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Heritage Statement

Change of use from commercial unit (Class E) to 7-bedroom House of Multiple Occupation (Class C4) together with the installation of an external staircase and perimeter wall to the side elevation, alterations to fenestration, and the application of render to side and rear elevations (Ref. 25/00021/FUL).

at 872 Manchester Road Rochdale OL11 2SP.

for Harrison Construction Ltd

February 2025

872 Manchester Road Rochdale OL11 2SP

Planning Application Ref. 25/00021/FUL: Change of use from commercial unit (Class E) to 7-bedroom House of Multiple Occupation (Class C4) together with the installation of an external staircase and perimeter wall to the side elevation, alterations to fenestration, and the application of render to side and rear elevations.

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1 INTRODUCTION

- 1.1 This Heritage Statement has been prepared on behalf of the applicant, Harrison Construction Ltd, to support a Full Planning Application (ref. 25/00021/FUL) seeking a change of use to a House of Multiple Occupation (Use Class C4) and minor external alterations at 872 Manchester Road, Rochdale, OL11 2SP. The description of development is as follows:

'Change of use from commercial unit (Class E) to 7-bedroom House of Multiple Occupation (Class C4) together with the installation of an external staircase and perimeter wall to the side elevation, alterations to fenestration, and the application of render to side and rear elevations.'

THE PROPOSALS

- 1.2 The property is currently used as a bakery shop (Use Class E) and is situated within the metropolitan boundary of Rochdale Borough Council. To facilitate a change of use to a House of Multiple Occupation (Use Class C4) (hereafter 'HMO'), the following works are proposed:

- New rendering finish on rear elevation to match the front elevation;
- 3no. new windows on rear elevation;
- 3no. windows on side elevation; and
- New steps and a perimeter wall with railing to provide a new access on rear elevation.

- 1.3 An application (ref. 25/00021/FUL) seeking a change of use to a House of Multiple Occupation (Use Class C4) and minor external alterations was submitted to the Council on 10th January.

BACKGROUND

- 1.4 The applicant was contacted by the Council on 22nd January 2025 requesting a Heritage Statement to assess the significance of the Conservation Area and any surrounding Heritage Assets.
- 1.5 The property is not a listed Heritage Asset but is situated within the Castleton South Conservation Area. The property is situated directly opposite The Bridge Inn pub which is a non-designated heritage asset. There is also a Grade II Listed Canal Lock located approximately 0.4 miles south of the site.

- 1.6 This report has been prepared to satisfy the requirements of Section 16 of the NPPF. It considers the characteristics of the relevant heritage assets and their settings in sufficient detail to understand the potential impact of the proposals on their significance.
- 1.7 This Heritage Impact Assessment is structured as follows:
- Statutory requirements of legislation and policy;
 - Description of the assets including historic context;
 - Assessment of significance;
 - An outline of the proposed works; and
 - Assessment of impact.

2 LEGISLATION, POLICY AND GUIDANCE

Planning (Listed Buildings and Conservation Areas) Act 1990

- 2.1 The application is located close to two designated heritage assets- St John Thornham Church and War Memorial (both Grade II Listed). Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires decision-makers to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses.
- 2.2 Section 72 of the same Act requires special attention to be paid to the desirability of preserving or enhancing the character or appearance of Conservation Areas.

National Planning Policy Framework

- 2.3 The National Planning Policy Framework (NPPF) provides a framework within which locally prepared plans for development can be produced. It is a material consideration in planning decisions and was most recently updated in December 2024.
- 2.4 Section 16 addresses the conservation and enhancement of the historic environment. In determining applications, local 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 (para 207).
- 2.5 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 (para 213).
- 2.6 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: the nature of the asset prevents all reasonable uses; no viable use can be found; funding is not possible; and the harm or loss is outweighed by the benefit of bringing the site back into use (para 214).

- 2.7 Local planning authorities should look for opportunities for new development in Conservation Areas and within the setting of heritage assets that enhance or better reveal significance. Proposals that preserve elements of setting that make a positive contribution should be treated favourably (para 219).

THE ADOPTED ROCHDALE CORE STRATEGY

- 2.8 The Adopted Rochdale Core Strategy is the lead document in the Local Plan. Policy P2 ('Protecting and enhancing character, landscape and heritage') asserts that the Council will protect and enhance the borough's character and distinctiveness of housing areas and countryside. It sets out the following actions that the Council will undertake in order to protect the Borough's heritage:

- Conserve, enhance and promote both statutory and non-statutory heritage assets;
- Conserve, enhance and utilise other non-statutory heritage assets of local interest, be they buildings, parks, gardens or archaeological sites, including promoting their sensitive restoration
- Use heritage assets positively and intelligently to strengthen identity and image and support the visitor economy, particularly in development and regeneration schemes;
- Prioritising the conservation of heritage assets at risk from decay, giving special attention to designated heritage assets in this regard.

PLACES FOR EVERYONE PLAN (MARCH 2024)

- 2.9 Places for Everyone (hereafter referred to 'PfE') is a long-term plan of nine Greater Manchester districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) for jobs, new homes, and sustainable growth.
- 2.10 Policy JP-P2 ('Heritage') states that development proposals affecting designated and non-designated heritage assets and/or their settings will be considered having regard to national planning policy.

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

- 2.11 The guidance provides detail on how to understand setting, and how to assess the impact of change upon it. The guidance makes clear that setting in itself is not a heritage asset, rather, it is important insofar as it contributes to the significance of the asset.

Conservation Principles, Policies and Guidelines, Historic England (2008)

- 2.12 Whilst a draft version of this document has been published for consultation, it has not been further progressed. Both versions promote a very similar approach. The 2008 document sets out four groups of heritage values which may be attached to places, as follows:

- Evidential value – the potential of a place to yield evidence about past human activity;
- Historical value – the ways in which past people, events and aspects of life are connected through a place: this may be illustrative (visible links to the past) or associative (through links to particular persons or events);
- Aesthetic value – the ways in which people draw sensory and intellectual stimulation from a place (ie architectural and artistic interest); and
- Communal value – the meanings of a place for the people that relate to it.

3 IDENTIFICATION OF THE HERITAGE ASSETS

3.1 The site does not contain any listed buildings, however, there is a Grade II Listed Canal Lock located approximately 0.4 miles south of the site.

3.2 **Figure 3.1** below indicates the location of the Canal Lock (blue marker) with the



^ Figure 3.1 Listed Assets (blue pin) near the development sites (marked by red line).

3.3 Due to the intervening distance which comprises dense built form of terraced residential properties, there is no visual relationship between the application site and the Grade II Listed Canal Lock No. 52 Asset.

THE CASTLETON SOUTH CONSERVATION AREA

3.4 The site is situated within the Castleton South Conservation Area. Castleton largely developed in the late 19th century, following its connection to the railway in 1841. Originally known as Blue Pits, the area expanded rapidly, with industry emerging along the canal and railway, and housing and shops lining the main stretch of Manchester Road, along with residential areas to the north and east. This growth resulted in the creation of distinct character areas, which contribute to the town's unique townscape that remains

evident today. The significance of the area lies in its illustrative value as a prime example of rapid urban expansion driven by the industrial revolution.

- 3.5 The wider setting comprises additional development from the late 19th century onwards, although it is primarily mid- to late-20th century in character and does not contribute significantly to the overall significance of the conservation area.

THE BRIDGE INN

- 3.6 According to the Council's online records, The Bridge Inn is considered a non-designated heritage asset. Non-designated heritage assets are buildings, monuments, sites, places, areas, or landscapes recognised by planning authorities as having a degree of heritage significance that warrants consideration in planning decisions, although they do not meet the criteria required for designated heritage assets.
- 3.7 A review of the Council's website revealed no additional information regarding this non-designated heritage asset.

4 ASSESSMENT OF SIGNIFICANCE

- 4.1 As required, this assessment is proportionate to the importance of the designated assets and sufficient to understand the impact of the proposal.

Listed Buildings

- 4.2 Listed buildings are defined as designated heritage assets that hold special architectural or historic interest that are, for the time being, included in a list compiled or approved by the Secretary of State under Section 1 of the Planning Act 1990; for the purposes of that Act. The principles of selection for listed buildings are published by the Department for Culture, Media and Sport ('DCMS') and supported by Historic England's Listing Selection Guides for each building type.

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.'

- 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. The guidance states 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 considered is presented in the latest National Planning Practice Guidance ('NPPG') relating to the historic environment. The NPPG asserts 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."

CASTLETON SOUTH CONSERVATION AREA

Special Architectural and Historic Interest

- 4.6 The Conservation Area holds evidential, historical, and aesthetic value. Its significance derives from its illustrative role as a key example of rapid urban expansion driven by the industrial revolution.
- 4.7 The character of the conservation area is defined by its well-preserved expression of historic development, characterised by its materials, key views, and the distinct separation of building uses into residential, retail, and industrial 'zones'.

Contribution of Setting to Significance

- 4.8 The Conservation Area covers a wide expanse, with heritage assets existing alongside modern development. While the majority of the area is in good condition, there remains a high level of vacancy, which leads to a lack of maintenance and incremental changes

that negatively impacts the character and significance of the area. However, this has gradually improved in recent years. Overall, the setting's contribution to the significance of the Conservation Area is largely neutral—it neither enhances the historic context or significance of the area, nor does it cause significant harm.

- 4.9 The property at 872 Manchester Road currently makes a neutral contribution to the Conservation Area, as the building has been well maintained and has avoided falling into disrepair, unlike other properties along the residential street, including the corner property at 848 Manchester Road. However, it forms only a small part of the Conservation Area, and due to the urban grain and the building's low-rise nature, its visual influence is relatively limited

THE BRIDGE INN

Special Architectural and Historic Interest

- 4.10 The building holds minor evidential, historical, and architectural value, stemming from its development at various stages, resulting in a structure with varying levels of historic interest. It also possesses illustrative and aesthetic value, offering a visible link to the past. However, it is evident that the building has not been well maintained, with clear signs of age and parts of the structure appearing vacant.
- 4.11 The significance of the building is primarily derived from its illustrative, historical, and aesthetic value.

Contribution of Setting to Significance

- 4.12 The building is entirely surrounded by roads, which negatively impacts the setting of this non-designated heritage asset. To the east, the Castleton Village Green is situated approximately 0.6 miles south, but its setting is predominantly characterised by low-rise residential properties. There is also a row of commercial spaces, some of which appear vacant and poorly maintained. Overall, the setting is considered to have a neutral to negative impact.

5 IMPACT OF DEVELOPMENT

PROPOSED WORKS

- 5.1 As detailed in the submission (ref. 25/00021/FUL), the proposed works include the following:
- New rendering finish on rear elevation to match the front elevation;
 - 3no. new windows on rear elevation;
 - 3no. windows on side elevation; and
 - New steps and a perimeter wall with railing to provide new access on rear elevation.
- 5.2 It is important to note that the majority of the proposed works will be internal or located at the rear of the property, meaning they will not be highly visible. As a result, the impact on the setting of the Conservation Area and the Bridge Inn will be relatively limited.

IMPACT OF DEVELOPMENT

Castleton South Conservation Area

- 5.3 The proposed development primarily involves internal alterations or changes to the rear of the property. Where a perimeter wall is required, it will not affect the exterior of the building on either elevation. These details have been fully outlined as part of the submission.
- 5.4 Overall, the character and appearance of the Conservation Area will remain unaffected, and the impact on the significance of its setting will be negligible.

Bridge Inn

- 5.5 The proposed development primarily involves internal alterations or changes to the rear of the property. Where a perimeter wall is required, it will not affect the exterior of the building

on either elevation. As a result, there will be no alterations to the external elevations facing Manchester Road, where the Bridge Inn is located.

- 5.6 Overall, the non-designated heritage asset will be preserved, with negligible impact on its setting, and no harm will be caused.

6 CONCLUSION

- 6.1 This Statement has assessed the proposed works in relation to local and national policy and legislation concerning heritage impact. It identifies and describes the relevant heritage assets, evaluating their significance and the contribution made by their setting. The proposed works include internal alterations, insertion of new windows, new steps and a perimeter wall and new rendering finishing. The majority of the external amendments only affect the side elevation and rear elevation.
- 6.2 The site is located within a Conservation Area and is in close proximity to a non-designated heritage asset. It has been demonstrated that the proposals will result in no harm to designated heritage assets or their settings. Given the position of the development alongside the existing built form of the settlement, and the fact that the majority of the proposed works are internal or to the rear, there will be limited change to the setting of the assets. Views will remain consistent with the existing built form. As a result, the setting of the assets will remain unchanged, and there will be no impact on their significance.

- 6.3 The various assets and their significance will be preserved in accordance with legislative requirements and local policies. No harm will be caused. The proposal therefore complies with both local and national policy. There are no grounds to refuse consent on the basis of heritage impact.

