


Report to be read in conjunction with the Decision Notice.								
Signed:	Officer:	BT	Date:	13/4/26	Manager:	LH	Date:	16/4/26

Application Ref:	3/2026/0086			 Ribble Valley Borough Council www.ribblevalley.gov.uk
Date Inspected:	18/2/26	Site Notice:	18/2/26	
Officer:	BT			
DELEGATED ITEM FILE REPORT:				APPROVAL

Development Description:	Listed Building Consent for second floor refurbishment to create 4no letting bedrooms with en-suites and replace existing windows and doors to the east elevation with new windows and doors and glass balustrade.
Site Address/Location:	Swan and Royal Hotel, Castle Street, Clitheroe, BB7 2BX.

CONSULTATIONS:	Parish/Town Council
Clitheroe Town Council:	No objections.

CONSULTATIONS:	Highways/Water Authority/Other Bodies
LCC Highways:	No objections subject to condition.

CONSULTATIONS:	Additional Representations.
One letter of support has been received in relation to the application.	

RELEVANT POLICIES AND SITE PLANNING HISTORY:
<p>Ribble Valley Core Strategy:</p> <p>Key Statement DS1: Development Strategy Key Statement DS2: Sustainable Development Key Statement EN5: Heritage Assets Policy DMG1: General Considerations Policy DMG2: Strategic Considerations Policy DME4: Protecting Heritage Assets</p> <p>Planning (Listed Buildings and Conservation Areas) Act 1990 Section 16</p> <p>National Planning Policy Framework (NPPF)</p>
<p>Relevant Planning History:</p> <p>3/2025/0613: Listed Building Consent for proposed alterations including External: External painting of the building with white and black as originally Internal: Replacement of current floor covering with parquet wood; refurbishment of current bar area; wood panelling on walls; removal of fireplaces but retention of two original stone fireplaces; decoration of all bar and lounge areas; replacement of all furniture; replacement of ladies and gents toilets with new (Withdrawn)</p> <p>3/2019/0724:</p>

New signage scheme consisting six sign boards (two illuminated fascia signs, two amenity boards one history sign and one shopping sign) (Approved)

3/2019/0723:

New signage scheme consisting six sign boards (two fascia signs, two amenity boards one history sign and one shopping sign). Five flood lights fixed to eaves on front elevation, one LED trough-light, two hanging lanterns at the main entrance, and one brass menu case (Approved)

3/2014/1096:

To replace existing damaged structural elements due to fire and water damage with new steelwork in accordance with the structural engineers design and calculations (Approved)

3/2010/0616:

Application for the discharge of condition no.5 (roof materials), of planning consent 3/2009/0900P (Approved)

3/2009/0900:

Reinstatement of structure and internal/external remedial works following fire damage together with new external escape stair from the manager's flat (Approved)

3/2009/0899:

Reinstatement of structure and internal/external remedial works following fire damage together with new external escape stair from the manager's flat (Approved)

3/2007/0144:

Proposed retractable awning to create smoking solution to the side of The Swan & Royal Hotel (Refused)

3/2007/0143:

Proposed erection of retractable awning to create smoking solution to the side of The Swan & Royal Hotel (Refused)

3/2002/0933:

Installation of a commemorative plaque on front elevation of hotel (listed building consent) (Approved)

3/2000/0868:

Provision of telecommunication apparatus on external wall of building (listed building consent) (Approved)

3/1999/0926:

Illuminated projecting and fascia sign (Approved)

3/1999/0719:

Demolish internal walls to ladies toilets. remove sections of 2 internal walls to enable repositioning of ladies toilets. adjust size and position of bar (conservation area consent) (Approved)

3/1999/0718:

Internal alterations (Listed Building Consent) (Approved)

3/1998/0750:

Internal changes to form additional bar area, new toilets in function room and emergency exit. Remove toilet and reform bar area. (listed building consent) (Approved)

3/1994/0140:

Non-illuminated cast painted wall sign (Approved)

3/1994/0139:

Erection of canopy with glazed roof on painted cast columns & erect painted cast sign (listed building app.) (Refused)

3/1994/0138:

Erection of canopy with glazed roof on painted cast columns and erect painted cast sign (Refused)

3/1989/0069:

New toilet accommodation to serve bathroom new ladies toilet to ground floor (Approved)

3/1988/0862:

Exterior flood lighting (Approved)

3/1988/0818:

Illumination to front and side (Approved)

3/1986/0056:

Demolition of part of kitchen, removal of bay windows, installation of shop fronts, removal of internal walls, new toilet, part re-roofing and removal of render (Approved)

3/1985/0699:

Formation of new emergency exit at first floor level and extension of existing escape balcony (Approved)

3/1985/0547:

Change of use of part restaurant and kitchens to shop units (Approved)

3/1985/0546:

Demolition of bottle store and internal alterations (Approved)

3/1984/0178:

Proposed new pedestrian access from Castle Street, extend onto existing building to form beer cellar at rear (Approved)

3/1984/0172:

Proposed new pedestrian access from Castle Street, extend onto existing building to form beer cellar at rear (Approved)

ASSESSMENT OF PROPOSED DEVELOPMENT:

Site Description and Surrounding Area:

The application relates to a public house situated in Clitheroe town centre within the Clitheroe Conservation Area. Primary access to the application property is from Castle Street with additional access to the building being from Swan Courtyard. The ground floor area of the application property accommodates a bar, dining area and function room with its first floor level accommodating six letting bedrooms. The second floor level of the building currently comprises of staff accommodation and bedrooms with this area of the building forming the basis of this application. The application site lies within the nucleus of Clitheroe town centre with the surrounding area being predominantly commercial in character.

The application property holds Grade II Listed Building status with the official Historic England listing description reading as follows:

'C18. 3 storeys, stuccoed. Rusticated quoins. Carved eaves cornice on carved brackets. Three 3-light windows per storey, those to the 1st and ground storey being large with broader centre lights and those in the upper storey being smaller, no glazing bars to ground floor. Plinth. The door is round-headed with panelled jambs and archivolt and has impost with nail heads, and semi-circular fanlight. Fielded double doors. Painted stone beneath tall ground floor windows. A wrought iron inn sign has a good bracket bearing grapes and vine leaves.

No 26 Swan and Royal Hotel and Nos 30 to 40 (even) form a group with premises occupied by Barclays Bank Nos 30 to 40 (even) be build of local interest only.'

Proposed Development for which consent is sought:

Listed Building Consent is sought for the refurbishment of the application property's second floor level to form four en-suite letting bedrooms with the proposed works being as follows:

- Replacement of existing timber / plasterboard partitions with new timber / plasterboard partitions with plaster skim finish
- Installation of new timber joist floor over existing chipboard floor to accommodate drainage and services
- Existing plasterboard ceilings to be underdrawn with additional plasterboard with plaster skim finish
- Replacement of existing fire escape door and window within South-eastern elevation with new timber heritage style door and french doors and windows with glass balustrade

Principle of Development:

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. LPAs should, in coming to decisions, consider 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.

Chapter 16 of the National Planning Policy Framework sets out expectations with regards to conserving and enhancing the historic environment. Applicants are required to describe the significance of any heritage assets affected, including any contribution made by their setting.

Local Planning Authorities should consider any loss of historic fabric to constitute harm, but to make an assessment as to the significance of the asset and apply weight to its conservation accordingly.

Accordingly, the proposed works to the Listed Building will be carefully assessed with respect to the duties above.

Impact upon Listed Building:

Paragraph 212 of the NPPF states:

'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.'

In addition, Key Statement EN5 of the Ribble Valley Core Strategy states:

'There will be a presumption in favour of the conservation and enhancement of the significance of heritage assets and their settings.'

Furthermore, Policy DME4 of the Core Strategy states:

'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.'

Heritage impact is considered to be the potential level of harm upon the significance of a heritage asset caused by development proposals. The NPPF defines significance as 'the value of a heritage asset to this and future generations because of its heritage interest'. Such interest can be archaeological, architectural, artistic or historic.

Statements Of Heritage Significance, Historic England (2019) defines these as follows:

'Archaeological Interest: 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: 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.'

National Planning guidance requires applicants to describe the significance of any heritage assets affected, including any contribution made by their setting in order to allow the LPA to come to a judgment about the level of impact on that significance and therefore on the merits of the proposal.

A heritage statement has been provided in support of the application which makes reference to the property's listing description and association with historical guests, both of which allude to the significance of the application property as being underpinned by a combination of its archaeological interest (remnant historic fabric), architectural interest (window / door detail) and historic interest (association with notable historic figures).

In this instance, the application's supporting information states that the proposed works are considered to be justified on the basis that the additional letting rooms would enable the existing establishment to remain economically viable in a hospitality climate which is currently difficult and uncertain. It is further stated that the proposed development would be of benefit to other businesses in Clitheroe by virtue of occupants of the proposed accommodation frequenting other local establishments.

Guidance on Alterations to Listed Buildings (IHBC, 2021) states:

'The quality of interiors and the survival of internal historic fabric may vary considerably. Some rooms or other internal spaces may be of undoubted heritage merit. Others may be less so, either individually or collectively, and may have been significantly altered. The special interest of each space and the nature of the proposed work should be carefully assessed to determine to what extent the character of the space may be affected in whole or in part...proposals for sub-division should be confined to an absolute minimum.'

In this instance, the application's supporting information states that the existing internal partitions, doors, floor, ceiling and windows and doors to the fire escape within the property's second floor area are all modern features that were installed after a major fire to the property in 2009. It is further stated that the property's roof has no historic structures supporting it as new timber trusses were also installed after the aforementioned fire. Consequently, the proposed replacement of the existing partition walls, alterations to the floor space and ceiling areas and replacement of the existing fire escape door and window would not result in the loss of any historic building fabric or features.

In addition, the proposed use of materials would match the materiality of the existing materials in place which include timber / plasterboard partitions with a skim finish, plasterboard ceilings with a skim finish, timber flooring and timber based heritage style doors and windows comprising a multi-paned design detailed in a white paint finish, all of which would be in keeping with the materiality, design and colour profile of the existing door and window within the property's South-eastern elevation. In addition, sectional details of the proposed replacement doors and windows have been provided in support of the application which indicate that these features would comprise discreet profiles that would be recessed into the property's existing door and window openings as per the existing door and window arrangement in place, with the proposed balustrade feature comprising an equally slimline profile. As such, the proposed replacement doors and windows and balustrade feature would read as congruent and sympathetic additions to the property.

Furthermore, the proposed quantity of subdivision to the building's second floor area arising from the creation of the four en-suite rooms would be largely similar to the existing extent of subdivision in place and as previously conveyed, the existing floor plan in place at the building's second floor level comprises a modern layout that was formed following fire damage therefore the proposed internal alterations would not result in the loss of any historic plan form.

Taking account of all of the above, the works proposed would be compliant with current heritage guidance and would have a neutral impact upon the significance of the heritage asset. The works proposed are therefore considered to be acceptable. Consequently, the proposed development would satisfy the requirements of Section 16 of the Listed Buildings and Conservation Areas) Act 1990, Paragraph 212 of the NPPF and Key Statement EN5 and Policy DME4 of the Ribble Valley Core Strategy.

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 Listed Building Consent be granted subject to the imposition of conditions.