



Ribble Valley
Borough Council

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APPEAL STATEMENT

Planning (Listed Buildings and Conservation Areas) Act 1990

Appeal by Mr A McKevitt
against the refusal of listed building consent by
Ribble Valley Borough Council for
Replacement windows, external redecoration and internal
alterations (Resubmission of 3/2021/0645)
at 11 Railway View Road Clitheroe BB7 2HE.

Planning Inspectorate Reference:

APP/T2350/Y/22/3293390

**STATEMENT OF CASE SUBMITTED ON BEHALF OF
THE LOCAL PLANNING AUTHORITY**

1. INTRODUCTION

- 1.1 The appeal relates to the refusal of listed building consent issued by Ribble Valley Borough Council on 20th December 2021 for replacement windows, external redecoration and internal alterations (resubmission of 3/2021/0645) at 11 Railway View Road, Clitheroe
- 1.2 An application for listed building consent was submitted in October 2021. Listed Building Consent was refused on 20th December 2021 for the following reason:
 - 1.2.1 The proposed works are harmful to the special architectural and historic interest and setting of the listed building because of the loss and alteration of important historic fabric and planform including the first-floor gable window, subdivision of the rear upper floor room and loss of historic plasterwork. There is a lack of detail or justification for these works and there are no public benefits which are considered to outweigh the harm. As such the proposal is considered contrary to policies EN5 and DME4 of the Core Strategy and the aims of the National Planning Policy Framework.

Appeal Site and Surrounding Context

- 1.3 The appeal relates to 11 Railway View Road. 'Nos. 11 and 13 Railway View Road' is an early-mid C19 Grade II listed building (30/9/1976), now two neo-classically designed townhouses, prominently sited along the boundary, but within Clitheroe Conservation Area. The front elevation of each dwelling appears as a mirror-image to the adjoining. However, roofs contrast (No 11 is formed under a hipped roof).
- 1.4 The site is located in Clitheroe Town Centre on a busy thoroughfare from the Rail and Bus Station to the Town.
- 1.5 The Heritage Statement submitted with the application for listed building consent identifies that the property has been unoccupied for circa. 20 years and it is in a state of disrepair which is considered to cause harm to the character of the conservation area. The building also has some unsympathetic alterations such as insertion of bow window and mid C20 top hung casement windows as well as the loss of a timber door canopy which all have a negative impact on its character.

Relevant Planning Policy and Guidance

- 1.6 The planning policy context for the appeal site is set out at national level by the National Planning Policy Framework (Framework) and at local level by the Ribble Valley Core Strategy (adopted version).

Planning History

- 1.7 **3/2021/0645** - Proposed replacement windows, front door, re-rendering and internal alterations. Refused 16th August 2021 for the following reason:
 - 1.7.1 The proposed works are harmful to the special architectural and historic interest and setting of the listed building because of the loss and alteration of important historic fabric and planform (including the front door, first floor gable window, ground and first floor room dividing walls) and the installation of incongruous and conspicuous double-glazed windows at the front elevation.

2. CASE FOR THE LOCAL AUTHORITY

- 2.1 The Appeal relates to listed building consent for the following works:
 - 2.1.1 Replacement of top hung casement windows to front elevation with single glazed painted timber sliding sash windows with glazing bars to match number 13
 - 2.1.2 Replacement of bow window to ground floor gable with two single glazed painted timber sliding sash windows and central mullion
 - 2.1.3 Replacement of original sash window to first floor gable with single glazed painted timber sliding sash window
 - 2.1.4 Insertion of timber partition to bathroom to form a study and smaller bathroom
 - 2.1.5 Internal partition to house boiler and form store.
 - 2.1.6 Reinstatement of timber door canopy with replica.
 - 2.1.7 Renovation of original front door
 - 2.1.8 Internal plaster to be removed and replaced with insulated lime plaster
 - 2.1.9 Cleaning and repainting of render and stone quoins
 - 2.1.10 New cast iron down pipe and hopper
- 2.2 In relation to the proposed works the following elements are considered to be acceptable, with necessary additional detail which could be secured by condition, and are not disputed in respect of this Appeal:
 - 2.2.1 Replacement of top hung casement windows to front elevation with single glazed painted timber sliding sash windows with glazing bars to match number 13
 - 2.2.2 Replacement of bow window to ground floor gable with two single glazed painted timber sliding sash windows and central mullion
 - 2.2.3 Internal partition to house boiler and form store.
 - 2.2.4 Reinstatement of timber door canopy with replica.
 - 2.2.5 Renovation of original front door
 - 2.2.6 Cleaning and repainting of render and stone quoins
 - 2.2.7 New cast iron down pipe and hopper
- 2.3 The Local Authority considers that the following elements of work will harm the listed building and this harm is not outweighed by any public benefit:

Replacement of sash window to first floor gable with single glazed painted timber sliding sash window

- 2.4 This window is understood to be historic. The justification given for its replacement at application stage was that it will be replaced with weather sealed frame and toughened glass for safety. The previous application originally proposed to replace with double glazing for greater energy efficiency and noise reduction. However, the Appeal proposals seek to replace like for like with single glazing.
- 2.5 It is always more desirable to repair original features than replace them and replacement should be considered where they are beyond repair. Whilst the new window may improve the living conditions as well as assisting the preservation of the building's fabric there is no joiners report submitted assessing the condition of the window or reasoning given for its loss.
- 2.6 The Local Planning Authority considers the loss of the sash window would constitute harm to the listed building with no justification given and the harm is not outweighed by any public benefit.

Insertion of timber partition to bathroom to form a study and smaller bathroom

- 2.7 This element is a simple timber partition in the room rather than a wall with a new opening to the front bedroom in a “Jack and Jill” arrangement (as previously proposed). The materials deliberately contrast so it is read as a later addition, whilst it is reversible it is probably unlikely that it would be.
- 2.8 It would appear from the floorboards that there may have been stairs in a different position at some point but likely that the building would have always had a two-cell layout.
- 2.9 The proposal will alter the historic plan form by subdividing the area into two clearly separate rooms.
- 2.10 IHBC guidance says: *In a property that retains its original plan form it is seldom appropriate to open up a sequence of rooms to create a larger space or for subdivision into several smaller spaces*
- 2.11 The proposed bathroom area will have no windows and details would also need to be submitted as to how this room would be ventilated. New drainage pipe work is also likely to be required which could affect the historic floorboards but no information is submitted with respect to this.
- 2.12 The Local Planning Authority considers that the insertion of a timber partition to create two rooms as proposed would harm the plan form of this listed building. Sufficient justification nor evidence that the alteration is vital to bring the dwelling back into use has been provided and the harm is not outweighed by any public benefit.

Internal plaster to be removed

- 2.13 Most internal plaster appears to be modern but the plaster around the first floor front window appears to be historic and an important element of fabric and significance. An assessment of the extent of survival of this historic fabric has not been received.
- 2.14 The Society for the Protection of Ancient Buildings identify that fabric illustrates changes in people's ideas, tastes, skills and the relationship with their locality. It holds character and beauty with the surfaces, blemishes, patination and undulations of old buildings speaking of the passage of time (The SPAB Approach).
- 2.15 ‘Making changes to heritage assets’ (Historic England, 2016, paragraph 42) identifies that historic fabric will always be an important part of the asset’s significance and retention of as much historic fabric as possible, together with the use of appropriate materials and methods of repair, is likely to fulfil the NPPF policy to conserve heritage assets in a manner appropriate to their significance. It is not appropriate to sacrifice old work simply to accommodate the new.

3. COMMENTS ON THE APPELLANTS GROUNDS FOR APPEAL AND FULL STATEMENT OF CASE

Paragraph 2.2.2 and 2.2.3 – ‘Alterations to listed buildings’ (Institute for Historic Building Conservation, 2019, paragraph 7.1.1) identifies that listing always applies to the whole building including the interior and is not limited to those features described in the statutory list entry. This is irrespective of whether the interior was inspected at the time of the original survey. Therefore, little can be inferred from absence of reference in the list description to the interior or elements of the exterior.

Paragraph 2.2.4 and 3.3.3 – The Borough Council has no planning record of listed building consent being sought for replacement of the front elevation multi-paned historic windows or removal of the wood hood on brackets to No. 11 Railway View Road. The Borough Council would question whether the creation of a study (with reduction in the size of the bathroom) at first floor and a store at ground floor (with reduction in the size of the kitchen) is essential to maintaining the building in residential use.

Paragraph 2.2.5 – Whilst the first floor gable window is not original (it appears to be early- mid C20) it is a record of the changing use of the building and developments in window technology. ‘Making changes’ paragraph 25 identifies that additions and changes in response to the changing needs of owners and occupants over time may themselves be a key part of significance. ‘Traditional windows: their care, repair and upgrading’ (Historic England, 2017, paragraph 5.3) identifies that as glass technology developed, larger sheets could be produced relatively cheaply. The fashion towards larger sheets of glass resulted in many windows having glazing bars removed.

Paragraph 2.3 and 4.3 - The Borough Council is concerned at the possible unintended consequences of the introduction of insulated plaster. No details have been submitted as to the vapour resistance and ‘breathability’ of this non-traditional material or its impact in conjunction with retention of the external cement render (proposed for removal in the earlier application 3/2021/0645 “to provide breathability to the walls” – Heritage Statement paragraph 3.2). Furthermore, paragraph 5.7.3 of the Heritage Statement submitted with application 3/2021/1028 identifies that the 55% improvement in thermal performance calculation relates to U-values. However, it is the Borough Council’s understanding that energy efficiency also relates to behaviour in a building, moisture content in the structure, humidity, temperature, air-tightness and air quality.

Paragraph 2.4.6 and 4.5 – The Borough Council would question whether the planform illustration in the Appellant’s statement alone identifies changes to historic planform. ‘Borrowed space’ is found in many adjoining historic buildings.

Paragraph 2.4.9 – The Borough Council has considered each element of the proposals on its merits including the detailed impact to planform from subdivision of original room proportions.

4. CONCLUSION

4.1 Having regard to all the above it is respectfully requested that the appeal be dismissed.

5. CONDITIONS

5.1 If the Inspector considers that listed building consent should be approved in this case the following conditions are suggested:

The permission shall relate to the development as shown on Plan Reference:

Location plan

Proposed Plans and Elevations 5561 (PL) 02 B

Partition Elevation 5561 (PL) 05 A

Sliding Sash Window Section 5561 (PL) 03 A

Reason: For the avoidance of doubt and to ensure that the development is carried out in accordance with the submitted plans.

Notwithstanding the submitted information, precise specifications and samples in the form of a sample panel of render and quoin cleaning shall have been submitted to and approved by the Local Planning Authority before the implementation of this element of the works.

Reason : In order to safeguard the special architectural and historic interest of the listed building.

Notwithstanding the submitted information, precise specifications and samples of proposed new stone quoin surface treatment material shall have been submitted to and approved by the Local Planning Authority before its use in the proposed works.

Reason : In order to safeguard the special architectural and historic interest of the listed building.

Notwithstanding the submitted information, precise specifications including detailed drawings of proposed new rainwater pipe and hopper, painted timber canopy and all new window frames shall have been submitted to and approved by the Local Planning Authority before its use in the proposed works.

Reason : In order to safeguard the special architectural and historic interest of the listed building.

New external timberwork shall be painted within one month of its installation and retained as such in perpetuity.

Reason : In order to safeguard the special architectural and historic interest of the listed building.

Precise specifications and samples of paint shall have been submitted to and approved by the Local Planning Authority before its use in the proposed works.

Reason : In order to safeguard the special architectural and historic interest of the listed building.

Precise specifications of proposed renovation of original front door shall have been submitted to and approved by the Local Planning Authority before its implementation in the proposed works.

Reason : In order to safeguard the special architectural and historic interest of the listed building.

Adrian Dowd BSc (Hons) MA (URP) MA (Arch Cons) MRTPI IHBC

Principal Planning Officer

Ribble Valley BC