

Heritage Statement

Red House, 13 Broadhalgh Avenue, 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 refurbishment of the existing house with the siting of 2no. detached properties within the rear garden (the 'Proposed Development') at Red House, 13 Broadhalgh, Bamford, Rochdale (the 'Application Site').
- 1.2 The Proposed Development follows a previous planning permission (ref: 15/01450/FUL) at the Application Site in October 2016. The current proposals seek planning permission for a development of a similar footprint but of slightly increased height. A modern yet contextual design has also been pursued over the previous traditional approach.
- 1.3 The Application Site is located within the Moorgate Avenue Conservation Area. It is also adjacent to the Grade II Listed No. 15 Broadhalgh Avenue.
- 1.4 Under Section 72 of The Planning (Listed Buildings and Conservation Areas) Act 1990, Rochdale Borough Council has a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of their conservation areas. The Council also has a duty to have special regard to the desirability of preserving a listed building or its setting (Section 66). The meaning of 'preservation', 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."

- 1.6 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 Conservation Area Designation, Appraisal and Management (2019), Managing Significance in Decision Taking in the Historic Environment (2015), The Setting of Heritage Assets (2017) and Statements of Heritage Significance (2019).



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.”¹

- 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.

Conservation Areas

- 2.4 The Application Site is located within the Moorgate Avenue Conservation Area which was designated by Rochdale Borough Council in May 2005. The boundary of the conservation area is illustrated at Figure 2.1 of this report.
- 2.5 There is no adopted Conservation Area Appraisal nor is the Designation Report available online for the conservation area.

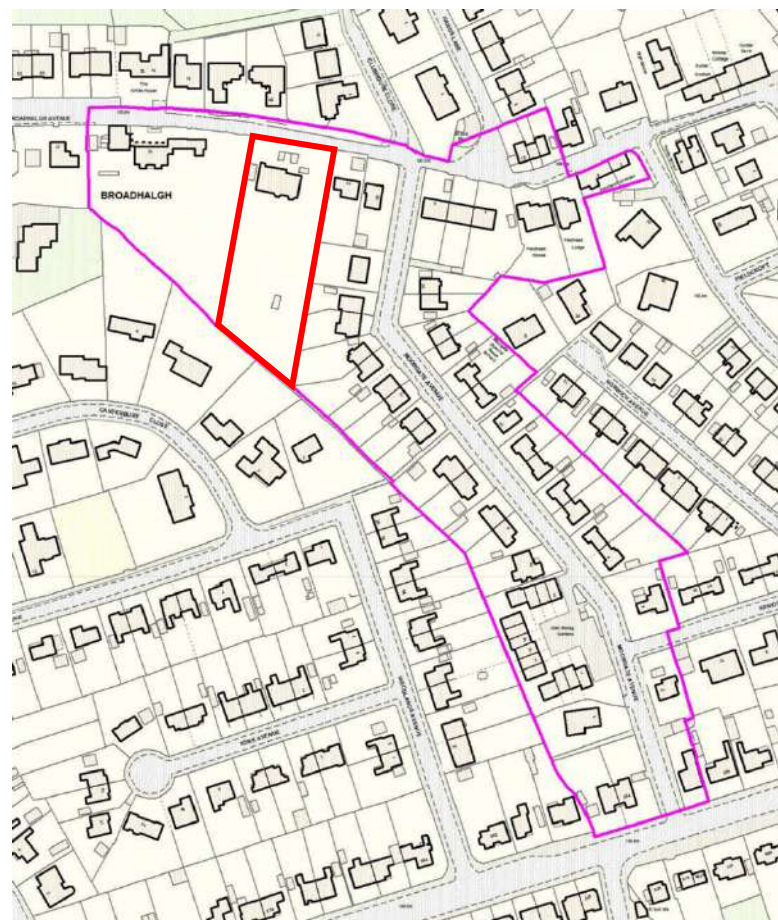


Figure 2.1: Moorgate Avenue Conservation Area (Site in Red)
© Rochdale Borough Council (2005)

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



Listed Buildings

- 2.6 A review of the National Heritage List for England (NHLE) and a search of the Greater Manchester Historic Environment Record (HER) in August 2022 confirms that there is only one listed building within 500m of the Application Site:

Name	Grade	Designation Date	List Entry No
15 Broadhalgh Avenue	II	10 December 1985	1346262

Non-Designated Heritage Assets

- 2.7 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

- 2.8 Rochdale Borough Council maintains a list of non-designated heritage assets which are grouped by area and was updated in June 2022. The following non-designated heritage assets are located within or proximate to the Application Site:

Name	Type of Asset	Reason for Inclusion
The Red House	Residential	Not available

- 2.9 The Red House is proportionately assessed within this report and is considered as part of the significance of the Moorgate Avenue Conservation Area.

Greater Manchester Historic Environment Record

- 2.10 Historic England's guidance on 'Managing Significance in Decision Taking in the Historic Environment' (2015) states that:

"Non-designated heritage assets include those that have been identified in a Historic Environment Record, in a local plan, through local listing or during the process of considering the application."

- 2.11 The Greater Manchester HER was consulted in August 2022 which confirms there are no HER records within or proximate to the Application Site.



3. The Application Site and the Surrounding Area

Location and Context

- 3.1 The Application Site (Figure 3.1) is located within along Broadhalgh Avenue to the south and is setback from the road. To the west is 15 Broadhalgh Avenue (Grade II Listed) which is separated by mature trees and boundary treatments. The surrounding area, including to the east and north, consists of a mix of modern and traditional development.



Figure 3.1: View of the Application Site and Surrounding Area © Google Maps (2022)

- 3.2 The Application Site itself consists of the 'Red House' which was built between 1910 and 1928 (likely c.1920 from on-site visual survey) and consists of a large, detached house. To the front of the building (Figure 3.2)



is a large area of land (originally occupied by outbuildings which have since been demolished under the 2016 permission). To the rear is a former garden area (Figure 3.3).



Figure 3.2: Front Elevation to the Red House (August 2022)



Figure 3.3: Garden Elevation to the Red House (August 2022)

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 Application Site is illustrated on the 1894 Ordnance Survey (Figure 3.4) which shows it as consisting of open land on the outskirts of the small settlement of Broad Halgh. The surrounding area includes a mix of dispersed houses and farmsteads.



Figure 3.4: Ordnance Survey of Rochdale surveyed in 1890 and published in 1894 © National Library of Scotland

- 3.5 The 1910 Ordnance Survey (Figure 3.5) shows no changes to the Application Site by this time. A number of additional buildings were constructed in the surrounding area including to Broadhalgh Avenue. The original building, the Red House, was built shortly after around 1920.



Figure 3.5: Ordnance Survey of Rochdale surveyed in 1908 and published in 1910 © National Library of Scotland



Figure 3.6: Ordnance Survey of Rochdale surveyed in 1928 and published in 1930 © National Library of Scotland



- 3.6 At some point between 1920 and 1930 (Figure 3.5), the original building on the Application Site was extended to the west (with further reception rooms and integral garage at ground floor and bedrooms at first floor). This is evident from the general form and appearance of the building. The separate garage and outbuildings to the front also appear to have been constructed during this second phase. In the surrounding area, a number of buildings have been constructed along Broadhalgh Avenue including No. 15 (1907-9) designed by Parker and Unwin.



Figure 3.7: Ordnance Survey of Rochdale surveyed in 1938 and published in 1947 © National Library of Scotland

- 3.7 By the mid 20th century (Figures 3.7 and 3.8), there appears to have been few changes to the Application Site. The surrounding area was redeveloped with various residential developments including Moorgate Avenue, Chester Avenue and Woodlands Avenue. Further development along Broadhalgh Avenue have been constructed by this time.



Figure 3.8: RAF Aerial Photograph of the Site c. 1948 © Historic England

- 3.8 The extent of new development and roads laid out in the area surrounding the Application Site by the mid 20th century is illustrated on the 1948 aerial photograph (Figure 3.8).

3.9

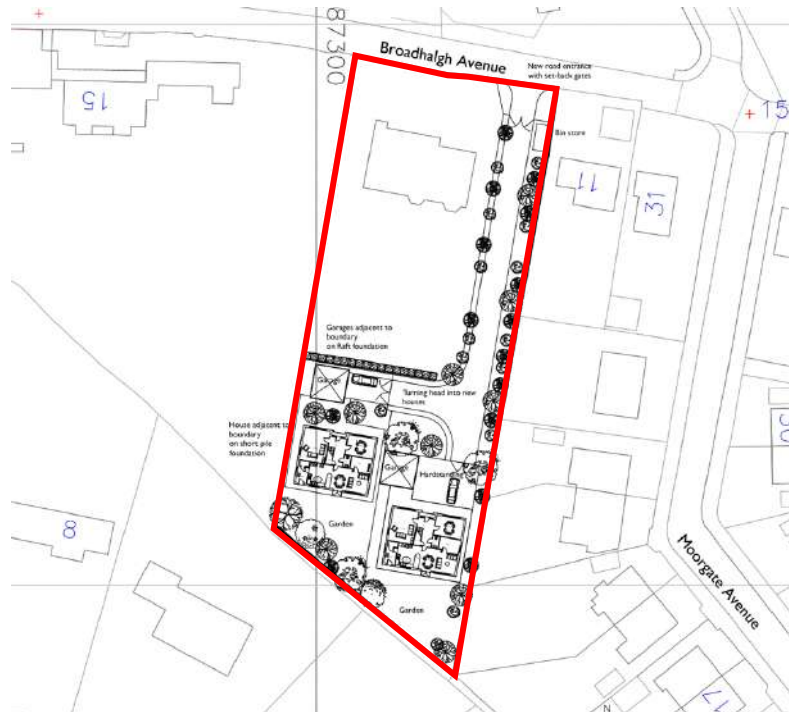


Figure 3.9: Approved Site Plan (2016)

3.10



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.”²

Conservation Areas

- 4.2 Conservation areas are designated on the basis of their special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance. Historic England has revised and republished its guidance in respect of conservation areas which provides a framework for the appraisal and assessment of the special interest and significance of a conservation area.

Listed Buildings

- 4.3 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 Sport³ and supported by Historic England’s Listing Selection Guides for each building typology.⁴

Setting

- 4.4 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.”⁵

- 4.5 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.

- 4.6 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

- 4.7 As set out earlier, this assessment has been informed by 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 Conservation Area Designation, Appraisal and Management (2019), Managing Significance in Decision Taking in the Historic Environment (2015), The Setting of Heritage Assets (2017) and Statements of Heritage Significance (2019).

² DLUHC (2021) National Planning Policy Framework (NPPF) – Annex 2: Glossary
³ DDCMS (2018) Principles of Selection for Listed Buildings

⁴ Historic England (2017) Listing Selection Guide: Places of Worship
⁵ Historic England (2017) Good Practice Advice Note 3: The Setting of Heritage Assets



Moorgate Avenue Conservation Area

- 4.8 Below is a proportionate assessment of the special interest of the Moorgate Avenue Conservation Area. It is followed by an assessment of the contribution made by the Application Site.
- 4.9 The Moorgate Avenue Conservation Area was designated in 2005 but no supporting reasons for designation are available online. Reasons for designation are not clear.

Special Character and Appearance

- 4.10 The Moorgate Avenue Conservation Area and its immediate environs are predominantly residential and suburban in character, associated with the former settlement of Broad Halgh and the gradual expansion of Rochdale in the 19th and 20th century. The conservation area is principally centred on two areas; Moorgate Avenue and Broadhalgh Avenue, which both have a different character and appearance.
- 4.11 Moorgate Avenue (Figure 4.1) forms a tree-lined street of inter-war semi-detached properties set upon gently sloping topography which rises from south to north. The buildings are principally two storeys but the design and use of materials differs to the west and east sides. The properties to the west are constructed from red pressed brick with shallow hipped roofs, two storey bay windows and a recessed entrance porch. On the east side, the houses are constructed from a brown brick and render with pitched gables and single storey bay windows. All of the buildings are conventional in their design and typical of the period.
- 4.12 Each property is slightly setback from the road by a small garden area although this is being gradually eroded by enlarged driveways. Along the pavement are a number of mature trees which provide a verdant and leafy character in Summer. At interval points along the street, existing built form of neighbouring streets can be seen behind the various properties.



Figure 4.1: Moorgate Avenue (August 2022)

- 4.13 The second area is Broadhalgh Avenue (Figures 4.2 and 4.3) which is generally different in character consisting of detached and semi-detached houses ranging from early 19th century to the late 20th century. There is no defining style or characteristic although the majority of buildings within the eastern section of the street (Figure 4.3) are two storeys and the use of white render generally prevails.
- 4.14 There is a mix to the urban grain and positioning of the buildings which adds variety within this part of the conservation area. Some buildings front the road and pavement line, some are partially setback with hedgerows and planting and others are setback well back from the road in well defined and enclosed plots with mature planting.





Figure 4.2: Junction of Moorgate Avenue and Broadhalgh Avenue (August 2022)



Figure 4.3: Broadhalgh Avenue (August 2022)

- 4.15 The western side of Broadhalgh Avenue includes two large properties; 15 Broadhalgh Avenue designed by Parker and Unwin in 1907-09 with tall boundary walls and outbuildings to the street (Figure 4.4). The grounds include large mature trees which add to the verdant character of the area. The other principal building is the Red House, built in c.1920. These



somewhat deviate from the general character of the area as large houses set within large grounds.



Figure 4.4: Broadhalgh Avenue (August 2022)

Summary of Special Interest

- 4.16 The special character and appearance of the Moorgate Avenue Conservation Area is not clearly defined by the Council but is assumed to consist of the following:

- Moorgate Avenue: consisting of a suburban street with consistent inter-war semi-detached houses with large mature trees which provide a leafy and verdant character.
- Broadhalgh Avenue: consisting of detached and semi-detached houses ranging from early 19th century to the late 20th century, set in an informal arrangement to provide a varied streetscape. The area includes two large principal dwellings from the early 20th century, 15 Broadhalgh Avenue and the Red House.

Contribution made by the Application Site to the Significance of Moorgate Avenue Conservation Area

- 4.17 The Red House (Figure 4.5) consists of a large house of two storeys, built from red pressed brick with sandstone dressings and timber detailing under a partially hipped and pitched clay roof. The materials are not necessarily characteristic of this part of the conservation area and more closely reflects the buildings found along Moorgate Avenue. The west, east and south boundaries of the Application Site include various mature trees.



Figure 4.5: The Application Site (August 2022)

- 4.18 The outbuildings to the front, at the north, have recently been demolished under the extant planning permission (Ref: 15/01450/FUL) as illustrated at Figure 4.6. The existing building has been subject to vandalism and is currently boarded up, awaiting refurbishment. The wider grounds have also been cleared (Figure 4.5).



Figure 4.6: View from Broadhalgh Avenue (August 2022)

- 4.19 The Red House is considered to contribute towards the significance of the Moorgate Conservation area as a good example of a large detached Edwardian house. The building is however vacant and has subject to vandalism which is beginning to have a negative effect upon the character and appearance of this part of the conservation area.
- 4.20 The grounds, in the form of the mature trees to the boundaries, also contribute towards the verdant character and significance of this designated area. The land to the front consists of rubble (from the demolished outbuildings) and modern hoarding which currently detracts from the general appearance of the area.



No 15 Broadhalgh Avenue (Grade II Listed)



Figure 4.7: No 15 Broadhalgh Avenue (August 2022)

Special Architectural or Historic Interest

- 4.21 No 15 Broadhalgh Avenue (Figure 4.7) consists of a large residential dwelling built in c.1907-09. It is designed in an interpretation of the Arts and Crafts architectural style with Voysey elements, by the architects Parker and Unwin. The building consists of three blocks with a large single storey (plus attic rooms) and is dominated by a large hipped roof. It is constructed from roughcast render with ashlar dressings and a graduated stone slate roof. There are large projecting chimneystacks with wide cornices.
- 4.22 The building is decorated through the use of an ashlar plinth, battered angled corner buttresses and overhanging eaves. The building retains its original timber entrance doors and leaded lights to the windows. The area

to the north includes two buildings (boiler room and billiard room) which front onto Broadhalgh Avenue and are connected to the main building by a covered walkway. A pergola and double-gates with a hipped roof supported on massive piers enclose the front courtyard.

Contribution made by Setting

- 4.23 The setting of No 15 Broadhalgh Avenue is relatively well defined, sitting within an existing plot that is enclosed by mature planting to all sides (except to the north). These serve to reinforce the verdant character of the plot. The building was positioned on a sloping position to take advantage of surrounding views, but it is understood these are no longer gained and are screened by trees due to later development to the south.
- 4.24 The building is primarily experienced from within its grounds where its architectural design and grouping are best appreciated, together with its Arts and Crafts detailing. There are secondary views of the listed building from Broadhalgh Avenue where the buildings backs onto the road and is directly accessed via double gates with pergola and hipped roof. Due to extent of intervening development and mature planting, there are no other areas in which to experience the listed building.

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

- 4.25 As set out earlier, No 15 Broadhalgh Avenue and the Red House were built separate to one another at different dates. The design of the Red House appears to have taken some inspiration from the listed building (orientation and use of outbuildings to Broadhalgh Avenue).
- 4.26 There is no visual relationship between one another due to the extent of mature trees between the plot boundaries and along Broadhalgh Avenue itself. Overall, the Application Site does not contribute towards the significance of the listed building.



The Red House (Non-Designated Heritage Asset)



Figure 4.8: Garden Elevation to the Red House (August 2022)

Local Significance

- 4.27 As set out earlier at Section 3, the Red House was originally built-in c.1920 and consisted of a building with a generally square plan. It included a garden / principle elevation which contained a double storey canted bay window set within a pitched gable and two single storey bay windows (highlighted in yellow at Figures 4.8 and 4.10). The rear elevation, to Broadhalgh Avenue was more functional with a series of corresponding window arrangements.
- 4.28 The later phase to the building was built short afterwards between 1920-30 involved a two storey extension with a timber casement and door screen with roughcase render at ground floor with simple window openings above (highlighted in purple at Figures 4.8, 4.9 and 4.10). The whole building, for each phase, is constructed from red pressed brick with

simple sandstone dressings under a clay pitched roof. The windows, behind the boarding, consisted of a mix of timber sliding sash and casements.



Figure 4.9: Detail to Red House (August 2022)



Figure 4.10: Front Elevation to the Red House (August 2022)



- 4.29 The separate garage to the front of the building (Figure 4.11) was built as part of the second phase of the building between 1920 and 1930. It consists of a simple brick structure with hipped clay roof and timber entrance doors. It is currently in a poor state of repair.



Figure 4.11: Existing Garage (August 2022)

- 4.30 Overall, the Red House has local significance as a large Edwardian house built in c.1920 and constructed from red brick, sandstone dressings and clay roof with typical features of the period (such as canted bay windows).



5. Impact Assessment

Summary of Legislation and National Planning Policy

- 5.1 Under Section 72 of The Planning (Listed Buildings and Conservation Areas) Act 1990, Rochdale Borough Council has a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of their conservation areas. The Council also has a duty to have special regard to the desirability of preserving a listed building or its setting (Section 66).
- 5.2 The meaning of 'preservation', as informed by case law, is taken to be the avoidance of harm.
- 5.3 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.
- 5.4 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.'*⁶
- 5.5 Paragraphs 201 and 202 differentiate between 'substantial' and 'less than substantial harm' and provide a framework for the consideration of harm to the significance of designated heritage assets where it arises, bearing in

mind the considerable importance and weight that must be given to the statutory duties of the 1990 Act.

- 5.6 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.
- 5.7 Paragraph 206 requires that local planning authorities should look for opportunities for new development within Conservation Areas and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.
- 5.8 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.
- 5.9 Further details of the heritage legislation, planning policy and guidance for consideration of the Proposed Development is set out in in **Appendix I**.

⁶

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



Planning Context

- 5.10 In October 2016, planning permission was granted by the Council for the erection of two dwellings to enable the restoration of Red House (Ref: 15/01450/FUL) at the Application Site. The development involved the construction of two dwellings in the grounds of the house and the demolition of outbuildings to the front.
- 5.11 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 slightly increased height to this consented scheme. The design of the scheme has also been amended to pursue a more modern yet contextual design.

The Proposed Development

- 5.12 The Proposed Development consists of a full planning application for the refurbishment of the existing house with the siting of 2no. detached properties within the rear garden. As set out, the principle of new development in the grounds of the Red House has already been established. The key changes to the permission are as follows:
- External Alterations, Partial Demolition and New Garage: this includes single storey extensions for a new and improved layout to the Red House and includes the demolition of the existing garage to allow for a new staircase. A new separate garage building is also proposed.
 - New-Build Dwellings: this includes minor changes to the positioning, height and design of the new-build dwellings.
- 5.13 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

- 5.14 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.

The Red House

Proposed External Alterations, Partial Demolition and New Garage

- 5.15 The Proposed Development involves a number of external alterations to the front and rear elevations of the Red House in order to provide it with a viable use as a family home for the applicant. These are considered further below and should be read alongside the architectural drawings.
- 5.16 The front elevation of the building currently lacks a key approach and entrance to the building off Broadhalgh Avenue. It is proposed to construct a new single storey extension to provide an improved entrance with an associated porch area (Figure 5.1). This is to be predominantly glazed and would allow for the original entrance door to remain legible. Some areas of stone cladding are also proposed to enliven this part of the new extension, responding to the materials found on the host building. The existing integral garage doors are proposed to be removed as part of these works which would erode, to a degree, the phasing and hierarchy of the heritage asset.
- 5.17 The existing staircase within the Red House is currently located in the centre of the building with no natural light and lacks the general prominence and grandeur expected for a building of this size. It is therefore



proposed to construct a new double storey extension to the side (west) elevation to provide a new feature staircase within the building whilst also improving the general layout of the house (Figures 5.1 and 5.2).



Figure 5.1: Proposed Front Elevation © CJ Partnership

5.18 A modern yet contextual design is proposed for the staircase extension which employs the use of red brick with stone vertical cladding with large feature windows. A hipped clay roof is also proposed to resonate with the existing roof form of the non-designated heritage asset. These materials also respond with those found elsewhere within the Moorgate Avenue Conservation Area.

5.19 In order to accommodate the new staircase extension, it is proposed to demolish the existing single storey garage building which was constructed as part of the second phase of the Application Site between 1920 and 1930. The reasons for the demolition are linked to the following:

- The existing garage can no longer be practically used for its original purpose due to its position at the edge of the Site and its general small scale and size. There are limited other uses for the existing building and are largely confined to general storage.

- The building is not original and was a later phase to the Red House.
- Generally, the existing building is in a poor state of repair.
- The existing building would be difficult to retain alongside the proposed new staircase extension.

5.20 The demolition of the garage would slightly erode the phasing and hierarchy of the existing building, but it will allow for the practical re-use of the Red House whilst delivering modern yet contextual improvements as part of a viable use for the non-designated heritage asset. The materials from the garage will also be reclaimed and used for the proposed additions to the existing building.



Figure 5.2: Proposed Garden Elevation © CJ Partnership

5.21 A small single storey extension is also proposed to the garden elevation of the Red House (Figure 5.2). This is to be of a similar modern design to the front elevation with large areas of glazing and vertical stone cladding. The existing timber door and window screen is to be retained as part of these works and will be visible through the glazing.



5.22 A number of wider external works are proposed to the Red House including repairs and refurbishment of the windows, doors, rainwater goods and the timber screen to the garden elevation. These will improve the overall appearance of the non-designated heritage asset and its contribution towards the conservation area. The detail of these aspects are to be agreed via condition.



Figure 5.3: Proposed Site Plan (with a comparison with the Approved Scheme) © CJ Partnership

5.23 To the front of the Red House, a new separate garage building is proposed, which will sit alongside the building from Broadhalgh Avenue. It has been positioned against the approved entrance route to the new-build residential dwellings (Figure 5.3). The proposed garage is to be built from red brick, reclaimed from the former outbuildings on the Site. A hipped clay tile roof is also proposed which responds to the materials and architectural form of non-designated heritage asset.

5.24 The boundary treatments to Broadhalgh Avenue are currently being explored further and are proposed to be agreed via condition and/or in discussions with the Council. These also present the opportunity to improve the overall appearance of the non-designated heritage asset and the contribution made by the Application Site towards the significance of the Moorgate Avenue Conservation Area.

New Build Dwellings

Layout, Height and Design

5.25 As set out earlier, the previous planning permission established the principle of two residential dwellings and associated garage blocks within the Application Site. The current proposals seek to make minor changes to the layout of these buildings as illustrated at Figure 5.4. A square plan form is now proposed rather than rectangular form which increases the depth of the buildings but also reduces their width.

5.26 The revised positioning of the residential dwellings are located closer to the boundaries of the Application Site but are understood not to disturb any retained mature trees and their root protection areas. This would be subject to condition. As a result of this, the existing mature boundaries found to the Application Site would remain and there would be no effect on the setting and thereby significance of the neighbouring No 15 Broadhalgh Avenue (Grade II Listed).



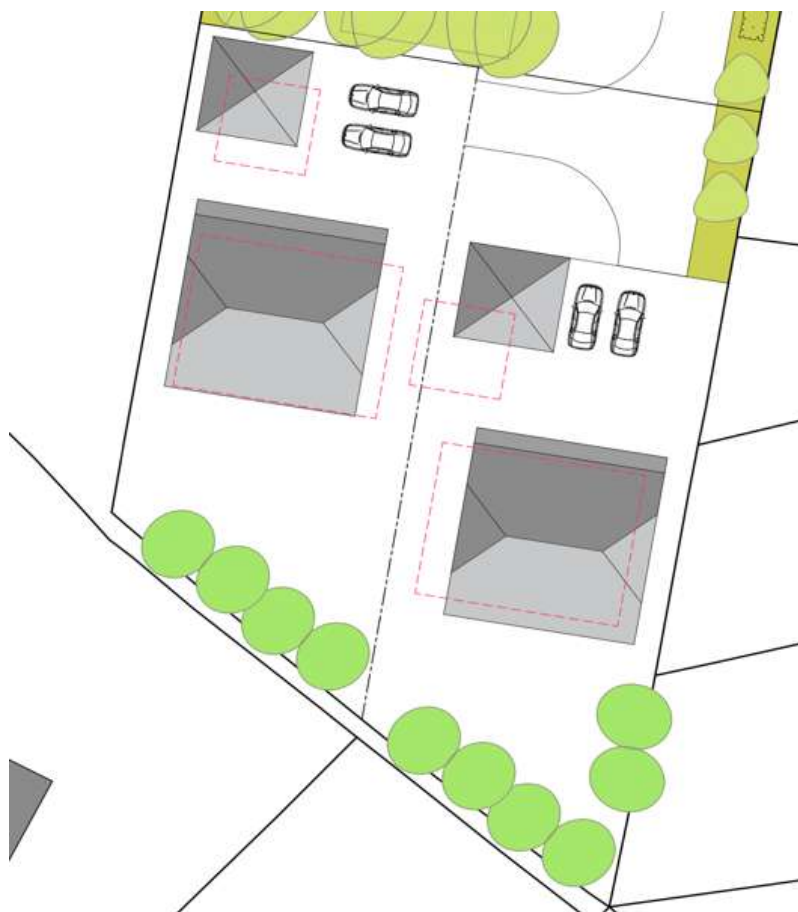


Figure 5.4: Proposed Site Plan (with a comparison with the Approved Scheme) © CJ Partnership

- 5.27 The proposed residential dwellings are to be slightly taller in height as part of the overall improvements to the design whilst also providing additional accommodation within the attic levels. As illustrated in the submitted cross section of the Application Site (extract included at Figure 5.5), the increase



in height is not overly significant and would ensure that the Red House maintains its prominence within the Application Site. The drawings also confirm that the revised proposals will sit well below the ridge height of the Red House.



Figure 5.5: Proposed Cross Section (with a comparison with the Approved Scheme) © CJ Partnership

- 5.28 The marginal increase in height and greater proximity to the boundaries of the Application Site would not be readily perceptible from key points within the conservation area. It may increase the visibility of the proposed buildings from limited areas such as Moorgate Avenue. This would not however harm the significance of this part of the conservation area which is confined to its tree-lined street of inter-war houses and is already characterised by existing views out towards existing built form.

- 5.29 Similarly, these minor changes are not considered to affect the setting and thereby significance of the neighbouring No 15 Broadhalgh Avenue (Grade II Listed). The Proposed Development will continue to be screened by existing mature trees to the boundaries of both properties.



Figure 5.6: Proposed Elevations of New-Build Dwellings © CJ Partnership

- 5.30 In terms of the design changes of the two residential dwellings (Figure 5.6), a modern interpretation of the Arts and Crafts style has been pursued which includes large sloping hipped roofs and tall chimneystacks (akin to no 15 Broadhalgh Avenue). The proposed materials (including the use of red brick and clay tiles) responds to both the non-designated heritage asset on the Application Site but also the wider Moorgate Avenue Conservation Area. A modern but consistent fenestration is also proposed. These design changes are not considered to be harmful to the significance of these heritage assets.

Statutory Duty and National Planning Policy

- 5.31 Based on the above, supported by on-site visual survey and an assessment of the conservation area, the external alterations, partial demolition and design changes forming the Proposed Development have the ability to sustain the significance of the Moorgate Avenue Conservation Area. This is subject to ensuring a high-quality scheme which includes appropriate contextual materials, detail and landscaping.
- 5.32 On this basis, the Proposed Development could sustain and thereby preserve the special character and appearance of the Moorgate Avenue Conservation Area. The requirement of s72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 could therefore be satisfied if Rochdale Borough Council grants planning permission.
- 5.33 There would be no change to the setting and thereby significance of the Grade II Listed No 15 Broadhalgh Avenue as a result of the proposed changes to the scheme. The Proposed Development could sustain and thereby preserve the special interest of No 15 Broadhalgh. The requirement of s66 of the 1990 Act could be satisfied if the Council grants planning permission.
- 5.34 The Proposed Development involves some minor elevational changes to the Red House and involves the demolition of the existing garage building. This would erode, to a degree, the phasing and hierarchy of the non-designated heritage asset but is not considered to harmfully impact its significance. It will continue to read as a large Edwardian house built in c.1920 and constructed from red brick, sandstone dressings and clay roof with typical features of the period. Furthermore, these aspects of the proposal will allow for the practical re-use of the Red House whilst delivering modern yet contextual improvements as part of a viable use for the non-designated heritage asset.



- 5.35 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 conservation area, listed building and non-designated heritage asset. Accordingly, the Proposed Development could meet the objectives of paragraphs 197, 198, 203 and 206 of the NPPF.

Local Planning Policy and Guidance

- 5.36 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 the Moorgate Avenue Conservation Area, No 15 Broadhalgh Avenue (Grade II Listed) and the Red House (Non-Designated Heritage Asset). 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 refurbishment of the existing house with the siting of 2no. detached properties within the rear garden (the 'Proposed Development') at Red House, 13 Broadhalgh, Bamford, Rochdale (the 'Application Site').
- 6.2 The Proposed Development follows a previous planning permission (ref: 15/01450/FUL) at the Application Site in October 2016. The current proposals seek planning permission for a development of a similar footprint but of slightly increased height. A modern yet contextual design has also been pursued over the previous traditional approach.
- 6.3 The Application Site is located within the Moorgate Avenue Conservation Area. It is also adjacent to the Grade II Listed No. 15 Broadhalgh Avenue.
- 6.4 Under Section 72 of The Planning (Listed Buildings and Conservation Areas) Act 1990, Rochdale Borough Council has a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of their conservation areas. The Council also has a duty to have special regard to the desirability of preserving a listed building or its setting (Section 66). The meaning of 'preservation', as informed by case law, is taken to be the avoidance of harm. \
- 6.5 Based upon on-site visual survey and an assessment of the conservation area, the external alterations, partial demolition and design changes forming the Proposed Development have the ability to sustain the significance of the Moorgate Avenue Conservation Area. This is subject to ensuring a high-quality scheme which includes appropriate contextual materials, detail and landscaping.
- 6.6 On this basis, the Proposed Development could sustain and thereby preserve the special character and appearance of the Moorgate Avenue Conservation Area. The requirement of s72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 could therefore be satisfied if Rochdale Borough Council grants planning permission.
- 6.7 The Proposed Development could sustain and thereby preserve the special interest of No 15 Broadhalgh. The requirement of s66 of the 1990 Act could be satisfied if the Council grants planning permission.
- 6.8 The Proposed Development involves some minor elevational changes to the Red House and involves the demolition of the existing garage building. This would erode, to a degree, the phasing and hierarchy of the non-designated heritage asset but is not considered to harmfully impact its significance. Furthermore, these aspects of the proposal will allow for the practical re-use of the Red House whilst delivering modern yet contextual improvements as part of a viable use for the non-designated heritage asset.
- 6.9 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 conservation area, listed building and non-designated heritage asset. Accordingly, the Proposed Development could meet the objectives of paragraphs 197, 198, 203 and 206 of the NPPF.
- 6.10 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 Section 72 of The Planning (Listed Buildings and Conservation Areas) Act 1990, Rochdale Borough Council has a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of their conservation areas. The Council also has a duty to have special regard to the desirability of preserving a listed building or its setting (Section 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."*⁷

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

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



be weighed against the public benefits of the proposal, including securing its optimum viable use.

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 1: Conservation Area Appraisal, Designation and Management (2019)

The guidance provides information on conservation area appraisal, designation and management to assist in implementing historic environment legislation, planning policy and guidance. The guidance states that change is inevitable, and often beneficial, and this advice sets out ways to manage change in a way that conserves and enhances the character and appearance of historic areas. Conservation areas can contribute to sustainable development in all its three dimensions as outlined in the NPPF.

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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