

28 BOLTON STREET  
RAMSBOTTOM, BL0 9HX

## HERITAGE STATEMENT



Ref: 2009.754 | 30 September 2020

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| REVISION SCHEDULE |          |            |                         |             |             |
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| 2                 |          |            |                         |             |             |

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## 1.0 INTRODUCTION

- 1.1. This Heritage Statement has been produced by **heritage** unlimited to support a planning application by Mecha Works for the insertion of an entrance door to the rear elevation at 28 Bolton Street, Ramsbottom.
- 1.2. The proposed works also include the construction of a link bridge to allow access over the basement void. The works will require the removal of stonework from the elevation to accommodate the new timber door, which will give direct access for the first floor residential flat. For context, the ground floor of the property provides commercial premises and is currently used as a take-away food shop.
- 1.3. This Heritage Statement has been provided at the request of the LPA who informed the agent that a Heritage Statement was required to support the works as the site is in a conservation area in accordance with, paragraph 189 of the National Planning Policy Frame (2019) (NPPF). This document has been prepared in accordance with the requirements of Section 16 of the NPPF.
- 1.4. The purpose of a Heritage Statement is to identify the significance of any heritage asset affected by the proposed development, the impact the proposed development will have upon the asset's identified significances and justification for the proposed development. The Heritage Statement also assesses the proposed work in accordance with the statutory test provided by Section 72 of the Planning (Listed Buildings and Conservation Areas Act) 1990.
- 1.5. The Planning Policy Guidance (PPG) provides a definition on what is meant by the conservation and enhancement of the historic environment and defines conservation as an active process of maintenance and managing change. The PPG acknowledges that sympathetic changes will need to be made from time to time to ensure heritage assets remain used and valued as neglect and decay to a heritage asset are best addressed through ensuring that they remain in active use that is consistent with their conservation.
- 1.6. This Heritage Statement should be read in conjunction with architectural plans and other supporting documents, which form this planning application.
- 1.7. This report has been compiled by Paul Clarke BA (Hons) Arch Cons and is based on desk-based research carried out in September 2020

## 2.0 SITE OVERVIEW AND CONTEXT

- 2.1. 28 Bolton Street is part of a terraced row of cottages located at the northern end on the west side of Bolton Street, which is part of the A676, a primary route running north/south through Ramsbottom. The rear (west) elevation of the property faces onto Central Street and the rear yard of the property now forms a drive.
- 2.2. The property is part of an early 19<sup>th</sup> century vernacular terraced row of cottages constructed from sandstone with a stone flag roof. The east and west elevations of the property have like the other properties in the row, been altered with the insertion of a shop front and widening of window apertures to accommodate large modern windows. Some of the properties retain Victorian shop whilst others like no.28 have modern shop fronts.
- 2.3. The property is located in the Market Place and Bolton Street (north) Character Area of Ramsbottom Conservation Area.

## 3.0 HERITAGE ASSETS

### Ramsbottom Conservation Area

- 3.1. Ramsbottom Conservation Area was designated in 1977 and the boundary of the area was subsequently enlarged in 1998 and 2004. In 2007 Tanners Conservation Area and Bury New Road Conservation Area, which had been designed in 2004 were amalgamated into Ramsbottom Conservation Area. The date of the current conservation area appraisal is not known.
- 3.2. Unlike other forms of designation such as listed buildings, conservation areas are concerned with the quality and condition of places and the wider built environment, rather than individual buildings or sites. Spaces between buildings; views along roads; the public realm; architectural character and materials; street frontages and shopfronts; are all elements that come together to endow a conservation area, or its various parts, with a distinct character, the existence of which will have been the reason for its designation.
- 3.3. The character of Ramsbottom Conservation Area is formed by its setting in the Irwell valley, a valley formed in the Pennine hills, which provided streams and rivers to power machinery in the early purpose-built factories for the mass production of textile goods. The landscape, climate and Ramsbottom's proximity to the cotton market in Manchester made it an ideal location for the development of the factory system created by Sir Richard Arkwright in 1774 with his development of Cromford Mill, Derbyshire.
- 3.4. The development of these early textile mills contributed to the transformation of Ramsbottom from a rural setting to an urban town. This urban form is focused on the central area around Market Place and is formed by the rows of terraced houses, the archetypical housing form developed to house the workers of 19<sup>th</sup> century industrial Britain.
- 3.5. The character of the Ramsbottom is formed using sandstone for the construction of buildings – domestic, commercial, and industrial, etc. Stone flag roofs relate to pre-railway development, which in turn allowed for the transportation of Welsh Slate to be used for roofs to be used as an alternative roofing material. A lighter, consistent in size, slate was quicker to lay than the traditional stone flag roof. Where rebrick is used this is usefully in areas which are not prominent such as outbuilding in back yards.

- 3.6. As the 19<sup>th</sup> century progressed the population of Ramsbottom expanded as the cotton manufactures expanded their operations by increased production created by the evolution of power from water to steam and improvement in machinery. As the population expanded so did town with the need for housing. This in turn created buildings to accommodate commercial, religious, educational and leisure requirements for the population.
- 3.7. The use of stone as a primary construction material has resulted in a consistent and uniform colour of facades broken with the varying colours and forms of windows; doors; shop frontages; and signage.
- 3.8. In context, the character and form of Ramsbottom is shared with many other industrial Pennine towns.



Fig. 1: 1844 Surveyed Ordnance Survey map showing the early Victorian settlement of Ramsbottom.



Fig. 2: 1891 Surveyed Ordnance Survey map showing the late Victorian settlement of Ramsbottom, which has noticeably expanded to the south and east. Also, a goods yard has been developed to the north.

## Market Place and Bolton Street (north) Character Area

- 3.9. The site is located within the Market Place and Bolton Street (north) Character Area of the conservation area. The character area is focused on the open space of Market Place which is located to the north of Bolton Street and where the two primary routes through the town from a crossroads.
- 3.10. Much of Bolton Street (north) was developed piecemeal by tradesmen and the Grants (a prominent local industrialist family) during the 1820s and 1830s.
- 3.11. The properties where probably constructed as dwellings and then as Ramsbottom expanded the buildings were converted into retail premises in the Victorian era with the first floor used as residential.

- 3.12. There are noticeable changes to the front and rear elevations of the properties to Bolton Street (north). These includes modern shop frontages replacing the Victorian frontage and the insertion of uPVC windows and doors. The first floor window to the front elevation (Bolton Street) appearing to be more contextual with a late Victorian or 20<sup>th</sup> century aperture.
- 3.13. The rear elevation of the terraced row faces Central Street and some of the properties have lost their stone boundary wall, which formed a coal shed and privy. Where the historic boundary wall has been removed some of the properties have drives and division of boundary are with late 20<sup>th</sup> century fencing.

The rear elevation of the row has also been painted and may have historic context, again the rear apertures appear to have been altered post construction with many windows now being uPVC.

## 28 Bolton Street

- 3.14. 28 Bolton Street forms part of an early 19<sup>th</sup> century vernacular terrace row of cottages, which was adapted to form a commercial premises in the Victorian era. The elevations of the building have been altered to accommodate modern windows, which as identified above consistent with the street. Also, the rear elevation incorporates ductwork for the take-away's kitchen extraction.
- 3.15. The ground floor of the properties provides a commercial use whilst the first floor is used for residential and is accessed from a shared rear door.
- 3.16. As the building contributes to the early industrial development of Ramsbottom the building has historic and architectural value contributing to morphology of Ramsbottom. As such it is considered the building is a non-designated heritage asset in accordance with guidance provided by Historic England and paragraph 197 of the NPPF.

## 4.0 PLANNING POLICIES

### Legislation

- 4.1. Development affecting a heritage asset needs to be assessed against the relevant legislation and policies contained in the NPPF and in the Local Plan.
- 4.2. Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 provides the statutory test for which the proposed development should be assessed against with regards to developments affecting conservation area, and states:

*In the exercise, with respect to any buildings or other land in a conservation area, of any... special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.*

- 4.3. As a minimum, works should preserve the character or appearance of the conservation area.

### National Planning Policy Framework (2019)

- 4.4. The NPPF sets out the Government's planning policies for England and how these are to be applied. The guiding principle of the document is a presumption in favour of sustainable development and the protection and enhancement of the historic environment is embedded in this approach. There is a need to carry out a balancing exercise of judging harm against other planning considerations as required under the NPPF.
- 4.5. Section 16 of the NPPF contains policies relating to conserving and enhancing the historic environment. Within this section (paragraph 189), the Local Planning Authority requires the applicant to describe the significance of any affected heritage asset including any contribution made by their setting as part of an application.
- 4.6. Impact from the proposed development on the significance of Ramsbottom Conservation Area needs to be evaluated and NPPF paragraph 193, states, '*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*'.

- 4.7. NPPF paragraph 194 identifies that alteration, destruction or development within the setting of a designated heritage asset can result in harm to, or loss of, the significance of the asset and that such loss requires a clear and convincing justification. Substantial harm to or loss of a grade II listed building should be exceptional and substantial harm or loss of grade I and grade II\* listed buildings should be wholly exceptional.
- 4.8. NPPF Paragraphs 195 and 196 define the levels of harm as substantial or less than substantial. The Planning Practice Guidance (PPG) provides useful guidance on assessing harm in relation to these definitions and gives the following example, *'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'*. The PPG quantifies substantial harm (NPPF paragraph 195) as total destruction while partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all. Anything less than total destruction needs to be evaluated on its own merits, for example, the removal of elements to an asset which themselves impact on its significance may therefore not be harmful to the asset. The PPG advises works that *'are moderate or minor in scale are likely to cause less than substantial harm (NPPF paragraph 196) or no harm at all'*. However, it is important to consider each development in its own context as the PPG also identifies that minor works have the potential to cause substantial harm to the significance of an asset.
- 4.9. Paragraph 197 of the NPPF relates to effect an application will have on the significance of a non-designated heritage asset. This in turn is taken into account in determining the application and a balanced judgement is required having regard to the scale of any harm or loss and the significance of the heritage asset.
- 4.10. The Planning Policy Guidance (PPG) provides a definition on what is meant by the conservation and enhancement of the historic environment and defines conservation as an active process of maintenance and managing change. The PPG acknowledges that sympathetic changes will need to be made from time to time to ensure heritage assets remain used and valued as neglect and decay to a heritage asset are best addressed through ensuring that they remain in active use that is consistent with their conservation.

- 4.11. Where changes are proposed, the NPPF sets out a clear framework for both plan-making and decision-making in respect of applications for planning permission and listed building consent to ensure that heritage assets are conserved, and where appropriate enhanced, in a manner that is consistent with their significance and thereby achieving sustainable development.

## Local Planning Policy

- 4.12. As well as legislation and national planning policies relating to the historic environment, the local planning authority (LPA) have relevant policies for planning application affecting the historic environment. These are contained in their Adopted Bury Unitary Development Plan.
- 4.13. The relevant policies are EN1 Built Environment and EN2 Character of Conservation Areas.
- 4.14. Policy EN1 states, *'The Council will seek to protect, preserve and enhance the character, appearance and amenity of the Borough's built environment'*. Within this policy the following elements are relevant:

EN1/1 - Visual Amenity Development will not be permitted where proposals would have a detrimental effect on:

- public views of prominent or important buildings, especially those in areas of architectural or historic interest;
- the visual amenity both within, or viewed from, areas of environmental interest such as the Green Belt, Special Landscape Areas or the river valleys.

EN1/2 - Townscape and Built Design The Council will give favourable consideration to proposals which do not have an unacceptable adverse effect on the particular character and townscape of the Borough's towns, villages and other settlements. Factors to be considered when assessing proposals will include:

- the external appearance and design of the proposal in relation to its height, scale, density and layout;
- the relationship of the proposal to the surrounding area;
- the choice and use of materials;

- access and other design features for the mobility impaired;
- the design and appearance of access, parking and service provision;
- landscaping, including the use of natural landscape features, and open space provision;
- the use of lighting.

4.15. Policy EN2 states, *'The Council will seek to preserve the Borough's built heritage through the control of development, especially that affecting Conservation Areas, Listed Buildings and areas of local historical importance'*.

EN2/1 - Character of Conservation Areas The Council will take action as appropriate to preserve or enhance the character or appearance of the Borough's Conservation Areas.

The Council will be especially concerned with encouraging and, where appropriate, implementing measures to:

- retain, replace and restore features of historical and architectural interest;
- retain and enhance existing landscape features including trees, parks and gardens;
- initiate and promote environmental improvement/enhancement schemes such as landscaping, refurbishment of street furniture, traffic management and pedestrian schemes;
- remove dereliction and bring unused land or buildings back into beneficial use;
- prepare and promote design guidelines to ensure sympathetic development.

EN2/2 - Conservation Area Control Development within a Conservation Area will only be acceptable if it preserves or enhances the special character or appearance of the area. In considering proposals for development in Conservation Areas, regard will be had to the following criteria:

- the nature of the development in terms of its bulk, height, materials, colour, design and detailing;

- the relationship between the proposed development and the architectural and visual qualities of the surrounding area;
- where demolition is proposed, the contribution of any proposed new building to the character or appearance of the area as compared to the building to be demolished;
- in the case of the re-use of buildings or the introduction of new uses, the impact of the proposal on the character or appearance of the area and the fabric of the existing building.

## 5.0 PROPOSED WORKS AND ASSESSMENT

### Proposed Works

- 5.1. The proposed works relate to the insertion of a doorway into the rear elevation. The works will require an opening to be made into the elevation and this will result in the removal of some stonework. There is also the need to create a link from the rear yard (now drive) to the entrance in context with the existing link.
- 5.2. The proposed door and frame will be timber with the door having context with the architectural period of the property.
- 5.3. The purpose of the new doorway is to create a separate entrance to the first floor residential flat and remove the current configuration of a door at the bottom of the staircase. The works will also create a fire partition to the staircase and allow for direct egress from the flat without having to enter the commercial element of the building.
- 5.4. Consideration has been given to creating a vestibule, but this would result in a messy configuration and loss of ground floor space needed for the commercial operation of the property.

### Assessment and Impact

- 5.5. The building contributes to the architectural character and historical development of Ramsbottom. However, changes to the rear elevation of terrace row in general now relate to the combined commercial and residential uses of the properties.
- 5.6. The insertion of the door would change the character of the building, but this is considered to have a minor impact to the character of the building and the conservation area. The use of a timber door contextual with the architectural period of the property will contribute to harmonising this change with the historic environment.
- 5.7. The proposed work is considered to conserve the character of the conservation area, which has been described in Section 3 of this document.

- 5.8. The setting of the non-designated heritage asset is formed by the terraced row, its curtilage, and the streetscape of Bolton Street. The effect of the development with regards to the significance of no.28 is considered not to adversely harm the character of the non-designated heritage asset as it will not be incongruous the host building in comparison with works carried out to other properties in the row. For example, many of the buildings have been extended the rear and metal staircase formed to give direct access to the first floor. Also, this is form adaptation is evident to a building which has not been extended.

## 6.0 CONCLUSION

- 6.1. Paragraph 190 of the National Planning Policy Framework (2019) advises Local Planning Authorities that the particular significance, including setting of any heritage asset is assessed. This document has concisely described the heritage asset affected by the proposed works and assessed the significance of the designated heritage asset.
- 6.2. It is concluded that the proposed doorway will not be harmful or adversely impact on the character and appearance of the conservation area or the setting of the non-designated heritage assets.
- 6.3. Therefore, the proposed works will preserve the character and appearance of the conservation area with regards to the test provided by Section 72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 6.4. With regards to NPPF paragraph 196, the harm to the significance of the conservation area is considered to be very minor and therefore at the lowest end of the scale with regards to works being less than substantial harm. Public benefit from the scheme is attributed to by the building continuing to provide a sustainable use as a viable property providing separate commercial and residential uses.
- 6.5. The effect of the works to the significance of the non-designated heritage asset is considered very minor and the change will not have an adverse impact with regards to the level of significance attributed to a non-designated heritage asset, which is considered to be low.
- 6.6. With regards to local planning policies, the proposed work satisfies the requirements of Policy EN1 as the works will preserve the character and appearance and amenity of the built environment. The work also conforms with Policy EN2 as it will preserve Borough's built heritage with regards to the conservation and the non-designated heritage asset.
- 6.7. The PPG acknowledges that sympathetic changes will need to be made from time to time to ensure heritage assets remain used and valued as neglect and decay to a heritage asset are best addressed through ensuring that they remain in active use that is consistent with their conservation.
- 6.8. In conclusion, the proposed development meets the requirements of the Planning (Listed Buildings and Conservation Area) Act 1990, the NPPF and local planning policies. It is therefore, requested that the proposed development be approved.

## 7.0 SOURCES

Ministry of Housing, Communities & Local Government (2019), *National Planning Policy Framework*.

Planning (Listed Buildings and Conservation Area) Act 1990

Ordnance Survey Maps (various dates)

Ministry of Housing, Communities & Local Government (2018) <http://planning.guidance.communities.gov.uk/blog/guidance/conserving-and-enhancing-the-historic-environment/> / National Planning Policy Framework (NPPF 2019 revision) / National Planning Policy Guidance (NPPG 2019) / National Design Guide (2019)

Historic England (2017) *The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning 3 (Second Edition)*

Historic England (2008) *Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment*

Adopted Bury Unitary Development Plan (1997)

Ramsbottom Conservation Area Appraisal & Management Plan (d.unknown)