

Heritage Statement

The Edge House, Littleborough, Rochdale

September 2022



adapt heritage

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1. Introduction

- 1.1 This Heritage Statement has been prepared by Adapt Heritage on behalf of the applicant in connection with a full planning application for the construction of a residential dwelling with associated access and landscaping (the 'Proposed Development') at The Edge House, Blackstone Edge Old Road, Littleborough, Rochdale (the 'Application Site').
- 1.2 The Proposed Development follows a previous planning permission (ref: 13/01214/FUL) at the Application Site in December 2014. The current proposals seek planning permission for a development of a similar footprint but of different design.
- 1.3 The Application Site is located adjacent to the Grade II Listed No. 5 Blackstone Edge Old Road.
- 1.4 Under The Planning (Listed Buildings and Conservation Areas) Act 1990, Rochdale Borough Council (the 'Council'), in determining the full planning application, has a statutory duty to pay special attention to the desirability of preserving listed buildings, their setting or any features of special interest they may possess (s.66). The meaning of 'preservation' in this context, as informed by case law, is taken to be the avoidance of harm.
- 1.5 The National Planning Policy Framework ('NPPF') (2021) provides the Government's national planning policy on the conservation of the historic environment. In respect of information requirements for applications, Paragraph 194 states the following:

"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."*¹

- 1.6 The report is structured as follows:
- Section 2 identifies the relevant heritage assets with potential to be affected by the Proposed Development.
 - Section 3 provides an overview of the history and development of the Application Site and the surrounding area.
 - Section 4 proportionately assesses the significance of relevant heritage assets and the contribution made by the Application Site.
 - Section 5 provides an assessment of the impact of the Proposed Development in light of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy set out in the NPPF and local planning policy (set out in detail at **Appendix 1**).
 - Section 6 sets out the summary and conclusions.
- 1.7 The assessment has been undertaken on the basis of published information, archival research and on-site visual survey. It has been produced in accordance with guidance set out in Historic England's Advice Notes including Managing Significance in Decision Taking in the Historic Environment (2015), The Setting of Heritage Assets (2017) and Statements of Heritage Significance (2019).

¹ DLUHC (2021) National Planning Policy Framework (NPPF) – Annex 2: Glossary



2. The Heritage Assets

Context

- 2.1 The NPPF (2021) defines a heritage asset as:

“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.”²

- 2.2 A site visit was undertaken in August 2022 to identify heritage assets with potential to be affected by the Proposed Development.

Designated Heritage Assets

- 2.3 Designated heritage assets are those which possess a level of heritage interest that justifies designation under relevant legislation and are then subject to particular procedures in planning decisions that involve them.

Listed Buildings

- 2.4 A review of the National Heritage List for England (NHLE) in September 2022 confirms that there is only one listed building proximate to the Application Site:

Name	Grade	Designation Date	List Entry
5 Blackstone Edge Old Road	II	23 April 1986	1366284

- 2.5 There are a number of other listed buildings in the wider vicinity but due to their significance, topography, intervening development and the nature and scale of the Proposed Development, they will not be affected.

Non-Designated Heritage Assets

- 2.6 The NPPF identifies that heritage assets include both designated heritage assets and non-designated assets identified by the local planning authority (including local listing).

Locally Listed Buildings

- 2.7 Rochdale Borough Council maintains a list of non-designated heritage assets which are grouped by area and was updated in June 2022. A review of the list in September 2022 confirms there are no non-designated heritage assets located within or proximate to the Application Site:

²

DLUHC (2021) National Planning Policy Framework (NPPF) – Annex 2: Glossary



3. The Application Site and the Surrounding Area

Location and Context

- 3.1 The Application Site (Figure 3.1) is located off Blackstone Edge Old Road and is approximately 0.67 hectares. To the west and east are various modern residential dwellings. The Grade II Listed No 5 Blackstone Edge Old Road is also located to the east within a wider terrace of dwellings.



Figure 3.1: The Application Site © Google Maps (2022)

- 3.2 The Application Site itself consists of grassed open land which slopes downwards from its south eastern corner where it fronts the road to the north west. The boundaries consist of a mix of dry stone walling to the south along Blackstone Edge Old Road and mature trees to the other

boundaries. A public footpath runs along the north eastern boundary of the Application Site.

Overview of Historic Development

- 3.3 Below is an overview of the historic development of the Application Site and the surrounding area.
- 3.4 The route of Blackstone Edge Old Road is believed to date as far back as the Domesday Book of 1086. The route was developed further in the 17th century with packhorses carrying goods between Rochdale and Elland, subsequently known as the 'Packhorse Road'. The increased use of wheeled carts and waggons created demand for a more accessible route and the Blackstone Edge Turnpike Trust was established in 1734.³ The purpose of the trust was to repair, amend, enlarge, and widen the road between Rochdale and Elland.⁴ A toll house is believed to have been established at Rough Farm during this time.
- 3.5 In the mid 18th century, parts of the route were declared unusable and various improvements, diversion and new stretches of road were built in the late 18th and early 19th century. The Blackstone Edge New Road was created during this time as a result of increased demand for coach travel between Halifax and Rochdale.
- 3.6 The Application Site is illustrated on the 1851 Ordnance Survey (Figure 3.2) which shows it consisting of open land. To the east is a collection of terraced houses and farms centred around an area known as 'Gate House' and a track from this location to Blackstone Edge New Road to the north. The Old Packhorse Road and Windy Bank are visible to the south of Blackstone Edge Old Road.

³

Littleborough History, Blackstone Turnpike Trust [URL: <https://www.littleboroughshistory.org>]

⁴

Littleborough History, Blackstone Turnpike Trust [URL: <https://www.littleboroughshistory.org>]





Figure 3.2: Ordnance Survey of Littleborough surveyed in 1847-48 and published in 1851 © National Library of Scotland

3.7 The Application Site is later illustrated on the 1893 Ordnance Survey (Figure 3.3) which shows it as open land. A number of terraced dwellings have been built around Gate House to the south east and a large villa known as 'Honresfield' constructed to the north and set within large grounds. Various other smaller detached houses are also visible to the west of the Application Site around Blackstone Edge New Road including 'Moss Cliff' and 'Heathfield'.



Figure 3.3: Ordnance Survey of Littleborough surveyed in 1891 and published in 1893 © National Library of Scotland



Figure 3.4: Ordnance Survey of Littleborough surveyed in 1909 and published in 1910 © National Library of Scotland



- 3.8 The 1910 Ordnance Survey (Figure 3.4) shows no changes to the Application Site. A number of additional buildings were constructed along Blackstone Edge New Road between Honresfield and Moss Cliff including 'Hillside' and 'Breeze Hill'. By the time of the 1930 Ordnance Survey (Figure 3.5), new residential houses were constructed to the west of the Application Site, either side of Blackstone Edge Old Road.



Figure 3.5: Ordnance Survey of Littleborough surveyed in 1928 and published in 1930 © National Library of Scotland

- 3.9 The 1946 RAF Aerial Photograph (Figure 3.6), further buildings were constructed to the west of the Application Site and north of Blackstone Edge Old Road (along Moorside). There appears to be no other changes to the surrounding area or the Application Site itself.



Figure 3.6: RAF Aerial Photograph of the Site c.1948 © Historic England (Ref: RAF_CPE_UK_2614_V_5052)

- 3.10 In the mid to late 20th century, the south of Blackstone Edge Old Road was developed further with houses. Both Hillside and Breeze Hill were amalgamated to form Ferngrove House Care Home and dwellings constructed to the south. In the early 21st century, the care home was demolished and replaced by three large residential dwellings. There were no changes to the Application Site during this time although a new dwelling was constructed to the east (between Gate House).





Figure 3.7: Approved Site Plan (2014)

- 3.11 More recently, planning permission (ref: 13/01214/FUL) was granted by Rochdale Borough Council for a new residential dwelling on the Application Site in December 2014. This consisted of a large, detached property accessed from Blackstone Edge Old Road (Figure 3.7).



4. Assessment of Significance

Significance and Special Interest

- 4.1 The NPPF (2021) defines the significance of a heritage asset as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”⁵

Listed Buildings

- 4.2 Listed buildings are defined as designated heritage assets that hold architectural or historic interest. The principles of selection for listed buildings are published by the Department of Digital, Culture, Media and Sport⁶ and supported by Historic England’s Listing Selection Guides for each building typology.

Setting

- 4.3 The NPPF defines the setting of a heritage asset as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”⁷

- 4.4 Historic England has published guidance in respect of the setting of heritage assets, providing detail on understanding setting and the associated assessment of the impact of any changes. It confirms that setting is not a

heritage asset, nor a heritage designation, rather its importance lies in what it contributes to the significance of the relevant heritage asset itself.

- 4.5 Further guidance on the definition of setting and how it should be taken into account is set out in national Planning Practice Guidance. In assessing the contribution of setting to the significance of the following identified heritage assets the role of the Application Site has also been considered.

Assessment

- 0.1 As set out earlier, the following assessments are proportionate to the significance of the relevant listed buildings and the nature and scale of the Proposed Development. It has been informed by published information, desktop archival research and on-site visual survey.
- 4.6 The assessments have been produced in accordance with following guidance set out in Historic England’s Advice Notes including:
- Managing Significance in Decision Taking in the Historic Environment (2015);
 - The Setting of Heritage Assets (2017); and
 - Statements of Heritage Significance (2019).

⁵ DLUHC (2021) National Planning Policy Framework (NPPF) – Annex 2: Glossary
⁶ DDCMS (2018) Principles of Selection for Listed Buildings

⁷ Historic England (2017) Good Practice Advice Note 3: The Setting of Heritage Assets



No. 5 Blackstone Edge Old Road (Grade II Listed)



Figure 4.1: No. 5 Blackstone Edge Old Road (August 2022)

Special Architectural or Historic Interest

- 4.7 No. 5 Blackstone Edge Old Road (Figure 4.1) holds special architectural and historic interest as a late 18th century house. It has been successively altered and extended with additional dwellings in the 19th century. The building is two storeys and constructed from hammer-dressed watershot stone with a graduated stone slate roof. The ridge chimneystack has been painted and a Victorian chimney pot has been added.

- 4.8 The principal elevation is of two bays with a squared-cut door surround with timber panelled door forming the main entrance (Figure 4.1). It is flanked at ground floor by 4-light and 3-light flat faced mullion windows. At first floor are corresponding 6-light and 5-light windows, some blocked. To the left of the building is a massive stone post, in two pieces, from ground floor to eaves level. The list entry description notes that the post has 'fixing lugs as if for hanging a gate or shutters'.⁸ Its former use is not clear.



Figure 4.2: No. 5 Blackstone Edge Old Road (August 2022)

- 4.9 The rear elevation could not be accessed but is understood to have a later outshot extension with 20th century porch and dormer window.⁹

⁸

Historic England (1986) List Entry Description for No. 5 Blackstone Edge Old Road
Historic England (1986) List Entry Description for No. 5 Blackstone Edge Old Road

⁹



Contribution made by Setting

- 4.10 The setting of No. 5 Blackstone Edge Old Road is relatively well defined by the neighbouring buildings which have been added to each side of the listed building in the late 19th century. It is now read as part of a wider terrace of buildings on the sloping topography of Blackstone Edge Old Road (rising from west to east).



Figure 4.3: View of Blackstone Edge Old Road (August 2022)

- 4.11 The building is primarily experienced from its principal elevation along Blackstone Edge Old Road (Figure 4.1) where its stone mullion windows, graduated stone roof and architectural detailing are best appreciated. The later additions largely conceal views of the listed building in views up and down the road (Figures 4.2, 4.3 and 4.4).



Figure 4.4: View from public footpath (August 2022)

- 4.12 There are secondary views of the rear of the listed building from the two footpaths from Gate House (to the north west and east) as illustrated at Figure 4.4. Due to the neighbouring properties and extent of intervening development on Blackstone Edge Old Road and New Road and mature planting, there are limited other areas in which to experience the listed building.



Contribution made by the Application Site to the Significance of the Listed Building

- 4.13 As set out earlier at Section 3, the Application Site (Figure 4.5) has remained as grassed open land since at least the 19th century. It slopes downwards from its south eastern corner where it fronts the road to the north west. The surrounding area includes a mix of modern and traditional developments.



Figure 4.5: View of the Application Site (August 2022)

- 4.14 Archival research and historic map regression has not identified any potential historic and/or functional connection with No.5 Blackstone Edge Old Road (Grade II Listed). Any former connection that may have existed has been eroded and diminished by the extensions and additional dwellings to the sides of the listed building and later new-build between the site. There is also no visual relationship between the Application Site and the listed building due to the extent of intervening development.

- 4.15 The Application Site in its current form makes no contribution towards the significance of No.5 Blackstone Edge Old Road. With reference to Paragraph 206 of the NPPF, although the site is part of the setting and physical surroundings of the listed building, it is not an aspect that contributes to its significance.



5. Impact Assessment

Summary of Legislation and National Planning Policy

- 5.1 Under The Planning (Listed Buildings and Conservation Areas) Act 1990, Rochdale Borough Council, in determining the full planning application, has a statutory duty to pay special attention to the desirability of preserving listed buildings, their setting or any features of special interest they may possess (s.66). The meaning of 'preservation' in this context, as informed by case law, is taken to be the avoidance of harm.
- 5.2 Paragraph 197 of the NPPF states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.
- 5.3 Paragraph 198 requires when considering the impact of development on the significance of a designated heritage asset that great weight should be given to the asset's conservation. 'Conservation' is defined by the NPPF as *'the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.'*¹⁰
- 5.4 Paragraph 206 requires local planning authorities to look for opportunities for new development within the setting of heritage assets to better reveal their significance. With respect to setting, the NPPF notes that proposals that preserve those elements of setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

- 5.5 Further details of the heritage legislation, planning policy and guidance for consideration of the Proposed Development is set out in in **Appendix I**.

Planning Context

- 5.6 In December 2014, planning permission was granted by Rochdale Borough Council for the erection of a residential dwelling at the Application Site (ref: 13/01214/FUL). The development included a two storey house set within the topography of the land and accessed from Blackstone Edge Old Road.
- 5.7 In relation to the historic environment, the case officer concluded that:

"No. 5 Blackstone Edge Old Road is of a modest scale and design and its significance as a heritage asset lies in its historic origins as forming part of a group of houses located in a rural location above Littleborough. Its character is expressed by its prominent location along the road and that it is the largest of the dwellings within this row.

The proposed dwelling would lie some 25m from the application site and at the nearest point some 47m from the dwelling. Lying in between the proposed dwelling at the no. 5 would be nos 1, 3 and 51 Blackstone Edge Old Road.

The proposed dwelling would be set back from Blackstone Edge Old Road and externally it has been integrated into the existing topography, whilst an earth embankment on the northern side ensures that the gentle slope of the site would be maintained. This design approach would limit the potential 'presence' of the house. The siting and design of the proposed dwelling would not cause any harm to the setting of No. 5 Blackstone Edge Old Road as the building would be set a significant distance away from it and the open views towards it along Blackstone Edge Road would be maintained. The scale of the development is also appropriate in the setting of no. 5 Blackstone Edge Old

¹⁰

DLUHC (2021) National Planning Policy Framework (NPPF) – Annex 2: Glossary



Road as it would be integrated within the existing topography, and it would not dominate or otherwise have a harmful impact on the street scene. Indeed development of exceptional design quality such as this proposal is likely to have a positive rather than negative impact on the setting of the listed building. There would be an impact, but it would not be harmful.

It is concluded that by reason of size, scale, layout and design the proposed development would not harm to the setting of the adjacent listed building. The proposal would therefore comply with the advice of the NPPF and with UDP Policy BE/15, which resist development that would harm the setting of a listed building."

- 5.8 The previous planning permission established the principle of development on the Application Site. The current proposals seek planning permission for a development of a similar footprint but of different design.

The Proposed Development

- 5.9 The Proposed Development consists of a full planning application for the construction of a residential dwelling with access gained from Blackstone Edge Old Road. As set out, the principle of new dwelling on the Application Site has already been established.
- 5.10 The proposed dwelling is set within the existing topography of the land and its layout references the angular linear rock formations found within the area. As illustrated within the accompanying drawings, the dwelling has been repositioned closer to existing built form along Blackstone Edge Old Road. It is proposed to be constructed from natural Pennine Stone, charred timber cladding, zinc, and a natural sedum roof.
- 5.11 Further information on the design and appearance of the Proposed Development are set out within the Design and Access Statement prepared by CJ Partnership Environmental Architects.

Impact Assessment

- 5.12 This impact assessment employs national advice provided by Historic England as an appropriate framework for analysis, including Historic Environment Good Practice Advice (GPA) in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment (2015), which sets out the importance of good design and response to local distinctiveness for new development in the historic environment. This advice provides a checklist of factors that may influence what will make the scale, height, massing, alignment, materials and proposed use of new development successful in its context.

No.5 Blackstone Edge Old Road (Grade II Listed)

- 5.13 As set out earlier, the special interest of **No.5 Blackstone Edge Old Road** is enshrined in its architectural and historic interest as a late 18th century house. Its setting is relatively well defined by the neighbouring buildings which have been added to each side of the listed building in the late 19th century. It is now read as part of a wider terrace of buildings on the sloping topography of Blackstone Edge Old Road.
- 5.14 The Proposed Development involves the construction of one residential dwelling on open land to the west of the listed building. It would be separated by the neighbouring properties attached to the listed building and a large, detached dwelling from the late 20th century. The Proposed Development is to be set within the existing topography of the land, appearing as part of the landscape, with views out towards the north west, away from No.5 Blackstone Edge Old Road.
- 5.15 A modern yet contextual design is proposed but which employs local materials that resonate with the nearby listed building and Blackstone Edge itself including the use of Pennine stone.



- 5.16 The overall streetscene along Blackstone Edge Old Road would be maintained with the exception of a small opening for a proposed driveway to the property. The existing drystone boundary walls either side and the mature trees to the boundaries of the Application Site would be retained. As illustrated in the section drawings, the proposed dwelling would be set below the road level, restricting any visibility along the street.
- 5.17 The positioning and layout of the Proposed Development within the landscape would ensure that the building is not visible in any key views of the listed building along Blackstone Edge Old Road. The architectural interest of the listed building would therefore continue to be appreciated in these views.
- 5.18 In summary, the overall size, scale, layout and design of the Proposed Development is considered to sustain the significance of No.5 Blackstone Edge Old Road and maintains those aspects of setting which contribute towards its significance.

Statutory Duty and National Planning Policy

- 5.19 Based on the above, supported by on-site visual survey and an assessment of the significance and setting of the listed building, the Proposed Development would sustain the significance of the No.5 Blackstone Edge Old Road (Grade II Listed). The requirement of s66 of the 1990 Act could be satisfied if Rochdale Borough Council grants planning permission for the Proposed Development
- 5.20 With respect to the core planning principle of the NPPF in relation to the historic environment, the Proposed Development can sustain, and thereby conserve, the significance of the listed building. Accordingly, the Proposed Development could meet the objectives of paragraphs 197, 198, 203 and 206 of the NPPF.

Local Planning Policy and Guidance

- 5.21 This Heritage Statement provides a proportionate assessment of the significance of the identified heritage assets. As set out above, the Proposed Development is considered to sustain the significance of No.5 Blackstone Edge Old Road (Grade II Listed).
- 5.22 On this basis, the proposals are therefore considered to comply with the relevant policies of the Rochdale Borough Council Core Strategy (2016) and the saved policies in the Unitary Development Plan (2006).



6. Summary and Conclusions

- 6.1 This Heritage Statement has been prepared by Adapt Heritage on behalf of the applicant in connection with a full planning application for the construction of a residential dwelling with associated access and landscaping (the 'Proposed Development') at The Edge House, Blackstone Edge Old Road, Littleborough, Rochdale (the 'Application Site').
- 6.2 The Proposed Development follows a previous planning permission (ref: 13/01214/FUL) at the Application Site in December 2014. The current proposals seek planning permission for a development of a similar footprint but of different design.
- 6.3 The Application Site is located adjacent to the Grade II Listed No. 5 Blackstone Edge Old Road.
- 6.4 Under The Planning (Listed Buildings and Conservation Areas) Act 1990, Rochdale Borough Council (the 'Council'), in determining the full planning application, has a statutory duty to pay special attention to the desirability of preserving listed buildings, their setting or any features of special interest they may possess (s.66). The meaning of 'preservation' in this context, as informed by case law, is taken to be the avoidance of harm.
- 6.5 The Application Site in its current form makes no contribution towards the significance of No.5 Blackstone Edge Old Road. With reference to Paragraph 206 of the NPPF, although the site is part of the setting and physical surroundings of the listed building, it is not an aspect that contributes to its significance.
- 6.6 Based upon on-site visual survey and an assessment of the significance and setting of the listed building, the Proposed Development would sustain the significance of the No.5 Blackstone Edge Old Road (Grade II Listed). The requirement of s66 of the 1990 Act could be satisfied if Rochdale Borough Council grants planning permission.
- 6.7 With respect to the core planning principle of the NPPF in relation to the historic environment, the Proposed Development can sustain, and thereby conserve, the significance of the listed building. Accordingly, the Proposed Development could meet the objectives of paragraphs 197, 198, 203 and 206 of the NPPF.
- 6.8 The proposals are considered to comply with the relevant policies of the Rochdale Borough Council Core Strategy (2016) and the saved policies in the Unitary Development Plan (2006).



Appendix I: Heritage Legislation, Planning Policy and Guidance



Heritage Legislation, Planning Policy and Guidance

Below is an overview of the relevant heritage legislation, national and local planning policy and supplementary planning documents and guidance.

Legislation

The Planning (Listed Buildings and Conservation Areas) Act 1990

Under The Planning (Listed Buildings and Conservation Areas) Act 1990, Rochdale Borough Council, in determining the full planning application, has a statutory duty to pay special attention to the desirability of preserving listed buildings, their setting or any features of special interest they may possess (s.66).

The meaning of 'preservation', as informed by case law, is taken to be the avoidance of harm.

National Planning Policy

The National Planning Policy Framework (2021)

The National Planning Policy Framework (2021) requires that great weight is given to the conservation of designated heritage assets and this reflects the statutory duty of the 1990 Act with respect to listed buildings and conservation areas.

Conservation is defined by the NPPF as *"the process of maintaining and managing change to heritage assets in ways that sustain and where appropriate, enhance their significance."*¹¹

Paragraph 197 of the NPPF elaborates that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them into viable uses consistent with their conservation, as well as

the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 198 requires when considering the impact of a Proposed Development on the significance of a designated heritage asset, that great weight should be given to the asset's conservation and the more important the asset, the greater that weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss requires clear and convincing justification.

Paragraph 201 states that 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 and or loss is necessary to achieve substantial benefits that outweigh that harm or loss, or all of the following apply:

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

Paragraph 202 requires 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 securing its optimum viable use.

¹¹

DLUHC (2021) National Planning Policy Framework (NPPF) – Annex 2: Glossary



Paragraph 203 states that 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.

Paragraph 206 requires that local planning authorities should look for opportunities for new development within Conservation Areas, to enhance or better reveal their significance.

Paragraph 207 states that not all elements of a Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area should be treated either as substantial harm under paragraph 201 or less than substantial harm under paragraph 202, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area as a whole.

Local Planning Policy

Rochdale Borough Council Local Plan: Core Strategy (2016)

The Core Strategy for Rochdale borough was adopted on 19 October 2016. It's the lead document in the Council's Local Plan.

In relation to protecting and enhancing character, landscape and heritage, Policy P2 of the Core Strategy states that:

"1. We will protect and enhance the borough's character, the distinctiveness of its town centres, housing areas and countryside, and the qualities of its landscapes, utilising the considerable potential of these assets in development and regeneration schemes. We will do this by:

Requiring new development to integrate successfully with the key natural features of the borough, e.g. river valleys and the Pennine landscape;

Requiring new development to take opportunities to protect and open up important views of hills and valleys which are part of the borough's unique character;

Restoring the River Roch and other water bodies to their place as key and attractive features of the borough, including opening up waterways where they have been covered, and enhancing their setting, heritage assets and biodiversity potential;

Protecting, enhancing and utilising outstanding cultural landscapes, such as the Cheesden Valley area and around Littleborough and Hollingworth Lake; and Conserving and enhancing townscape character.

2. We will protect the borough's heritage by:

Conserving, enhancing and promoting key heritage assets, both statutory and non-statutory, including consideration of their wider settings. Key heritage assets of the borough include:

- i. Four outstanding conservation areas: Central Rochdale, Middleton and Littleborough town centres and Rock Nook / Summit;*
- ii. Other designated assets such as listed buildings, conservation areas, registered parks and scheduled ancient monuments;*
- iii. The heritage of the Co-operative movement, the Rochdale Pioneers and the Labour movement;*
- iv. The Edgar Wood and J. H. Sellers cultural heritage;*
- v. The heritage of the seventeenth and eighteenth century vernacular tradition;*
- and vi. The engineering heritage, including mills, canals and railways.*



Conserving, enhancing and utilising other non-statutory heritage assets of local interest, be they buildings, parks, gardens or archaeological sites, including promoting their sensitive restoration;

Using heritage assets positively and intelligently to strengthen identity and image and support the visitor economy, particularly in development and regeneration schemes; and

Prioritising the conservation of heritage assets at risk from decay, giving special attention to designated heritage assets in this regard."

Rochdale Borough Council Local Plan: Unitary Development Plan (2006)

The Rochdale Borough Unitary Development Plan was adopted in June 2006 and forms the policy period between 1999 and 2016.

In relation to the design criteria for new development, Policy BE/2 states that:

"Development proposals will be required to demonstrate good design by:

- a) Ensuring that they are compatible with or improve their surroundings by virtue of their scale, density, height, massing, layout, materials, architectural style and detail and means of enclosure;*
- b) Creating visual interest in areas or buildings lacking character;*
- c) Taking opportunities to retain, enhance or create views, landmarks and other townscape features which make a material contribution to the character of the area and reveal such features to public view;*
- d) Retaining and enhancing the architectural or historic qualities and features of buildings of character;*

e) Appropriate treatment of open spaces between and around buildings, including the provision of landscaping as an integral part of the development layout;

f) Retaining key natural features, including trees, as part of the landscaping of the site;

g) Providing for safe and convenient access and circulation;

h) Minimising opportunities for crime against people or property;

i) Making adequate provision for natural light within and between buildings;

j) Minimising the potential environmental impact of and on the development, including noise, air and water pollution."

Policy G/BE/9 sets out the policy for the conservation of built heritage. It states the following:

"Priority will be given to the practical conservation and enhancement of those features of the built environment which are the most valuable, in particular: conservation areas; listed buildings and their settings; scheduled ancient monuments; parks and gardens of special historic interest; and archaeological remains. such buildings, areas and features of architectural and historic merit will be protected from adverse development or demolition and positive measures will be taken or supported, wherever possible, to facilitate their continued upkeep and beneficial use. particular emphasis will be placed on securing new uses for existing buildings to ensure their future, and on promoting conservation activities which provide a stimulus for the regeneration of town centres, older urban and rural areas, including historic and cultural landscapes."



In relation to the protection of locally important buildings and features of architectural and historic interest, Policy BE/11 states that:

"The Council will permit development proposals that do not adversely affect buildings and features which are of local interest and which contribute to the character of an area and/or are important in townscape terms."

For development affecting the setting of a listed building, Policy BE/15 of the UDP requires that:

"Development will not be permitted, where through its siting, scale, design or materials, would harm the setting of a listed building."

In relation to demolition of buildings in conservation areas, Policy BE/16 states the following:

"When considering proposals for the demolition of unlisted buildings in a Conservation Area, the desirability of preserving or enhancing the character or appearance of the Conservation Area in which the building is situated will be considered. Proposals to demolish such buildings will be assessed against the same broad criteria as proposals to demolish Listed Buildings (see Policy BE/12). Consent to demolish will only be granted where it can be demonstrated that the building cannot be beneficially used and all possible efforts have been made to find a use for the building. Where the demolition of an unlisted building is acceptable, there must be detailed plans for the development or appropriate treatment of the site and development must enhance the appearance of the Conservation Area. Any grant of consent for demolition will include a condition that demolition shall not take place until a contract for the carrying out of works of redevelopment has been made and planning permission for those works has been granted."

For new development affecting conservation areas, Policy BE/17 states that:

"Development proposals will be permitted that preserve or enhance the character or appearance of a conservation area. In assessing a proposal, the following principles – where relevant – will be taken into account:

- a) Its relationship to existing buildings, the site and its surroundings;*
- b) Its design - including elevations, roof form, materials, finishes and detailing;*
- c) The retention, replacement and restoration of historic features and details of buildings, and - in the public realm - walls, paving and street furniture;*
- d) The retention and enhancement of landscaped areas, trees and natural features;*
- e) The design of new shop fronts (and replacements and/or alterations to those existing) should reflect the character or appearance of the conservation area, consistent with the provisions of Policy BE/5;*
- f) The design and siting of advertisements, new street furniture, paving and other highway surfaces and related structures (e.g., lighting and signs); and*
- g) The design and siting of car parking and servicing facilities.*

Development proposals should include detailed plans and drawings enabling its implication(s) for the character and appearance of the conservation area to be established."



Guidance

National Planning Policy Guidance, 2019

Whilst not planning policy the Planning Practice Guidance provides a clear indication of the Government's approach to the application of national policy contained in the NPPF. Where there is conflict between the guidance in the PPG and earlier documents the PPG will take precedence.

Historic England Advice Note 2: Managing Significance in Decision-Taking in the Historic Environment (2015)

This note is not a statement of Government policy but supports the implementation of national government policy. It provides advice on assessing the significance of heritage assets and the impact of proposals on that significance.

Historic England Advice Note 3: The Setting of Heritage Assets (2017)

Historic England has revised its guidance relating to setting and views of heritage assets. The guidance advocates a staged approach to assessment involving identification of the affected assets and setting, an assessment of the degree to which setting and views contribute to the significance of the assets, an assessment of the effects of the proposed development, exploration of ways to maximise enhancement and avoid or minimise harm and the monitoring of outcomes.

The revised guidance clarifies that there is a distinction between views that contribute to heritage significance and views that might be valued for reasons of landscape character or visual amenity. It states that the extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places.

The guidance makes it clear that setting is not a heritage asset, nor a heritage designation, rather its importance lies in what it contributes to the significance of the

relevant heritage asset itself. The guidance sets out the need for a systematic and staged approach to assessing the impact of development proposals in the setting of a heritage asset. It confirms that such assessment should be based on an understanding of the significance of the heritage assets affected and then the contribution of setting to that significance.

Historic England Advice Note 12: Statements of Heritage Significance: Analysing Significance in Heritage Assets (2019)

The guidance covers the NPPF requirement for applicants for heritage and other consents to describe heritage significance to help local planning authorities to make decisions on the impact of proposals for change to heritage assets. Understanding the significance of heritage assets, in advance of developing proposals for their buildings and sites, enables owners and applicants to receive effective, consistent and timely decisions. The advice note explores the assessment of significance of heritage assets as part of a staged approach to decision-making in which assessing significance precedes designing the proposal(s).





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