


Report to be read in conjunction with the Decision Notice.

Signed:	Officer:	MC	Date:	30/01/2026	Manager:	LH	Date:	2/2/26
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Application Ref:	3/2025/0565			 <p>Ribble Valley Borough Council www.ribblevalley.gov.uk</p>
Date Inspected:	22/12/2025	Site Notice:	Press notice 07/08/2025	
Officer:	MC			
DELEGATED ITEM FILE REPORT:				APPROVAL

Development Description:	Listed Building Consent for proposed change of use from light industrial to residential (use class C3) and commercial (use class E(c)(iii)) involving internal and external alterations.
Site Address/Location:	45 - 47 Whalley Road, Clitheroe, BB7 1EE

CONSULTATIONS:	Parish/Town Council
No response received.	

CONSULTATIONS:	Highways/Water Authority/Other Bodies
LCC Highways:	Following the submission of amendments/additional information, the Local Highway Authority (LHA) raise no objection subject to conditions relating to a Service Management Plan, Construction Traffic Management Plan, implementation of car parking provision, cycle storage and extension of the access.
RVBC Countryside Officer:	The Countryside Officer raises no concerns subject to a condition for all Method Statement and Reasonable Avoidance Measures identified in the protected species report (Bats) dated 14.07.2025
RVBC Environmental Health Officer:	The building needs attenuation for the noise levels to be acceptable. The EH recommends that the recommendations in section 8 of the noise report shall be followed so that noise levels in bedrooms meet the criteria in table 9 of the report.
Environment Agency:	No objection – the proposed development would be safe and would not be at an unacceptable risk of flooding or exacerbate flood risk elsewhere.
LLFA:	No comment

CONSULTATIONS:	Additional Representations.
No additional representations received.	

RELEVANT POLICIES AND SITE PLANNING HISTORY:
<p>Ribble Valley Core Strategy:</p> <p>Key Statement EN5: Heritage Assets</p> <p>Policy DMG1: General Considerations</p> <p>Policy DME4: Protecting Heritage Assets</p>

Planning (Listed Buildings and Conservation Areas) Act

National Planning Policy Framework (NPPF)

Relevant Planning History:

3/2025/0564

Planning permission for proposed change of use from light industrial to residential (use class C3) and commercial (use class E(c)(iii)) involving internal and external alterations.

Pending Consideration

3/1978/0328

Proposed light industrial use

Approved with Conditions

ASSESSMENT OF PROPOSED DEVELOPMENT:

Site Description and Surrounding Area:

The site is occupied by a two storey Grade II listed building, located in the main settlement of Clitheroe, on the approach into the town from the A59. The site is located outside of the Conservation Area and the Main Centre Boundary.

The supporting statement indicates that the site dates from circa 1825, and historically was an Inn, it was known for many years as the Salford and Wheatsheaf Hotel. The listing is as follows:

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

The site is also located within Flood Zones 2 and 3.

Proposed Development for which consent is sought:

Externally, a number of alterations are proposed as listed below:

Western elevation

- Remove door and replace with window to ground floor
- Replace casement and sash windows
- Insertion of new door, stone jamb and internal steps
- Remove render and re-point stonework as required
- Insertion of new lights to front elevation

Southern elevation

- Replacement of casement windows at first floor
- Insertion of new conservation rooflights to roof slope
- Remove render and re-point/reinstate stonework as required
- Reinstate original garage entrance with new doors
- Replace sash windows

Northern elevation

Insertion of new conservation rooflights to roof slope

- Replace new ground floor windows

Southern elevation

- Replace sash windows
- Creation of external staircase
- Repair existing door

Other

- Rebuild chimney with like for like brickwork replacement
- Creation of landscaped garden, yard and parking area for 6 no. vehicles

Internally, the following amendments are proposed

- Reinstate and create additional internal walls to no. 45
- Separate no. 45 and 47 at ground and first floor level by removal of doorways and reinstatement of pre 1962 internal wall
- Removal of internal walls to ground floor of no. 47 serving w/cs
- Create internal wall to separate commercial units
- Insertion of internal door to eastern wall of unit 2 into covered courtyard
- Separation of first floor of no. 47 units to create 4 no. residential units
- Insertion of mezzanine floor to no. 47
- Line internal walls

Impact upon Listed Building:

In assessing the proposal, regard must be given to the statutory duties imposed on the authority in respect of the preservation and enhancement of such assets. In this respect, at a local level, Key Statement EN5 and Policy DME4 are primarily, but not solely, engaged for the purposes of assessing likely impacts upon designated heritage assets resultant from the proposed development.

Key Statement EN5 states that:

“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.”*

With Policy DME4 stating, in respect of development within conservation areas or those affecting the listed buildings or their setting, that development will be assessed on the following basis:

“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.”

Planning (Listed Building and Conservation Areas) Act 1990:

Given the proposal relates to a Grade II Designated Heritage Asset, special regard must also be given to the statutory duties imposed on the authority, pursuant to national legislation, particularly in respect of the preservation and enhancement of such assets.

The principle statutory duty under the Planning (Listed Building and Conservation Areas) Act 1990 (as amended by s.58B (1) of Levelling-up and Regeneration Act 2023) is to preserve or enhance the special character of heritage assets, including their setting. As such, in determining applications that affect designated heritage assets, the authority must consider the duties contained within the principle Act which states the following;

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 upon designated heritage assets with Paragraphs 212 – 221 reading as follows:

212: 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.

213: 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.*

214: 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.*

215: 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.

216: The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

217: 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.

218: 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.

219: Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

221: Local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.

The submitted details propose that number 45 will be converted to provide for a 4 bedroomed residential dwelling. Externally it is proposed that the central ground floor window on the front (west) facing elevation would be altered to provide for a front door access to the property (New front door to be 54 thick decorated hardwood 6 panel door), with internal steps and new lighting. Windows to the rear of the property would be re-instated or repaired and all new windows are to match existing in arrangement and operation i.e. casement or sliding sash. In addition, the windows are to be painted hardwood with profiles to match existing and glazed with ultra slim Krypton filled toughened double glazing. There is also a large window to the rear elevation of no. 45 proposed over the stairwell.

Section drawings of the windows have been provided and are considered to be acceptable. They would be of timber construction to match the existing with slimline glazing which would be appropriate to the listed building, keeping their existing arrangements and operation as existing. The render to the front elevation of no. 45 would be carefully examined and repaired on a like for like basis as required prior to re-decoration which is considered acceptable and would visually improve the aesthetic of the building.

Internal works are also proposed including the introduction of a dividing wall to create a degree of physical separation from no.47 to the south. However, based on the submitted details the internal alterations will largely maintain the existing planform of the building and it is not considered the proposed internal alterations would result in any measurable harm to the Grade II Designated heritage Asset.

Turning to the external works proposed to no. 47, these are considered to be acceptable. To the west elevation, it is proposed to re-instate the original windows with timber replacement windows which would provide a heritage benefit by way of re-instating the previous fenestration pattern. The existing ground floor render would be removed and all stonework re-pointed which again, would be an improvement upon the existing render. The alterations to the southern elevation, which include the removal of render and re-instatement of stonework, re-instatement of existing openings with new double glazed decorated hardwood timber arched doors to the commercial units and re-instatement of the timber windows to the first floor are acceptable and would utilise appropriate materials, using existing openings rather than creating new ones which may harm the historic fabric of the building.

Turning to the eastern elevation, a new glazed panel and doorway with an external staircase would be provided. This would result in some harm to the designated heritage asset by way of loss of historic fabric on the outer wall and the introduction of the external staircase which would visually change this elevation of the building. However, this could be weighed against the heritage benefits of the scheme.

With regards to the chimney and roof, the proposal would introduce new rooflights to the north and west elevations which would be flush fitted, conservation style rooflights which is considered acceptable. The chimney would be dismantled and re-built as required with rebuilding to be undertaken with lime mortar using existing masonry. All defective bricks to be replaced like for like. All lead flashings to be renewed. Chimney pots to be retained and reused. With regards to the re-roofing, any replacement materials are to be like for like replacements (slates). The development should proceed in accordance with the works methodology dated 11 July 2025.

Taking account of the proposed internal works and external works, it is considered that these will result in the overall visual enhancement of the Grade II Designated Heritage Asset.

In respect of the proposed internal works to no. 47, these are considered to be significant, particularly in relation to the subdivision of the internal floor area and introduction of a mezzanine floor. In this respect it is considered that the proposed works will result in some less than substantial harm to the original internal planform of the building.

As such, due to the internal and external works identified above, some parts of the scheme would result in less than substantial harm to the designated heritage asset, contrary to Key Statement EN5 and Policies DMG1 and DMG4 of the Ribble Valley Core Strategy, as well as Section 16 of the NPPF.

Observations/Consideration of Matters Raised/Conclusion:

With regards to the alterations proposed to the listed building, the insertion of a new glazed panel and doorway with an external staircase and the insertion of a mezzanine floor would result in less than substantial harm to the designated heritage asset. The NPPF requires that less than substantial harm be weighed against any public benefits and any harm be clearly and convincingly justified. The proposed development would result in some loss of historic fabric of the listed building. However, there are considered

to be public benefits to the scheme in that the proposal would secure a viable use and secure the future of the designated heritage asset which has been redundant for some time. Having regard to the duty at section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990, in giving 'great weight' to the conservation of the designated heritage asset and enhancing the significance of heritage assets and positively contributing to local character and distinctiveness, the proposal accords with the relevant Policies Ribble Valley Core Strategy Key Statement and the NPPF.

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