

Heritage Statement

Navigation Inn

116 - 118 Drake Street

Rochdale

OL16 1PN

Proposed Change of Use of PH (Sui Generis) to Office use at ground floor (Use Class E), 9 No. Self-contained apartments (Use Class C3) including part two, part single storey extension to rear

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CONTENTS

Page

- 1. INTRODUCTION - 2
- 2. PLANNING POLICY – 3
- 3. LISTED STATUS & SURROUNDING BUILDINGS - LISTINGS - 5
- 4. PROPOSAL IMPACT - 8
- 5. CONCLUSION – 10

APPENDIX

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1.0 INTRODUCTION

This statement accompanies an application for Planning Consent to Change of Use of the vacant PH (Navigation Inn) (Sui Generis) to 9 No. Self-contained apartments (Use Class C3) including part two, part single storey extension to rear, rooflights to front and associated parking. Full plans have been submitted as part of this application.

Guidance for heritage statements emphasises the need for the documents to be appropriate in length. The nature of the property, which encompasses a number of distinct elements with different features, the extent of the proposed works and the designation and surrounding architectural buildings have driven the length of this document.

The application site relates to the Navigation Inn at 116-118 Drake Street, a two-storey end-terraced property positioned on the edge of Rochdale town centre to the south and situated within the Rochdale Town Centre Conservation Area. The building is located close to the Drake Street Tram Stop and towards the corner of road intersection of Drake Street and School Lane. The site has previously been used as a Public House and is currently stood empty and in a poor state of repair.

The surrounding area consists of a number of properties which have architectural qualities, although the properties Listed closest to the site include 132 Drake Street which is Grade II Listed and the Congregation Church on Moore Street which is also Grade II Listed. Also, 110 Drake Street is a Non designated Heritage Asset which has recently had a conversion to shops at ground floor and residential above.

2.0 PLANNING POLICY

The key theme of delivering sustainable development is at the core of all the policies and objectives in this document. Sustainable development incorporates not only an environmental role (protection of heritage and townscape assets of value), but also a social role (supporting the communities health and social needs) and economic role (contributing to building a strong, competitive and responsive economy by supporting growth and the provision of infrastructure).

There is a presumption in favour of sustainable development. This means approving development that accords with the development plan without delay (where the development plan is up to date) and (where the development plan is silent), granting permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in the Framework taken as a whole.

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 (as amended) states that in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Policy P2 of the Rochdale Core Strategy sets out that the Council will conserve, enhance and promote key heritage assets, including consideration of their wider settings.

‘Significance’ with regard to heritage assets is defined by the NPPF 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.’

Planning practice guidance identifies that substantial harm is a high test and may not arise in many cases. Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset’s significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.

When considering potential impacts, the **NPPF** provides the guidance below-;

199. 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.

202. 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.

203. 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.

204. Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

ROCHDALE CORE STRATEGY - ADOPTED OCTOBER 2016

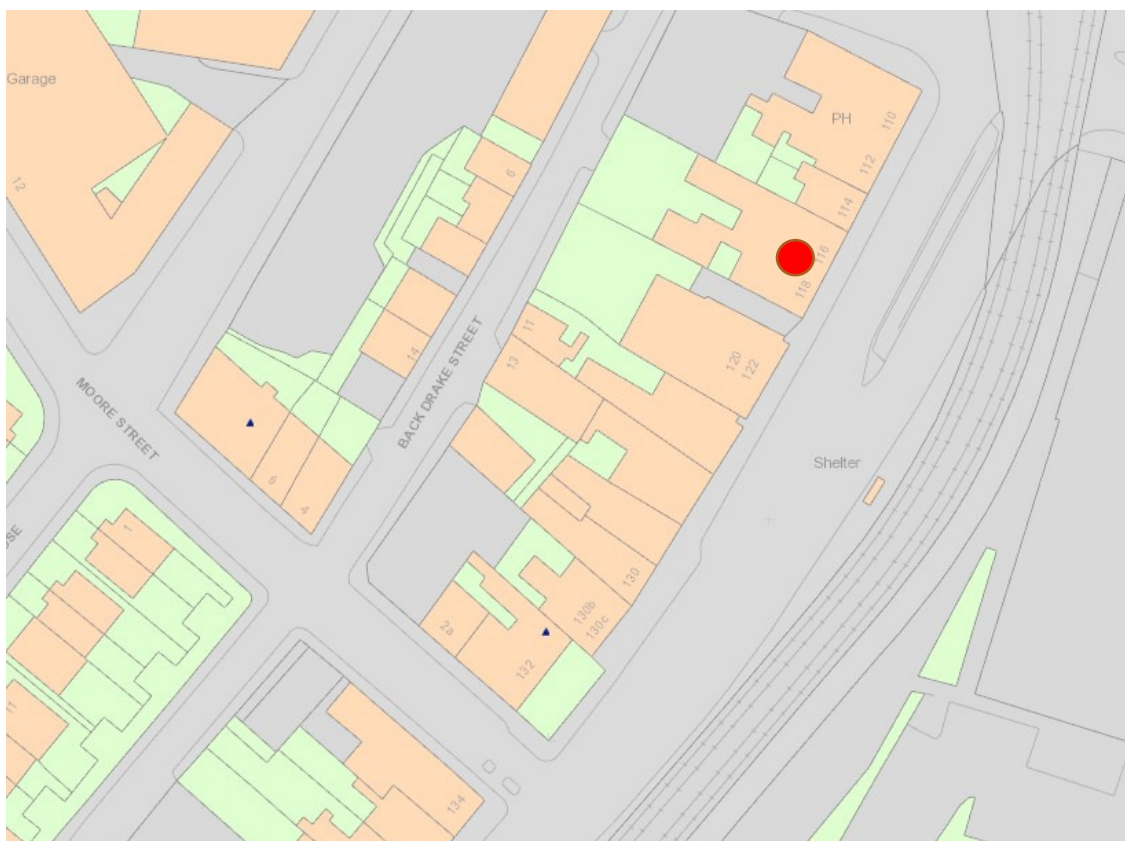
Policy DM1: General Development Requirements This seeks to ensure that new development meets a range of criteria including: a) Are of a high quality of design and take the opportunity to enhance the quality of the area b) Are compatible with surrounding land uses c) Do not adversely affect the amenity of residents through visual intrusion, overbearing impact, overshadowing or loss of privacy e) Provide satisfactory vehicle access and parking h) Minimise opportunities for crime against people or property

Policy P2: Protecting and enhancing character, landscape and heritage. This seeks to protect and enhance the Borough's character through amongst other things; Conserving and enhancing townscape character and conserving, enhancing and promoting key heritage assets both statutory and non-statutory

3.0 LISTED STATUS AND SURROUNDING BUILDINGS - LISTINGS

Overall, Drake Street is well-recognised and greatly cherished with many buildings of local importance to Rochdale's history and identity. There are high levels of vacancies along Drake Street indicating market failure and some buildings are now in a very poor state of repair, most notably the former Iveson's furniture store and warehouse, a much loved Rochdale landmark.

Today larger twentieth century buildings intermingle with more modest Regency properties in a traditional street scene. Drake Street was the principal shopping street of Rochdale until the 1980s when shopping developments north of the river led to a dramatic decline in its fortunes. The area has a mixed townscape of variable quality characterised by warehouses, newspaper publishing buildings, a Methodist Central Hall (Champness Hall), various retail shops, including the Rochdale Pioneers' first bespoke Cooperative shop (arguably the first modern Co-operative store in the world) and an early Co-operative Department Store known as 'Fashion Corner'. In between there are gap sites and buildings of poor quality. Overall, Drake Street is well-recognised and greatly cherished with many buildings of local importance to Rochdale's history and identity.



The two listed historic properties are indicated above (blue triangle).

132 Drake Street

This building is located at the junction with Moore Street and Drake Street, which is the historical shopping street of Rochdale. The architecture of the building corresponds to the regency style. Constructed with red bricks, the building was built before the 1930's according to Ordnance Survey maps. Today the building hosts the ADS Alcohol and Drug Service of Rochdale. Some interesting architectural features contribute to enhance the character of the building such as the wooden frames of the windows.

Listing description

Grade II House, now offices. Early C19. Brick with stone dressings and stone slate roof. Double depth, 2 rooms wide with central entrance and staircase. The 3-bay, 2-storey front elevation has stone sills and cambered brick arches to the sash windows, a stone sill band to the first floor, and open-pedimented door surround with attached Tuscan columns and fanlight, and a wooden modillion eaves cornice.

Sunday School, Moore Street

Moore Street Congregational Church Sunday School was built in 1828 in Rochdale and was a former place of worship. The school was erected during the industrial revolution in order to educate the children, mostly working in factories. The architecture of this school has a Pennine character given by the local stone used to construct the building. Moore Street British School opened in 1834. It was the first school in Rochdale to be opened under the British & Foreign School Society. Its first Superintendent was Mr. Birkby. It was a boys only school, with fees of 2d (less than 1p) per week, and was open to boys over 6 years of age. It operated until the Baillie Street School could be built in 1837. Unlike Moore Street School, Baillie Street had departments for both boys and girls.

Listing Description

Grade II - Independent Sunday School, now chapel. 1829 on datestone. Dressed watershot stone with slate and asphalt roof. Hall with central entrance on Moore Street and a basement. 5-bay single storey; windows have square cut sills, lintels, monolithic jambs and marginal glazing bars. The doorway has a flat hood as does the datestone; gable chimney stacks.

110-112 Drake Street, Non-Designated Heritage Asset

110-112 Drake Street is three stories high, has a pitched roof, a flat roofed single storey extension is attached to the rear. The external materials are render coloured in yellow sandy. There are currently steps to the front which lead to the single central entrance door of the retail unit.

4.0 PROPOSAL IMPACT

The proposed building apparently dates from the late C19th, with a wide double frontage with attractive double bay windows and a further arched window at ground floor. Similar large windows are located on the first floor. An external passage to the side of the building of tarmac finish leads to the rear of the site.

It is understood that a large two-storey outrigger was once attached to the rear of the building, including large single storey extensions, these elements have since been removed and their outline can still be viewed on the rear wall of the original PH building. The building as a whole has been rendered over. A large yard area is retained to the rear with contemporary red brick boundary walls.

The interior of the building has been subject to considerable change from its original form with its vacancy over the years leading to the building being stripped out by criminals including damage and squatting, there are no partition or staircases that remain within the building. Though the building appears cosmetically sound from the exterior there are some physical signs of inadequate maintenance from the inside.

This site is located within the Rochdale Town Centre Conservation Area. The proposed development would make use of a property which is prominently positioned and empty. If planning is successful, and the site is in use, it would add to the quality of the area. Currently the building is empty, and with boarding up of windows and other openings it does not help the character of the town centre and Conservation Area as a heritage asset for Rochdale.

The external extensions and alterations proposed to the building make significant changes, however, the changes to the front are minimal which is considered the most important elevation architecturally where most of the features are to be conserved. The proposed addition of an arched window at first floor would complement the fenestration and match the existing window at ground floor. The re-use of the building and conservation of the front elevation would in all make a positive contribution and would act as an enhancement to the NDHA and designated heritage asset of the Conservation Area.

The openings to the sides of the building would be minimal and would not be viewed from the front of the building along Drake Street. The proposed openings would break up the amount of walling and add features to the building. This is seen to have a neutral impact on the mentioned heritage assets.

The rooflights to the front would be of slim design conservation style flush with the roofslope to reduce any negative impact. These would replace the existing two rooflights, again these elements are considered to result in a neutral impact.

The proposed extension to the rear would replace previous extensions at the site which appeared unsightly where additions had been added over different periods. The proposed extension although large in size would be of sympathetic materials and its design would complement the character of the building, the area as a whole and the street scene. The windows of the extension would also consist of stone heads and cills to match neighbouring buildings.

Although the rear extension and alterations are considered to have a less than substantial harm to the non-designated heritage asset through the alteration of the original built form, it should be considered that these are to the rear of the property where extensions once stood.

In addition to the above, the plans submitted also show the rear yard area would be cleaned up with formalised parking that would compliment the use of the site. The applicants are also stripping the tarmac from the side of the building to reveal the original stone setted pavement which would bring an enhancement to both the NDHA and Designated Conservation Area.

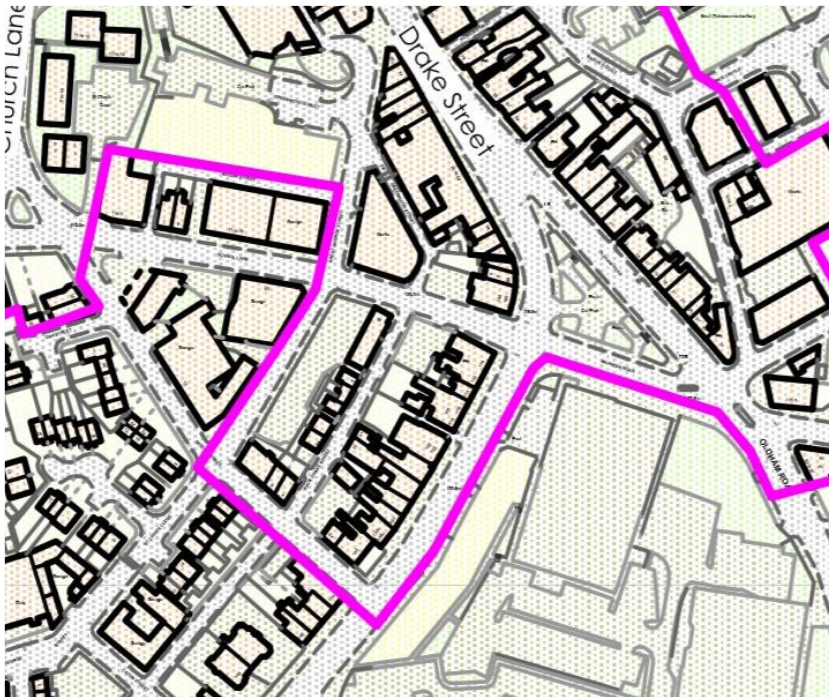
There is great potential for mixed use development that builds on the area's history of independent shops and finds new uses for larger properties that punctuate the street. The proposal would help regenerate this historic gateway and introduce a use for the site to ensure that it is an attractive place to live, work, play and visit.

5.0 CONCLUSION

In conclusion, the application would not harm the character or appearance of the street scene, Conservation Area or the setting of the heritage assets and listed buildings. Overall, it is considered the proposed development would put an existing empty property back into a suitable and viable use and the external alterations and extension would complement the original building and would overall enhance the buildings appearance and character of the area. This would in turn benefit the mentioned heritage assets.

The application therefore accords with Policies DM1, P2 and P3 of the adopted Core Strategy, Policy BE/17 of the UDP and the NPPF, in addition to Sections 66 and 72 of the 1990 Act.

APPENDIX



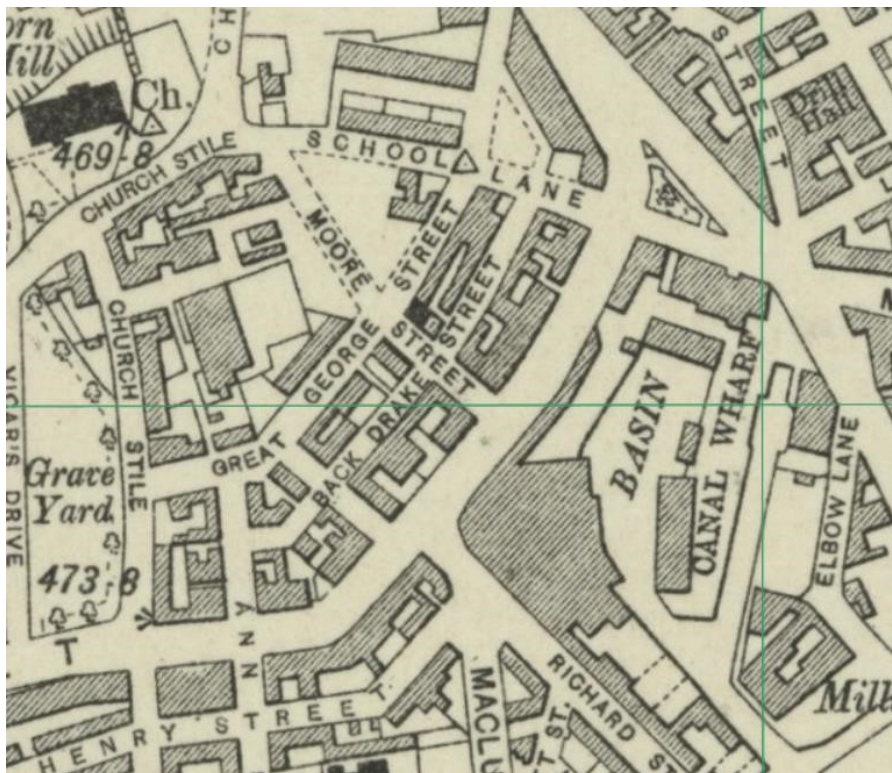
Site shown within Rochdale Town Centre Conservation Area Map – CA extent outlined in purple.



Front view of the Navigation Inn from Drake Street.



Aerial View of Drake Street



1900s Historic map of the site which shows sizable extensions to the rear.

