



**NHS Property Services Ltd. & McDermott Developments Ltd.**

# **Former Clitheroe Hospital Residential Development**

## **Heritage Statement**

**June 2017**

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**Document Control**

Project: Former Clitheroe Hospital Residential Development Heritage Statement  
 Client: NHS Property Services Ltd. and McDermott Developments Ltd.  
 Job Number: A103492  
 File Origin: [Y:\Built\\_Heritage\Projects\MCDERMOTT\\_HOMES\A103492 - Clitheroe Hospital\Report\Former Clitheroe Hospital Heritage Statement Update v1.doc](Y:\Built_Heritage\Projects\MCDERMOTT_HOMES\A103492 - Clitheroe Hospital\Report\Former Clitheroe Hospital Heritage Statement Update v1.doc)

Document Checking:

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| Issue | Date          | Status                     |
|-------|---------------|----------------------------|
| 1     | June 2016     | Draft Internal (Front End) |
| 2     | October 2016  | LPA Draft (Front End)      |
| 3     | December 2016 | External                   |
| 4     | May 2017      | External update            |
| 5     | June 2017     | External update            |



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## 1.0 Introduction

This Heritage Statement has been prepared by Rebecca Harfield, Associate Built Heritage, WYG, on behalf of NHS Property Services Ltd and McDermott Developments Ltd., to accompany a joint planning application for residential development at the site of the former Clitheroe Hospital, Lancashire. Archaeological input has been provided by Kirsten Holland, Associate – Archaeology & Heritage, WYG. WYG's Archaeology and Heritage Team is a Registered Organisation with the Chartered Institute for Archaeologists. It updates an earlier version of this Heritage Statement (WYG 2016), which was prepared for an outline planning application for 50 residential units (ref: 3/2016/1185). The current proposal involves the demolition of two non-designated heritage assets and other buildings and structures in order to construct new housing (60 residential units) with associated access arrangements and landscaping. Only sections 1, 2, 3, 6, 7 and 8 of this Heritage Statement have been updated to reflect the current proposed development.

### 1.1 Aims and Objectives

This Heritage Statement identifies and describes the significance of heritage assets affected by the proposed development and assesses the impacts of the proposed development upon that significance, including any contribution made by their settings, as required by the National Planning Policy Framework (NPPF) and Ribble Valley Borough Council information requirements. The objectives of the report are to:

- Set out the legislative and policy context;
- Identity designated and non-designated heritage assets located within or near to the application site;
- Describe the significance of non-designated heritage assets within the application site's boundary, including any contribution to their significance made by their settings;
- Assess the potential impacts of the proposed development upon their significance; and
- Recommend mitigation measures or other further work where appropriate.

### 1.2 Scope of Heritage Statement

The NPPF definition of heritage assets has been used in preparing this Heritage Statement:

*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. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing).*



An archaeological desk-based assessment has not been included in this Heritage Statement. There are no recorded archaeological sites within the development site. The archaeological remains recorded within the surrounding area are primarily findspots of later prehistoric flint tools and Roman coins, or are later post-medieval archaeological remains associated with the extractive and transportation industries. The potential for archaeological remains to be present within the development site is considered to be very low as the existing buildings on site are likely to have truncated any deposits. Previous planning applications on the development site in 2008 and 2012 did not require archaeological assessments and no conditions relating to archaeology were recommended to be attached to the previous planning permissions. A Screening Opinion from Ribble Valley Borough Council on an outline planning application for residential development of up to 52 dwellings concluded it would be unlikely to have any significant effect upon undiscovered archaeological remains (ref: 3/2016/1071, dated December 2016).

This Heritage Statement does not provide the justification for the proposed loss of two non-designated heritage assets as required by paragraph 132 of the NPPF, nor does it provide the balanced judgment between the scale of their loss and relative to their significance as non-designated heritage assets as required by paragraph 135 of the NPPF. These can be found in the Planning Statement.

## 2.0 Site and Proposed Development Descriptions

The development site is located to the north-east of Clitheroe town centre on land to the south of Chatburn Road, Lancashire. The site is centred on grid reference SD 75500 43000 (375500 443000) and lies approximately 90m above Ordnance Datum. A site location plan can be seen in Appendix A.

The proposed development site extends to approximately 2 hectares and is approximately square in shape. The main part of the site is occupied by historic and modern buildings associated with the former Clitheroe Hospital. There is a formal garden to the front of the site, vehicular access from Chatburn Road along the northern boundary of the site that used to loop around and exit at the southern end of the site, and areas hardstanding to the north, east (rear) and south of the site. The remainder of the site consists of overgrown garden and pasture fields with some hedges.

Two of the former hospital buildings (originally a Workhouse and Infirmary) are considered to be non-designated heritage assets and are recorded in the National Record of the Historic Environment (1435994) and Lancashire Historic Environment Record (PRN30402). These buildings are discussed in further detail below and site photographs can be seen in Section 5 of this Heritage Statement.



The development site is surrounded by pasture fields to the north and west, the new Clitheroe Community Hospital to the east and light industrial units to the south.

The proposed development is planning application for new housing (60 residential units). This entails the demolition of the two non-designated heritage assets located on the application site as well as a number of other buildings and other structures that are not heritage assets.

## 3.0 Methodology

### 3.1 Heritage Statement Methodology

This Heritage Statement follows the requirements of the National Planning Policy Framework (NPPF) and has also had regard to:

- Planning Practice Guidance on Conserving and Enhancing the Historic Environment (2014);
- Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment (Historic England, 2008);
- Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment (Historic England, 2015a);
- Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (Historic England, 2015b).

In addition, WYG has developed its own heritage asset evaluation and assessment method, details of which can be found in Appendix B. Professional judgment is used in conjunction with this guidance and methodology in order to undertake the assessments in this Heritage Statement.

### 3.2 Sources Consulted

This Heritage Statement has been prepared taking into consideration the historical background of the proposed development site and wider area. Sources consulted included:

- National Heritage List for England;
- Local Planning Authority;
- Heritage Gateway;
- Clitheroe Hospital Impact Statement (Nightingale Associates, 2012);



- Consultation responses from 2008 and 2012 planning applications; and
- Other appropriate documentary sources.

In addition to the above, a site visit was undertaken on 7<sup>th</sup> December 2015 to assist with understanding the heritage significance of the application site and its surroundings, and assessing the likely impacts of the proposed development. Parts of the interior of the former Workhouse and Infirmary were viewed but access was not possible to all of the interiors. The relationship of the application site to designated and non-designated heritage assets, including nearby listed and non-designated heritage assets (including their settings) were also considered.

### **3.3 Pre-Application Consultation on Previous Outline Planning Application**

Pre-application consultation was undertaken with the Local Planning Authority in November 2016 in relation to the outline planning application for approximately 48 dwellings (ref: RV/2016/ENQ/00129). In relation to heritage matters, the advice from Ribble Valley Borough Council in its pre-application enquiry response (dated 1<sup>st</sup> November 2016) was as follows:

- Loss of the former Clitheroe Hospital buildings (former workhouse and infirmary) has been raised as a very strong concern in previous planning applications.
- The loss of the former workhouse building is of strong concern the Council's Conservation Officer.
- Early engagement with relevant bodies such as The Victorian Society, Clitheroe Civic Society and the Parish Council is recommended.
- While the former workhouse and infirmary buildings are not listed or located within a conservation area, they are of significant historical and local interest. It should be clearly demonstrated that the loss is necessary to achieve substantial public benefits that outweigh the harm or loss (refer to para. 133 of the National Planning Policy Framework).

In relation to the last bullet point, it should be noted that the wrong paragraph of the National Planning Policy Framework (NPPF) has been referred to in the Council's pre-application enquiry response. As there are no designated heritage assets affected by the proposed development, paragraph 135 is the correct part of the NPPF, which relates to non-designated heritage assets. More information on the NPPF is provided below in section 4.1.1 of this Heritage Statement.





A Screening Opinion from Ribble Valley Borough Council was subsequently sought for an outline planning application for residential development of up to 52 dwellings (ref: 3/2016/1071, dated December 2016). This found that this proposal would not have significant effects upon the nearest listed buildings at Pimlico Farmhouse and Bellman Farmhouse. It noted that the Hospital building is of some local interest and that the merits of this demolition can be assessed in a planning application, including a Heritage Statement, and would not require EIA).

This Heritage Statement has not considered any comments made in relation to the 2016 outline planning application (ref: 3/2016/1185) following its submission in December 2016.

## **4.0 Legislation and Planning Policy Context**

### **4.1 National Legislation, Policy and Advice**

#### **4.1.1 National Planning Policy Framework 2012**

The National Planning Policy Framework (NPPF) sets out the Government's national planning policies, including the conservation of the historic environment. Conserving heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations, is one of 12 core planning principles underpinning plan-making and decision-taking.

The NPPF covers all aspects of the historic environment and heritage assets, including designated assets (World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Conservation Areas, Registered Parks and Gardens and Registered Battlefields) and non-designated assets (local lists and archaeological sites of equivalent significance to scheduled monuments). The NPPF draws attention to the irreplaceable nature of heritage assets and the benefits their conservation can bring to the wider objectives of the NPPF in relation to sustainability, economic benefits and place-making (para. 126).

The NPPF states that the significance of heritage assets (including their settings) should be identified, described and the impact of the proposal on the significance of the asset should be assessed. The planning application should include sufficient information to enable the impact of proposals on significance to be assessed. The NPPF sets a minimum information standard and states that the level of detail should be proportionate to the heritage asset's significance and the potential impact on that significance (para. 128).

The NPPF sets out the approach local authorities should adopt in assessing development proposals within the context of applications for development of both designated and non-designated assets. Great weight should be given to the conservation of designated heritage assets and the more important the asset, the



more the emphasis should be placed on conservation. Harm or loss to significance through alteration or destruction or development within its setting should require clear and convincing justification (para. 132).

Substantial harm to or loss of grade II listed buildings, parks or gardens should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II\* listed buildings, grade I and II\* registered parks and gardens, and World Heritage Sites, should be wholly exceptional (para. 132).

Where there is substantial harm to or total loss of significance of a designated heritage asset, a number of criteria must be met alongside achieving substantial public benefits in order for local planning authorities to grant consent (para. 133). Where there is less than substantial harm, the harm should be weighed against the public benefits of the development (para. 134).

Balanced judgements should be made when weighing applications that affect non-designated heritage assets, taking into account the scale of any harm or loss and the significance of the heritage asset (para. 135).

Where loss of significance as a result of development is considered justified, the NPPF requires heritage assets to be recorded and understanding of the heritage assets to be advanced before they are partly or wholly lost in a manner proportionate to their importance and impact. The results of these investigations and the archive should be made publically accessible. The ability to record evidence should not however be a factor in deciding whether loss should be permitted (para. 141).

#### **4.1.2 Planning Practice Guidance on Conserving and Enhancing the Historic Environment**

The NPPF is supported by Planning Practice Guidance on Conserving and Enhancing the Historic Environment (2014). This PPG provides further information on how to interpret and apply the NPPF in practice and the relationship to the legislative framework for planning and the historic environment.

Of particular relevance to the proposed development is the following guidance:

- Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets. In some areas, local authorities identify some non-designated heritage assets as 'locally listed'.



- A substantial majority of buildings have little or no heritage significance and thus do not constitute heritage assets. Only a minority have enough heritage interest for their significance to be a material consideration in the planning process.

#### **4.1.3 Historic England Good Practice Advice in Planning Notes**

Historic England has also published two guidance documents of relevance to assist implementing the NPPF and related PPG.

Historic Environment Good Practice Advice in Planning Note: 2: Managing Significance in Decision-Taking in the Historic Environment (Historic England, 2015) largely expands upon the guidance contained in the NPPF and associated PPG. Of particular relevance to the proposed development is the following advice:

- Non-designated heritage assets include those identified in an Historic Environment Record, local plan, local listing or during the process of considering the application.
- If a decision in principle is made to allow a proposal that would cause the loss of an asset, developers are required to record and advance our understanding of the significance of the asset in a manner proportionate to its importance and the potential impact.
- However, the ability to investigate and record a heritage asset is not a factor in deciding whether consent for its destruction should be given.

Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (Historic England, 2015) provides more detailed advice on how to approach setting assessments and expands upon the NPPF and the associated PPG. A five step process is recommended for proportionate setting assessments, of which the first two steps have been taken into account in preparing this Heritage Statement. These are:

- **Step 1:** identify which heritage assets and their settings are affected;
- **Step 2:** assess whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s).



## 4.2 Local Planning Policy and Guidance

### 4.2.1 Core Strategy 2008 – 2028, A Local Plan for Ribble Valley, Adopted December 2014

The Core Strategy for Ribble Valley sets out the key strategic objectives for the Borough and a suite of development management policies to achieve these. Of key relevance to heritage and this development proposal are:

- **Key Statement EN5: Heritage Assets** – this states that there will be a presumption in favour of the conservation and enhancement of the significance of heritage assets and their settings in a matter appropriate to their significance; contribution to local character, distinctiveness and sense of place; and wider social, cultural and environmental benefits; and
- **Policy DME4: Protecting Heritage Assets** – this states that development proposals that involve alterations or extensions to buildings of local heritage interest, or within their settings, which cause harm to the significance of the heritage asset, will not be supported. The Council will support redevelopment proposals that better reveal the significance of heritage assets or their settings, or that are consistent with the conservation of heritage assets.

The full text of the policies can be seen in Appendix C.

## 5.0 Assessment of Heritage Significance

### 5.1 Designated Assets

There are no World Heritage Sites, Listed Buildings, Conservation Areas, Registered Battlefields, Registered Parks and Gardens or Scheduled Monuments located within or in the immediate vicinity of the application site.

There are two Grade II listed buildings within the 1km study area. These are Pimlico Farmhouse and attached farm building (1317888), which is located c.600m north-west of the development site on the other side of the trainline, and Bellman Farmhouse (1362214), which is located approximately 620m north-east of the development site. These two listed buildings are located sufficiently distant from the proposed development that there will be no impacts on their settings. The location of these two listed buildings in relation to the application site can be seen on the map in Appendix A.



The Scheduled Monument of Bellmanpark lime kilns and part of an associated tramway (1021105) is located c.490m north-east of the development site. This monument is located sufficiently distant from the proposed development that there will be no impacts on its setting. The location of this Scheduled Monument in relation to the application site can be seen on the map in Appendix A.

Located outside of the study area is the Clitheroe Conservation Area. Its northern boundary is located c.1.2km south-west of the development site. The Conservation Area centres on the town centre and includes a significant concentration of listed buildings. The Clitheroe Conservation Area is located sufficiently distant from the proposed development that there will be no impact on its setting.

Given there will be no impacts on the settings of these designated heritage assets, they are not considered further in this Heritage Statement.

## 5.2 Non-Designated Heritage Assets

There are two non-designated heritage assets within the application site:

- Clitheroe Union Workhouse; and
- Infirmary Building.

### 5.2.1 Historic Background to Site

The former Clitheroe Union Workhouse was assessed for listing in 2008. The National Record of the Historic Environment data entry for the site (Pastscape 1435994) includes the following historical description of the site:

*The Clitheroe Union Workhouse was built between 1870 and 1873 to designs by Jonas J Bradshaw, of the Bolton architectural practice of Bradshaw, Gass and Hope, and Leigh Hall, another Bolton architect. The builder was Robert Satherthwaite of Clitheroe. The workhouse was built to house 200 people, with a separate 36 bed hospital block [infirmary] which was completed in December 1874. There were numerous alterations to the layout of the building in the 20<sup>th</sup> century, when the building was in use as a hospital.*

An 1880 Ordnance Survey map is one of the first to show both main buildings in-situ (see Plate 1 below). The front main building is the former Workhouse (red oval), while the rear main building is the former Infirmary (green oval). By 1880, both buildings had various outbuildings.

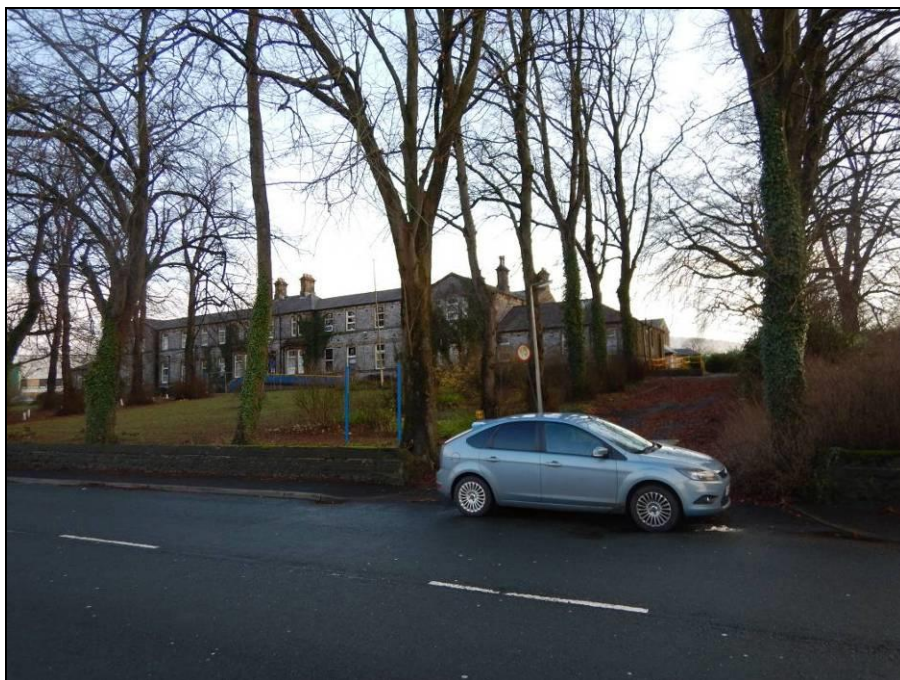


**Plate 1: Yorkshire CLXXXII Six-Inch to the Mile Ordnance Survey Map, Published 1880**

After 1930, Clitheroe Union Workhouse (Workhouse and Infirmary buildings) became the Coplow View Public Assistance Infirmary. After 1948, they became part of the National Health Service and home of the Clitheroe Community Hospital (Higginbotham, 2016). With the opening of the new Clitheroe Community Hospital in 2014 on adjacent land to the north, the former hospital buildings have become redundant. Both main buildings are currently in very limited use with some space being used for arts, office and residential purposes.

### **5.2.2 Former Workhouse**

The former Workhouse is an Italianate building, built of grey coursed limestone rubble with sandstone dressings and slate roofs. The workhouse is of two storeys and has a corridor plan with central outshot and short single-storey end wings.



**Photograph 1: Front elevation of former Workhouse with front garden. Blue disabled access ramp is clearly visible by the main front entrance.**

The former Workhouse's front (northwest) elevation has a central entrance pavilion beneath a hipped roof with two ridge stacks and ground-floor canted bay windows to either side of the main entrance. There are twin round-arched windows above the bay windows and a central window with a shouldered arch. A modern disabled access ramp and steps is located at the main entrance. The front elevation extends to four bays with shouldered-arched windows either side of the entrance pavilion and terminates with matching gabled pavilions at each end, all with tripartite windows to both floors.

At either end of the main range are attached four-bay single-storey blocks with hipped slate roofs and shouldered-arched windows; the right block has a two-light mullion window in its second bay. The left return has rendered single-storey later additions and a modern disabled ramp. The right return also contains a modern disabled access ramp. Sill bands to both floors run the length of the front elevation.

The rear elevation is architecturally much plainer than the front elevation (see Photograph 2). It is comprised of a mix of original and later additions that partially conceal the original rear elevation from view. In the centre is a single-storey central outshot housing the kitchen, which has a modern link corridor connecting it to storeroom. To the right is a modern link corridor connecting to a modern prefabricated single-storey building and a small two-storey flat-roofed outshot. To the left of the central outshot are other later additions, including a large lift shaft tower and attached stair block, and a link corridor connecting to



the former Infirmary at the rear of the site. The left return has a four-bay, single storey wing with a mix shouldered-arched and square-headed window. The right return is later and modified.



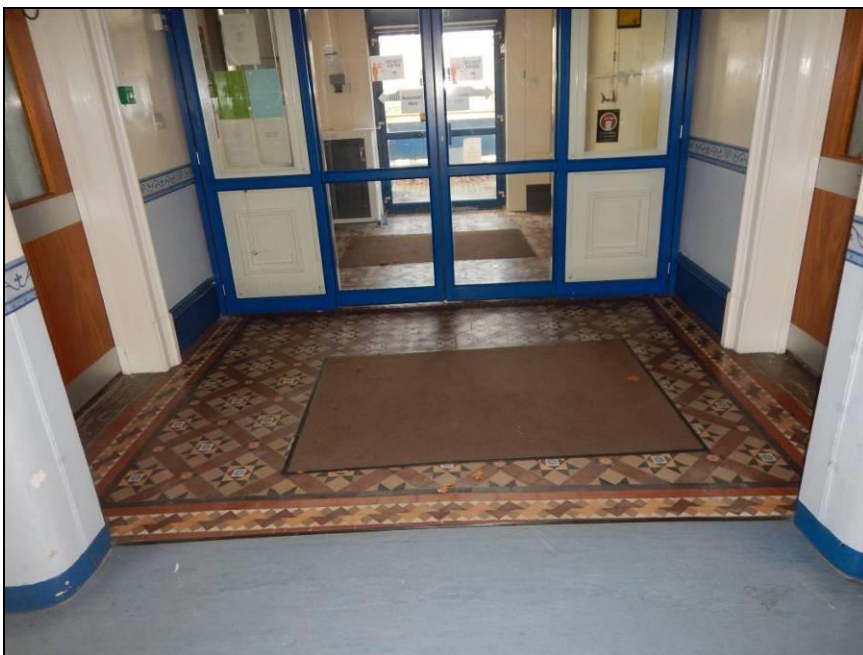
**Photograph 2: Rear elevation of former Workhouse with single-storey outshot (kitchens) on the left and smaller two-storey outshot and modern prefabricated building to the right.**

Internally, a central corridor runs the full length of the building on both floors (see Photograph 3). The general layout comprises wards to the front of the building with some wards, offices and day rooms to the rear. There has been a degree of subdivision of the original layout in order to provide modern health care facilities but the original internal arrangement remains relatively intact, particularly on the ground floor. The dining room and kitchen have been modernised and the latter enlarged. Although much of the building has been redecorated and many of the original fixtures and fittings have been replaced to provide a modern sanitary healthcare environment, a small number of internal features of interest have survived. These are mostly located in the front entrance area and include moulded panels on either side of the modern entrance doors, mosaic floor tiles, deep, moulded skirting boards and architraves to some doors and an archway (see Photographs 4-6).





**Photograph 3: Central corridor in former Workhouse showing minimal internal features.**



**Photograph 4: Original mosaic tiled floor at main entrance, skirting boards and architraves.**



**Photograph 5: An original arched opening. Some have been partially infilled and modern doors inserted.**



**Photograph 6: Original door architrave.**



### 5.2.3 Former Infirmary

The former Infirmary is a separate block that runs parallel to the former Workhouse towards the rear of the site. It is of a similar construction to the former Workhouse but simpler in its detailing. The former Infirmary built of grey coursed limestone rubble with sandstone dressings and slate roofs. The front elevation is dominated by an attached, almost centrally-placed, large, rendered, modern three-storey combined lift shaft tower and entrance. Immediately to the left of this addition, is a gabled projection with tripartite windows to both floors, the ground floor window of which is now largely masked by the addition of a later timber and glass porch (see Photograph 7). The windows are all rectangular and sill bands to both floors run the length of the front elevation. Two modern disabled access ramps have been added.



**Photograph 7: Front elevation of the former Infirmary. Note the substantial, modern lift shaft and porch on the right of the photograph immediately behind the central gable. The lower windows of the central gable are obscured by the porch.**

The gabled returns are of three bays with central doors to ground floor and sill bands carried around from the front elevation (see Photograph 8). The southwest return has a blocked door, while the northeast return has modern plant attached to its external elevation (See Photographs 7-8).



**Photograph 8: Gable end return on former Infirmary demonstrating blocked door opening and tripartite windows.**

The rear elevation has a plainer architectural design. It has two centrally-placed projecting gabled stair outshots and two smaller rectangular outshots modified on the upper floor to accept modern fire escapes. The fenestration largely mirrors the front elevation (see Photograph 9).



**Photograph 9: Rear elevation of the former Infirmary with gabled outshots to the left and the right rectangular outshot with modern fire escape to the right of the photograph.**



Internally both floors appear to have been heavily modified in order to provide modern health care facilities. The ground floor comprised dental surgery, x-ray rooms, treatment rooms, changing room, day room and dining area, while the upper floor consists of offices, storerooms, physiotherapy rooms and a kitchen. Very few features of interest appear have survived internally, including confined to stair balustrades and rolled openings to windows (see Photographs 10-11).



**Photograph 10: Historic stair balustrade**



**Photograph 11: Curved openings to window.**



#### 5.2.4 Outbuildings

Surviving single-storey original and historic outbuildings are of minimal architectural interest and include a porter's lodge with attached generator room and storerooms (see Photograph 12); a woodshed or gardener's store; a mortuary with modern cold units (see Photograph 13); and a bin store with modern up-and-over doors.



**Photograph 12: Single-storey original outbuildings, including porter's lodge and stores at rear of former Workhouse.**



**Photograph 13: Gardner's store (R) and mortuary (L) at rear of former Infirmary.**



The late 19<sup>th</sup>/early 20<sup>th</sup> century boiler house is T-shaped in plan and is of part single, part two-storeys with a later brick chimney and inserted double door (see Photograph 14).



**Photograph 14: Boiler house with later brick chimney.**

Other modern single-storey additions are late 20<sup>th</sup>/early 21<sup>st</sup> century date.

### **5.2.5 Setting**

Although set back from Chatburn Road, the former Workhouse is positioned within a designed front garden. This consists of a central path (currently blocked off) lined with trees on either side leading up to the main front entrance and a path leading across the front of the former Workhouse with areas of predominantly lawn on either side of the central axis (see Photograph 15). Trees also line the low stone boundary front wall. Secondary accesses are located at the northern and southern ends of the site, which are also lined with trees on the site frontage. These extend around to the former Infirmary at the rear of the site. This general arrangement is shown on historic maps from onwards 1886 and has survived largely unchanged despite the construction of various original, historic and modern outbuildings at the rear of both the main buildings.

The area to the immediate rear of the former Infirmary appears to have been hard landscaped and its extent is delineated by some surviving stone boundary wall. Beyond this looks to be the remains of a former orchard and this suggests this rear area was historically used as a kitchen garden. The presence of an outbuilding labelled as the 'gardener's store) also supports this supposition (see Photograph 16).



**Photograph 15: Central access lined with trees at front of former Workhouse.**



**Photograph 16: Land beyond the rear of the former Infirmary with fruit trees.**

The historic relationship of the land on the western side of the application site with the main site of the former Clitheroe Union Workhouse and Infirmary is more uncertain. The earliest historic maps do not indicate a close association between the parcels of land but early 20<sup>th</sup> century maps suggest a relationship. The western part of the application site is currently divided into two distinct areas, separated by an overgrown hedge and some trees (see Photograph 17). The rear area appears to be an overgrown field and





based on historic maps, may have been used as part of kitchen gardens. The front area is very overgrown and enclosed by overgrown hedge and trees but also the remains of two kinds of metal railings and one gate set in gateposts (see Photograph 18). The gate connects the main former Clitheroe Union Workhouse site to the front area. Given its style, it is possible that this front area was a more private recreational space (park) for use by residents/patients dating from later in the 19<sup>th</sup> or early 20<sup>th</sup> century, after which time the site would have functioned more as a refuge for elderly and sick than a traditional workhouse.



**Photograph 17: Land to west of site showing field at rear and enclosed area to front.**



**Photograph 18: Railings and gate to enclosed front area at west of site.**



### 5.2.6 Overall Heritage Significance

The complex of buildings was assessed for listing by English Heritage (now Historic England) in 2008, but did not meet the criteria for the following reasons:

- The former workhouse, hospital block and surviving original outbuildings have been executed in a relatively modest architectural style.
- The former workhouse is a late example of a 'corridor type' workhouse and as such it does not display any innovative or historical developments in its construction.
- The addition of somewhat brutal lift shafts to both of the main buildings has significantly compromised the aesthetic appeal of the respective elevations of these buildings, whilst other additions to the rear of the former workhouse have further compromised its original plan.
- Demolition of some original buildings and the construction of modern health care buildings and link corridors have significantly altered the original layout of the workhouse complex.

Whilst the buildings do not, therefore, meet the criteria for statutory designation, they are of local heritage significance for their aesthetic, historical and communal values. The former Workhouse in particular addresses a main road and is a minor local landmark (aesthetic value) on the outskirts of Clitheroe. The building has an attractive frontage set in a landscaped front garden. The buildings are of group value, particularly the former Workhouse and Infirmary, and are of historical value given their original construction and use as the Clitheroe Union Workhouse to designs by regional architects. Given the buildings have functioned as a local hospital for almost 85 years, they may be of some communal value to former patients, staff and local residents.

The **former Workhouse and Infirmary** are considered to be of overall **low (local) heritage significance** and are non-designated heritage assets. The **outbuildings** are of **no to negligible heritage significance** and are not considered to be heritage assets.

### 5.2.7 Contribution to Setting to Significance

The setting of the former Clitheroe Union Workhouse makes a moderate positive contribution to its significance and in particular to the main buildings' aesthetic and historical values. The formal front garden has been designed to enhance the appearance of the front elevation of the former Workhouse (primarily aesthetic value) in public views from the main road. The remains of the rear orchard and/or kitchen garden would have been functional as an important means of feeding and perhaps employing former residents



(primarily historical value). The front area of land to west of the site is likely to have been for recreational use and though it may date from slightly later in the complex's history, this element of setting still positively contributes to the aesthetic and historical values of the site's two main buildings.

## 6.0 Assessment of Impacts

The following drawing has been provided for assessment:

- Site Layout (Dwg. No. PL 1.0, dated January 2017).

The proposed development involves the total demolition of all buildings and structures on the application site in order to construct new housing together with an access road and landscaping. It is noted that that the existing front garden area, including the central access lined with trees, is proposed to be retained.

The majority of buildings and other structures on the application site are not heritage assets. Their loss does not give rise to any negative impacts or adverse effects.

However, the proposed demolition of the former Workhouse and Infirmary buildings involves the permanent loss of two non-designated heritage assets. This would give rise to a substantial negative impact. However, when their level of heritage significance (low/local) is combined with the magnitude of impact of their demolition, this gives rise to a minor adverse effect. This is towards the lower end of scale of adverse effects.

In accordance with paragraph 132 of the National Planning Policy Framework, however, the loss of these two non-designated heritage assets requires justification. Paragraph 135 also requires a balanced judgement to be made on the application, taking into account the scale of the loss and the significance of the heritage asset (para. 135). This justification and weighing up can be found in the Planning Statement.

## 7.0 Mitigation Measures

Although recording should not be a factor in deciding whether to permit the loss of heritage assets and hence cannot be considered to be mitigation, the NPPF (2012) and associated good practice advice from Historic England requires the significance of heritage assets to be lost to be recorded in a manner proportionate their importance and the impact, and to make this publicly accessible (para. 141). It is considered that the historic interest of the former Workhouse and Infirmary buildings is sufficiently well understood through the previous listing assessment work undertaken by Historic England, Heritage Impact Statement for Clitheroe Community Hospital (Nightingale Associates 2012) and this Heritage Statement. All



these documents are publicly accessible online. In respect of the buildings' architectural interest, a photographic survey of the interiors and exteriors of the former Workhouse and Infirmary buildings and their immediate surroundings should be undertaken prior to demolition (see Historic England, 2006). This could be required condition. Building recording conditions were recommended by Lancashire County Council for both previous planning applications for the site in 2008 and 2012.

In terms of mitigation, interpretation could be provided, perhaps within the retained front garden area, to give an overview of the application site's historic use as a workhouse, infirmary and more recently as a hospital to both residents of the proposed new housing and visitors. The details of this interpretation could also be agreed by condition. This mitigation measure would not, however, result in a reduction in the magnitude of the negative impact and adverse effect identified in this Heritage Statement in relation to the demolition of the former Workhouse and Infirmary buildings.

## 8.0 Conclusions

The proposed development involves the loss of two non-designated heritage assets as well as other buildings and structures that are not heritage assets. The two non-designated heritage assets proposed for demolition are the former Workhouse and Infirmary buildings (known collectively as the former Clitheroe Union Workhouse). They have been assessed as being of low (local) heritage significance, primarily for their aesthetic and historical values. Their loss would result in a substantial, negative impact, which when combined with the heritage significance of the buildings, gives rise to a minor adverse effect. It is noted that this magnitude of effect is towards the lower end of the scale.

The proposed demolition of these two non-designated heritage assets would, however, be contrary to strategic spatial policy EN5 and development management policy DME4 in the adopted Local Plan. However, there are other material considerations relevant to the proposed development to be factored into the planning decision, which can be found in the Planning Statement. These include the justification for the demolition, which is required by paragraph 132 of the National Planning Policy Framework (NPPF), as well as a balanced judgement on the application having regard to the scale of the loss and the significance of the non-designated heritage assets, as required by paragraph 135 of the NPPF.

Photographic recording of the interior, exterior and immediate surroundings of former Workhouse and Infirmary buildings is recommended, as required by paragraph 141 of the NPPF. The installation of some interpretation about the former Clitheroe Union Workhouse on the application site as part of the proposed landscaping is also recommended. This will mitigate the loss of some of the historical values of the non-designated heritage assets to some extent. These matters can be agreed by condition.



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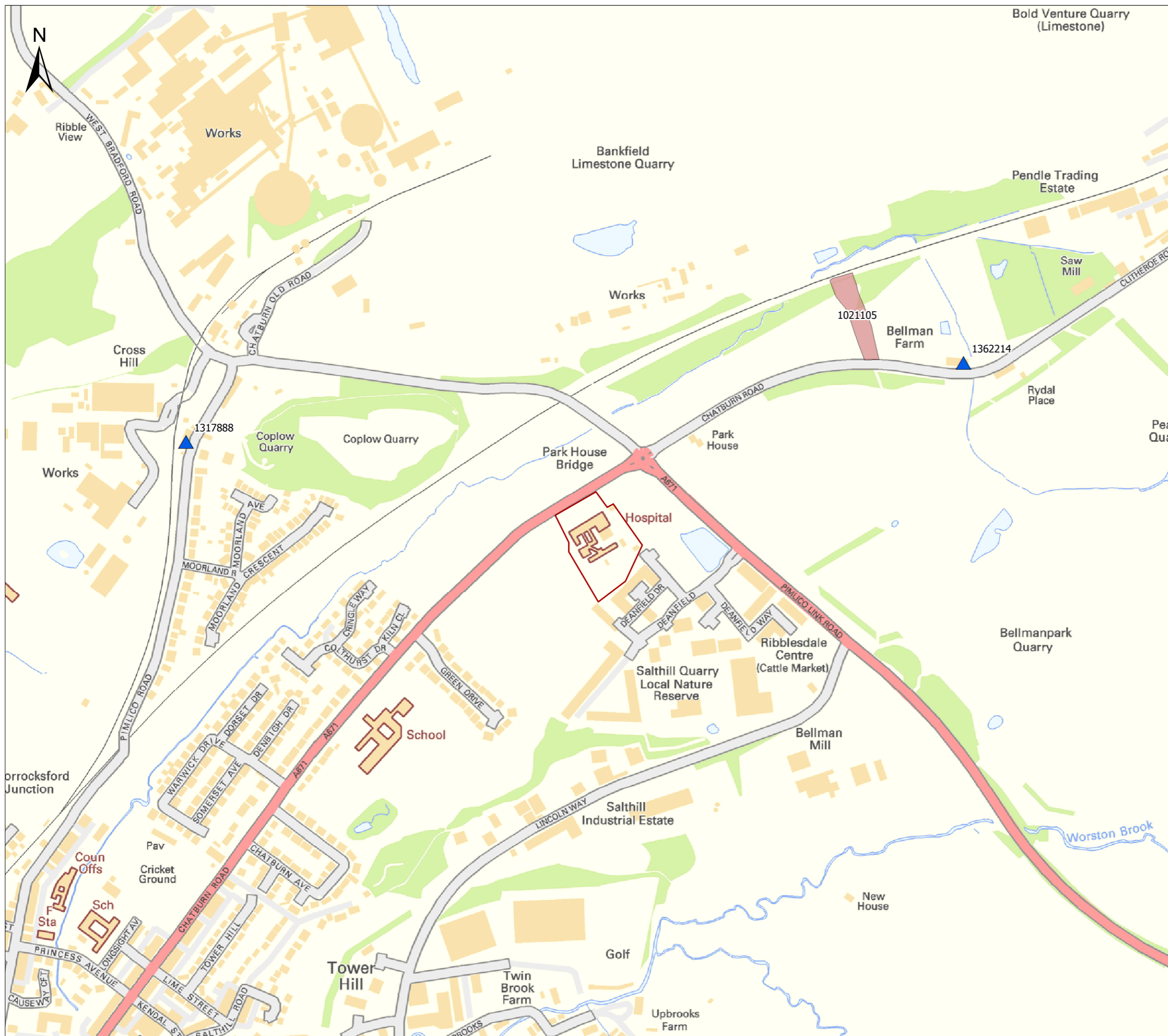


## Appendices



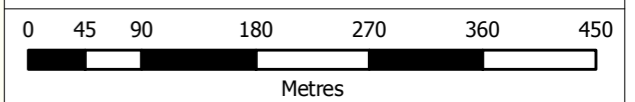
## **Appendix A - Site Location Plan and Designated Heritage Assets**





**Legend**

- Site boundary
- Scheduled Monument
- ▲ Listed Buildings



|                        |                       |                           |                       |
|------------------------|-----------------------|---------------------------|-----------------------|
| <b>RAE</b><br>Created: | <b>KH</b><br>Checked: | <b>June 2016</b><br>Date: | <b>V1</b><br>Version: |
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Client: **NHS Property Services Ltd. & McDermott Developments Ltd.**

Project: **Clitheroe Community Hospital Residential Development**

Title: **Site Location Plan**

|                        |                               |                        |
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| Office:<br><b>4154</b> | Project No:<br><b>A094939</b> | Figure No:<br><b>1</b> |
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## **Appendix B - Assessment Methodology**



### Heritage Impact Assessment Methodology

No standard method of evaluation and assessment is provided for the assessment of significance and impacts upon heritage assets; therefore a set of evaluation and assessment criteria have been developed using a combination of the Secretary of State’s criteria for Scheduling Monuments (Scheduled Monument Statement, Annex 1), Design Manual for Roads and Bridges, Volume 11, Part 3, Section 2, HA 208/07 and Transport Analysis Guidance (TAG Unit 3.3.9, Heritage of Historic Resources Sub-Objective). Professional judgement is used in conjunction with these criteria to undertake the impact assessment.

### Heritage Significance

The table below provides guidance on the assessment of significance for all types of heritage assets, including archaeological sites and monuments, historic buildings, historic landscapes and other types of historical site, such as battlefields, parks and gardens. The table considers both designated and non-designated heritage assets.

| Level of Significance | Examples  |
|-----------------------|---|
| Very High             | World Heritage Sites, Scheduled Monuments of exceptional quality, or assets of acknowledged international importance or can contribute to international research objectives.<br>Grade I Listed Buildings and built heritage of exceptional quality.<br>Grade I Registered Parks and Gardens and historic landscapes and townscapes of international sensitivity, or extremely well preserved historic landscapes and townscapes with exceptional coherence, integrity, time-depth, or other critical factor(s).   |
| High                  | Scheduled Monuments, or assets of national quality and importance or that can contribute to national research objectives.<br>Grade II* and Grade II Listed Buildings, Conservation Areas with very strong character and integrity, other built heritage that can be shown to have exceptional qualities in their fabric or historical association.<br>Grade II* and II Registered Parks and Gardens, Registered Battlefields and historic landscapes and townscapes of outstanding interest, quality and importance, or well preserved and exhibiting considerable coherence, integrity time-depth or other critical factor(s). |
| Medium                | Designated or undesignated assets of regional quality and importance that contribute to regional research objectives.<br>Locally Listed Buildings, other Conservation Areas, historic buildings that can be shown to have good qualities in their fabric or historical association.   |



| Level of Significance | Examples  |
|-----------------------|---|
|                       | Designated or undesignated special historic landscapes and townscapes with reasonable coherence, integrity, time-depth or other critical factor(s).<br>Assets that form an important resource within the community, for educational or recreational purposes.   |
| Low                   | Undesignated assets of local importance.<br>Assets compromised by poor preservation and/or poor survival of contextual associations but with potential to contribute to local research objectives.<br>Historic (unlisted) buildings of modest quality in their fabric or historical association.<br>Historic landscapes and townscapes with limited sensitivity or whose sensitivity is limited by poor preservation, historic integrity and/or poor survival of contextual associations.<br>Assets that form a resource within the community with occasional utilisation for educational or recreational purposes. |
| Negligible            | Assets with very little or no surviving cultural heritage interest.<br>Buildings of no architectural or historical note.<br>Landscapes and townscapes that are badly fragmented and the contextual associations are severely compromised or have little or no historical interest.  |

### Magnitude of Impacts

The magnitude of the potential impact is assessed for each site or feature independently of its significance. Magnitude is determined by considering the predicted deviation from baseline conditions. The magnitude of impact categories are adapted from the Transport Assessment Guidance (TAG Unit 3.3.9) and Design Manual for Roads and Bridges, Volume 11, Part 3, Section 2, HA 208/07.

| Magnitude of Impact | Typical Criteria Descriptors   |
|---------------------|--|
| Substantial         | Impacts will damage or destroy cultural heritage assets; result in the loss of the asset and/or quality and integrity; cause severe damage to key characteristic features or elements; almost complete loss of setting and/or context of the asset. The assets integrity or setting is almost wholly destroyed or is severely compromised, such that the resource can no longer be appreciated or understood. (Negative).<br>The proposals would remove or successfully mitigate existing damaging and discordant impacts on assets; allow for the restoration or enhancement of characteristic features; allow the substantial re-establishment of the integrity, understanding and setting for an area or group of features; halt rapid degradation and/or erosion of the heritage resource, safeguarding substantial elements of the heritage resource. (Positive). |



| Magnitude of Impact    | Typical Criteria Descriptors   |
|------------------------|--|
| Moderate               | <p>Substantial impact on the asset, but only partially affecting the integrity; partial loss of, or damage to, key characteristics, features or elements; substantially intrusive into the setting and/or would adversely impact upon the context of the asset; loss of the asset for community appreciation. The assets integrity or setting is damaged but not destroyed so understanding and appreciation is compromised. (Negative).</p> <p>Benefit to, or restoration of, key characteristics, features or elements; improvement of asset quality; degradation of the asset would be halted; the setting and/or context of the asset would be enhanced and understanding and appreciation is substantially improved; the asset would be bought into community use. (Positive)</p> |
| Slight                 | <p>Some measurable change in assets quality or vulnerability; minor loss of or alteration to, one (or maybe more) key characteristics, features or elements; change to the setting would not be overly intrusive or overly diminish the context; community use or understanding would be reduced. The assets integrity or setting is damaged but understanding and appreciation would only be diminished not compromised. (Negative).</p> <p>Minor benefit to, or partial restoration of, one (maybe more) key characteristics, features or elements; some beneficial impact on asset or a stabilisation of negative impacts; slight improvements to the context or setting of the site; community use or understanding and appreciation would be enhanced. (Positive).</p>            |
| Negligible / No Change | <p>Very minor loss or detrimental alteration to one or more characteristics, features or elements. Minor changes to the setting or context of the site. No discernible change in baseline conditions. (Negative).</p> <p>Very minor benefit to or positive addition of one or more characteristics, features or elements. Minor changes to the setting or context of the site No discernible change in baseline conditions. (Positive).</p>  |

Magnitude (scale of change) is determined by considering the predicted deviation from baseline conditions. Quantifiable assessment of magnitude has been undertaken where possible. In cases where only qualitative assessment is possible, magnitude has been defined as fully as possible.

Any embedded mitigation is considered in the impact assessment and this is clearly described in this section (cross referring the development description). Therefore, the magnitude of the impacts described in the impact assessment will be considered stated before and after additional mitigation has been taken into account.



Impacts may be of the following nature and will be identified as such where relevant:

- Negative or Positive.
- Direct or indirect.
- Temporary or permanent.
- Short, medium or long term.
- Reversible or irreversible.
- Cumulative.

### Significance of Effects

By combining the heritage significance of heritage assets with the predicted magnitude of impact, the significance of the effect can be determined. This is undertaken following the table below. The significance of effects can be beneficial or adverse.

| Significance of Effects | Magnitude of Impact  |                      |                      |                        |
|-------------------------|----------------------|----------------------|----------------------|------------------------|
|                         | Substantial          | Moderate             | Slight               | Negligible / no Change |
| Very High               | Major                | Major – Intermediate | Intermediate         | Minor                  |
| High                    | Major – Intermediate | Intermediate         | Intermediate – Minor | Neutral                |
| Medium                  | Intermediate         | Intermediate – Minor | Minor                | Neutral                |
| Low                     | Intermediate – Minor | Minor                | Minor – Neutral      | Neutral                |
| Negligible              | Minor-Neutral        | Minor-Neutral        | Neutral              | Neutral                |

Significance should always be qualified as in certain cases an effect of minor significance could be considered to be of great importance by local residents and deserves further consideration. The significance of effect is considered both before and after additional mitigation measures proposed have been taken into account.

For the purposes of this Heritage Statement, substantial negative impacts and major adverse effects are considered likely to amount to 'substantial harm' in National Planning Policy Framework (NPPF) terms for designated heritage assets. Moderate negative impacts and intermediate adverse effects are considered likely to amount to 'less than substantial harm' in NPPF terms for designated heritage assets. Slight



negative impacts are considered to amount to minimal harm, while negligible/no change is not considered to amount to any harm at all.

For the purposes of this Heritage Statement, negative impacts that are moderate in magnitude or greater and adverse effects that are intermediate or greater indicate that the special architectural or historic interest of listed buildings or their settings and/or the character or appearance of conservation areas would not be preserved in terms of section 16, 66 and 72 of the Planning (Listed Building and Conservation Areas) Act 1990.



## **Appendix C - Local Planning Policy**





## **Core Strategy 2008 – 2028, A Local Plan for Ribble Valley, Adopted December 2014**

### **Key Statement EN5: Heritage Assets**

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.
- Keeping Conservation Area Appraisals under review to ensure that any development proposals respect and safeguard the character, appearance and significance of the area.
- Considering any development proposals which may impact on a heritage asset or their setting through seeking benefits that conserve and enhance their significance and avoids any substantial harm to the heritage asset.
- Requiring all 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.



## **Policy DME4: Protecting Heritage Assets**

In considering development proposals the council will make a presumption in favour of the conservation and enhancement of heritage assets and their settings.

### *1. Conservation Areas*

Proposals within, or affecting views into and out of, or affecting the setting of a Conservation area will be required to conserve and where appropriate enhance its character and appearance and those elements which contribute towards its significance.

This should include considerations as to whether it conserves and enhances the special architectural and historic character of the area as set out in the relevant conservation area appraisal. Development which makes a positive contribution and conserves and enhances the character, appearance and significance of the area in terms of its location, scale, size, design and materials and existing buildings, structures, trees and open spaces will be supported.

In the Conservation Areas there will be a presumption in favour of the conservation and enhancement of elements that make a positive contribution to the character or appearance of the Conservation Area.

### *2. Listed buildings and other buildings of significant heritage interest*

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.

Any proposals involving the demolition or loss of important historic fabric from listed buildings will be refused unless it can be demonstrated that exceptional circumstances exist.

### *3. Registered historic parks and gardens of special historic interest and other gardens of significant heritage interest*

Proposals which cause harm to or loss of significance to registered parks, gardens or landscapes of special historic interest or other gardens of significant local heritage interest, including their setting, will not be supported.



#### *4. Scheduled Monuments and other archaeological remains*

Applications for development that would result in harm to the significance of a Scheduled Monument or nationally important archaeological sites will not be supported.

Developers will be expected to investigate the significance of non designated archaeology prior to determination of an application. Where this demonstrates that the significance is equivalent to that of designated assets, proposals which cause harm to the significance of non designated assets will not be supported.

Where it can be demonstrated that that the substantial public benefits of any proposals outweigh the harm to or loss of the above, the council will seek to ensure mitigation of damage through preservation of remains in situ as the preferred solution. Where this is not justified developers will be required to make adequate provision for excavation and recording of the asset before or during excavation.

Proposals should also give adequate consideration of how the public understanding and appreciation of such sites could be improved.

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

A) Monitoring heritage assets at risk and;

I) Supporting development/re-use proposals consistent with their conservation;

II) Considering use of legal powers (building preservation notices, urgent works notices) to ensure the proper preservation of listed buildings and buildings within the conservation areas.

B) Supporting redevelopment proposals which better reveal the significance of heritage assets or their settings.

C) Production of design guidance.

D) Keeping conservation area management guidance under review.

E) Use of legal enforcement powers to address unauthorised works where it is expedient to do so.

F) Assess the significance and opportunities for enhancement of non designated heritage assets through the development management process.



## **Appendix D - Report Conditions**



### **Heritage Statement, Former Clitheroe Hospital Residential Development**

This report is produced solely for the benefit of the client, **NHS Property Services Ltd. and McDermott Developments Ltd.**, and no liability is accepted for any reliance placed on it by any other party unless specifically agreed by us in writing.

This report is prepared for the proposed uses stated in the report and should not be relied upon for other purposes unless specifically agreed by us in writing. In time technological advances, improved practices, fresh information or amended legislation may necessitate a re-assessment. Opinions and information provided in this report are on the basis of WYG using reasonable skill and care in the preparation of the report.

This report refers, within the limitations stated, to the environment of the site in the context of the surrounding area at the time of the inspections. Environmental conditions can vary and no warranty is given as to the possibility of changes in the environment of the site and surrounding area at differing times.

This report is limited to those aspects reported on, within the scope and limits agreed with the client under our appointment. It is necessarily restricted and no liability is accepted for any other aspect. It is based on the information sources indicated in the report. Some of the opinions are based on unconfirmed data and information and are presented accordingly within the scope for this report.

Reliance has been placed on the documents and information supplied to WYG by others, no independent verification of these has been made by WYG and no warranty is given on them. No liability is accepted or warranty given in relation to the performance, reliability, standing etc of any products, services, organisations or companies referred to in this report.

Whilst reasonable skill and care have been used, no investigative method can eliminate the possibility of obtaining partially imprecise, incomplete or not fully representative information. Any monitoring or survey work undertaken as part of the commission will have been subject to limitations, including for example timescale, seasonal, budget and weather related conditions.

Although care is taken to select monitoring and survey periods that are typical of the environmental conditions being measured, within the overall reporting programme constraints, measured conditions may not be fully representative of the actual conditions. Any predictive or modelling work, undertaken as part of the commission will be subject to limitations including the representativeness of data used by the model and the assumptions inherent within the approach used. Actual environmental conditions are typically more complex and variable than the investigative, predictive and modelling approaches indicate in practice, and the output of such approaches cannot be relied upon as a comprehensive or accurate indicator of future conditions.

The potential influence of our assessment and report on other aspects of any development or future planning requires evaluation by other involved parties.

The performance of environmental protection measures and of buildings and other structures in relation to acoustics, vibration, noise mitigation and other environmental issues is influenced to a large extent by the degree to which the relevant environmental considerations are incorporated into the final design and specifications and the quality of workmanship and compliance with the specifications on site during construction. WYG accept no liability for issues with performance arising from such factors.

June 2017  
WYG Environment Planning Transport Ltd.