

45 - 47 Whalley Road

Justification, Design & Access and
Planning Statement in support of
planning and listed building
application



July 2025

45 - 47 Whalley Road

Justification, Design & Access and Planning
Statement in support of planning and listed
building application

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Note: To assist the understanding of drawings scale bars are
provided for reference where possible

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aerial view

1 Background Information

1.1 Introduction

This design and access statement (DAS) has been prepared to support a planning and listed building application for the change of use and alteration of 45 - 47 Whalley Road, Clitheroe, BB7 1EE.

The statement seeks to demonstrate that the proposal has undergone a formal and thoughtful design process and that the scheme proposed is a response to site context, access into and within, massing, orientation, materiality and architectural detail and that a sustainable approach has been adopted.

1.2 Aim

Whilst the national guidance - the National Planning Policy Framework (NPPF) - requires listed building consents to be accompanied by DAS.

The NPPF states that a DAS must:-

Explain the design principles and concepts that have been applied to the proposed development; and

Demonstrate the steps taken to appraise the context of the proposed development, and how the design of the development takes that context into account.

This DAS explains how the proposed development is a suitable response to the site and its setting and demonstrates that it can be adequately accessed by prospective users.

1.3 Application

The planning and listed application description would be expected to be as follows:-

'Change of use of the property currently light industrial to that of residential (class C3) and commercial (E(c)(iii) - Other appropriate services in a commercial, business or service locality) and limited internal and external alterations.'

1.4 Stanton Andrews Architects

Charles Stanton and Neil Andrews established their architecture practice in late 2006.

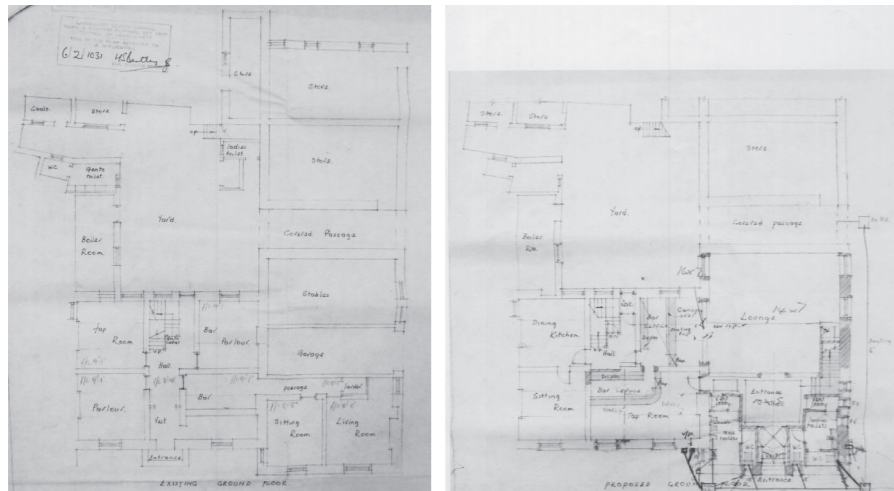
With projects across the north-west Stanton Andrews have established a strong reputation for producing high quality and imaginative designs to suit the needs, desires, aspirations and budget of its clients.

Consistently projects have demonstrated a focussed and considered appraisal of the existing arrangement, its site, and context resulting in imaginative and elegant designs tailored to the specifics of each commission.

This combined with a sensibility for historical context and vernacular identities has created a socially and environmentally responsive architecture.

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2 Existing Site



Plans from 1962 showing the existing and proposed ground floors



Elevations from 1962 showing the proposed, the existing is shown hatched

2.1 Location

The site is located on the corner of Whalley Road and Turner Street on the South side of Clitheroe, Lancashire. It is not within the conservation area but is on the edge of the town centre.

2.2 Site Description

The site dates from circa 1825, and historically was an Inn, it was known for many years as the Salford and Wheatsheaf Hotel.

Originally constructed in two phases the North wing is domestic in scale and arrangement, plans from 1962 show the closure of the front door from Whalley road. It does have a cellar. The South wing is noteworthy only for the tall windows and large room at first floor level.

It has been used as a light industrial premises since 1978 and is in a poor state of repair. To the rear (East side) of the property, on the site of previously demolished stables/ outbuildings is a car park with a gravel finish.

2.3 Heritage

The property was listed in 1976, a heritage assessment accompanies this application.

WHALLEY ROAD (East Side) Nos 45 and 47

(Formerly listed as Salford and Wheatsheaf Hotel, WHALLEY ROAD)

GV II Circa 1825. 2 storeys, rendered, with Welsh slate roof. Gable to right breaks forward, rusticated, with stone coped kneelers. 2 long windows in stone surrounds above modern door and 2 modern windows. Left section has 3 windows over 3, the centre of the latter being a former door opening. Side elevation has 4 windows above 4 and 2 and segmental-headed carriage entry.

Listing NGR: SD7423641276



1920s? View from the South prior to the construction of Turner Street



1950s? View from the North showing the property rendered.

2.4 Views of the Site

The site is very visible as you enter the town off the A59. It is in a state of disrepair, metal gratings and ply have been used to protect windows. At ground floor level concrete render has used presumably to hide the alterations that were undertaken in the 1960's. Removal and repointing of the render would improve the appearance considerably.



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3 Proposed Development



3.1 Concept

The property has been used for light industrial for many years, the condition of the building and externally has deteriorated considerably. The ambition is to find a economically viable use that would possible to renovate and ensure the long survival of this listed property.

3.2 Site Layout

The property forms the corner of Whalley Road and Turner Street with off street parking off Turner Street. No extensions are required, in terms of improved access a side access requires a stair and an historic opening off Whalley road is to be reinstated.

3.3 Building Layout

The building is in two parts, the wing that fronts the Whalley Road is residential in character with living accommodation at ground floor and bedrooms at first. The only hint of an alternative use is the cellar with its pavement access. This is to be converted into a single dwelling.

The wing that faces Turner Street has a large room at first floor and cellular spaces at ground floor, access between the two is via a stair that is clearly not original. This is to be converted into flats at first floor level by inserting a floor within the roof space and converting the ground floor units into commercial units.

See existing and proposed plans and elevations.

3.4 Amount

The area of the property will increase with the introduction of an additional storey.

The areas are as follows

basement	39 sqm
ground floor	244 sqm
first floor	232 sqm

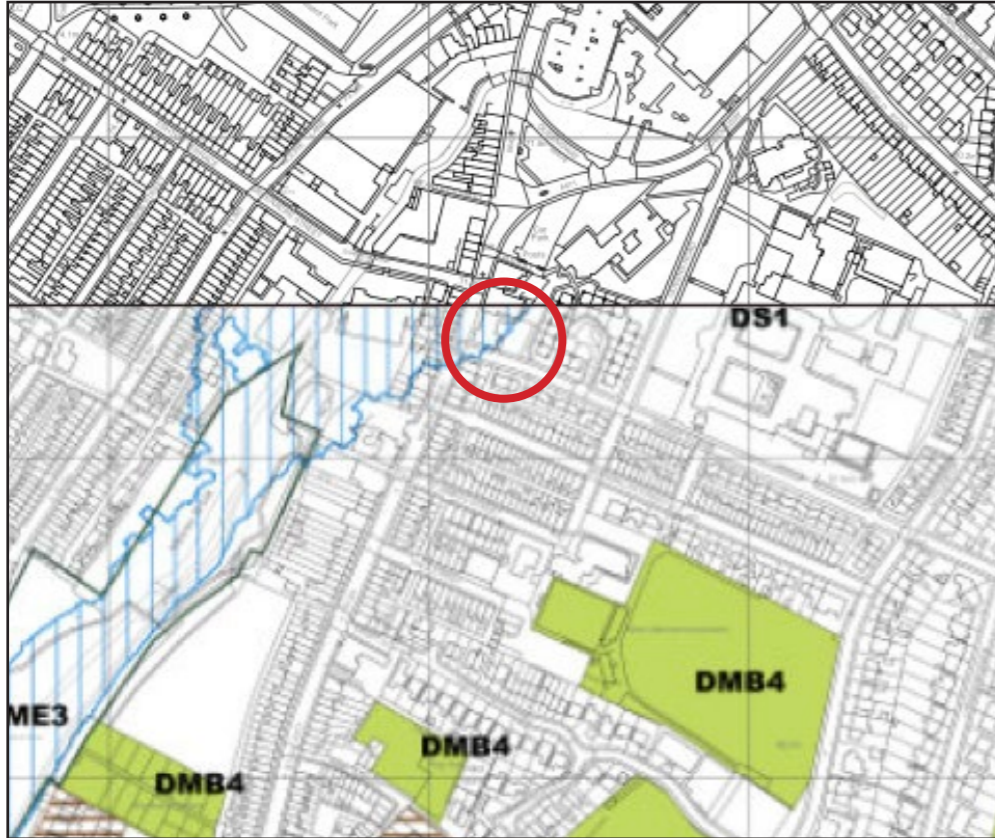
Which gives a total of 515 sqm, the additional storey will increase the area by 135 sqm, giving a new total of 650 sqm.

4.5 Scale

The scale of the property will be unchanged.

4.6 Appearance

The appearance of the property has evolved considerably over the years with pebble dash render used most recently to conceal the alterations that were in made in the 1960's. We propose to remove the pebble dash render and repoint the stonework, remove the recent windows and reinstate the historic windows and doors.



excerpt

RVBC Proposals plan

4.1 Relevant Planning History

45 - 47 Whalley Road applications:-

3/78/0328P Proposed light industrial use. Permits.

6/2/A95 Neon sign.

6/2/A84 Advertisement consent.

4.2 Planning policy

Section 38 (6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the Development Plan, unless material considerations indicate otherwise.

4.2.1 Local Development Policies

The local development framework for the site comprises the Ribble Valley Core Strategy 2008-2028 - adapted 2014 (RVCS) and the associated Proposals Map (2019).

Extracts from the proposals map confirms that 45 - 47 Whalley Road sits just outside the Clitheroe town centre. Therefore the following key statements are applicable to the site/development:

- DS2: Presumption in favour of sustainable development
- EN5 - Heritage Assets
- DME4 - Protecting Heritage Assets
- EN3: Sustainable development and climate change
- DMG1 - General Considerations
- DMG2 - Strategic Considerations

4 Planning

4.2.2 National Policies

In addition to the planning framework which is primarily set out in the Town and Country Planning Act 1990: The Planning (Listed Buildings and Conservation Areas) Act 1990 provides specific protection for buildings and areas of special architectural or historic interest.

National Planning Policy Framework (NPPF)

The revised National Planning Policy Framework sets out government's planning policies for England and how these are expected to be applied.

National Planning Policy Guidance (NPPG)

The NPPG adds further context to the NPPF and it is intended that the two documents should be read together.

4.3 Local Planning Policy Compliance

It is not our intention to list policies verbatim, preferring to address only those policies and clauses which are germane to the application. As with most applications we are seeking to find a balance between priorities and importance of policies.

The relevant clauses of DMG2 - Strategic Considerations states:-

'development proposals in the principal settlements of Clitheroe, Longridge and Whalley and the tier 1 villages should consolidate, expand or round-off development so that it is closely related to the main built-up areas, ensuring this is appropriate to the scale of, and in keeping with, the existing settlement'.

The development complies with policy by reusing an existing building within the defined settlement boundary.

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The relevant clauses of DS2: Presumption in favour of sustainable development states:-

When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development contained in the National Planning Policy Framework. It will always work proactively with applicants jointly to find solutions which mean that proposals can be approved wherever possible, and to secure development that improves the economic, social and environmental conditions in the area.

The development complies with policy and looks to improve the economic, social and environmental conditions locally.

The relevant clauses of EN5 – Heritage Assets states:-

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.

The development complies with policy as it require minimal external change, brings the whole building back onto use and by undoing some of the more recent alterations enhances its significance.

The relevant clauses of DME4 – Protecting Heritage Assets states:-

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

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.

The development complies with policy as the change is largely in the use of the property and there is no loss of important historic fabric.

The relevant clauses of EN3: Sustainable development and climate change

The Council will seek to ensure that all development meets an appropriate recognised sustainable design and construction standard where viable to do so, in order to address both the causes and consequences of climate change. In particular, all development will be required to demonstrate how it will contribute towards reducing the Borough's carbon footprint.

The development complies with policy as it seeks to minimise heat loss through the roof and walls without the loss of historic fabric.

The relevant clauses of DMG1 – General Considerations

In determining planning applications, all development must:

Be of a high standard of building design which considers the 8 building in context principles (from the cabe/english heritage building on context toolkit.

Be sympathetic to existing and proposed land uses in terms of its size, intensity and nature as well as scale, massing, style, features and building materials.

Consider the potential traffic and car parking implications.

Ensure safe access can be provided which is suitable to accommodate the scale and type of traffic likely to be generated.

Consider adequate day lighting and privacy distances.

Consider the protection and enhancement of public rights of way and access.

All development must protect and enhance heritage assets and their settings.

The development complies with all the policy points, there may be an increase in traffic from its current use but compared to its historic use as a pub/hotel the parking, access requirements are modest.

4.5 National Planning policy compliance

Planning (Listed Building and Conservation Areas) Act 1990

Listed Buildings – Section 66(1) (as amended by s.58B of Levelling-up and Regeneration Act 2023): 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 or enhancing the building or its setting. Under s.58B (2) this includes preserving or enhancing any feature, quality or characteristic of the asset or setting that contributes to the significance of the asset.

Listed buildings - Section 16 (2) (as amended by s.58B of Levelling-up and Regeneration Act 2023):

In considering whether to grant listed building consent for any works to a listed building the local planning authority shall have special regard to the desirability of preserving or enhancing the building. Under s.58B (2) this includes preserving or enhancing any feature, quality or characteristic of the asset or setting that contributes to the significance of the asset.

National Planning Policy Framework (December 2024):

The National planning Policy Framework (NPPF) sets out further duties in respect of determining proposals that affect heritage assets stating that

'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets'

importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary.

Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation'.

The Framework sets out further duties in respect of considering potential impacts:-

NPPF paragraph 11 states:

Plans and decisions should apply a presumption in favour of sustainable development.

NPPF paragraph 90f states:-

recognise that residential development often plays an important role in ensuring the vitality of centres and encourage residential development on appropriate sites.

NPPF paragraph 125 d states:-

promote and support the development of under-utilised land and buildings, especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.

NPPF paragraph 194 states :-

In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

NPPF paragraph 203 states:-

Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account:

- d) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;*
- e) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;*
- f) the desirability of new development making a positive contribution to local character and distinctiveness; and*
- g) opportunities to draw on the contribution made by the historic environment to the character of a place.*

NPPF paragraph 207 states:-

In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

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NPPF paragraph 208 states:-

Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

NPPF paragraph 210 states:-

In determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
- c) the desirability of new development making a positive contribution to local character and distinctiveness.*

NPPF paragraph 212 states:-

When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

NPPF paragraph 213 states:-

Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;*
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

NPPF paragraph 214 states:-

Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and*
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.*

NPPF paragraph 215 states:-

Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

NPPF paragraph 217 states:-

Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

NPPF paragraph 218 states:-

Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.

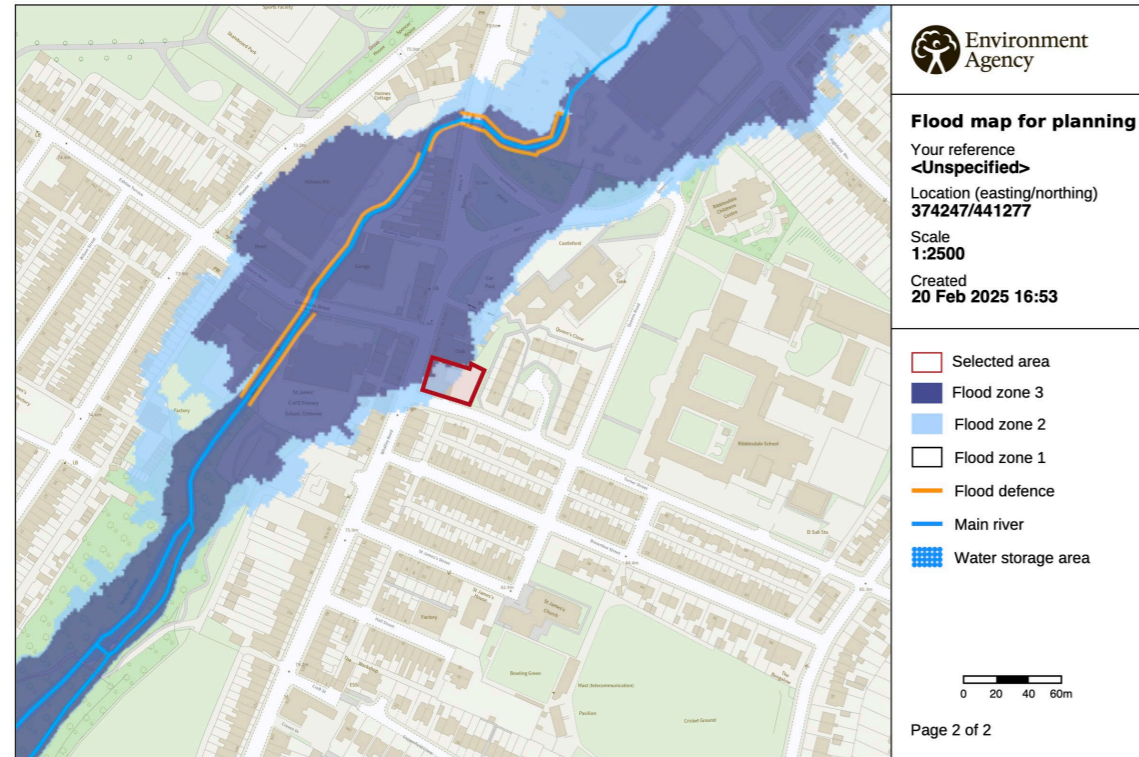
Additional guidance is provided by the Planning Practice Guidance on enhancing and conserving the historic environment.

'Conserving and enhancing the historic environment' paragraph 14 states:-

Disrepair and damage and their impact on viability can be a material consideration in deciding an application.

'Conserving and enhancing the historic environment' paragraph 15 states:

The development seeks to find alternative uses to ensure the long term viability of the property is secured and the alterations are largely limited to reinstating historic detail or undoing alterations that were undertaken in the 1960's prior to its listing.



EA flood map



Sketch layout showing 6 no. typ bays

5 Technical Considerations

5.1 Drawings

A full set of existing and proposed drawings, including detail sections of the window/door alterations and the proposed intermediate floor accompanies this application.

5.2 Ecology (protected species survey - bats)

A bat survey accompanies this application.

5.3 Heritage

A heritage statement accompanies this application.

5.4 Flooding

The EA map shows the site within flood zones 2 and 3, see left. An FRA accompanies this application as an FRA is required for all development (including minor development and changes of use) proposed in flood zones 2, 3 or 3b. A sequential test is NOT required.

5.5 Highways

The car parking is not laid out formally but we have established that it could accommodate 6 cars, without need to make alterations to the kerbs or access gates.

5.6 Structural Survey

A structural survey accompanies this application.

6 Conclusions

We believe that the harm identified would be clearly outweighed by the public benefit of securing the long-term continued conservation of the asset. Particularly through significant investment in a Grade II Designated Heritage Asset which has suffered significant neglect for a considerable period of time, with the proposed works potentially resulting in the safeguarding and long-term retention of the asset, securing long-term continued positive custodianship.

6.2 Conclusion

The pre-app response confirmed that the principle of the conversion of the buildings for the purposes of residential, would broadly align with the aims and objectives of Policy DMG2 of the Ribble Valley Core Strategy.

The pre-app was unable to advise on the merits on the ground floor 'commercial uses' as no details had been provided in respect of their proposed use (or Use Class). We have now confirmed the use class as E(c)(iii) - Other appropriate services in a commercial, business or service locality.

RVCS Key Statements EC1 and EC2 of the, however, are generally supportive of development that supports and enhances the local economy, with Policy DMB1 also offering general support in respect of such development subject to a number of explicit criterion.

The pre-app was clear that the proposed alterations and remodelling will raise no significant direct conflict(s) with RVCS Key Statement EN5 or Policies DMG1 and DME4, nor any significant measurable conflicts with the aims, objectives and requirements of Sections 16 and 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 nor Paragraphs 212 – 220 of the National Planning Policy Framework. Particularly in respect of measurable adverse impacts upon or development that would result in measurable harm to a Grade II Designated Heritage Asset.

6.1 Assessment of Proposed Works

6.1.1 External Works

It is considered that the external alterations will result in the visual enhancement of the Grade II Designated Heritage Asset. With the proposed works contributing to the overall visual amenity of the immediate street scene, particularly insofar that the building occupies a 'gateway' location that is afforded a high level of visibility upon approach from the public realm, both upon entering and leaving the settlement of Clitheroe.

6.1.2 Internal Works

The internal changes are more significant, particularly in relation to the subdivision of the first floor and introduction of an 'intermediate floor'. In this respect it is considered that the proposed works will result in some measurable harm to the original internal plan form of the building.

Paragraph 215 of the NPPF states that

'Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use'.

With Paragraph 212 of the Framework stating 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). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'.

The pre-app response was clear that in respect of the harm resulting from the proposed alterations will be 'less than substantial' (low-level).

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