

Report to be read in conjunction with the Decision Notice.							
Signed:	Officer:	BT	Date:	30/7/26	Manager:	LH	Date: 30/7/26

Application Ref:	3/2026/0320			 Ribble Valley Borough Council www.ribblevalley.gov.uk
Date Inspected:	26/6/26	Site Notice:	26/6/26	
Officer:	BT			
DELEGATED ITEM FILE REPORT:				APPROVAL

Development Description:	Planning Permission for proposed change of use of part of the ground floor from retail (Use Class E) to residential use (Use Class C3) and replacement of existing shop front with new lean-to extension.
Site Address/Location:	83 The Square, Waddington, BB7 3HZ.

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

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

CONSULTATIONS:	Additional Representations.
None.	

RELEVANT POLICIES AND SITE PLANNING HISTORY:
Ribble Valley Core Strategy: Key Statement DS1: Development Strategy Key Statement DS2: Sustainable Development Key Statement EN2: Landscape Key Statement EN5: Heritage Assets Key Statement EC1: Business and Employment Development Key Statement EC2: Development of Retail, Shops and Community Facilities Key Statement DMI2: Transport Considerations Policy DMG1: General Considerations Policy DMG2: Strategic Considerations Policy DMG3: Transport & Mobility Policy DME4: Protecting Heritage Assets Policy DMH5: Residential and Curtilage Extensions Policy DMR3: Retail Outside the Main Settlements Planning (Listed Buildings and Conservation Areas) Act Section 16, 66 & 72 National Planning Policy Framework (NPPF) Relevant Planning History: 3/2026/0321:

Listed Building Consent for proposed change of use of part of the ground floor from retail (Use Class E) to residential use (Use Class C3), replacement of existing shop front with new lean-to structure and internal alterations (Ongoing)

3/2024/0289:

Proposed change of use of ground floor commercial component of property (Use Class E) to residential use (Use Class C3) and reinstatement of river cobbles to frontage of property (Refused)

3/1986/0477:

Rear extension and internal alterations (PP) (Approved)

3/1986/0455:

Rear extension and internal alterations (LBC) (Approved)

ASSESSMENT OF PROPOSED DEVELOPMENT:

Site Description and Surrounding Area:

The application relates to a mixed use three storey terraced property in Waddington. The ground floor component of the application property partially comprises a commercial component which was last in use as a post office and village shop. The remainder of the property's ground floor component and first and second floors are in residential use. The application property has been subject to some alterations historically in the form of a front and rear extension and a tarmacked path which provides access to the property's front door. The application property occupies a visually prominent location within the defined settlement area of Waddington with the immediate area being predominantly residential in character. Both the application property and adjoining property of No. 84 The Square hold Grade II Listed Building status with the listing description for the pairing of properties reading as follows:

'House and shop, late C18th. Pebble dashed rubble with slate roof. 3 storeys, 2 bays, with paired central doorways with plain stone surrounds. The left-hand (house) bay has tripartite windows with plain stone surrounds and square mullions on the ground and 1st floor. The right-hand bay has a similar window on the 1st floor, the ground floor now having a large shop window. The 2nd floor has 2-light windows with plain stone surrounds and square mullions. End stacks.'

Proposed Development for which consent is sought:

Planning consent is sought for a proposed change of use of the application property's retail component (Use Class E) to residential use (Use Class C3) and for the replacement of the property's existing shop front with a new lean-to extension.

Principle of Development:

Analysis shows a discernible absence of amenities in terms of shops, cafés and other commercial premises within the village of Waddington, with Wild Buck cafe currently being the only such establishment within the village. In this instance, the proposed development comprises a change of use of the property's commercial component to residential use which in turn would result in the loss of a commercial premises within the rural village of Waddington whereby such uses are already largely absent.

Paragraph 98 (c) of the National Planning Policy Framework states:

‘To provide the social, recreational and cultural facilities and services the community needs, planning policies and decisions should guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community’s ability to meet its day-to-day needs.’

In addition, Policy DMR3 of the Core Strategy states:

‘The change of use of ground floor commercial premises to residential accommodation within the village boundaries will be approved providing it has been demonstrated that the change of use will not lead to adverse effects on the local economy. In assessing any application the council will require the applicant to provide information to demonstrate there is no demand to retain the premises in commercial use. The property will be expected to have been offered for sale on the open market for a period of at least 12 months at a realistic price (confirmed by independent verification). Information on all offers made, together with copies of the sale particulars will also be required to accompany the application.’

In this instance, a marketing assessment and email correspondence have been provided in support of the application which show that the commercial floorspace of the property has been continuously marketed from August 2024 through to the present day by way of advertising on multiple websites, large volume email campaigns and physical signage however the submitted assessment and subsequent email correspondence show that interest to let the commercial component of the property has been limited, with nothing materialising from these enquiries due to various factors (drainage requirements rendering the uptake of the space as unviable, limited floorspace on offer, uses proposed that would be inappropriate within a residential setting). These findings together with the period of vacant use suggest that the proposed change of use would be unlikely to result in any adverse impacts upon the local economy. Furthermore, the above findings suggest that retention of the property’s existing commercial floorspace does not appear to be viable, and that no discernible demand exists.

As such, and in light of the evidence provided, it is not considered that the proposed change of use would raise any measurable conflicts with the aims and objectives of Paragraph 98 (c) of the NPPF and Policy DMR3 of the Core Strategy and as such is considered to be acceptable in principle, subject to an assessment of additional material planning considerations.

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 summarises the significance of the application property as follows:

'The application building dates from the late 18th century and was built as one of a pair of three-storey houses of modest character. By the late 19th century it contained a grocery and post office run by the Dugdale family, who in 1880 expanded their business to include livestock feed, although that side of the enterprise was relocated to Clitheroe in the early 20th century...As part of a listed building, 83 The Square is nationally important, though its significance is largely confined to its front elevation and its overall form as one of a pair of semi-detached 18th century houses, forming part of the open space at the historic heart of the village (The Square); these aspects also contribute positively to the special interest of the Waddington conservation area.'

Accordingly, the above observations indicate that the significance of the application property is underpinned by a mixture of its archaeological interest (remnant historic fabric) architectural interest (fenestration within principal elevation) and historical interest (past association with local families).

In this instance, the proposal seeks to make internal alterations to the application property at the ground and first floor levels and remove and replace the property's existing shopfront with a new lean-to extension.

With regards to such works, *Guidance on Alterations to Listed Buildings (IHBC, 2021)* states:

'Proposals for sub-division should be confined to an absolute minimum...all work affecting historic fabric should be undertaken in a manner that is readily reversible.'

Making changes to Heritage Assets, Historic England (2016) provides additional guidance as follows:

'The main issues to consider in proposals for additions to heritage assets, including new development in conservation areas are proportion, height, massing, bulk, use of materials, durability and adaptability, use, enclosure, relationship with adjacent assets and definition of spaces and streets, alignment, active frontages, permeability and treatment of setting...the junction between new work and the existing fabric needs particular attention, both for its impact on the significance of the existing asset and the impact on the contribution of its setting.'

In this instance, the internal alterations proposed to the ground floor level of the property would be minimal in terms of scope comprising the removal of a stairway entrance door (which has been confirmed as modern 1980s addition) and the formation of a modestly sized partition at the property's front entrance. Consequently, the existing ground floor plan form of the building would remain legible following the proposed alterations therefore these works are considered to be acceptable. The internal alterations proposed at the property's first floor level include the insertion of a new door opening to serve the property's living room area and the subdivision of the property's kitchen and dining area to form a hall and ensuite bedroom. These alterations are not considered to amount to an excessive quantity of subdivision relative to the existing plan form which would remain legible following the proposed alterations therefore these works are considered to be acceptable.

It is understood that a shopfront was added to the application property between 1884 and 1907 however the application's heritage statement confirms that this feature has been subject to various alterations over time with regards to its composition of materials and design, with the most notable of these being the replacement of its original flat roof profile with the mono-pitched roof profile currently in place (believed to have been added in the 1970s according to email correspondence from the applicant). In light of this, the application's heritage statement refers to the projecting shopfront as an architecturally unremarkable addition which has somewhat marred the appearance of the heritage asset, with the shopfront providing a neutral contribution to the significance of the heritage asset. In this instance, the proposal seeks to replace the existing shopfront with a new single storey extension which would comprise an identically sized footprint to that of the existing shopfront therefore the existing plan form of the heritage asset would remain unchanged following the introduction of the extension. In addition, the extension would incorporate a mono-pitched roof profile as per the existing shopfront feature, albeit with a slightly shallower roof slope which in turn would allow for a clearer appreciation of the property's mullioned first floor window directly above which at present is abutted at the cill level by the existing lean-to roof in place. Furthermore, the replacement extension would be detailed in slate, stone and timber windows which would be in keeping with the materiality of the existing shopfront. Consequently, it is not considered that the proposed introduction of a new extension which in this case would largely mirror the existing shopfront with regards to its proportions, design and materiality would result in any harm to the significance of the heritage asset.

Taking account of all of the above, the works proposed would be compliant with current heritage guidance and would in this instance have a neutral impact upon the significance of the heritage asset and as such are 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.

Impact upon Character/appearance of Conservation Area:

The proposal site is situated within the Waddington Conservation Area. With reference to making decisions on applications for development in Conservation Areas, Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

"...special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."

This guidance is reiterated in Key Statement EN5 of the Ribble Borough Valley Core Strategy which stipulates that all development proposals should respect and safeguard the character, appearance and significance of all Conservation Areas.

The *Waddington Conservation Area Appraisal (2005)* identifies the following elements as contributing to the Conservation Area's special interest:

- Coronation Gardens running alongside the Waddington Brook

- Meadows and working farms within the heart of the village
- Attractive footpaths that follow the village's numerous water courses
- Numerous historic buildings

Northwards views towards St. Helen's Church and Waddington Methodist Church and Southward views from the junction of West Bradford Road and Branch Road are denoted as Key Views on the Waddington Conservation Area Map. Threats to the Conservation Area are listed as the continuing loss of original architectural details and use of inappropriate modern materials or details.

In this instance, the principal elevation of the application property and its overall form as one of a pair of semi-detached 18th century houses forming part of the open space at the historic heart of the village (The Square) provide a positive contribution to the special interest of the Waddington Conservation Area, with the property's later shopfront addition making a neutral contribution to the Conservation Area. Consequently, it is considered that the introduction of a new extension that would largely replicate the existing shopfront with respect to its siting, proportions, design and materials would have an equally neutral impact upon the special interest of the Conservation Area. Consequently, the proposed development would satisfy the requirements of Key Statement EN5 and Policy DME4 of the Ribble Valley Core Strategy and Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Impact Upon Residential Amenity:

Paragraph 135 (f) of the National Planning Policy Framework states:

'Planning policies and decisions should ensure that developments create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users'.

Furthermore, Policy DMG1 of the Core Strategy requires all proposals for development to consider the effects of development upon existing amenities.

In this instance, the application property incorporates an existing residential use within its first and second floor components and within part of its ground floor level therefore it is not considered that the proposed conversion of the property's commercial ground floor component (which currently occupies approximately half of the property's ground floor space) would intensify the residential use of the property to the point whereby this would be of detriment to the amenity of any adjoining neighbouring residents. In any case, loss of the property's commercial component would likely result in fewer comings and goings to and from the property.

Taking account of the above, it is not considered that the proposed change of use would be harmful to the amenity of any neighbouring residents. The proposed development would therefore be compliant with the aims and objectives of Paragraph 135 (f) of the NPPF and Policy DMG1.

Visual Amenity/External Appearance:

Paragraph 135 (c) of the NPPF states:

'Planning policies and decisions should ensure that developments are sympathetic to local character and history, including the surrounding built environment and landscape setting'.

Policy DMG1 of the Ribble Valley Core Strategy provides general design guidance as follows:

'All development must be sympathetic to existing and proposed land uses in terms of its size, intensity and nature as well as scale, massing and style...particular emphasis will be placed on visual appearance and the relationship to surroundings, including impact on landscape character.'

With respect to development within Areas Of Outstanding Natural Beauty (now known as National Landscapes), Paragraph 189 of the NPPF states:

'Great weight should be given to conserving and enhancing landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty.'

The above is reiterated within Key Statement EN2 of the Core Strategy:

'The landscape and character of the Forest of Bowland Area of Outstanding Natural Beauty will be protected, conserved and enhanced. Any development will need to contribute to the conservation of the natural beauty of the area. As a principle the Council will expect development to be in keeping with the character of the landscape, reflecting local distinctiveness, vernacular style, scale, style, features and building materials.'

In this instance, the proposal seeks to introduce a new extension to the frontage of the application property which would mirror the existing shopfront with regards to its siting, footprint, height and lean-to roof profile (albeit with the proposed extension comprising a slightly shallower roof slope). In addition, the replacement extension would be detailed in slate, stone and timber windows which would also be in keeping with the materiality of the existing shopfront. Furthermore, the fenestration within the principal elevation of the proposed extension would appear more domestic in appearance relative to the existing shopfront window arrangement in place, with the cill level of the extension's windows also being more closely aligned with the cill level of the windows within the adjacent neighbouring properties of No. 83A and 84 The Square. As such, the proposed extension would read as a proportionate and congruent addition to the frontage of the application property in the sense that it would largely replicate the existing arrangement in place on the frontage of the application property whilst appearing more residential with regards to its design.

Taking account of all of the above, it is not considered that the proposed development would be harmful to the visual amenities of the area and would therefore conserve the character of the surrounding National Landscape. The proposal would therefore satisfy the requirements of Paragraphs 135 (C) and 189 of the NPPF and Key Statement EN2 and Policy DMG1 of the Core Strategy.

Highways and Parking:

The proposed development has been subject to review by Lancashire County Council Highways who have raised no issues with respect to access, parking provision or general highway safety. On this basis, it is not considered that the proposed development would have any undue impacts upon highway safety as such the proposal satisfies Policy DMG1 of the Core Strategy (highways).

Landscape/Ecology:

Protected Species

The proposal would involve disturbance to the roofspace of the application property's shopfront therefore a bat survey has been provided in support of the application. The submitted bat survey identifies low to moderate foraging potential in the area surrounding the application site with the application property assessed as holding negligible roosting potential and with no current or historic evidence of bats or nesting birds observed on site. As such, no further survey work has been

recommended however the submitted ecology report provides recommendations to be adhered to during any works to the roofspace of the property's shopfront and compliance with these recommendations has been secured by way of a planning condition.

BNG

The development is exempt from having to achieve the mandatory Biodiversity Net Gain requirement as it is subject to the de minimis exception.

Observations/Consideration of Matters Raised/Conclusion:

The proposed development would result in the loss of a commercial premises within the rural village of Waddington however in this instance sufficient evidence has been provided to demonstrate that the proposed change of use would be unlikely to result in any adverse impacts upon the local economy and that retention of the property's commercial floorspace would be unviable in the current economic climate. The proposal would therefore satisfy the requirements of Paragraph 98 (c) of the NPPF and Policy DMR3 of the Core Strategy and as such is considered to be acceptable in principle.

In addition, it is not considered that the development proposed would have any undue impacts upon neighbouring amenity, the visual amenities of the area or historic character of the Waddington Conservation Area. Furthermore, the development as proposed does not raise any concerns with respect to highway safety or the ecology of the area.

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

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