*.²⁴ These essentially cover the heritage ‘interests’ given in the glossaries of the *NPPF* and the *PPG* which are archaeological, architectural and artistic, and historic.²⁵

The *PPG* provides further information on the interests it identifies:

- **Archaeological interest:** As defined in the *Glossary to the National Planning Policy Framework*, there will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
- **Architectural and artistic interest:** These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture.
- **Historic interest:** An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation’s history but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.²⁶

²² MHCLG, *NPPF*, Annex 2.

²³ Historic England, *GPA:2*.

²⁴ Historic England, *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (London, April 2008). These heritage values

are identified as being ‘aesthetic’, ‘communal’, ‘historical’ and ‘evidential’, see *idem* pp. 28–32.

²⁵ MHCLG, *NPPF*, Annex 2; MHCLG, *PPG*, paragraph 006, reference ID: 18a-006-2019072.

²⁶ MHCLG, *PPG*, paragraph 006, reference ID: 18a-006-20190723.

Significance results from a combination of any, some, or all of the interests described above.

Historic England guidance on assessing heritage significance, *HEAN:12*, advises using the terminology of the *NPPF* and *PPG*, and thus it is that terminology which is used in this Report.²⁷

Listed Buildings and Conservation Areas are generally designated for their special architectural and historic interest. Scheduling is predominantly, although not exclusively, associated with archaeological interest.

Setting and significance

As defined in the *NPPF*:

“Significance derives not only from a heritage asset’s physical presence, but also from its setting.”²⁸

Setting is defined as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”²⁹

Therefore, setting can contribute to, affect an appreciation of significance, or be neutral with regards to heritage values.

Assessing change through alteration to setting

How setting might contribute to these values has been assessed within this Report with reference to *GPA:3*, particularly the checklist given on page 11. This advocates the clear articulation of “*what matters and why*”.³⁰

In *GPA:3*, a stepped approach is recommended, of which Step 1 is to identify which heritage assets and their settings are affected. Step 2 is to assess whether, how and to what degree settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated. The guidance includes a (non-exhaustive) checklist of elements of the physical surroundings of an asset that might be considered when undertaking the assessment including, among other things: topography, other heritage assets, green space, functional relationships and degree of change over time. It also lists aspects associated with the experience of the asset which might be considered, including: views, intentional intervisibility, tranquillity, sense of enclosure, accessibility, rarity and land use.

Step 3 is to assess the effect of the proposed development on the significance of the asset(s). Step 4 is to explore ways to maximise enhancement and minimise harm. Step 5 is to make and document the decision and monitor outcomes.

A Court of Appeal judgement has confirmed that whilst issues of visibility are important when assessing setting, visibility does not necessarily confer a contribution to significance and factors other than visibility should also be considered, with Lindblom LJ stating at

²⁷ Historic England, *Statements of Heritage Significance: Analysing Significance in Heritage Assets, Historic England Advice Note 12* (Swindon, October 2019).

²⁸ MHCLG, *NPPF*, Annex 2.

²⁹ MHCLG, *NPPF*, Annex 2.

³⁰ Historic England, *GPA:3*, pp. 8, 11.

paragraphs 25 and 26 of the judgement (referring to an earlier Court of Appeal judgement):

Paragraph 25 – “But – again in the particular context of visual effects – I said that if “a proposed development is to affect the setting of a listed building there must be a distinct visual relationship of some kind between the two – a visual relationship which is more than remote or ephemeral, and which in some way bears on one’s experience of the listed building in its surrounding landscape or townscape” (paragraph 56)”.

Paragraph 26 – “This does not mean, however, that factors other than the visual and physical must be ignored when a decision-maker is considering the extent of a listed building’s setting. Generally, of course, the decision-maker will be concentrating on visual and physical considerations, as in Williams (see also, for example, the first instance judgment in R. (on the application of Miller) v North Yorkshire County Council [2009] EWHC 2172 (Admin), at paragraph 89). But it is clear from the relevant national policy and guidance to which I have referred, in particular the guidance in paragraph 18a-013-20140306 of the PPG, that the Government recognizes the potential relevance of other considerations – economic, social and historical. These other considerations may include, for example, “the historic relationship between places”. Historic England’s advice in GPA3 was broadly to the same effect.”³¹

³¹ Catesby Estates Ltd. V. Steer [2018] EWCA Civ 1697, paras. 25 and 26.

³² MHCLG, *NPPF*, para. 213 and fn. 75.

Levels of significance

Descriptions of significance will naturally anticipate the ways in which impacts will be considered. Hence descriptions of the significance of Conservation Areas will make reference to their special interest and character and appearance, and the significance of Listed Buildings will be discussed with reference to the building, its setting and any features of special architectural or historic interest which it possesses.

In accordance with the levels of significance articulated in the *NPPF* and the *PPG*, three levels of significance are identified:

- **Designated heritage assets of the highest significance**, as identified in paragraph 213 of the *NPPF*, comprising Grade I and II* Listed Buildings, Grade I and II* Registered Parks and Gardens, Scheduled Monuments, Protected Wreck Sites, World Heritage Sites and Registered Battlefields (and also including some Conservation Areas) and non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments, as identified in footnote 75 of the *NPPF*;³²
- **Designated heritage assets of less than the highest significance**, as identified in paragraph 213 of the *NPPF*, comprising Grade II Listed Buildings and Grade II Registered Parks and Gardens (and also some Conservation Areas);³³ and

³³ MHCLG, *NPPF*, para. 213.

- **Non-designated heritage assets.** Non-designated heritage assets are defined within the PPG as *“buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of significance meriting consideration in planning decisions, but which do not meet the criteria for designated heritage assets”*.³⁴

Additionally, it is of course possible that sites, buildings or areas have no heritage significance.

Assessment of harm

Assessment of any harm will be articulated in terms of the policy and law that the proposed development will be assessed against, such as whether a proposed development preserves or enhances the character or appearance of a Conservation Area, and articulating the scale of any harm in order to inform a balanced judgement/weighting exercise as required by the NPPF.

In accordance with key policy, the following levels of harm may potentially be identified for designated heritage assets:

- **Substantial harm or total loss.** It has been clarified in a High Court Judgement of 2013 that this would be harm that would *“have such a serious impact on the significance of the asset that its significance was either vitiated altogether or very much reduced”*,³⁵ and

- **Less than substantial harm.** Harm of a lesser level than that defined above.

With regards to these two categories, the PPG states:

“Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.”³⁶

Hence, for example, harm that is less than substantial would be further described with reference to where it lies on that spectrum or scale of harm, for example low end, middle, and upper end of the less than substantial harm spectrum/scale.

With regards to non-designated heritage assets, there is no basis in policy for describing harm to them as substantial or less than substantial, rather the NPPF requires that the scale of any harm or loss is articulated whilst having regard to the significance of the asset. Harm to such assets is therefore articulated as a level of harm to their overall significance, using descriptors such as minor, moderate and major harm.

It is also possible that development proposals will cause no harm or preserve the significance of heritage assets. Here, a High Court Judgement of 2014 is relevant. This concluded that with regard to preserving the setting of a Listed building or preserving the character and appearance of a Conservation Area, *“preserving”* means doing *“no harm”*.³⁷

³⁴ MHCLG, PPG, paragraph 039, reference ID: 18a-039-20190723.

³⁵ Bedford Borough Council v Secretary of State for Communities and Local Government [2013] EWHC 2847 (Admin), para. 25.

³⁶ MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.

³⁷ R (Forge Field Society) v Sevenoaks District Council [2014] EWHC 1895 (Admin).

Preservation does not mean no change, it specifically means no harm. *GPA:2* states that “*Change to heritage assets is inevitable but it is only harmful when significance is damaged*”.³⁸ Thus, change is accepted in Historic England’s guidance as part of the evolution of the landscape and environment. It is whether such change is neutral, harmful or beneficial to the significance of an asset that matters.

As part of this, setting may be a key consideration. When evaluating any harm to significance through changes to setting, this Report follows the methodology given in *GPA:3*, described above. Fundamental to this methodology is a consideration of “*what matters and why*”.³⁹ Of particular relevance is the checklist given on page 13 of *GPA:3*.⁴⁰

It should be noted that this key document also states:

“Setting is not itself a heritage asset, nor a heritage designation...”⁴¹

Hence any impacts are described in terms of how they affect the significance of a heritage asset, and heritage interests that contribute to this significance, through changes to setting.

With regards to changes in setting, *GPA:3* states that:

“Conserving or enhancing heritage assets by taking their settings into account need not prevent change”.⁴²

Additionally, whilst the statutory duty requires that special regard should be paid to the desirability of not harming the setting of a Listed Building, that cannot mean that any harm, however minor, would necessarily require Planning Permission to be refused. This point has been clarified in the Court of Appeal.⁴³

Benefits

Proposed development may also result in benefits to heritage assets, and these are articulated in terms of how they enhance the heritage interests, and hence the significance, of the assets concerned.

As detailed further in **Appendix 5**, the *NPPF* (at Paragraphs 207 and 208) requires harm to a designated heritage asset to be weighed against the public benefits of the development proposals.⁴⁴

Recent High Court Decisions have confirmed that enhancement to the historic environment should be considered as a public benefit under the provisions of Paragraphs 207 to 209.⁴⁵

The *PPG* provides further clarity on what is meant by the term ‘public benefit’, including how these may be derived from enhancement to the historic environment (‘heritage benefits’), as follows:

“Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8).

³⁸ Historic England, *GPA:2*, p. 9.

³⁹ Historic England, *GPA:3*, p. 8.

⁴⁰ Historic England, *GPA:3*, p. 13.

⁴¹ Historic England, *GPA:3*, p. 4.

⁴² Historic England, *GPA 3*, p. 8.

⁴³ *Palmer v Herefordshire Council & Anor* [2016] EWCA Civ 1061.

⁴⁴ MHCLG, *NPPF*, paras. 214 and 215.

⁴⁵ Including – *Kay, R (on the application of) v Secretary of State for Housing Communities and Local Government & Anor* [2020] EWHC 2292 (Admin); MHCLG, *NPPF*, paras. 214 and 216.



Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.

Examples of heritage benefits may include:

- ***sustaining or enhancing the significance of a heritage asset and the contribution of its setting***
- ***reducing or removing risks to a heritage asset***
- ***securing the optimum viable use of a heritage asset in support of its long term conservation.***⁴⁶

Any "heritage benefits" arising from the proposed development, in line with the narrative above, will be clearly articulated in order for them to be taken into account by the decision maker.

⁴⁶ MHCLG, PPG, paragraph 020, reference ID: 18a-020-20190723.

Appendix 4: Legislative Framework

Legislation relating to the built historic environment is primarily set out within the *Planning (Listed Buildings and Conservation Areas) Act 1990*, which provides statutory protection for Listed Buildings and Conservation Areas.⁴⁷ It does not provide statutory protection for non-designated or Locally Listed heritage assets.

Section 66(1) of the Act states that:

“In considering whether to grant planning permission [or permission in principle] 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.”⁴⁸

In the 2014 Court of Appeal judgement in relation to the Barnwell Manor case, Sullivan LJ held that:

“Parliament in enacting section 66(1) did intend that the desirability of preserving the settings of listed buildings should not simply be given careful consideration by the decision-maker for the purpose of deciding whether there would be some harm, but should be given “considerable importance and weight”

⁴⁷ UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990.

⁴⁸ UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990, Section 66(1).

when the decision-maker carries out the balancing exercise.”⁴⁹

A judgement in the Court of Appeal (‘Mordue’) has clarified that, with regards to the setting of Listed Buildings, where the principles of the NPPF are applied (in particular paragraph 134 of the 2012 version of the NPPF, the requirements of which are now given in paragraph 208 of the current, revised NPPF, see **Appendix 5**), this is in keeping with the requirements of the 1990 Act.⁵⁰

With regards to development within Conservation Areas, Section 72(1) of the *Planning (Listed Buildings and Conservation Areas) Act 1990* states:

“In the exercise, with respect to any buildings or other land in a conservation area, of any powers under any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”⁵¹

Unlike Section 66(1), Section 72(1) of the Act does not make reference to the setting of a Conservation Area. This makes it plain that it is the character and appearance of the designated Conservation Area that is the focus of special attention.

⁴⁹ Barnwell Manor Wind Energy Ltd v (1) East Northamptonshire DC & Others [2014] EWCA Civ 137. para. 24.

⁵⁰ Jones v Mordue [2015] EWCA Civ 1243.

⁵¹ UK Public General Acts, Planning (Listed Buildings and Conservation Areas) Act 1990. Section 72(1).



In addition to the statutory obligations set out within the *Planning (Listed Buildings and Conservations Area) Act 1990*, Section 38(6) of the *Planning and Compulsory Purchase Act 2004* requires that all planning applications, including those for Listed Building Consent, are determined in accordance with the Development Plan unless material considerations indicate otherwise.⁵²

⁵² UK Public General Acts, Planning and Compulsory Purchase Act 2004, Section 38(6).

Appendix 5: National Policy Guidance

The National Planning Policy Framework (December 2024)

National policy and guidance is set out in the Government’s *National Planning Policy Framework (NPPF)* published in December 2024. This replaced and updated the previous *NPPF* (December 2024). The *NPPF* needs to be read as a whole and is intended to promote the concept of delivering sustainable development.

The *NPPF* sets out the Government’s economic, environmental and social planning policies for England. Taken together, these policies articulate the Government’s vision of sustainable development, which should be interpreted and applied locally to meet local aspirations. The *NPPF* continues to recognise that the planning system is plan-led and that therefore Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application, including those which relate to the historic environment.

The overarching policy change applicable to the proposed development is the presumption in favour of sustainable development. This presumption in favour of sustainable development (the ‘presumption’) sets out the tone of the Government’s overall stance and operates with and through the other policies of the *NPPF*. Its purpose is to send a strong signal to all those involved in the planning process about the need to plan positively for appropriate new development; so that both plan-making and development management are proactive and driven by a search for opportunities to deliver sustainable development, rather than barriers. Conserving historic assets in a manner appropriate to their significance forms part of this drive towards sustainable development.

The purpose of the planning system is to contribute to the achievement of sustainable development and the *NPPF* sets out three ‘objectives’ to facilitate sustainable development: an economic objective, a social objective, and an environmental objective. The presumption is key to delivering these objectives, by creating a positive pro-development framework which is underpinned by the wider economic, environmental and social provisions of the *NPPF*. The presumption is set out in full at paragraph 11 of the *NPPF* and reads as follows:

***“Plans and decisions should apply a presumption in favour of sustainable development.*”**

For plan-making this means that:

- a. all plans should promote a sustainable pattern of development that seeks to: meet the development needs of their area; align growth and infrastructure; improve the environment; mitigate climate change (including by making effective use of land in urban areas) and adapt to its effects;***
- b. strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:***
 - i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting***

the overall scale, type or distribution of development in the plan area; or

- ii. *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*

For decision-taking this means:

- a. *approving development proposals that accord with an up-to-date development plan without delay; or*
- b. *where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:*
 - i. *the application policies in this Framework that protect areas or assets of particular importance provides a strong reason for refusing the development proposed; or*
 - ii. *any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole, having particular regard to key policies for directing development to sustainable locations,*

making effective use of land, securing well-designed places and providing affordable homes, individually or in combination.”⁵³

However, it is important to note that footnote 7 of the NPPF applies in relation to the final bullet of paragraph 11. This provides a context for paragraph 11 and reads as follows:

“The policies referred to are those in this Framework (rather than those in development plans) relating to: habitats sites (and those sites listed in paragraph 187) and/or designated as Sites of Special Scientific Interest; land designated as Green Belt, Local Green Space, an Area of Outstanding Natural Beauty, a National Park (or within the Broads Authority) or defined as Heritage Coast; irreplaceable habitats; designated heritage assets (and other heritage assets of archaeological interest referred to in footnote 72); and areas at risk of flooding or coastal change.”⁵⁴ (our emphasis)

The NPPF continues to recognise that the planning system is planned and that therefore, Local Plans, incorporating Neighbourhood Plans, where relevant, are the starting point for the determination of any planning application.

Heritage Assets are defined in the NPPF 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

⁵³ MHCLG, NPPF, para. 11.

⁵⁴ MHCLG, NPPF, para. 11, fn. 7.

assets and assets identified by the local planning authority (including local listing).⁵⁵

The NPPF goes on to define a Designated Heritage Asset as a:

“World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under relevant legislation.”⁵⁶

As set out above, significance is also defined 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. For World Heritage Sites, the cultural value described within each site’s Statement of Outstanding Universal Value forms part of its significance.”⁵⁷

Section 16 of the NPPF relates to ‘Conserving and enhancing the historic environment’ and states at paragraph 208 that:

“Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on

a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.”⁵⁸

Paragraph 203 goes on to state that:

“In determining planning applications, local planning authorities should take account of:

- a. the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;***
- b. the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and***
- c. the desirability of new development making a positive contribution to local character and distinctiveness.”⁵⁹***

With regard to the impact of proposals on the significance of a heritage asset, paragraphs 212 and 213 are relevant and read as follows:

“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

⁵⁵ MHCLG, NPPF, Annex 2.

⁵⁶ MHCLG, NPPF, Annex 2.

⁵⁷ MHCLG, NPPF, Annex 2.

⁵⁸ MHCLG, NPPF, para. 208.

⁵⁹ MHCLG, NPPF, para. 210.

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.”⁶⁰

“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.”⁶¹**

Section b) of paragraph 213, which describes assets of the highest significance, also includes footnote 75 of the NPPF, which states that non-designated heritage assets of archaeological interest which are demonstrably of equivalent significance to Scheduled Monuments should be considered subject to the policies for designated heritage assets.

In the context of the above, it should be noted that paragraph 207 reads as follows:

“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.”⁶²**

Paragraph 215 goes on to state:

“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.”⁶³

⁶⁰ MHCLG, NPPF, para. 212.

⁶¹ MHCLG, NPPF, para. 213.

⁶² MHCLG, NPPF, para. 214.

⁶³ MHCLG, NPPF, para. 215.

The NPPF also provides specific guidance in relation to development within Conservation Areas, stating at paragraph 219 that:

“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.”⁶⁴

Paragraph 220 goes on to recognise that *“not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance”* and with regard to the potential harm from a proposed development states:

“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.”⁶⁵ (our emphasis)

With regards to non-designated heritage assets, paragraph 216 of NPPF states that:

“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.”⁶⁶

Overall, the NPPF confirms that the primary objective of development management is to foster the delivery of sustainable development, not to hinder or prevent it. Local Planning Authorities should approach development management decisions positively, looking for solutions rather than problems so that applications can be approved wherever it is practical to do so. Additionally, securing the optimum viable use of sites and achieving public benefits are also key material considerations for application proposals.

National Planning Practice Guidance

The then Department for Communities and Local Government (now the Ministry of Housing, Communities & Local Government (MHCLG)) launched the planning practice guidance web-based resource in March 2014, accompanied by a ministerial statement which confirmed that a number of previous planning practice guidance documents were cancelled.

⁶⁴ MHCLG, *NPPF*, para 219.

⁶⁵ MHCLG, *NPPF*, para. 220.

⁶⁶ MHCLG, *NPPF*, para. 216.

This also introduced the national Planning Practice Guidance (PPG) which comprised a full and consolidated review of planning practice guidance documents to be read alongside the NPPF.

The PPG has a discrete section on the subject of the Historic Environment, which confirms that the consideration of ‘significance’ in decision taking is important and states:

“Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals.”⁶⁷

In terms of assessment of substantial harm, the PPG confirms that whether a proposal causes substantial harm will be a judgement for the individual decision taker having regard to the individual circumstances and the policy set out within the NPPF. It goes on to state:

“In general terms, substantial harm is a high test, so it may not arise in many cases. For example, 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.

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm.”⁶⁸ (our emphasis)

National Design Guide:

Section C2 relates to valuing heritage, local history and culture and states:

“When determining how a site may be developed, it is important to understand the history of how the place has evolved. The local sense of place and identity are shaped by local history, culture and heritage, and how these have influenced the built environment and wider landscape.”⁶⁹

“Sensitive re-use or adaptation adds to the richness and variety of a scheme and to its diversity of activities and users. It helps to integrate heritage into proposals in an environmentally sustainable way.”⁷⁰

⁶⁷ MHCLG, PPG, paragraph 007, reference ID: 18a-007-20190723.

⁶⁸ MHCLG, PPG, paragraph 018, reference ID: 18a-018-20190723.

⁶⁹ MHCLG, NDG, para. 46.

⁷⁰ MHCLG, NDG, para. 47.

It goes on to state that:

"Well-designed places and buildings are influenced positively by:

- ***the history and heritage of the site, its surroundings and the wider area, including cultural influences;***
- ***the significance and setting of heritage assets and any other specific features that merit conserving and enhancing;***
- ***the local vernacular, including historical building typologies such as the terrace, town house, mews, villa or mansion block, the treatment of façades, characteristic materials and details – see Identity.***

Today's new developments extend the history of the context. The best of them will become valued as

tomorrow's heritage, representing the architecture and placemaking of the early 21st century."⁷¹

⁷¹ MHCLG, *NDG*, paras. 48-49.

Appendix 6: Relevant Development Plan Policies

Applications for Planning Permission and Listed Building Consent where relevant, within Clitheroe are currently considered against the policy and guidance set out within the Ribble Valley Adopted Core Strategy which was adopted in December 2014.

The relevant policies of the 2014 Ribble Valley Adopted Core Strategy are:

“EN5 – 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.***
- ***Considering any development proposals which may impact on a heritage asset or its setting through seeking benefits that conserve and enhance their significance and avoid any substantial harm to the heritage asset.***

- ***Requiring any 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.”***

And:

“DME4.4 – In line with NPPF, Ribble Valley aims to seek positive improvements in the quality of the historic environment through the following:

- ***Monitoring heritage assets at risk and I) supporting development/re-use proposals consistent with their conservation; II) considering use of legal powers to ensure the proper preservation of listed buildings and buildings within the conservation areas.***
- ***Supporting redevelopment proposals which better reveal the significance of heritage assets or their settings.***
- ***Production of design guidance.***
- ***Keeping conservation area management guidance under review.***
- ***Use of legal enforcement powers to address unauthorised works where it is expedient to do so.***



- *Assess the significance and opportunities for enhancement of non-designated heritage assets through the development management process.”*



Appendix 7: Designation Descriptions

Henthorn Farm and Henthorn Farm Cottage

Official list entry

Heritage Category: Listed Building

Grade: II

List Entry Number: 1072385

Date first listed: 30-Sep-1976

Statutory Address 1: Henthorn Farm and Henthorn Farm Cottage,
Henthorn Road, Clitheroe, BB7 2QF

Location

Statutory Address: Henthorn Farm and Henthorn Farm Cottage,
Henthorn Road, Clitheroe, BB7 2QF

The building or site itself may lie within the boundary of more than one authority.

County: Lancashire

District: Ribble Valley (District Authority)

Parish: Clitheroe

National Grid Reference: SD 7320640932

Details

SD 74 SW 7/246

HENTHORN ROAD (West Side) Henthorn Farm and Henthorn Farm
Cottage

(Formerly listed as Henthorn Farmhouse)

II Early C19. Two storeys, rendered, with Welsh slate roof. Dated 1835. Three windows, stone surrounds, modern glazing bars. Two windows to ground floor and door in stone surround. Carriage entry to left. Kneeler to left-hand gable end.

Listing NGR: SD7320640932

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number: 182814

Legacy System: LBS

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.



End of official list entry



Siddows Farmhouse

Official List Entry

Heritage Category: Listed building

Grade: II

Date first listed: 19-May-1950

List Entry Name: Siddows Farmhouse

Statutory Address 1: Siddows Farmhouse, Henthorn Road

Location

Statutory Address: Siddows Farmhouse, Henthorn Road

The building or site itself may lie within the boundary of more than one authority.

County: Lancashire

District: Ribble Valley (District Authority)

Parish: Clitheroe

National Grid Reference: SD7257640451

Details

SD 74 SW 7/52 19.5.50

December 2025 | HB | P24-2786

HENTHORN ROAD 5295 (West Side) Siddows Farmhouse

Early C18. 2 storeys in rubble. The door is plain with a chamfered lintel and has probably been widened. 2 windows per storey, 1 of 4 lights and 1 of 3 lights still of C17 type. Over the door and the ground floor windows are dripstones of considerable projection. A square panel over the door is inscribed T W (over) 1707 I F.

Listing NGR: SD7257640451

Legal

The contents of this record have been generated from a legacy data system.

Legacy System Number: 182815

Legacy System: LBS



End of official list entry

Planning (Listed Buildings and Conservation Areas) Act 1990
Town & Country Planning Act 1990 (as amended)
Planning and Compulsory Purchase Act 2004

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