

Report to be read in conjunction with the Decision Notice.								
Signed:	Officer:	LW	Date:	20/07/26	Manager:	LH	Date:	20/7/26

Application Ref:	3/2026/0382			 Ribble Valley Borough Council www.ribblevalley.gov.uk
Date Inspected:	26/06/26	Site Notice:	26/06/26	
Officer:	LW			
DELEGATED ITEM FILE REPORT:				REFUSAL

Development Description:	Proposed second floor extension to rear to provide additional Class E space, alterations and creation of new window and door openings.
Site Address/Location:	10 King Street, Clitheroe, BB7 2EU.

CONSULTATIONS:	Parish/Town Council
A consultation response from Clitheroe Town Council was received 9 th June raising no objection to the proposed development.	

CONSULTATIONS:	Highways/Water Authority/Other Bodies
LCC Highways:	No objection subject to conditions.

CONSULTATIONS:	Additional Representations.
One third-party representation has been received with respect the proposed development, raising concerns about the impact upon the character and appearance of the Clitheroe Conservation Area, particularly with respect to the number and size of windows and the larger and more steeply pitched roof which would introduce a level of over-domestication to the building.	

RELEVANT POLICIES AND SITE PLANNING HISTORY:
Ribble Valley Core Strategy: Key Statement DS1: Development Strategy Key Statement DS2: Sustainable Development Key Statement EN4: Biodiversity and Geodiversity Key Statement EN5: Heritage Assets Key Statement EC1: Business and Employment Development Key Statement DMI2: Transport Considerations Policy DMG1: General Considerations Policy DMG2: Strategic Considerations Policy DMG3: Transport & Mobility Policy DME3: Site and Species Protection and Conservation Policy DME4: Protecting Heritage Assets Policy DMB1: Supporting Business Growth and the Local Economy Policy DMR1: Retail Development in Clitheroe

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

Relevant Planning History:

3/1987/0275: New shop front (Approved).

3/1980/1006: Advert at rear (Approved).

3/1979/0334: Two storey extension to rear (Approved).

6/2/183: New shop front (Approved).

ASSESSMENT OF PROPOSED DEVELOPMENT:

Site Description and Surrounding Area:

The application site comprises the Victoria Buildings, incorporating Nos. 10 and 12 King Street, which are situated within the defined Clitheroe Town Centre boundary and the designated Clitheroe Conservation Area. The building forms part of a terrace of commercial properties, with No. 10 extending to three storeys and No. 12 extending to five storeys.

No. 12 King Street is constructed in coursed, roughly dressed sandstone, featuring dressed ashlar surrounds to the windows and doors, together with rock-faced quoins. The principal elevation of No. 10 has been altered and now comprises modern masonry at ground floor level with pebbledash render to the upper storeys. To the rear, No. 12 is predominantly constructed in rubble stone, with the fifth storey finished in brickwork, whilst the rear elevation of No. 10 is rendered. An attached two-storey structure projects from the rear of the building and is principally constructed of rubble sandstone, with brickwork to the north-western gable end. The building is covered by a gabled concrete tile roof, together with areas of flat roofing.

The application building is identified as a Building of Townscape Merit within the *Clitheroe Conservation Area Appraisal*. It also occupies a prominent position within the historic town centre and lies in close proximity to a number of designated heritage assets, including several Listed Buildings situated along Market Place and Castle Street.

Proposed Development for which consent is sought:

Planning permission is sought for the erection of a second-floor extension above the existing two-storey rear projection to provide additional Class E floorspace, together with associated alterations to the building's fenestration.

The proposed additional accommodation would be largely created within the roof space of the existing rear projection. The development would involve an increase in the overall ridge height of approximately 2 metres and an increase in the eaves height of approximately 0.4 metres. The extension would incorporate a total of 13 conservation-style rooflights, comprising 11 rooflights within the pitched roof slopes and a further two rooflights within the flat roof section. A gabled

feature would be introduced on the south-eastern elevation, with a new full-height window positioned beneath. Existing first-floor window openings on this elevation would also be raised.

On the north-eastern elevation, the proposal includes the insertion of four first-floor windows and one second-floor window, together with the formation of a new doorway at ground-floor level. In addition, the former second-floor window opening on the front elevation of No. 10 King Street would be reopened and reinstated.

In terms of materials, the extension would be constructed using natural stone walling, natural slate roof coverings and a lead-coloured roof membrane to the flat roof areas. Lead flashings and rainwater goods are also proposed. All new openings would be fitted with timber-framed windows and doors, incorporating dressed stone surrounds.

Principle of Development:

The proposal relates to the extension of an existing commercial premises located within the defined Clitheroe Town Centre boundary. Clitheroe is identified as a Principal Settlement within the Ribble Valley Core Strategy, where proposals that support the vitality and viability of the town centre are generally encouraged. The development would provide additional Class E floorspace within an established commercial building and is therefore considered acceptable in principle, subject to compliance with other relevant development plan policies and all other material planning considerations.

Impact upon Listed Building(s) and Setting:

The application site is situated within close proximity to a number of Grade II Listed Buildings located along Market Place and Castle Street and, as such, the proposed development has the potential to affect the setting of these designated heritage assets. In determining the application, the Local Planning Authority is required to have special regard to the statutory duty set out under Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Section 66 states:

'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 the building or its setting or any features of special architectural or historic interest which it possesses.'

In addition, Paragraph 212 of the National Planning Policy Framework (NPPF) requires that:

'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).'

At the local level, Key Statement EN5 and Policy DME4 of the Ribble Valley Core Strategy are of primary relevance in assessing the effect of development on designated heritage assets and their settings.

Key Statement EN5 establishes a presumption in favour of the conservation and enhancement of heritage assets and their settings, whilst Policy DME4 states that proposals affecting Listed

Buildings, buildings of local heritage interest, or development within their setting that would harm their significance will not be supported.

In this case, the proposed extension and associated alterations relate predominantly to the existing two-storey rear projection of the building, located to the rear of the established King Street frontage. Owing to the site's position and the enclosing form and scale of surrounding development, the proposed works would not be visible within the Market Place or Castle Street street scenes.

Whilst views of the proposal would be possible from Church Walk and the adjacent public car park, where it would be seen in the context of the rear elevations of the Listed Buildings fronting Market Place, these views would be limited and experienced within a background setting. As such, it is not considered that the proposal would significantly detract from the character, appearance or setting in which the heritage assets are experienced.

Furthermore, the principal south-west elevation fronting King Street would remain largely unaltered. The only change proposed to this elevation is the reinstatement of a former second-floor window opening. This intervention would represent a modest and sympathetic alteration that would better reflect the building's historic form and would not give rise to any adverse impacts on the significance or setting of nearby Listed Buildings.

Having regard to the statutory duty under Section 66 of the 1990 Act, the provisions of the NPPF, and the relevant policies of the Ribble Valley Core Strategy, it is considered that the proposal would preserve the setting of nearby Listed Buildings and would result in no harm to their significance. The development is therefore considered compliant with Key Statement EN5 and Policy DME4 of the Ribble Valley Core Strategy and Paragraph 212 of the NPPF.

Impact upon Character/appearance of Conservations Area:

The application site is located within the Clitheroe Conservation Area. In assessing the proposal, the Local Planning Authority is required to have special regard to the statutory duty set out under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Section 72 states that:

'special attention shall be paid to the desirability of preserving or enhancing the character or appearance' of Conservation Areas.

In addition, Paragraph 212 of the NPPF advises that:

'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).'

At the local level, Key Statement EN5 and Policy DME4 of the Ribble Valley Core Strategy are of particular relevance to the assessment of impacts upon designated heritage assets.

Key Statement EN5 establishes a presumption in favour of the conservation and enhancement of the significance of heritage assets and their settings. Policy DME4 further requires that development proposals within, affecting views into or out of, or affecting the setting of a Conservation Area conserve and, where appropriate, enhance its character, appearance and significance.

In addition, Policy DMG1 requires development to be sympathetic to its surroundings in terms of its scale, massing, form, appearance and materials, with particular regard given to visual appearance and the relationship between buildings and their wider context.

The application building, including the existing two-storey rear projection, is identified as a Building of Townscape Merit within the *Clitheroe Conservation Area Appraisal*. The site occupies a prominent position within the historic town centre, fronting King Street and remaining visible from Church Walk, the adjacent public car park and the alleyway linking King Street and Church Walk. As such, the proposed development would be visible from a number of publicly accessible vantage points.

In this respect, the proposed reinstatement of a former second-floor window opening on the principal elevation would represent a modest and sympathetic alteration which would better reflect the historic appearance of the building. This aspect of the proposal is considered to preserve the character and appearance of both the Building of Townscape Merit and the wider Conservation Area.

With regards to the proposed extension and alterations to the rear projection, the submitted Design, Access and Heritage Statement contends that this part of the town centre makes only a negligible contribution to the significance of the Conservation Area due its largely mundane and utilitarian appearance which is not commensurate with the higher quality commercial streetscape of King Street and Market Place.

The Local Planning Authority does not share this view. Whilst the principal commercial frontages undoubtedly make a significant contribution to the character of the Conservation Area, the historic network of rear plots, outbuildings, service yards and ancillary structures also forms an important component of its significance. These areas provide evidence of the historic evolution and functioning of the town centre and contribute to the legibility and distinctive townscape character of the Conservation Area.

Although relatively simple in its architectural treatment, the existing two-storey rear projection positively contributes to this character. Its restrained detailing and functional appearance provide a clear contrast with the more ornate and formally designed street-facing elevations. The building is also representative of the traditional backplot form and character evident along Church Walk and within the surrounding rear plots.

The proposed extension would substantially alter the appearance of the existing structure. The increased ridge height, steeper roof profile and the introduction of numerous new window openings and rooflights would significantly change the character of the building. In particular, the quantity of window openings and rooflights and enlarged roof form, would introduce a more domestic appearance that would be at odds with the simple, utilitarian character currently exhibited by the building.

As a result, the proposal would erode the historic and functional qualities that contribute to the significance of the existing structure and would appear anomalous and incongruous when viewed alongside the other traditional backplot buildings that characterise this part of the Conservation Area. The development would therefore fail to preserve the character and appearance of this part of the Conservation Area and would result in a degree of harm to its significance.

The identified harm is considered to amount to less than substantial harm within the meaning of the NPPF. Nevertheless, such harm carries considerable importance, having regard to the statutory duty under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 and the requirements of the NPPF.

However, in accordance with Paragraph 215 of the NPPF, this less than substantial harm must be weighed against the public benefits of the proposal.

The proposal would deliver a modest amount of additional Class E floorspace within an existing town centre building, which would support the continued commercial use of the premises. The development would also generate limited economic benefits through the creation of temporary construction-related employment and expenditure during the building phase.

Whilst these benefits attract some weight in favour of the proposal, they are considered to be relatively modest in scale and are not considered sufficient to outweigh the identified heritage harm to the Clitheroe Conservation Area. Consequently, the public benefits of the scheme do not justify the heritage harm that has been identified.

It is therefore concluded that the proposal would result in an unacceptable level of harm to the character and appearance of the Conservation Area, contrary to the statutory duty under Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, Paragraphs 212 and 215 of the National Planning Policy Framework, and Key Statement EN5 and Policies DME4 and DMG1 of the Ribble Valley Core Strategy.

Impact Upon Residential Amenity:

The application site lies within the Clitheroe Main Town Centre boundary. Whilst a number of residential properties are located in the vicinity of the site, their existing relationship with surrounding town centre commercial activities is acknowledged. In view of this established mixed-use context, the proposed development is not considered likely to result in any significant harm to the living conditions or amenities of neighbouring occupiers, subject to the imposition of appropriate conditions.

Highways and Parking:

The application has been assessed by Lancashire County Council Highways, acting as the Local Highway Authority (LHA), which raises no objection to the proposed development in principle. However, the LHA has identified potential impacts arising during the construction phase, given the site's location within a heavily pedestrianised area of Clitheroe town centre.

To mitigate these impacts and ensure the safe operation of the surrounding highway network, the LHA recommends the imposition of a number of planning conditions. These include the submission and approval of a Construction Management Plan prior to the commencement of development, together with restrictions on the timing of construction-related deliveries and activities.

Having regard to the comments of the Local Highway Authority, and subject to the imposition of the recommended conditions, the proposal is not considered likely to result in an unacceptable impact on highway safety or the operation of the local highway network. The development is therefore considered acceptable in respect of highway safety and parking matters.

Landscape/Ecology:

The application is supported by a Bat Survey dated 7 May 2026. The preliminary roost assessment identified no evidence of bat roosting within the building. However, sections of the rear elevation were found to provide some limited potential for crevice-dwelling bats, owing to gaps in the stonework and areas of missing pointing and brickwork.

In response to these findings, an evening emergence survey was undertaken to determine whether the building was being used by roosting bats. No bats were observed emerging from the structure during the survey. The only bat activity recorded comprised a single pipistrelle bat commuting and foraging within the wider area. This activity originated from the north-east and was not found to be associated with the application building.

The survey therefore concludes that the building is unlikely to support a bat roost of significance and that there is no evidence of bats currently roosting within the structure. Furthermore, the identified crevices are considered to provide only negligible to low roosting potential. Consequently, the proposed development is not expected to result in the loss or disturbance of any bat roosts, nor would it adversely affect important foraging habitat or commuting routes. The limited bat activity recorded in the vicinity of the site would remain unaffected by the proposed works.

Notwithstanding these findings, the survey recommends the incorporation of biodiversity enhancement measures within the development, including the installation of three artificial bat boxes. These enhancements can be secured through an appropriately worded planning condition.

The development is exempt from the statutory Biodiversity Net Gain requirements, as it falls within the *de minimis* exemption set out within the relevant legislation.

Subject to the implementation of the recommended enhancement measures, the proposal is considered acceptable in biodiversity and ecological terms.

Observations/Consideration of Matters Raised/Conclusion:

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

RECOMMENDATION:	That planning consent be refused for the following reason:
01:	The proposed extension, by reason of its increased ridge height, steeper roof form and the introduction of numerous additional window openings and rooflights, would materially alter the character and appearance of the existing building. The cumulative effect of these alterations would introduce of a more domestic form that would be incongruous with, and detrimental to, the building's simple and utilitarian character. As a result, the proposal would fail to preserve or enhance the character and appearance of the Clitheroe Conservation Area, causing less than substantial harm to its significance which is not outweighed by any public benefit arising from the development. The proposal therefore conflicts with Key Statement EN5 and Policies DME4 and DMG1 of the Ribble Valley Core Strategy, Section 72 of the Planning (Listed Buildings and

	Conservation Areas) Act 1990, and the heritage-related provisions of National Planning Policy Framework.
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