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Newscape Properties Venture Ltd

42 Sadler Street

Heritage Statement

02 February 2023

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1. Introduction

- 1.1 This Heritage Statement has been prepared by Paul Butler Associates on behalf of Newscape Properties Venture Ltd in support of a planning application relating to a single dwelling house at the address of 42 Sadler Street, Middleton, Rochdale, M24 5UJ. The description of development is *'change of use from 1no. single dwellinghouse to 7no. bedsits with associated external changes'*.
- 1.2 A Heritage Statement has been requested by Rochdale Borough Council because the site is located within the Middleton Town Centre Conservation Area. There are no listed buildings in close proximity to the site.
- 1.3 For any development affecting a conservation area, special attention must be given to the desirability of preserving or enhancing the character or appearance of the area (Planning [Listed Buildings and Conservation Areas] Act 1990 as amended).
- 1.4 The main purpose of this Statement is to consider the heritage significance of affected designated heritage assets and to appraise the impact of the proposed development on this significance.
- 1.5 The Statement has been prepared in accordance with national and local planning policy guidance; and, following a visual and photographic survey of the site, together with examination, analysis and assessment of readily available historic records and cartographic sources.
- 1.6 This Statement will provide the following:
- A description of the application site and surrounding area;
 - A summary of the proposed scheme;
 - A review of the key heritage guidance / relevant policy

- An assessment of the heritage significance of the site and nearby affected heritage assets and their settings;
- An assessment of the impact of the proposed scheme on this significance.

1.7 The Statement should be read in conjunction with the architectural drawings prepared by IPB Architecture Ltd and submitted in support of this application.

2. The Application Site and Surrounding Area

The Application Site

- 2.1 The application site relates to 42 Sadler Street, Middleton, Manchester, M24 5UJ. The site is occupied by a two storey semi-detached property with an access lane on the side elevation. There is a small front garden and the curtilage is defined by a low rise redbrick wall. The site is located to the north of Middleton Town centre and sits approximately 0.01 hectares in size. The site is located in the Middleton Town Centre Conservation Area.



Figure 2.1: Aerial view of application site (boundary in red)

- 2.2 The existing dwelling dates back to the 1910s when Sadler Street and the wider area started to be developed with houses. The property is constructed of red brick and a tiled pitched roof with a flat roofed dormer on the rear. There is a bay window located on the front elevation and the property has a mixture of painted timber framed windows and uPVC windows. Some windows appear to be original with stained glass detailing whilst others are more modern replacements. Some of the building's windows are damaged and unsafe and one first floor window is missing.

- 2.3 The application site is a relatively long, narrow plot, with a small sized garden to the rear which extends circa 6 metres from the rear elevation of the dwelling. The site boundaries at the rear are formed by timber fence panelling and a red brick wall. At the front, the property is set back from the pavement by circa 2.5 metres.
- 2.4 Internally, the property layout is set out over three floors which comprise two reception rooms, a hallway, kitchen area and two cupboards. On the first floor, there are three bedrooms, a separate toilet and a family bathroom. On the second floor, there are two further bedrooms.
- 2.5 The property has recently been purchased by the applicant and is in a poor state of repair with missing/damaged windows and evidence of internal water ingress. The proposals will help to make this property habitable which it is not currently.



Figure 2.2: Front door



Figure 2.3: Bay window



Figure 2.4: Bay window at rear elevation



Figure 2.5: Rear dormer extension



Figure 2.6: Property next door



Figure 2.7: Properties adjacent to Sadler Street

- 2.6 Figure 2.8 is a detail of a plan of the conservation area within which the subject property is located.

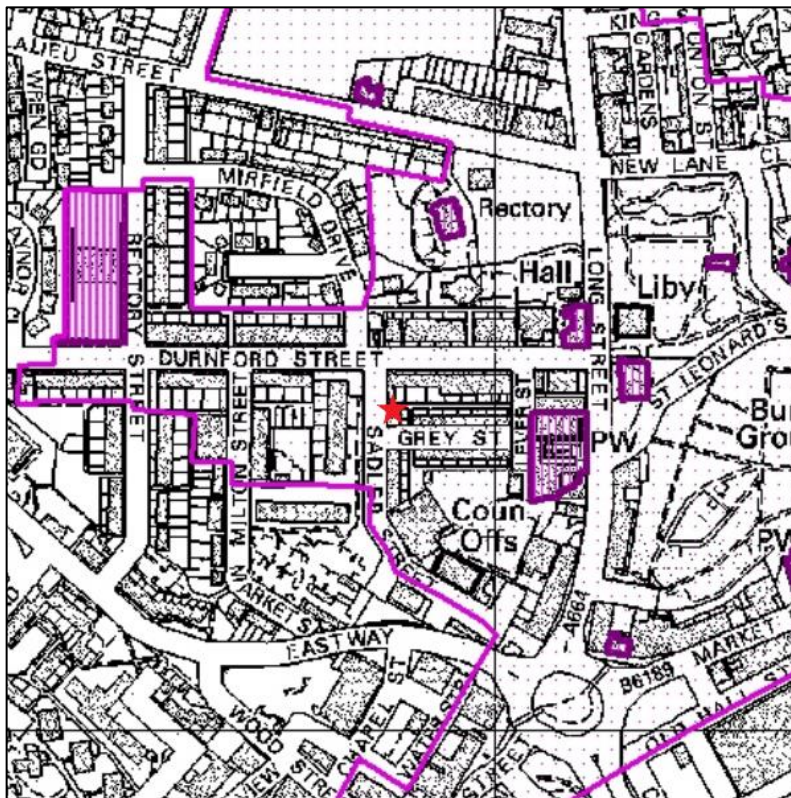


Figure 2.8: Map displaying Conservation area with site highlighted by red star.

The Surrounding Area

- 2.7 The site is located within a predominantly residential area which is mostly low to medium density development, with dwellings set in a range of rectangular plots with small to modest

sized gardens. Curtilages are defined by low rise walls to the front with hedging and shrubbery and some street trees located in certain streets.

- 2.8 Dwellings are largely characterised by terraced, semi-detached and apartments which are two/three storeys in height and are of a traditional red brick appearance. On street parking is a common feature of the surrounding roads.

Planning History

- 2.9 A review of the site's planning history has been undertaken using Rochdale Council's online database on 23.01.2023. Just two applications of relevance were identified:

Reference	Address	Proposal	Date/Decision
12/D55489	Alleyway To Rears of 7-35 Durnford Street, 2-28 Grey Street And 40-44 Sadler Street, Middleton.	Erection of 3x2 Metre High Vehicle Access Free Standing Alleygates to Side of 42 Sadler Street and Side of 28 & rear of 2 Grey Street.	27.06.2012 / Granted subject to Conditions
21/01563/FUL	Dental Surgery 38 Durnford Street Middleton M24 5UD	Change of use of dental surgery (Use Class E) to 4 no. one-bedroom flats (Use Class C3) including first floor rear extension	01.02.2022 / Granted subject to conditions

- 2.11 Planning approval 21/01563/FUL is noted due to its proximity and similarity to the application site; it also being located within the Middleton Town Centre Conservation Area; and due to it including the replacement of existing windows. The associated condition discharge application confirmed the building's original timber windows would be replaced with uPVC sash frames to match others on Durnford Street.

3. The Proposed Scheme

- 3.1 The proposed development is for the *'change of use from 1no. single dwellinghouse to 7no. bedsits with associated external alterations'*.
- 3.2 As part of the It is understood that all windows of the property will be replaced with hermetically sealed double-glazed units comprising uPVC framed double glazed units with 4mm thick glass to each pane and 22mm argon filled sealed air gap cavity and soft type low emissivity coating to inner pane. The window frames are to contain tickle vents and will meet the thermal performance as set out in Part L of the current building regulations.
- 3.3 The replacement of windows with these double glazed units is necessary in part due to the imminent government requirement (from 2025) for all rental properties to achieve an Energy Performance Certificate (EPC) of 'C' or above.
- 3.4 The mullions and transom arrangements of the existing historical windows will be retained with stained glass features to windows on the front elevation also carried through.
- 3.5 It is understood that the proposed windows will reflect the modern replacement windows which have been installed to the adjacent property (40 Sadler Street).
- 3.6 Please refer to the architectural plans and drawings prepared by IPB Architecture Ltd for further detail.

4. Key Heritage Policy / Guidance Review

- 4.1 This section of the statement sets out the local and national design and heritage policy context against which the development proposals will be assessed. An appraisal of how the development proposals might respond to this policy context is set out in section 5 of this statement.

National Planning Policy and Guidance

Town and Country Planning Act 1990

- 4.2 Section 38 (6) of the Town and Country Planning Act 2004 states that applications for development should be determined in accordance with the adopted development plan unless material considerations indicate otherwise. In the case of Rochdale Borough Council, the adopted development plan consists of the Core Strategy (adopted 2016) and the saved policies of the Unitary Development Plan (2006). Due consideration in the determination of the application will also need to be afforded to national policies in the National Planning Policy Framework (NPPF) and National Planning Practice Guidance (NPPG) which both represent a significant material consideration. The provisions of these documents are discussed in detail below.

Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.3 Section 69(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended defines a conservation area as 'an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance'. The site lies within the Middleton Town Centre Conservation Area.
- 4.4 In considering any development affecting the Middleton Town Centre Conservation Area, special attention will be given to the desirability of preserving or enhancing the character or appearance of the area (Section 72, Planning [Listed Buildings and Conservation Areas] Act 1990 as amended).

National Planning Policy Framework (NPPF)

- 4.5 Detailed guidance about the legislation and the Government's planning policies is given in the National Planning Policy Framework (NPPF), which was published on 27 March 2012, with the most recent update being on 20 July 2021. The NPPF sets out the Government's planning policies regarding the conservation of the historic environment.
- 4.6 The NPPF places great emphasis on the role of decision makers to promote sustainable development. Paragraph 8 advises that sustainable development has three dimensions: 'economic, social and environmental'.
- 4.7 In relation to determining planning applications, the NPPF sets out a presumption in favour of sustainable development. For decision taking this means approving development that accords with an up-to-date development plan without delay (Paragraph 11).
- 4.8 Section 16 of the NPPF deals with conserving and enhancing the historic environment. Paragraph 194 advises 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'. This statement demonstrates that the information and significance requirements of national policy have been complied with.
- 4.9 Paragraph 195 of the NPPF advises that '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 assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal'.
- 4.10 Paragraph 197 of the NPPF advises that '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’.

- 4.11 Paragraph 199 of the NPPF advises 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’.
- 4.12 Paragraph 202 advises 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’.
- 4.13 Paragraph 203 advises 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’.
- 4.14 Annex 2 of the NPPF provides a glossary of key terms which are relevant to this application. ‘Significance’ is defined as: ‘The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting’.
- 4.15 ‘Setting of a heritage asset’ is defined within Annex 2 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’.

National Planning Practice Guidance (NPPG)

- 4.16 The National Planning Practice Guidance (NPPG) is a web-based resource which was launched in March 2014 and coincided with the cancelling of the majority of Government Circulars. It provides guidance on many aspects of planning including plan-making and decision taking.
- 4.17 It states 'Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals'.
- 4.18 In relation to the setting of a heritage asset, the NPPG states 'A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.
- 4.19 Setting is the surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.

Historic England Guidance

- 4.20 Historic England has published guidance to assist with the management of the historic environment. This assessment has been prepared having regard to the following Historic England Guidance.
- 4.21 Historic Environment Good Practice Advice 2: Managing Significance in Decision-Taking in the Historic Environment: This document was published in March 2015 and provides advice to local authorities, planning and other consultants, owners, applicants and other interested parties. It sets out practical guidance to assist interested parties in making an assessment of the impact of proposals on the significance of heritage assets.

- 4.22 Historic England Advice Note 3: The Setting of Heritage Assets (2nd Edition): Published in December 2017, this document sets out guidance on managing change within the setting of heritage assets, including historic buildings, sites, areas and landscapes. Building on the historic environment provisions of national planning policy, the document provides advice on the definition of 'setting' before setting out key principles for assessing the implications of development proposals on the settings of heritage assets.
- 4.23 Historic England Advice Note 12: Statements of Heritage Significance: Analysing Significance in Heritage Assets: Published in October 2019, this advice note covers the National Planning Policy Framework 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.

Local Planning Policy Guidance

Rochdale Borough Council Local Plan

- 4.24 Rochdale Borough Council's Core Strategy which forms part of the local plan was adopted in October 2016. The relevant policies are set out below:
- 4.25 Policy P1 'Improving Image'. The policy requires design which is of a high standard in all developments, which is particularly important in various locations including town centres. The policy also promotes the development and re-use of under-used land and buildings, maximising the potential for heritage assets to provide a sense of place and image.
- 4.26 Policy P2 'Protecting and enhancing character, landscape and heritage'. The policy seeks to protect and enhance the borough's valued and distinctive landscape and heritage assets.
- 4.27 Policy P3 'Improving the design of new development'. All new development including landscaping should adhere to high standards of design. The policy therein sets out design principles which development should comply with.

- 4.28 Policy DM1 'General Development Requirements'. The policy sets out a number of basic planning and design considerations which development proposals will be expected to demonstrate compliance with.

Rochdale Borough Council Unitary Development Plan (saved policies)

- 4.29 Upon adoption of the Core Strategy, the majority of policies within the Rochdale Unitary Development Plan were deleted, those policies which were saved will be replaced through the Site Allocations DPD or other DPD. The saved policies of relevance to this assessment are outlined below.
- 4.30 Policy G/BE/1 'Design Quality' advises that new development will be required to contribute to the provision of an attractive, safe and accessible built environment.
- 4.31 Policy BE/17 'New Development Affecting Conservation Area' policy advises that development proposals will be permitted that preserve or enhance the character or appearance of a conservation area and outlines various principles that will be considered in applying the policy.
- 4.32 BE/18 'Changes Of Use To Buildings In Conservation Areas' policy advises that Proposals for the change of use of unlisted buildings in Conservation Areas will be permitted provided the new use is compatible with adjoining uses, the conversion respects the significance of the buildings and their settings, and the provisions of policy BE/17 are satisfied.

5. Statement of Significance

5.1 The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England. The NPPF builds upon the provisions of the Planning (Listed Buildings and Conservation Areas) Act 1990 and requires applications affecting the significance of any heritage asset to be accompanied by an assessment of the asset's significance, including any contribution made by their setting, in addition to consideration of the potential impact of the application on the significance.

5.2 The subject property is located within the Middleton Town Centre Conservation Area, which is a designated heritage asset. The key characteristics and features of the conservation area are outlined below:

- The conservation area is characterised by a significant group of late Victorian buildings with architecture of a free style, built for the more affluent citizen.
- There are a few significant buildings with Romanesque features and timber framed, Neo-Classical features with the Venetian Gothic and Tudor within the modern movement.
- There are several Edgar Wood designed buildings which including the former grade II listed Manchester and Salford Bank. The brickwork is a buff-coloured terracotta with a clay tile roof. The vertical imposing ridge chimneys contributing to the grand scale of buildings along this elevation.
- Another cluster of Edgar wood buildings include 33 and 35 Rochdale Road on the northern most tip of the conservation area, whereby a large characteristic of the building is the asymmetry and horizontal windows echoing the Georgian weavers' houses.
- There is a strong Georgian influence in terms of built form which has been largely with vernacular buildings, designed for the cotton industry. They are irregular in form with

varied plots widths and are identifiable by their fenestration, which is predominantly placed directly underneath the eaves and often runs the full width of the building.

- 5.3 Surrounding the site, dwellings are typically late 19th century / early 20th century Victorian dwellings with traditional rear yards with access via alley ways. The application site is located close to Long Street, which provides a varied and atmospheric urban mix of built form. The line of shops to the southernmost tip of Long Street provides an eclectic backdrop, with a vernacular feel enhanced by the varied heights of the buildings and frontages.
- 5.4 The subject property is located in extension 4 'Durnford Street' which includes a number of late 19th century Lancashire terraced housing built upon a street pattern intended to standardise living accommodation and improve sanitary conditions. It is noted that signs of the original agricultural origins of this area have all but gone with the introduction of terraced houses and back yards of the 19th century.
- 5.5 The subject property is located amongst terraced housing near the corner of Sadler Street and Dunford Street. The dwelling is constructed of red brick, a bay window and windows with painted timber frames and white painted cills. The roof is pitched and tiled, and the dwelling has a flat roof dormer extension. The conservation area appraisal notes that some of the rear alleyways of terraced properties in this area are looking tired and overgrown. There has been a loss of original features to the rear yards such as external toilets and outhouses (the outhouse to 42 Sadler Street survives and is not proposed for removal).
- 5.6 Reference to historic maps confirms that the building was constructed between 1907 and 1915 (See Appendix 2). Whilst the property is aesthetically pleasing in nature, the dwelling is not of any especial interest or notable architectural detailing. The property dates back to the Victorian period with red brick and original cills. Its general form and its street facing roof is intact and some original timber frames and stained-glass windows together with a bay window have survived, albeit in mixed condition. These features are considered to be positive elements of the application property. Whilst some of the original windows are in a poor state of repair or have been unsympathetically modified (for example due to the removal of the central mullion to the main first floor street-facing window), the survival of those window frames makes a minor positive contribution to the character of the conservation area.

- 5.7 In general therefore, the property is considered to make a positive contribution to character and appearance of the conservation area, however the current condition of the windows and the property in general reduces that contribution.

6. Impact on Significance

- 6.1 Having regard to the relevant heritage policy guidance discussed earlier on in this Statement, and the requirement to assess the potential impact of the proposal upon the significance of heritage assets, this section provides an appraisal of the potential heritage impact resulting from the proposed external alterations. Previous sections have confirmed that the only potentially-affected heritage asset is the Middleton Town Centre Conservation Area. This section therefore appraises the impact of the proposals on the setting and character of the Conservation Area.
- 6.2 As is set out above, the Middleton Town Centre Conservation Area is characterised by a range of Georgian, Victorian, and more modern Tudor dwellings, providing a variety of height, material and detail of high quality architectural and aesthetic quality. The application building is located on Sadler Street which is adjacent to Durnford Street which is characterised by a group of traditional Victorian 19th century terraced dwellings including rear yards and access via alley ways. The application site contributes to this character. It was built after the erection of all the terraced Victorian dwellings on Durnford Street and Sadler Street and is semi-detached in nature, however it possesses the same qualities in terms of built form and layout.
- 6.3 In terms of how the conservation area is experienced from Sadler Street, the proposals will result in the replacement of all windows on the subject property from timber framed with single paned glass to uPVC framed with double paned glass. This will allow for better efficiency and an improvement in thermal performance and ultimately will enable the re-use of the property.
- 6.4 As an external feature of the subject property and despite their poor condition, the historic window frames make a minor positive contribution to the significance of the conservation area. In accordance with NPPF Paragraph 202 the subsequent harm (which is regarded as less than substantial) resulting from their replacement should be weighed against the public benefits of the proposal. There are several public benefits which will result from the application proposals which are set out below.

- The proposed replacement of the historic windows will improve efficiency and thermal performance of the property, contributing to a most sustainable living approach.
- The proposals will see the replacement of missing or damaged windows therefore making the property safer.
- Bringing a vacant building back into productive use, thereby securing its future, is regarded as having a positive heritage impact upon the conservation area.
- The proposals will assist in enhancing its internal and external quality, meeting an identified need for high quality, well located residential floorspace, helping Middleton to retain and attract good quality tenants.
- Investing in a building which is within a highly accessible location, therefore encouraging the use of sustainable modes of transport.

6.5 Whilst the loss of original window frames is regarded as resulting in some minor harm to the Middleton Town Centre Conservation Area, this harm is significantly outweighed by the public benefits of the proposed scheme which include heritage benefits, not least the re-occupation of a dilapidated period building within a conservation area, thereby securing its future.

6.6 The harm is also partly mitigated through the use of uPVC windows which reflect the modern replacements in the adjacent 40 Sadler Street. These adjacent windows carry through historic mullion and transom arrangements and reference the historic top light stained glass decoration. The installation of windows of this specification is also necessary so that the property meets the imminent requirement for all rental properties to achieve an EPC of 'C' or above.

6.7 The proposed scheme will not have any materially adverse impact upon the key characteristics of the conservation area as set out above.

6.8 The Statement has been prepared in accordance with national and local planning policy guidance. Paul Butler Associates respectfully recommend that planning permission is granted from a heritage perspective.

Appendix 1: Photos of the Application Site



Image 1: Front door and façade of the application site



Image 2: Bay window at front elevation



Image 3: First floor windows of front elevation



Image 4: Bay window at rear elevation



Image 5: First floor rear elevation with evidence of missing window



Image 6: First floor rear elevation and rear dormer extension



Image 7: Window at side elevation



Image 8: Outbuilding located in rear garden



Image 9: Front elevation of neighbouring property



Image 10: Rear elevation of neighbouring property



Image 11: Access gates at the side of the application property



Image 12: Surrounding area of Sadler Street



Image 13: Properties on the corner of Durnford Street and Sadler Street



Image 14: View of rear of application and neighbouring property from Sadler Street



Image 15: Front reception room window



Image 16: Detailing of the front reception window glass pane



Image 17: Window at front of the property



Image 18: Bay window at the rear of the property



Image 19: Detailing of bay window frames at rear of the property



Image 20: Detailing of bay window frames at rear of the property



Image 21: Window in kitchen area



Image 22: Detailing of the window frame in kitchen window



Image 23: Window at side of the property



Image 24: Window at side of the property



Image 25: Window on first floor at front elevation



Image 26: Window on first floor at front elevation



Image 27: Window at side elevation on first floor



Image 28: Window on first floor of the property



Image 29: Window on first floor of the property



Image 30: Window on first floor of the property



Image 31: Window from rear dormer extension

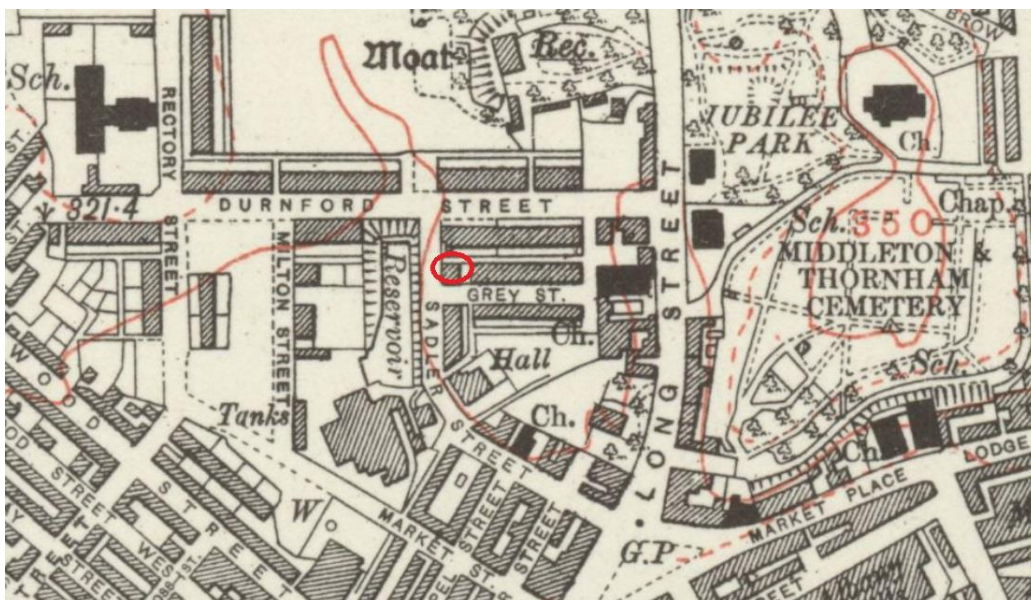


Image 32: Window from rear dormer extension

Appendix 2: Historic Maps



Map 1: 1907 OS Map



Map 2: 1915 OS Map