

HERITAGE STATEMENT ADDENDUM

Lord Raglan Public House

Introduction

This statement serves as an Addendum to the Built Heritage Statement (BHS), dated October 2021 submitted with application 65428/FUL and should be read in conjunction with that earlier statement (attached as appendix A to this Addendum for convenience). Together the BHS and this Addendum satisfy the requirements of paragraph 194 of the NPPF with regard to the current application.

Whilst the current proposal must be considered afresh and on its own merits, it is important that the Application is seen in its full evolution, having had the benefit of earlier advice from officers of the Council and having responded/reacted to that advice as well as comments made by interested parties through consultation.

Background

A listed building consent and planning application (Ref: 65428 & 65331) was submitted in April 2020 for the conversion of the Lord Raglan Public House to form four apartments, together with the development of six terraced houses on the former car park. In response to this application, Bury Council's Conservation Officer stated that:

The conversion of the Listed Lord Raglan would be acceptable in that it would be brought back into a viable use. Its historic, communal, evidential and aesthetic values would not be impacted by the proposed conversion as only internal alterations would be carried out and as far as is understood would only result in the adaptation of the building which would be reversible and the soft strip or removal of 20th century fixtures and fittings. As such its group value would not be affected nor would its conversion impact on the character and appearance of the conservation area. The loss of the 20th century extension is also welcomed (dated 16th June 2020).

However, concerns were raised relating to the proposed row of terraced houses on the former car park to the public house. Although the car park is considered to fall within paragraph 207 of the NPPF namely '*not all elements of a Conservation Area...will necessarily contribute to its significance...*' it is important that it is not replaced by a potentially more negatively impactful development.

Following the submission of the original application a series of constructive meetings were held with Bury Council's Conservation Officer. These discussions and the Conservation Officer's subsequent comments helped to shape a set of revised design proposals which evolved since the original application and were

HERITAGE STATEMENT ADDENDUM

further informed by the significance of the relevant built heritage assets. Design mitigation was embedded within the revised proposals which were re-submitted in October 2021 Ref: 65428 & 65331.

The heritage benefits of the scheme were identified by the applicant as being the loss of the car park area as an inappropriate feature in the conservation area and the development of the Grade II listed Lord Raglan Public House to secure its optimum viable use. The wider public benefits of the scheme were included in the planning statement that accompanied the application.

However, on 14th April 2022, Bury Council refused consent citing 6 reasons for refusal. The following of which pertain to heritage issues:

- Reason for Refusal 3: The proposed development by virtue of its scale, mass and siting would have an unacceptable impact on the Mount Pleasant Conservation Area of which the site forms part. The proposal would neither preserve or enhance the traditional character or appearance of the Conservation Area and would therefore conflict with Bury Unitary Development Plan policies EN2/1 and EN2/2 and Section 16 of the National Planning Framework.
- Reason for Refusal 4: The proposal would have a detrimental impact on the setting of the Grade II Listed Lord Raglan, the Grade II Listed 13-28 and 35-40 Mount Pleasant and thus harm the significance of the listed buildings identified. The proposal would therefore conflict with Bury Unitary Development Plan policies EN2/3 and Section 16 of the National Planning Policy Framework

As part of their consultee comments, the Conservation Officer carried out the planning balance exercise as required by paragraph 202 of the NPPF and summarised the public benefits of the scheme as they relate to local housing supply. Whilst, heritage harm and heritage benefits of the proposed scheme can be assessed by the Conservation Officer it is surprising that they had undertaken the wider planning balance which is an exercise usually undertaken by the planning officer when considering not just the heritage benefits but the wider public benefits of the scheme. In the Palmer case (Palmer v Herefordshire Council & Anor [2016]) it was in effect a mini-test for assessing net harm on a strictly heritage basis, but still recognised that it was for the decision maker to then assess that harm, along with other harms and or benefits of the proposed scheme overall, into the planning balance. The result being that one individual expert's assessment is not technically determinative and it is still entirely possible, where a finding of harm is reached in one area, that overall the decision-maker (in this case the planning officer) is able to weigh that harm alongside other expert assessments, to still be able to find in favour of a proposed development. This was supported in the case of City & Country Bramshill Ltd v SSHCLG [2021].

Current Application

Following the decision to refuse the re-submission, the applicant has been working to further refine the design proposals and the current scheme has sought to respond to the reasons for refusal referenced above (as well as the other reasons which are covered in the planning statement and other documents that accompany the application).

This Heritage Statement Addendum should be read alongside the BHS that was submitted in October 2021 (appendix A to this Addendum). The table below summarises the comments from the Conservation Officer in their consultee comments and the corresponding design response in the revised submission and current application. As part of their consultee response, the Conservation Officer referenced elements of the original design from 2020 that had actually been

HERITAGE STATEMENT ADDENDUM

resolved as part of the revised submission in 2021, leading to some confusion on the part of the applicant.

The assessment of impact in the table below has then been undertaken on the current application. Thus the BHS and this Addendum should be read together and combined meet the requirements of paragraph 194 of the NPPF to undertake a proportionate assessment of the relevant built heritage assets in the vicinity of the site.

A	B	C	D
Conservation Officer Response to Original Scheme Submitted April 2020	Applicant Response in Revised Submission October 2021	Conservation Officer Response as part of Refusal April 2022	Applicant Response in Current Application
As part of ongoing conversations with the Conservation Officer in an email of 5th August 2021 the officer summarised the list of issues as: The change from 2 bed to 3 bed may require a different parking provision which in turn may impact on amenity space. This will be addressed by the case officer. It is not considered the potential increase in parking requirement would have any further impact on the CA specifically when compared to the existing made ground car park and what would be the development itself when viewed from within the CA. The additional roof space above the archway section has been clarified.	The subsequent revised submission addressed these points as follows: Acknowledged that parking is dealt with by the case officer but that there will be no impact on the conservation area when compared to the existing use of the Site. Noted – this space was clarified as office space. As shown in the drawings accompanying the revised	In their consultee comments, the Conservation Officer stated that: The amendments to the external appearance of the proposed terrace and layout would constitute some positive change. The amended design and materials would represent a level of architectural historicism. However, notwithstanding the reduction of the number of dwellings proposed from 6 to 4, improvement to the design concept, a small reduction in the height of the proposed terrace the size and siting of the proposed terrace would still interrupt views in and out of the conservation area and of the listed buildings within it, especially when moving south along Walmersley Old Road towards the application site. The proposed siting of the row would cause harm to the setting of the grade	Since the revised submission was refused, the Applicant has worked on further design changes to respond to the heritage reasons for refusal. These are summarised below and it is important to note that these are in addition to those included in column B of this table as part of the 2021 revised submission and as such should be understood cumulatively. The most recent design changes include: The number of proposed dwellings has been reduced further from 4 to 3. The built up ground that makes up the existing car park is proposed to be removed and thus lower the Site by 1.5 storeys. T This was discussed with the Conservation Officer in August 2021 and as such hopefully responds to their concerns relating to size, scale and massing.

HERITAGE STATEMENT ADDENDUM

The reduction in the roof pitch is considered to be acceptable. Canopies removed. Boundary treatments to be hedgerow/planting rather than solid fencing. Previously agreed natural stone finishes to elevations. Window openings are too horizontal in proportion and as such should be more vertical.	submission, the proposed dwellings are now of a simple form with simple architecture that has a similar width and height as those dwellings on Walmersley Old Road. This includes a slight change in ridge line rather than large steps with the roof pitches having been reduced from 30 degrees to 25 degrees. This change responds to the existing topography of the Site and will echo the existing way the buildings gradually 'step up' to the north. Previously proposed door canopies have been removed and the windows have been shown as sash. Any fences to the rear have been removed and stone walls and hedgerows as boundary treatment have been introduced to be in keeping with the character of the Conservation Area and the setting of the listed buildings. Use of the same materials/stone as the existing properties in the village. These will be sourced from a nearby quarry as referenced in the documents accompanying the revised submission Changes to the proportion of the window openings so they are more horizontal than vertical. The use of timber sash stained windows.	II listed Lord Raglan and the grade II listed terraces at 13-25 and 35-50 Mount Pleasant with regard to how they are experienced within their landscape setting and therefore cause harm to their significance. This harm identified caused by the size and siting of the proposed terrace would neither preserve or enhance the character or appearance of the conservation area. As such the proposed terrace would constitute less than substantial harm. Paragraph 202 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.	The ridgeline of the proposed dwellings is now considerably lower than the revised scheme submitted in October 2021. The setback front yards of the proposed dwellings are consistent with those of the existing buildings within the conservation area and allows for the norther side elevation of pub to be appreciated. The proposed scheme includes an archway to provide access from the road to the rear amenity space. This archway matches an existing arch on Walmersley Old Road, will break up the massing and allow views from the road westwards. All materials will be as per the previous proposal i.e.: • Natural slate roof • Stone from a local quarry • No canopies • Reduction in roof pitch • Timber windows of shape and design to match existing in the conservation area • Extension of lintels • Boundary treatment to match that in the conservation area • Bin and bike storage to be at the rear
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HERITAGE STATEMENT ADDENDUM

Extension of lintel across the front entrance across to the ground floor window to be removed. (looks like a drawing error) Rear bi-fold doors can be seen as a somewhat contemporising feature with the CA and are not in evidence in other parts of the CA. Is there any mitigation of their impact on the CA to justify their inclusion? A better understanding of the analysis given to the retention of the made ground (car park).	Removal of the extended lintel that was shown to run across the front entrance the ground floor window. Rear boundary treatment included which combined with the existing topography of the site means there is no visibility of the bi-fold doors from the Conservation Area. In addition, the revised submission also: Reduced the number of proposed units from 6 to 4. Included a building line which has the same set back as the existing buildings on Walmersley Old Road Front boundary treatment similar to the existing buildings on Walmersley Old Road with no bin or bike storage at the front. Roof coverings will be of natural slate		

HERITAGE STATEMENT ADDENDUM

Impact on the Conservation Area and Grade II listed Terraces at 13-28 and 35-50

The baseline significance and setting of these heritage assets as well as the contribution the Site currently makes to this significance is set out in section 4 of the BHS. This baseline has not changed and is summarised below. However, it is important to recognise that the design proposals have progressed since the original and revised submissions taking into account specific issues and the scheme has been changed accordingly.

The pub building has been at the Site since the early 19th century. As referenced in the Historic England list description, the pub is listed for its group value only likely due to its later extensions that detract from its architectural and historic interest. The contribution the pub currently makes to the significance of the Grade II listed terraces and the Conservation Area is considered to relate to the fact that it is part of the group of historic buildings that make up the factory village. It is the last form of development to the north of the village beyond which is open countryside. Its current extended northern elevation however, when viewed looking south into the Conservation Area detracts from the area's appearance.

Conversely the car park is a later development from c.1967. Its hard standing, boundary fence and road markings are considered to fall within paragraph 207 of the NPPF and make no contribution to the character and appearance of the Conservation Area.

The proposed development includes the digging out of the existing built up car park such that the 3 new proposed units are set down into the landscape and, despite the topography of Walmersley Old road, will not sit higher than the Lord Raglan.

Design mitigation has also been embedded within the proposed development in the form of the design, scale and proposed materials of the new dwellings. This means that in the majority of views, the proposed development on the car park will present as a sympathetic extension to the existing built form of the factory village. The architectural style echoes the simple and functional form and detail with little adornment. This is referenced in the Conservation Area Appraisal as reflecting the factory village origins. .

The intention is that, as is the case with the 1980's infill development within the Conservation Area, the new properties have been carefully assimilated in terms of form, appearance and layout and can be seen as an organic extension of the village to the north.

The proposed materials for both the buildings and boundary features are consistent with the existing features and will retain the existing visual harmony throughout the Conservation Area. The proposed use of timber window frames respond better to the character and appearance of the area and will avoid replication of those detracting features such as the existing predominance of UPVC windows and more modern doors used elsewhere in the village.

In addition, the replacement of the neglected hard-standing that makes up the current car park and detracts from the character and appearance of the Conservation Area and the proposed dwellings can be considered as better quality built form than what is extant. Although the 3 proposed dwellings will bring the built form further north they will appear as a sympathetic addition to the Conservation Area. Arguably more so than the poor quality extensions currently on the northern elevation of the public house.

Although the proposed ground floor rear-bi-fold doors are a potentially contemporising feature, due to the topography of the land and the proposed boundary treatment, they will not be visible either from within the Conservation Area nor from the relevant listed buildings.

HERITAGE STATEMENT ADDENDUM

The embedded mitigation means that the revised proposals will cause a minor degree of less than substantial harm to the significance of the Grade II listed terraces and the Conservation Area.

The proposed new buildings on the car park will help secure the optimum viable use of the Lord Raglan Public House. This public benefit, amongst others and how they are weighed against any potential harm as per paragraph 202 of the NPPF, is referenced in more detail in the planning statement that accompanies the re-submission.

Optimum Viable Use

With regard to the proposed changes to the Lord Raglan pub, it is acknowledged that the building is only listed for its group value with the rest of the former factory village. Its conversion was considered acceptable by the local planning authority in June 2020 when it stated that *'... it would be brought back into a viable use. Its historic, communal, evidential and aesthetic values would not be impacted by the proposed conversion as only internal alterations would be carried out and as far as is understood would only result in the adaptation of the building which would be reversible and the soft strip or removal of 20th century fixtures and fittings. As such its group value would not be affected nor would its conversion impact on the character and appearance of the conservation area.'*

Paragraph 197 of the NPPF states that applications should consider *"the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation"*.

Further information regarding the viability of the proposals can be found in the Planning Statement Addendum that accompanies the application.

Summary

The assessment work in the BHS and this Addendum has concluded that the proposed development will cause a minor degree of less than substantial harm to the Conservation Area and the Grade II listed terraces thus triggering the balancing exercise set out in Paragraph 202 i.e. *"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."*

HERITAGE STATEMENT ADDENDUM

Appendix A – Built Heritage Statement (October 2021)

BUILT HERITAGE STATEMENT

Lord Raglan Public House, Mount Pleasant

JCH01246
Lord Raglan Public House
Windlehurst Estates
October 2021

CONTENTS

	CONTENTS	Pages
Prepared by:	1.0 Introduction	3
Georgie Pickett	2.0 Legislative and Planning Policy Framework	
Jennifer Cooke	2.1 Legislation and National Planning Policy	4
	2.2 National Planning Guidance	5
	2.3 Local Planning Policy and Guidance	7
Authorised by:	3.0 Architectural and Historical Appraisal	
Jennifer Cooke	3.1 Historical Development: Mount Pleasant	9
	3.2 Historic Map Progression	10
Report Status:	4.0 Assessment of Significance	
Final	4.1 Site Assessment	12
	4.2 Identification of Heritage Assets	13
	4.3 Statutorily Listed Buildings	14
RPS Ref: JCH01246	4.4 Conservation Areas	18
	4.5 Locally Listed Buildings	20
	5.0 Proposals and Assessment of Impact	
	5.1 Development Proposals	21
	5.2 Assessment of Impact	22
	6.0 Conclusions	24
	Appendices	
	Appendix A: Statutory List Description	

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1.0 INTRODUCTION

This Built Heritage Statement has been researched and prepared by RPS, on behalf of Windlehurst Estates Ltd, to support an application for the conversion of the Lord Raglan Public House to form four apartments, together with the development of four terraced houses on the former car park.

Following a listed building consent and planning application (Ref: 65428 & 65331) submitted in April 2020, a response from Bury Council's Conservation Officer stated that:

The conversion of the Listed Lord Raglan would be acceptable in that it would be brought back into a viable use. Its historic, communal, evidential and aesthetic values would not be impacted by the proposed conversion as only internal alterations would be carried out and as far as is understood would only result in the adaptation of the building which would be reversible and the soft strip or removal of 20th century fixtures and fittings. As such its group value would not be affected nor would its conversion impact on the character and appearance of the conservation area. The loss of the 20th century extension is also welcomed (dated 16th June 2020).

As such this report does not focus on the proposed conversion of the Lord Raglan Public House which is detailed in the documents that accompanied the original submission.

However, concerns were raised relating to the proposed row of terraced houses on the former car park to the Public House. Although the car park is considered to fall within paragraph 207 of the NPPF namely '*not all elements of a Conservation Area...will necessarily contribute to its significance...*' it is important that it is not replaced by a potentially more negatively impactful development.

Since the initial response a series of constructive meetings have been held with Bury Council's Conservation Officer. These discussions, and the Conservation Officer's subsequent comments, have shaped the revised design proposals which have evolved and been informed by the significance of the relevant built heritage assets. Design mitigation has been embedded within the revised proposals in the form of both the scale and massing of the dwellings. They have been designed to specifically respond to their context in terms of density, orientation and materials to enable the scheme to respond to the local distinctiveness of Mount Pleasant.

This report makes reference to the relevant legislation contained within the Planning (Listed Buildings and Conservation Areas) Act 1990 and both national and local planning policy. In addition relevant Historic England guidance notably GPA3: *The Setting of Heritage Assets* and the listing citations for the relevant heritage assets have also been consulted. The conclusions reached in this report are the result of detailed historic research, a walkover survey of the Site and publicly accessible locations in the surrounding area, map studies and the application of professional judgement.

The findings of this report are based on the known conditions at the time of writing. All maps, plans and photographs are for illustrative purposes only.



Figure 1: Eastern (front) elevation of Lord Raglan Public House



Figure 3: Northern elevation of Lord Raglan Public House and car park



Figure 2: Western (rear) elevation of Lord Raglan Public House



Figure 4: View looking north on Walmersley Old Road

2.0 LEGISLATIVE & PLANNING POLICY FRAMEWORK

2.1 LEGISLATION & NATIONAL PLANNING POLICY

The current national legislative and planning policy system identifies, through the National Planning Policy Framework (NPPF), that applicants should consider the potential impact of development upon 'heritage assets'. This term includes: designated heritage assets which possess a statutory designation (for example listed buildings and conservation areas); and non-designated heritage assets, typically compiled by Local Planning Authorities (LPAs) and incorporated into a Local List or recorded on the Historic Environment Record.

Legislation

Where any development may affect certain designated heritage assets, there is a legislative framework to ensure proposed works are developed and considered with due regard to their impact on the historic environment. This extends from primary legislation under the Planning (Listed Buildings and Conservation Areas) Act 1990.

The relevant legislation in this case extends from sections 16 and 66 of the 1990 Act which states that special regard must be given by the decision maker, in the exercise of planning functions, to the desirability of preserving listed buildings and their setting.

The meaning and effect of these duties have been considered by the courts in recent cases, including the Court of Appeal's decision in relation to Barnwell Manor Wind Energy Ltd v East Northamptonshire District Council [2014] EWCA Civ 137.

The Court agreed within the High Court's judgement that Parliament's intention in enacting section 66(1) was that decision makers should give 'considerable importance and weight' to the desirability of preserving (i.e. keeping from harm) the setting of listed buildings.

Section 69(1) of the Act requires LPAs to 'determine areas of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance' and to designate them as conservation areas. Section 69(2) requires LPAs to review and, where necessary, amend those areas 'from time to time'.

For development within a conservation area section 72 of the Act requires the decision maker to pay 'special attention [...] to the desirability of preserving or enhancing the character or appearance of that area'. The duty to give special attention is considered commensurate with that under section 66(1) to give special regard, meaning that the decision maker must give considerable importance and weight to any such harm in the planning balance.

National Planning Policy

National Planning Policy Framework (Ministry of Housing, Communities and Local Government, July 2021)

The NPPF is the principal document that sets out the Government's planning policies for England and how these are expected to be applied.

It 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'. This includes both designated and non-designated heritage assets.

Section 16: Conserving and Enhancing the Historic Environment relates to the conservation of heritage assets in the production of local plans and decision taking. It emphasises that heritage assets are 'an irreplaceable resource, and should be conserved in a manner appropriate to their significance'.

For proposals that have the potential to affect the significance of a heritage asset, paragraph 194 requires applicants to identify and describe the significance of any heritage assets that may be affected, including any contribution made by their setting. The level of detail provided should be proportionate to the significance of the heritage assets affected. This is supported by paragraph 195, which requires LPAs to take this assessment into account when considering applications.

Under 'Considering potential impacts' the NPPF emphasises that 'great weight' should be given to the conservation of designated heritage assets, irrespective of whether any potential impact equates to total loss, substantial harm or less than substantial harm to the significance of the heritage assets.

Paragraph 201 states that where a development will result in substantial harm to, or total loss of, the significance of a designated heritage asset, permission should be refused, unless this harm is necessary to achieve substantial public benefits, or a number of criteria are met. Where less than substantial harm is identified paragraph 202 requires this harm to be weighed against the public benefits of the proposed development.

Paragraph 203 states that where an application will affect the significance of a non-designated heritage asset, a balanced judgement is required, having regard to the scale of harm or loss and the significance of the heritage asset.

Paragraph 206 notes that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. It emphasises that proposals that preserve those elements of the setting that make a positive contribution to, or better reveal the significance of, the asset should be treated favourably.

Furthermore, paragraph 207 states that not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. When determining the impacts arising from the loss of a building or element that does positively contribute, consideration should be given to the relative significance of that building and the impact to the significance of the Conservation Area or World Heritage Site as a whole.

2.2 NATIONAL PLANNING GUIDANCE

National Guidance

Planning Practice Guidance (MHCLG)

The Planning Practice Guidance (PPG) has been adopted in order to aid the application of the NPPF. It reiterates that conservation of heritage assets in a manner appropriate to their significance is a core planning principle.

Key elements of the guidance relate to assessing harm. It states that substantial harm is a high bar that may not arise in many cases and that while the level of harm will be at the discretion of the decision maker, generally substantial harm is a high test that will only arise where a development seriously affects a key element of an asset's special interest. It is the degree of harm, rather than the scale of development, that is to be assessed.

Overview: Historic Environment Good Practice Advice in Planning

The NPPF and PPG are supported by Historic England guidance which is intended to inform owners, applicants and decision makers when considering changes to historic buildings and places.

This published planning advice comes in two forms:

- Good Practice Advice notes (GPAs) - provide supporting information on good practice, particularly looking at the principles of how national policy and guidance can be applied.
- Historic England Advice Notes (HEANs) - include detailed, practical advice on how to implement national planning policy and guidance.

GPA2: Managing Significance in Decision-Taking in the Historic Environment (March 2015)

This document provides advice on numerous ways in which decision making in the historic environment could be undertaken, emphasising that the first step for all applicants is to understand the significance of any affected heritage asset and the contribution of its setting to that significance. In line with the NPPF and PPG, the document states that early engagement and expert advice in considering and assessing the significance of heritage assets is encouraged. The advice suggests a structured, staged approach to the assembly and analysis of relevant information:

- 1) Understand the significance of the affected assets;
- 2) Understand the impact of the proposal on that significance;
- 3) Avoid, minimise and mitigate impact in a way that meets the objectives of the NPPF;

- 4) Look for opportunities to better reveal or enhance significance;
- 5) Justify any harmful impacts in terms of the sustainable development objective of conserving significance balanced with the need for change; and
- 6) Offset negative impacts to significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.

GPA3: The Setting of Heritage Assets (Second Edition; December 2017)

This advice note focuses on the management of change within the setting of heritage assets. This document replaces GPA3: The Setting of Heritage Assets (March 2017) and Seeing History in the View (English Heritage, 2011) in order to aid practitioners with the implementation of national legislation, policies and guidance relating to the setting of heritage assets found in the 1990 Act, the NPPF and PPG. The guidance is largely a continuation of the philosophy and approach of the 2011 and 2015 documents and does not present a divergence in either the definition of setting or the way in which it should be assessed.

As with the NPPF the document defines setting 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'. Setting is also described as being a separate term to curtilage, character and context. The guidance emphasises that setting is not a heritage asset, nor a heritage designation, and that its importance lies in what it contributes to the significance of the heritage asset, or the ability to appreciate that significance. It also states that elements of setting may make a positive, negative or neutral contribution to the significance of the heritage asset.

While setting is largely a visual term, with views considered to be an important consideration in any assessment of the contribution that setting makes to the significance of an asset, and thus the way in which an asset is experienced, setting also encompasses other environmental factors including noise, vibration and odour. Historical and cultural associations may also form part of the asset's setting, which can inform or enhance the significance of a heritage asset.

This document provides guidance on practical and proportionate decision making with regards to the management of change within the setting of heritage assets. It is stated that the protection of the setting of a heritage asset need not prevent change and that decisions relating to such issues need to be based on the nature, extent and level of the significance of a heritage asset, further weighing up the potential public benefits associated with the proposals. It is further stated that changes within the setting of a heritage asset may have positive or neutral effects.

The document also states that the contribution made to the significance of

heritage assets by their settings will vary depending on the nature of the heritage asset and its setting, and that different heritage assets may have different abilities to accommodate change without harming their significance. Setting should, therefore, be assessed on a case-by-case basis.

Historic England recommends using a series of detailed steps in order to assess the potential effects of a proposed development on significance of a heritage asset. The 5-step process is as follows:

- 1) Identify which heritage assets and their settings are affected;
- 2) Assess the degree to which these settings and views make a contribution to the significance of a heritage asset(s) or allow significance to be appreciated;
- 3) Assess the effects of the proposed development, whether beneficial or harmful, on the significance or on the ability to appreciate it;
- 4) Explore ways to maximise enhancement and avoid or minimise harm; and
- 5) Make and document the decision and monitor outcomes.

HEAN 2: Making Changes to Heritage Assets (February 2016)

The purpose of this document is to provide information in respect of the repair, restoration and alterations to heritage assets. It promotes guidance for both LPAs, consultants, owners, applicants and other interested parties in order to promote well-informed and collaborative conservation.

The best way to conserve a building is to keep it in use, or to find an appropriate new use. This document states that 'an unreasonable, inflexible approach will prevent action that could give a building new life...A reasonable proportionate approach to owners' needs is therefore essential'. Whilst this is the case, the limits imposed by the significance of individual elements are an important consideration, especially when considering an asset's compatibility with Building Regulations and the Equality Act. As such, it is good practice for LPAs to consider imaginative ways of avoiding such conflict.

This document provides information relating to proposed change to a heritage asset, which are characterised as:

- repair;
- restoration;
- addition and alteration, either singly or in combination; and,
- works for research alone.

2.2 NATIONAL PLANNING GUIDANCE

HEAN12: Statements of Heritage Significance: Analysing Significance in Heritage Assets (October 2019)

The purpose of this advice note is to provide information on how to assess the significance of a heritage asset. It also explores how this should be used as part of a staged approach to decision-making in which assessing significance precedes designing the proposal(s).

Historic England notes that the first stage in identifying the significance of a heritage asset is by understanding its form and history. This includes the historical development, an analysis of its surviving fabric and an analysis of the setting, including the contribution setting makes to the significance of a heritage asset.

To assess the significance of the heritage asset, Historic England advise to describe various interests. These follow the heritage interest identified in the NPPF and PPG and are: archaeological interest, architectural interest, artistic interest and historic interest.

To assess the impact to the significance of a heritage asset Historic England state that it is necessary to understand if there will be impacts to built fabric or the setting of a heritage asset and how these contribute to the heritage asset's overall significance. Where the proposal affects the setting, and related views, of a heritage asset, or assets, it is necessary to clarify the contribution of the setting to the significance of the asset, or the way that the setting allows the significance to be appreciated.

This enables an assessment of how proposals will affect significance, whether beneficial or harmful. It also states that efforts should be made to minimise harm to significance through the design process, with justification given to any residual harm.

2.3 LOCAL PLANNING POLICY & GUIDANCE

Local Planning Policy

In considering any planning application for development, the planning authority will be mindful of the framework set by government policy, in this instance the NPPF, by current Development Plan Policy and by other material considerations.

Adopted Unitary Development Plan

The following policies are the relevant saved policies from the 1997 Unitary Development Plan:

Policies 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.

EN2 - Conservation and Listed Buildings

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.

EN2/3 - Listed Buildings

The Council will actively safeguard the character and setting of Listed Buildings by not permitting works, alterations or changes of use which would have a detrimental effect on their historical or architectural character and features. Proposals for demolition will be opposed and will only be considered where it is demonstrated conclusively that the building(s) cannot be retained.

In considering applications for Listed Building Consent, the Council will have regard to the following criteria: a) the impact of the proposal on the historic fabric of the building;

- the relationship of any extension to the Listed Building in terms of its height, size, design, and roofscape;
- the need to protect the setting of the Listed Building;
- the impact of associated ancillary facilities and infrastructure works.

Places for Everyone Joint Development Plan

Nine districts (Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan) are proceeding with a joint plan for jobs, new homes and sustainable growth across their boroughs. This plan is to be known as 'Places for Everyone' (PfE).

The aim of PfE is to establish a planning framework to provide the right homes, in the right places, for people across Greater Manchester (including Bury) up to 2037. The following is the relevant emerging policy:

Policy JP-P 2 Heritage

Through this Plan we will proactively manage and work with partners to positively conserve, sustain and enhance its historic environment and heritage assets and their settings. Opportunities will be pursued to aid the promotion, enjoyment, understanding and interpretation of heritage assets, as a means of maximising wider public benefits and reinforcing Greater Manchester's distinct identity and sense of place.

Local Plans will set out the key elements which contribute to the district's identity, character and distinctiveness and which should be the priority for safeguarding and enhancing in the future, and demonstrate a clear understanding of the historic environment and the heritage values of sites, buildings or areas and their relationship with their surroundings.

This knowledge should be used to inform the positive integration of our heritage by:

- Setting out a clear vision that recognises and embeds the role of heritage in place-making;
- Utilising the heritage significance of a site or area in the planning and design process, providing opportunities for interpretation and local engagement;
- Integrating the conservation and enhancement of heritage assets and their settings, with creative contextual architectural responses that contribute to their significance and sense of place;
- Delivering positive benefits that sustain and enhance the historic environment, as well as contributing to the economic viability, accessibility and environmental quality of a place, and to social wellbeing; and
- Exploring opportunities to reduce greenhouse gas emissions that restoration of historic buildings offer.

Particular consideration will be given to ensure that the significance of key elements of the historic environment which contribute to Greater Manchester's distinctive identity and sense of place are protected from harm. These include historic town centres, places of worship, historic transport routes including the canal network, industrial buildings and structures including textile mills, farmsteads and other sites, buildings and areas of identified archaeological, architectural, artistic and historic value.

Development proposals affecting a designated heritage asset (or an archaeological site of national importance) and a conservation area should conserve those elements which contribute to its significance including

2.3 LOCAL PLANNING POLICY & GUIDANCE

those identified in any conservation area appraisal as making a positive contribution to the area. Harm to such elements will only be permitted where this is clearly justified and outweighed by the public benefits of the proposal.

Development proposals should identify assets of archaeological interest and use this information to avoid harm or minimise it through design and appropriate mitigation. Where applicable, development should make provision for the protection of significant archaeological assets and landscapes. The protection of undesignated heritage assets of archaeological interest equivalent to a scheduled monument should be given equivalent weight to designated heritage assets.

Where heritage assets have been identified as being at risk, Local Plans should identify specific opportunities for them to contribute to regeneration and place-making, and they should set out strategies for their repair and re-use.

Proposals should be informed, as necessary, by the findings and recommendations of the appropriate heritage assessment(s) in the development plan evidence base and/or any updated heritage assessment submitted as part of the planning application process.

Bury Local Plan

The council are in the process of preparing a new local plan for Bury. Whereas the PfE will deal with strategic planning matters that are of significance across the Joint Plan area (such as identifying future levels of housing and employment growth), Bury's Local Plan will contain a range of locally-specific planning policies and identify local sites where development should be built as well as areas where development should be restricted or controlled. However, the plan is at an early stage and there are no draft policies for consideration.

3.0 ARCHITECTURAL & HISTORICAL APPRAISAL

3.1 HISTORICAL DEVELOPMENT: MOUNT PLEASANT

Mount Pleasant Village is an example of a factory village, and illustrates an important aspect of early industrial growth in the Upper Pennine area. The village is situated on the exposed shoulder of Snape Hill below Harden Moor, to the north of Bury and the village of Walmersley on Walmersley Old Road. Walmersley Old Road was once the turnpike road from Bury to Burnley with the tollhouse being at Walmersley post office.

The area of Nangreaves acquired its name from Richard Nangreaves who had an estate there as well as owning surrounding properties such as Higher Sedger Hey, Top of the Hough, Bent House and Gollinrod. The Nangreaves family was important in Lancashire in the 18th century and owned estates in Lancashire, Chester and Stafford. Richard Nangreaves died in 1800. He had a brother Samuel Wareing Nangreaves who was a Lieutenant-Colonel in the British army and who is buried in the Abbey Church in Bath.

The history of the present settlement dates from early in the 19th century. The village of Nangreaves was sold to John Hall and his two brothers in 1819. These three brothers had established a mill at Gorsey Brow in Bury in 1803 and started up with over 100 handloom weavers who worked mainly from home. John Hall was born in 1780 on 12th December and died on 13th September 1870.. His memorial tablet can be found in the West Wall of the choir vestry at Walmersley Church and the beautiful stained glass window was given in his memory by his workpeople. Many generations of families worked for John Hall, and many individuals worked in his mill at Mount Pleasant for up to 50 or 60 years. His employees considered John Hall to be a good employer who worked as hard or harder than those he employed. When he died in 1870 at the age of 90, the business passed to John (Jack) Hall of Baldingstone.

John Hall established a mill at Mount Pleasant in 1820 by moving his business from the Gorsey Brow site. At first the business acted as a collecting point for the cottage weaving industry, and weavers from Holcombe, Tottington, Affetside, Bradshaw, Harwood and Bolton would bring their cloth to Nangreaves and would return home with the warp and weft. At this time the business employed well over 1,000 weavers. Many of his weavers worked from their cottages, but the coming of the steam age and the power loom put an end to the cottage industry.

John Hall began building a new mill, incorporating weaving sheds, power looms and later a spinning shed, and applied himself to improving methods of producing quilting cloth for which he was well known. As the prosperity of the business increased, further additions were made to the mill building, and terraced cottages were built around the mill to provide homes for the spinners and weavers. The earliest terrace cottages date from 1819, and were part of the mill building immediately adjoining Walmersley Old Road. Other terraces are later but are pre-1851, while the two terraces to the extreme west (the lower village) are post-1850, and numbers 1 to 6 were built in 1903. (It appears from looking at the area that these numbers may



Figure 5: Drawing of Mount Pleasant from the south, produced between 1893-1910.



Figure 6: Early 20th century photograph of Mount Pleasant showing the mill building to the right which has since been replaced by 1980's infill development

have been taken from the earlier 1819 terraces). The Lord Raglan pub dates from 1825. The mill was one of the earliest to be illuminated by electric light in 1888. The last alterations to the mill were made in 1893 with the addition to the weaving shed, while the last workers' houses were built in 1903.

The mill produced the waistcoat and shirt front materials which were worn by Fred Astaire and the rest of the cast in the film 'Top Hat' in 1935. In fact the mill was nicknamed Top Hat Mill. It was also the only place to make the white material which covered naval officers' caps.

Early in the second world war the mill was closed along with other mills but was allowed to open some 12 months later on account of the exceptional clothes that it made. The business which had started selling goods in Manchester had now expanded into London and home markets as well as abroad.

With the decline in the cotton industry the mill was forced to close after 150 years in November 1965 (the manager at the time was Mr Bernard Lilley). The mill was later sold and used for the production of plastics until it was closed for the final time in 1983.

The village became a conservation area in 1974, and some of the cottages are Grade II listed buildings (more fully described in section 4). It was one of the few surviving examples of the factory village in Greater Manchester.

The mill was finally closed in 1983 and in the late 80's the now neglected mill suffered a fire so severe that it was finally demolished. The stones from the mill buildings were re-faced and used to build new houses on the site of the once famous mill. This meant the end of the mill chimney, which was a local landmark, and the filling in of the reservoir to become a village green. Village residents turned out with buckets and bowls to help rescue fish and other wildlife from the reservoir before it was filled in.

3.2 HISTORIC MAP PROGRESSION

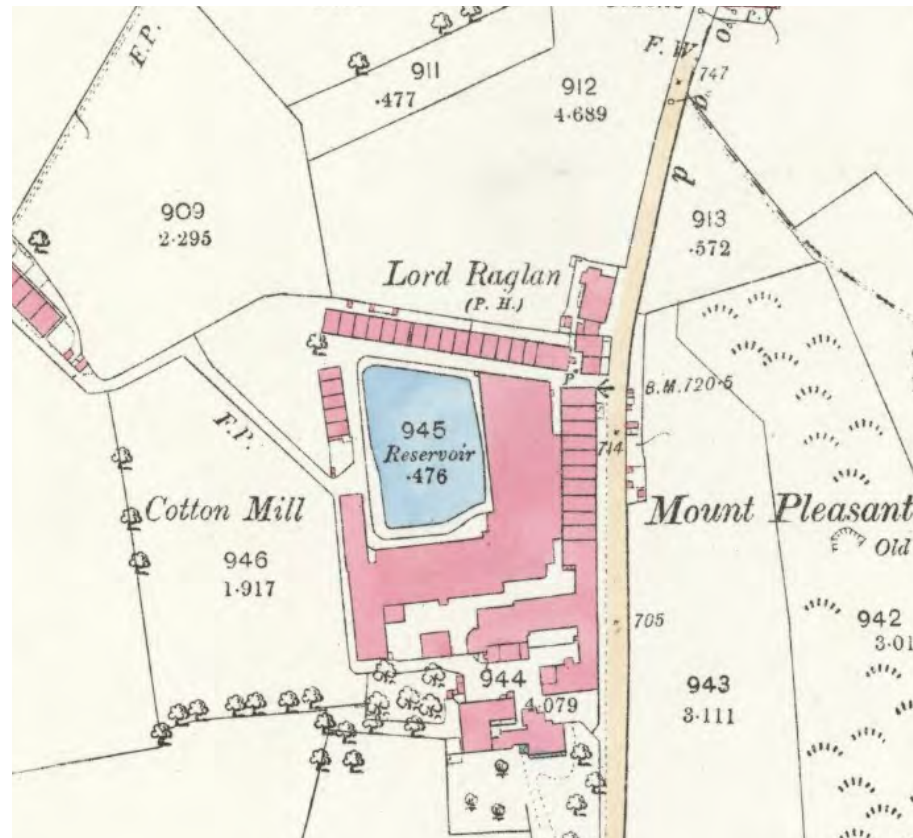


Figure 7: 1893 OS Map

The 1893 OS map shows the mill building, reservoir, workers cottages and pub at Mount Pleasant. The factory village forms a tight group, with another row of cottages west of the main group.

The Lord Raglan Public House is located to the north of the group, fronting on to Walmersley Old Road.



Figure 8: 1910 OS Map

The 1921 OS map shows the group as largely unaltered. The mill building appears to have been extended in to the row of cottages along Old Walmersley Road.

Additional land has been enclosed to the north of the workers cottages and rear of the public house.

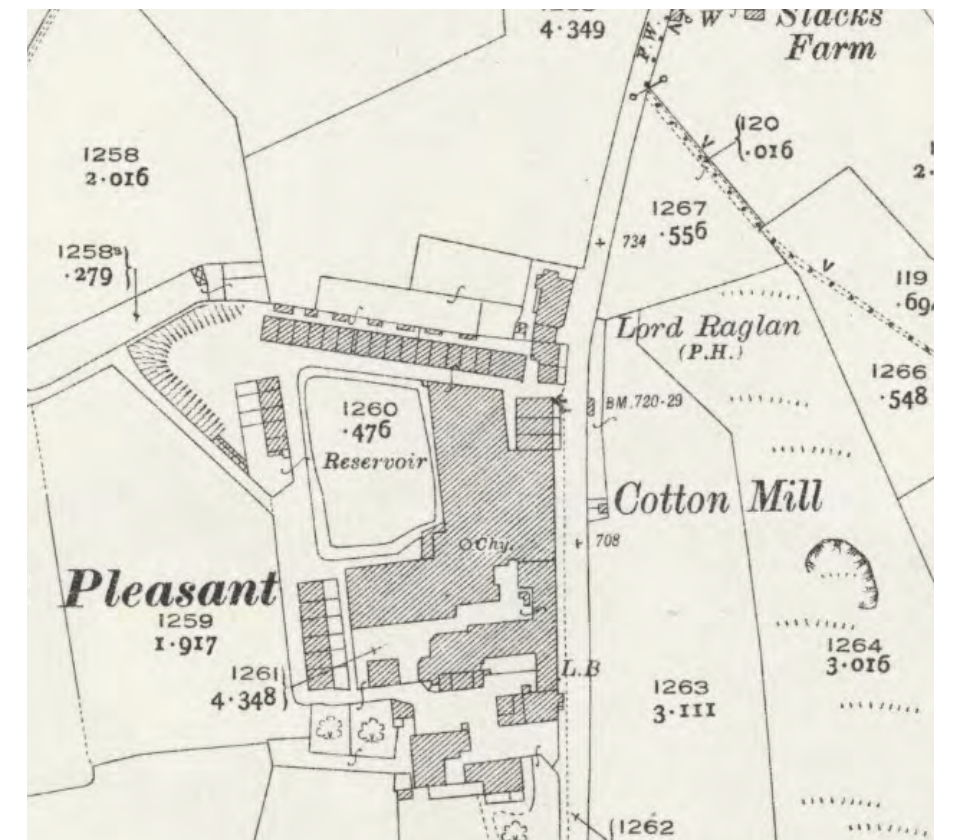


Figure 9: 1929 OS Map

The 1929 OS map shows almost no alteration from the 1910 map. To the rear of the pub, additional land has been enclosed, although there is no additional built form.

3.2 HISTORIC MAP PROGRESSION



Figure 10: 1967 OS Map

The 1967 OS map shows little change, although the land to the north of the public house is shown as separate from the surrounding land. This is understood to be the existing car park. The mill and workers cottages continue to form a tight grouping, with the additional dwellings to the west and the public house to the north.



Figure 11: Aerial Photograph, 2000

The 2000 aerial photograph shows the mill building having been demolished with the 1980s residential development infilling the group. The former reservoir is now a greenspace. The land north of the public house is shown as a hard-surfaced car park, while the Lord Raglan itself has been extended to the rear.



Figure 12 Aerial Photograph, 2020

The 2020 aerial photograph shows no change to the layout of the built form of Mount Pleasant.

4.0 ASSESSMENT OF SIGNIFICANCE

4.1 SITE ASSESSMENT

The site comprises the Lord Raglan Public House, a Grade II listed building (NHLE: 1318119) within the Mount Pleasant Conservation Area, and its car park to the north (figure 13).

The Lord Raglan is a detached, two storey stone building with cellars and an attic, dating from the nineteenth century with later additions, situated to the north of the former cotton mill complex and factory village known as Mount Pleasant, at Nangreaves 4km north of Bury (figures 14 and 16).

The car park is located to the north of the public house (figures 15 and 17).

The site is bound to the east by Walmersley Old Road, to the north and west by farmland, and to the south by the residential development of Mount Pleasant.

The original date of the building is also in some doubt, in places ranging from 1825 (according to the Nangreaves Village website www.nangreaves.freeuk.com) although attributed to the late nineteenth century in the Conservation Area Appraisal. The Historic England listing describes it as:

“On extreme north-east corner of mill complex. Probably late C19, much altered. Stone, painted white, with moulded stone cornice and stone chimney. Added square porch. Four windows with modern glazing bars. Included for Group Value only”



Figure 14: Eastern (front) elevation of Lord Raglan Public House showing porch and flat-roofed extension to the south.



Figure 16: Western (rear) elevation of Lord Raglan Public House

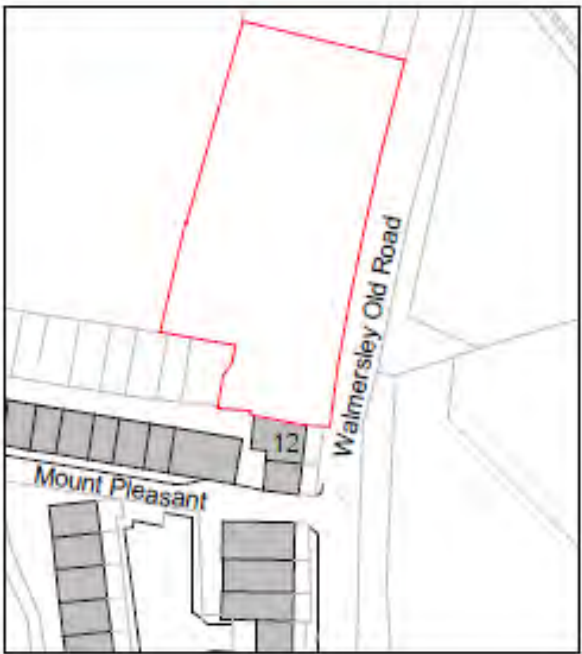


Figure 13: Site Location Plan



Figure 15: View looking north from the Lord Raglan Public House across the car park with High Hoe Farmhouse in the background



Figure 17: View west from the car park towards 13-28 Mount Pleasant.

4.2 IDENTIFICATION OF HERITAGE ASSETS

Methodology

Historic England's 'GPA 3: The Setting of Heritage Assets' (December 2017) provides a five step process to assess the impact of development within the setting of heritage assets, as well as advice on how views contribute to setting. These are outlined within the Policy and Guidance Section of this report.

The following section describes the significance of relevant heritage assets and addresses Step 2 of the Historic England guidance by describing the setting and the way that it contributes to the relevant significance of each heritage asset.

Scope of Assessment

A search area of 1500m was used to identify the built heritage assets that may be affected by the proposed redevelopment of the Site (figure 18).

The following designated built heritage assets have been identified and subsequently assessed within sections 4 and 5 of this report:

- Lord Raglan Public House (Grade II)
- 8-10 Mount Pleasant (Grade II)
- 11 and 12 Mount Pleasant (Grade II)
- 13-28 Mount Pleasant (Grade II)
- 35-40 Mount Pleasant (Grade II)
- High Hope Farmhouse (Grade II)
- Mount Pleasant Conservation Area

As illustrated by figure 18, the search area also contains a number of other listed buildings. However, due to the scale of the proposed development, interceding built form and a lack of any known historical or functional relationship with the Site, the proposed development will have no impact upon their significance and so they have been taken out of scope of further assessment.

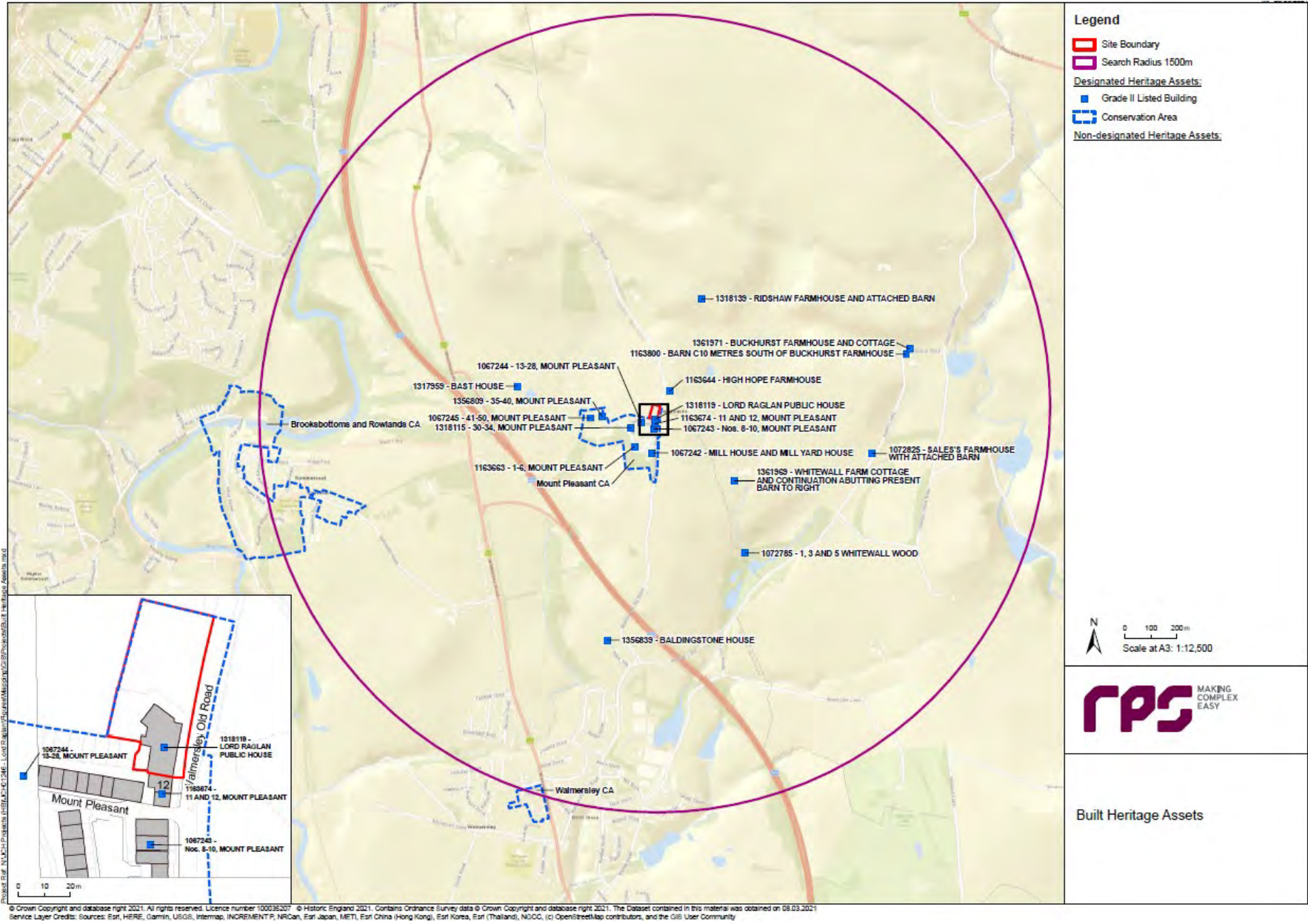


Figure 18: Built Heritage Plot illustrating heritage assets within 1500m of the Site boundary.

4.3 STATUTORILY LISTED BUILDINGS

Lord Raglan Public House (Grade II) (NHLE: 1318119)

Description and History

The Lord Raglan is a detached, two storey stone building with cellars and an attic, dating from the nineteenth century with later additions, situated to the north of the former cotton mill complex and factory village known as Mount Pleasant, at Nangreaves 4km north of Bury (figure 19).

Known locally as ‘The Rag’ it is said to have been originally used as a butcher’s shop and store on the busy turnpike road between Bury and Burnley, later becoming a hostelry, although the origins of this are not clear. The original date of the building is also in some doubt, in places ranging from 1825 (according to the Nangreaves Village website [www.nangreaves.freeuk.com]) although attributed to the late nineteenth century in the Conservation Area Appraisal. The Historic England listing describes it as:

“On extreme north-east corner of mill complex. Probably late C19, much altered. Stone, painted white, with moulded stone cornice and stone chimney. Added square porch. Four windows with modern glazing bars. Included for Group Value only”

Notably, the building is not present on the 1851 Ordnance Survey map, being first shown on the 1893 version (surveyed 1891) and marked as a Public House along with its longstanding name.

A small outbuilding stands to the south of the building on early maps, adjoining No. 12 Mount Pleasant. This appears to have been extended during the early part of the twentieth century and later replaced with the present single storey extension (figure 14 on the page 12). The front porch and rear staircase are also later additions (figures 14, 19 and 20), and the single storey element on the north-western corner which originally housed a brewery appears to have been altered and/or replaced (figure 16 on page 12).

At basement level there are storage cellars accessible from lower ground at the rear along with access to a lower-level kitchen area. At ground floor, the pub is divided into three spaces. The main bar occupies the right-hand bay of the original building with a late 20th century reproduction fireplace. An entrance porch and toilets lie off this space. A panelled dining area occupies the left-hand wing now extending seamlessly into the southern single-storey extension. To the north-west is an area used as a bar/dining room with reproduction timber beams and fireplace (figure 21).

Above, there are five private rooms at first floor level, and an attic room with windows on each gable end. A staircase extension at the rear provides access to basement, ground and first floors (figure 20)

The main part of the building has been returned to its original stone-faced appearance, having formerly been whitewashed, although the gables, chimney and rear elevation all remain rendered/whitewashed (figures 20 a



Figure 19: Lord Raglan Public House



Figure 21: Ground floor of Lord Raglan Public House



Figure 20: Rear staircase extension to Lord Raglan Public House



Figure 22: Rear of numbers 11 and 12 Mount Pleasant with southern elevation of Lord Raglan Public House in the background.

4.3 STATUTORILY LISTED BUILDINGS

22). The later flat-roofed elements to the north and south of the main building are both painted stone laid in unmatching courses. Many of the windows have been replaced with uPVC units.

Outside, the building fronts onto Walmersley Old Road which is cobbled as far as the pub and there are small seating areas to either side of the porch. At the rear is an outdoor seating area overlooking open countryside, and a small yard area (figure 23). To the north is a car park, raised above the adjoining field level and sloping up to the north, with concrete posts and railings around the perimeter. (figure 24 and 15 and 17 on page 12). The car park extends to around 600sqm, with space for around 50 customer cars.

Assessment of Significance

The listed building has undergone a considerable degree of unsympathetic changes both internally and externally and the list description notes that the public house is included for group value only. That being said, its significance is also derived from its historic use as the Lord Raglan Public House.

Setting

The immediate setting of the pub is formed by its small yard to the west and car park to the north (figure 23 and 24) with its eastern elevation fronting Walmersley Old Road. To the south are 8-12 Mount Pleasant (figure 25) which are all Grade II listed and referenced in more detail below. The other properties are made up of the 1980s infill development that were constructed when the Mill building was demolished (see figures 34, 35 and 37 on page 18).

The Site is surrounded by open countryside to the north, east and west forming the exposed shoulder of Snape Hill below Harden Moor. To the south lies the Mount Pleasant mill complex, now converted entirely to residential properties. To the north lies High Hope Farm (Listed Grade II).

Contribution of Setting to Significance

The setting of the public house within the Mount Pleasant Factory Village makes a positive contribution towards its significance, as does its connection with the wider landscape surrounding the village. The car park is of a much later date and makes no contribution towards the significance of the public house.



Figure 23((top): Rear yard to the Lord Raglan Public House

Figure 24 (middle): view south from the car par and to the rea of the Lord Raglan Public House

Figure 25 (bottom): 8-10 Mount Pleasant

8-10 Mount Pleasant (Grade II) (NHLE: 1067243)

Description and History

The properties comprise three stone mill workers' cottages. The dwellings are two-storeys in height and the list description records no. 8 as having slatted wooden shutters, however this was not evident at the time of the Site visit. The properties have slate roofs with stone chimneys. The end wall of no. 8 was rebuilt when the mill was demolished in 1986.

Assessment of Significance

The significance of the dwellings is derived from their architectural and historic interest as mill workers cottages within a factory village.

Setting

The cottages would formerly have been adjacent to the mill building, however, the mill was demolished in 1986 and the site infilled by residential development. The properties face onto Walmersley Old Road with views of the countryside beyond. To the rear there are small domestic gardens which sit 'back-to-back with the 1980's infill development and its associated car parking.

Contribution of Setting to Significance

The setting of the properties as part of the Mount Pleasant former factory village, makes a positive contribution towards their significance. This includes the cobbled Walmersley Old Road and the wider open countryside. The 1980's infill dwellings have been sensitively developed and do not detract from the setting's contribution to their significance. However, the extent of modern hard-standing and car park to the rear is a slightly detracting feature.

Contribution of Site to Significance

The Site is separated from numbers 8-10 by a small road and numbers 11 and 12, however, the public house is co-visible with numbers 8-10 on the view north up Walmersley Old Road. Despite later extensions that detract from its architectural and historic interest, the public house contributes to the setting as part of the group of historic buildings that make up the factory village, and therefore the significance, of the properties. The car park is a later addition and makes no contribution towards their significance.

4.3 STATUTORILY LISTED BUILDINGS

11 and 12 Mount Pleasant (Grade II) (NHLE:1163674)

Description and History

The dwellings were constructed in the first half of the 19th century and are a pair of stone mill workers' cottages on the north-eastern corner of the square. (figure 26) The properties are constructed from chamfered stone. The mullioned windows in the cellar could indicate a possible earlier construction date. The list description records that the two upper storeys feature two inserted modern "Georgian" bow windows to each cottage, but again, this was not evident at the time of the site visit.

Assessment of Significance

The significance of the dwellings is derived from their architectural and historic interest as mill workers cottages within a factory village.

Setting

The properties are situated within the historic factory village grouping, adjacent to the public house (figure 26) and fronting onto Walmersley Old Road with views of the countryside beyond. To the rear is a very small yard (figure 22 on page 14) and then the gable end of the 13-28 Mount Pleasant Terrace.

Contribution of Setting to Significance

The setting of the properties as part of the Mount Pleasant former factory village, makes a positive contribution towards their significance. This includes the cobbled Walmersley Old Road and the wider open countryside. However, the flat roofed single storey extension to the immediate north of the listed buildings (figure 22) is a slightly detracting feature.

Contribution of Site to Significance

The Site lies immediately to the north of 11-12 Mount Pleasant. As part of the historic Mount Pleasant Factory Village the Site contributes to the setting as part of the group of historic buildings that make up the factory village, and therefore the significance, of these listed buildings. However, the later extensions and unsympathetic windows of the public house are clearly visible from these listed buildings (figure 22). These and the car park make no contribution towards their significance.



13-28 Mount Pleasant (Grade II) (NHLE: 1067244)

Description and History

Numbers 13-28 comprise a long row of early 19th century workers' cottages (figure 27). They are constructed of stone and are each one bay wide plus their door. The windows have stone sills and there are stone architraves to all the doorways. The list description notes that numbers 17 and 18 have inserted "Georgian" bows, but this was not evident at the site visit. There is stone flag paving and stone setts in front of whole row.

Assessment of Significance

The significance of the dwellings is derived from their architectural and historic interest as mill workers cottages within a factory village.

Setting

The properties are situated within the historic factory village grouping, overlooking the former reservoir (now greenspace) and the site of the former mill, which is now infilled with 1980's residential development (figure 27). There is a small alleyway that runs behind the terrace from which the public house and the car park are visible (figure 28). Beyond this is open countryside.

Contribution of Setting to Significance

The setting of the listed terrace has changed significantly due to the infilling of the reservoir, demolition of the mill and the construction of additional residential development in the 1980s. However, the primary part of their setting is that they form part of the Mount Pleasant former factory village, which makes a positive contribution towards their significance. So too does the open countryside to the rear of the of the terrace looking north.

Contribution of Site to Significance

The Site lies to the north and north east of the listed terrace. The public house contributes to the setting as part of the group of historic buildings that make up the factory village, and therefore the significance, of the properties. However, the later additions which are particularly apparent when viewed from the rear are detracting features. The car park is a later creation and makes no contribution towards their significance.

Figure 26 (top): 11-12 Mount Pleasant

Figure 27 (middle): 13-28 Mount Pleasant

Figure 28 (bottom): Rear yards of 13-28 Mount Pleasant with the public house visible to the north.

4.3 STATUTORILY LISTED BUILDINGS

35-40 Mount Pleasant (Grade II (NHLE: 1356809)

Description and History

These are a row of stone mill workers' cottages from the second half of the 19th century. They are of two storeys with one window in each cottage. Although somewhat altered they retain their original proportions (figure 29).

Assessment of Significance

The significance of the dwellings is derived from their architectural and historic interest as mill workers cottages within a factory village.

Setting

The properties are situated on a spur to the west of the main centre of the enclosed historic factory village grouping. They overlook a small green to the south and run perpendicular to numbers 41-50 Mount Pleasant which are also Grade II listed (NHLE:1067245). The land rises steeply to the north (figure 30) behind these cottages.

Contribution of Setting to Significance

As noted above the primary part of their setting is that they form part of the Mount Pleasant former factory village, which makes a positive contribution towards their significance.

Contribution of Site to Significance

The Site lies to the north of these listed buildings although due to the steep incline (figure 30) there is no inter-visibility. The public house forms part of the Mount Pleasant Factory Village and despite later extensions that detract from its architectural and historic interest, contributes to the setting, as part of the group of historic buildings that make up the factory village and therefore the significance, of the properties. The car park is a later addition and makes no contribution towards their significance.

High Hope Farmhouse (Grade II) (NHLE: 1163644)

Description and History

High Hope Farmhouse was formerly listed as High Hope, - Bury Old Road (house only) under Walmersley. The farmhouse, dates to 1750, which is marked on the lintel of the door. The house has been extended to the right (figure 31).

The original part of the house is faced with thin sandstone rubble with quoins, a stone slate roof with a brick chimney to the left gable (embraced by a higher barn), with another in front of the ridge at the junction with the extension. The extension is constructed from sandstone



Figure 29 (top): 35-40 Mount Pleasant

Figure 30 (middle): view north behind 35-40 Mount Pleasant towards the Site

Figure 31 (bottom): High Hope Farmhouse

blocks, with a slate roof. The property is two storeys in height. The later barn which is continued to the left is not included in the listing.

Assessment of Significance

The significance of the property is derived from its architectural and historic interest as part of a farmstead and its use as a farmhouse.

Setting

The immediate setting of the farmhouse is formed by the surrounding farm buildings and is relatively enclosed. The wider setting is made up of the agricultural landscape in which the farm buildings sit. Mount Pleasant lies to the south and the public house and its car park are the closest built form (figure 32) and form part of the farmhouse's wider setting.

Contribution of Setting to Significance

The setting of the farmhouse, within the farm group and wider landscape, makes a positive contribution to the significance of the property.

Contribution of Site to Significance

The northern elevation of the public house has been much altered with a later flat-roofed extension, white washed render and unsympathetic windows. Although it marks the start of the Mount Pleasant Factory Village, the pub, and the car park, compromise the view south from the farmhouse. The latter makes a minor negative contribution due to its intrusion into the formerly natural landscape and the historic layout of the factory village



Figure 32: View south looking towards the Site

4.4 CONSERVATION AREAS

Mount Pleasant Conservation Area

The Site is situated within the Mount Pleasant Conservation Area, designated in 1974 and a Character Appraisal dates from 2004. The boundary of the Conservation Area has been drawn to include the Lord Raglan Public House and its car park to the north but does not extend into the open fields beyond (figure 36)

The Conservation Area is said to be a rare and partially surviving example of a purpose-built factory village, on land purchased by industrialist John Hall in 1819. Hall expanded his textile business on the former farmland, building a mill to centralise weaving which had previously been undertaken by handloom weavers working from home in the surrounding towns. He added terraced cottages for workers, set around the Mill and its lodges and the complex was substantially complete by 1903 with two final sets of terraced houses along a footpath to the west, and additions to the weaving shed and works.

Following the demise of the cotton industry in the mid-twentieth century, the mill ceased production in 1965, continuing in industrial use until the 1980s when it suffered from a fire and was finally demolished. Stone from the Mill and the chimney were reclaimed and used to face the new houses and apartments which were built in its place. The village had now become entirely residential, with a mix of historic and new-build 1980s properties based around a village green, taking the place of the original water lodges (figures 33 and 34).

In terms of vernacular and architectural styles, the remaining houses are simple and functional in form and detail showing very little adornment, reflecting the factory village origins. Some are Listed Buildings as shown in figure 36. Little remains of the original mill structure except the walls to the east and south which were incorporated into the new houses adjoining them. The water tower has been reconstructed and although no longer of important historic value, it does form an interesting visual contrast to the lower terraced houses surrounding it (figure 34).

New properties have been carefully assimilated in terms of form, appearance and layout. The buildings together offer strong enclosure as a large consolidated group with impressive views and vistas of interior village spaces as well as long distance views of the Irwell Valley and Holcombe to the west.

Materials for buildings and boundary features comprise quarried millstone grit and sandstone with slates, stone flags and setts on horizontal surfaces. The consistent form, colour and texture of the materials creates a visual harmony throughout the Conservation Area. There are very few, if any, remaining timber window frames however, and many of the properties have been fitted with modern materials including replacement doors, windows, gutters, painted stonework and modern aerials and alarm boxes. The replacement of hardstanding and modern garages are highlighted as



Figure 33: View across the former reservoir to the listed 13-28 Mount Pleasant and the 1980s residential infill.



Figure 34 (middle): Reconstructed water tower and 1980's infill development.



Figure 35 (bottom): View of the later residential development in Mount Pleasant.

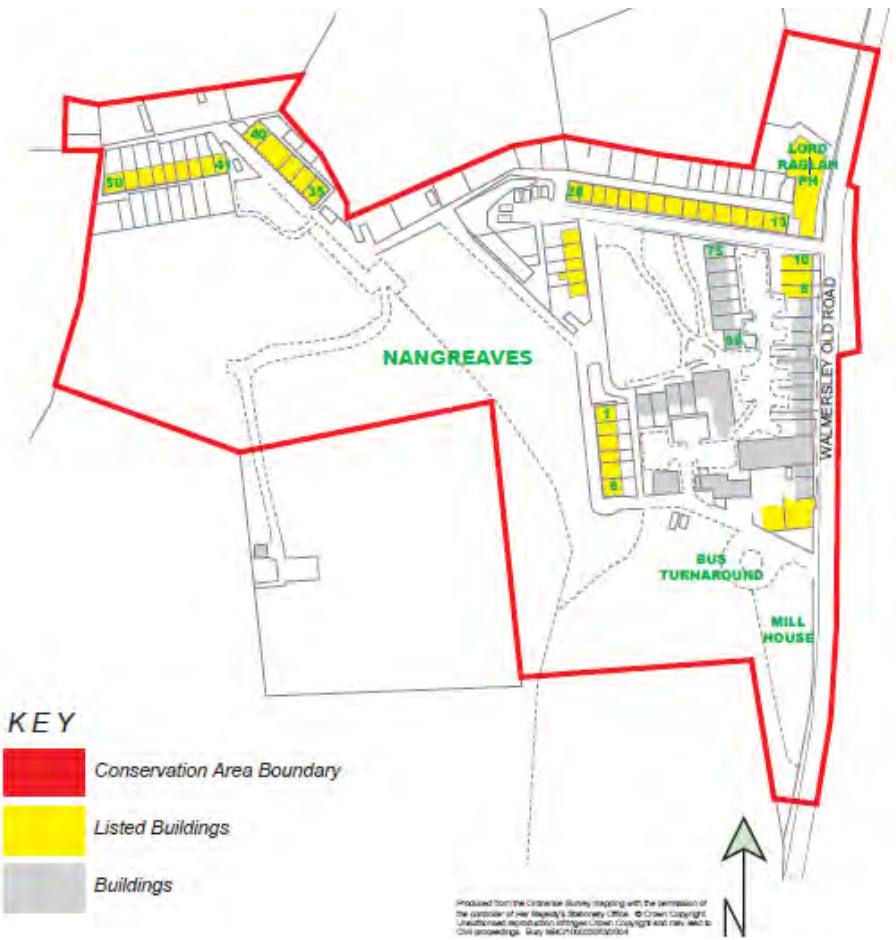


Figure 36: Plan of the Conservation Area taken from the Character Appraisal.



Figure 37: View of the later residential development in Mount Pleasant.

opportunities to help enhance the area's character.

Site's Contribution to Character and Appearance of Conservation Area

As discussed in section 4.2, the Lord Raglan Public House has been at the Site since the early 19th century. The car park is a later development from c. 1967. As referenced in the Historic England description, the pub is listed for its group value only likely due to its later extensions that detract from its architectural and historic interest. Nonetheless the presence of the pub contributes to the character and appearance of the Conservation Area as part of the group of historic buildings that make up the factory village.

It is the last form of development to the north of the village beyond which is open countryside. Its current extended northern elevation however, when viewed looking south into the Conservation Area detracts from the area's appearance. The car park is a later addition and is considered to fall within paragraph 207 of the NPPF and makes no contribution to the character and appearance of the Conservation Area.

4.5 LOCALLY LISTED BUILDINGS

Bury has a draft list of locally listed buildings but this has not been formally adopted.

The buildings within Mount Pleasant which feature of this draft list are:

- Former Office Building, 51 Mount Pleasant, Bury, BL9 6SP; and
- Mill Yard Cottage, Mount Pleasant, Bury, BL9 6SP

As these buildings are located within the Conservation Area any potential impacts the proposals may have on them will be assessed through the assessment of the Conservation Area.

5.0 PROPOSALS & ASSESSMENT OF IMPACT

5.1 DEVELOPMENT PROPOSALS

The current proposals include the conversion of the Lord Raglan public house into 4 No. dwellings and erection of 4 No. new houses with associated access, parking spaces and landscaping.

The footprint of the proposed terraced houses follows that of the existing dwellings on Walmersley Old Road. Due to the sloping nature of the Site the height of the proposed buildings is similar to the neighbouring houses and in accordance with the overall scale of the surrounding buildings.

The proposed materials and architectural aesthetic respond to the surroundings and deliberately share similar characteristics with exterior stone walling and slate roofing.

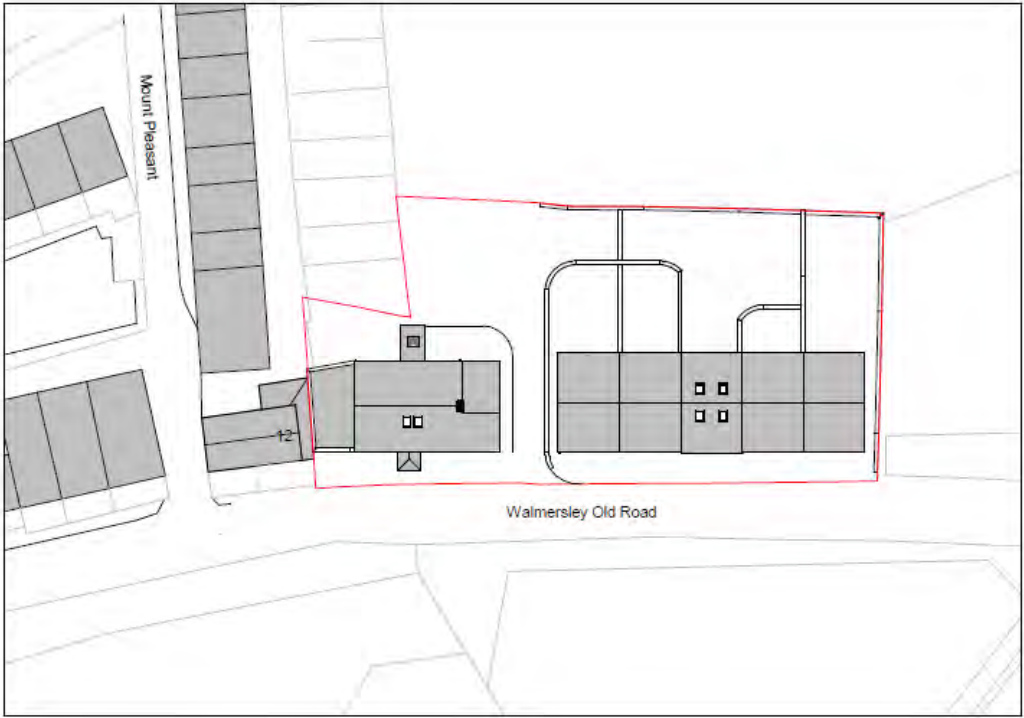
The proposed new dwellings will front onto Walmersley Old Rd. As shown in figure 38 there will be an archway similar to that between the existing properties on Walmersley Old Road to the allocated parking spaces at the rear of the properties.

More detail is contained in the plans and drawings that accompany the revised submission.



Figure 38: Proposed Elevations

Figure 39: Proposed Site Layout



5.2 ASSESSMENT OF IMPACT

Section 4 of this report has identified that the Lord Raglan Public House contributes to the setting of the relevant listed buildings as part of the group of historic buildings that make up the factory village. This is reinforced in Historic England's list description for the public house and the Conservation Officer's response to the submitted scheme in June 2020.

The existing car park is considered to fall within paragraph 207 of the NPPF namely, '*not all elements of a Conservation Area...will necessarily contribute to its significance...*'. However, it is important that it is not replaced by a potentially more negatively impactful development.

As referenced in the introduction section of this report, the conversion of the Listed Lord Raglan is considered acceptable by the local planning authority in that... *it would be brought back into a viable use. Its historic, communal, evidential and aesthetic values would not be impacted by the proposed conversion as only internal alterations would be carried out and as far as is understood would only result in the adaptation of the building which would be reversible and the soft strip or removal of 20th century fixtures and fittings. As such its group value would not be affected nor would its conversion impact on the character and appearance of the conservation area. The loss of the 20th century extension is also welcomed* (dated 16th June 2020).

Therefore, the following section assesses the impact of the revised proposals for the car park on the relevant heritage assets.

Response to previous submission in April 2020 (Ref:65428 & 65331)

The Conservation Officer's response in June 2020 stated that:

The proposed row of terraced houses by virtue of their size, scale, bulk and massing would dominate views of the listed Lord Raglan and in how the building is experienced in its setting and how it would be viewed from further distances north along Walmersley Old Road. The setting of the listed row of 19th century cottages at 13-28 Mount Pleasant would also be harmed by the proposed terrace by virtue of what would be their prominent position interrupting views in and out of the conservation area, especially when moving south along Walmersley Old Road towards the application site.

The design of the proposed terrace is also inappropriate, with alien features such as bin storage to the front of the properties, alien boundary treatments with over use high timber fences, canopies over front doors and parking also at the front, non-historic window and external door design, the positioning of window openings and the pitch of the roofs. Notwithstanding the harm to the setting of the Lord Raglan and 13-28 Mount Pleasant. This design concept does not have the level of architectural historicism required to at least preserve the character and appearance of the conservation area.

Subsequent constructive conversations with the Conservation Officer established that the main issues related to:

- The impact on the setting of the Grade II listed public house and the setting of the listed terrace 13-28 Mount Pleasant which has always

been one of open landscape with a backdrop of the historic terraces. Arguably with few historic features remaining, the significance of the pub is derived predominately from this historic setting.

- The impact on the character of the conservation area. The topography of the Site meant that the bulk and massing of the previously proposed development would be emphasised
- The proposed design and materials were not in keeping with the existing development.

Revised Submission

The proposed development has since been amended to genuinely respond to the heritage constraints and opportunities of the Site as per the input from the Conservation Officer. These changes have included:

- A reduction in the number of units from 6 to 4.
- Use of the same materials/stone as the existing properties in the village. These will be sourced from a nearby quarry as referenced in the documents accompanying the revised submission
- As shown in the drawings accompanying the revised submission, the proposed dwellings are now of a simple form with simple architecture that has a similar width and height as those dwellings on Walmersley Old Road. This includes a slight change in ridge line rather than large steps with the roof pitches having been reduced from 30 degrees to 25 degrees. This change responds to the existing topography of the Site and will echo the existing way the buildings gradually 'step up' to the north.
- A building line and set back which is the same as the existing buildings.
- Front boundary treatment similar to the existing buildings on Walmersley Old Road with no bin or bike storage at the front.
- An archway, similar to the existing archway to the south to provide access to parking at the rear. As the existing car park is the established use of this part of the Site including parking here would not only keep cars from parking on Walmersley Old Road but be in keeping with the existing views (if any) of the Site.
- The use of timber sash stained windows.
- Previously proposed door canopies have been removed and the windows have been shown as sash.
- Any fences to the rear have been removed and stone walls and hedgerows as boundary treatment have been introduced to be in keeping with the character of the Conservation Area and the setting of the listed buildings.
- Roof coverings will be of natural slate
- Changes to the proportion of the window openings so they

are more horizontal than vertical.

- Removal of the extended lintel that was shown to run across the front entrance the ground floor window.

Summary of impact

The contribution the Site makes to the significance of the relevant heritage buildings is considered to relate to the fact that, despite later extensions that detract from its architectural and historic interest, the Lord Raglan contributes to their setting, as part of the group of historic buildings that make up the factory village.

Conversely the car park makes no contribution to the setting and thus significance of the relevant heritage assets. However, it is important that it is not replaced by a potentially more negatively impactful development.

Design mitigation has been embedded within the proposed development in the form of the design, scale and proposed materials of the new dwellings. This means that in the majority of views, the proposed development on the car park will present as a sympathetic extension to the existing built form of the factory village.

The architectural style echoes the simple and functional form and detail with little adornment. This is referenced in the Conservation Area Appraisal as reflecting the factory village origins. This includes the proposed design for the archway in the middle of the new terrace.

The intention is that, as is the case with the 1980's infill development, the new properties have been carefully assimilated in terms of form, appearance and layout and can be seen as an organic extension of the village to the north.

The proposed materials for both the buildings and boundary features are consistent with the existing features and will retain the existing visual harmony throughout the Conservation Area. The proposed use of timber window frames respond better to the character and appearance of the area and will avoid replication of those detracting features such as the predominance of UPVC windows and more modern doors used elsewhere in the village.

In addition, the replacement of the neglected hard-standing that makes up the current car park and detracts from the character and appearance of the Conservation Area with the proposed dwellings can be considered as better quality built form than what is extant. Although the proposed terraces will bring the built form further north and mask the existing gable end of the public house they will appear as a sympathetic addition to the Conservation Area. Arguably more so than the poor quality extensions currently on the northern elevation of the public house.

Although the proposed ground floor rear-bi-fold doors are a potentially contemporising feature, due to the topography of the land and the proposed boundary treatment, they will not be visible either from within the Conservation Area nor from the relevant listed buildings.

The embedded mitigation means that the revised proposals will cause a

minor degree of less than substantial harm to the significance of the relevant heritage assets including the Conservation Area.

The proposed new buildings on the car park will help secure the optimum viable use of the Lord Raglan Public House. This public benefit, amongst others and how they are weighed against any potential harm as per paragraph 202 of the NPPF, is referenced in more detail in the planning statement that accompanies the re-submission.

6.0 CONCLUSIONS

This Built Heritage Statement has been researched and prepared by RPS, on behalf of Windlehurst Estates Ltd, to support a re-submission of an application for the conversion of the Lord Raglan Public House to form four apartments, together with the development of four terraced houses on the former car park (Original Planning Application and Listed Building Consent Application Ref: 65428 & 65331).

The re-submission relates to the proposed development of 4 new dwellings on the car park to the north of the Grade II listed Lord Raglan Public House. As such this report does not focus on the proposed conversion of the Lord Raglan public house which is detailed in the documents that accompanied the original submission.

Although the car park is considered to fall within paragraph 207 of the NPPF namely *'not all elements of a Conservation Area...will necessarily contribute to its significance...'* the focus has been on designing a scheme that is not more negatively impactful than the existing car park.

Since the submission of the original application a series of constructive meetings have been held with Bury Council's Conservation Officer. These discussions and the Conservation Officer's subsequent comments have shaped the revised design proposals which have evolved and been informed by the significance of the relevant built heritage assets. Design mitigation has been embedded within the revised proposals in the form of both the scale and massing of the dwellings. They have been designed to specifically respond to their context in terms of density, orientation and materials to enable the scheme to respond to the local distinctiveness of Mount Pleasant.

The NPPF states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. This Built Heritage Statement has presented a review of pertinent planning legislation, policy and guidance at national and local levels. Particular consideration has been paid to policies and guidance concerning development affecting listed buildings and their settings. In accordance with paragraph 202 of the NPPF, the minor degree of less than substantial harm to the significance of the relevant heritage assets referenced above should be weighed against the benefits of the proposed scheme, including providing the optimum viable use for the public house, which are set out in the planning statement that accompanies the planning application.

APPENDICES

APPENDIX A: STATUTORY LIST DESCRIPTION



11 AND 12, MOUNT PLEASANT

Overview

Heritage Category:

Listed Building

Grade:

II

List Entry Number:

1163674

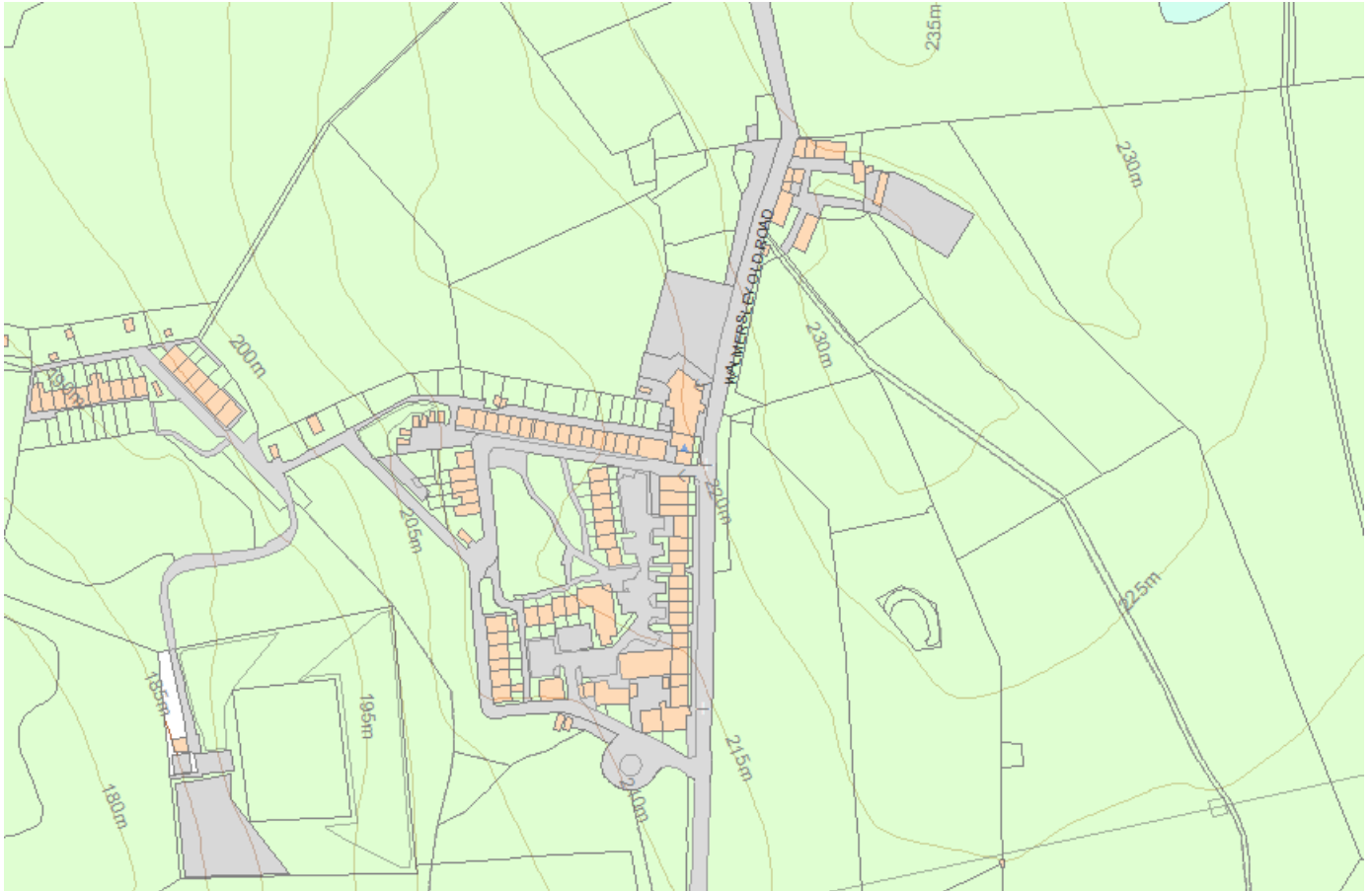
Date first listed:

29-Apr-1976

Statutory Address:

11 AND 12, MOUNT PLEASANT

Map



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(https://mapservices.HistoricEngland.org.uk/printwebservicehle/StatutoryPrint.svc/153654/HLE_A4L_Grade|HLE_A3L_Grade.pc

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Location

Statutory Address:

11 AND 12, MOUNT PLEASANT

The building or site itself may lie within the boundary of more than one authority.

District:

Bury (Metropolitan Authority)

Parish:

Non Civil Parish

National Grid Reference:

SD 80963 15100

Details

SD 81 NW MOUNT PLEASANT 4/62 29.4.76 Nos 11 and 12 GV II First half of C19. Pair of stone mill workers' cottages on north-eastern corner of the square. Chamfered stone mullioned windows in cellar indicate possible earlier date. Two upper storeys with two inserted modern "Georgian" bow windows to each cottage.

Listing NGR: SD8096315100

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number:

210699

Legacy System:

LBS

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing

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13-28, MOUNT PLEASANT

Overview

Heritage Category:

Listed Building

Grade:

II

List Entry Number:

1067244

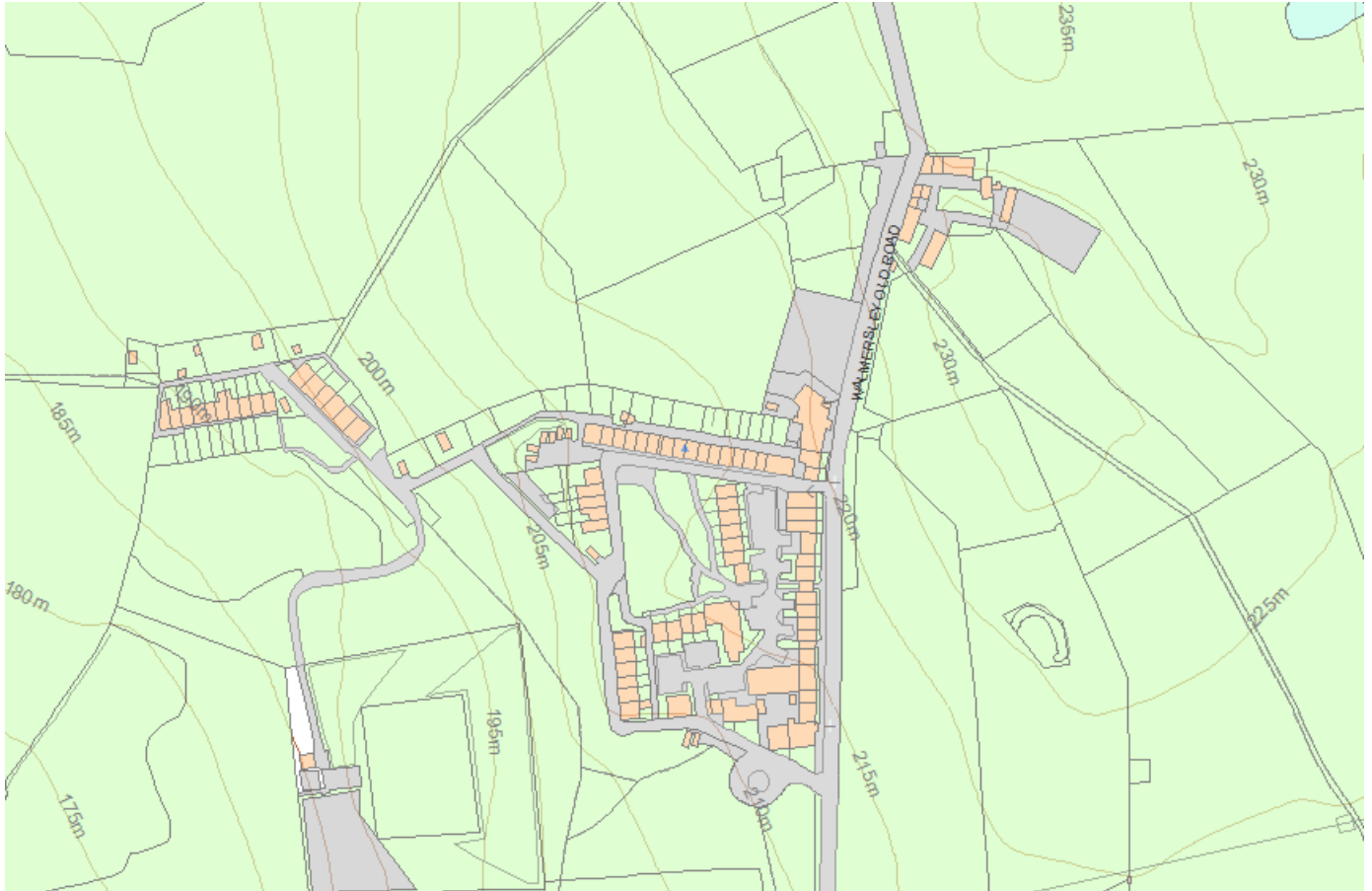
Date first listed:

29-Apr-1976

Statutory Address:

13-28, MOUNT PLEASANT

Map



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(https://mapservices.HistoricEngland.org.uk/printwebservicehle/StatutoryPrint.svc/69455/HLE_A4L_Grade|HLE_A3L_Grade.pdf)

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Location

Statutory Address:

13-28, MOUNT PLEASANT

The building or site itself may lie within the boundary of more than one authority.

District:

Bury (Metropolitan Authority)

Parish:

Non Civil Parish

National Grid Reference:

SD 80910 15107

Details

SD 81 NW MOUNT PLEASANT 4/63

29.4.76 Nos 13 to 28 (consec)

GV II

Long row of early C19 workers' cottages. Stone. One window, with stone sills. Architraves to doorways. Nos 17 and 18 have inserted "Georgian" bows. Stone flag paving and stone setts in front of whole row.

Listing NGR: SD8091015107

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number:

210700

Legacy System:

LBS

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing

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35-40, MOUNT PLEASANT

Overview

Heritage Category:

Listed Building

Grade:

II

List Entry Number:

1356809

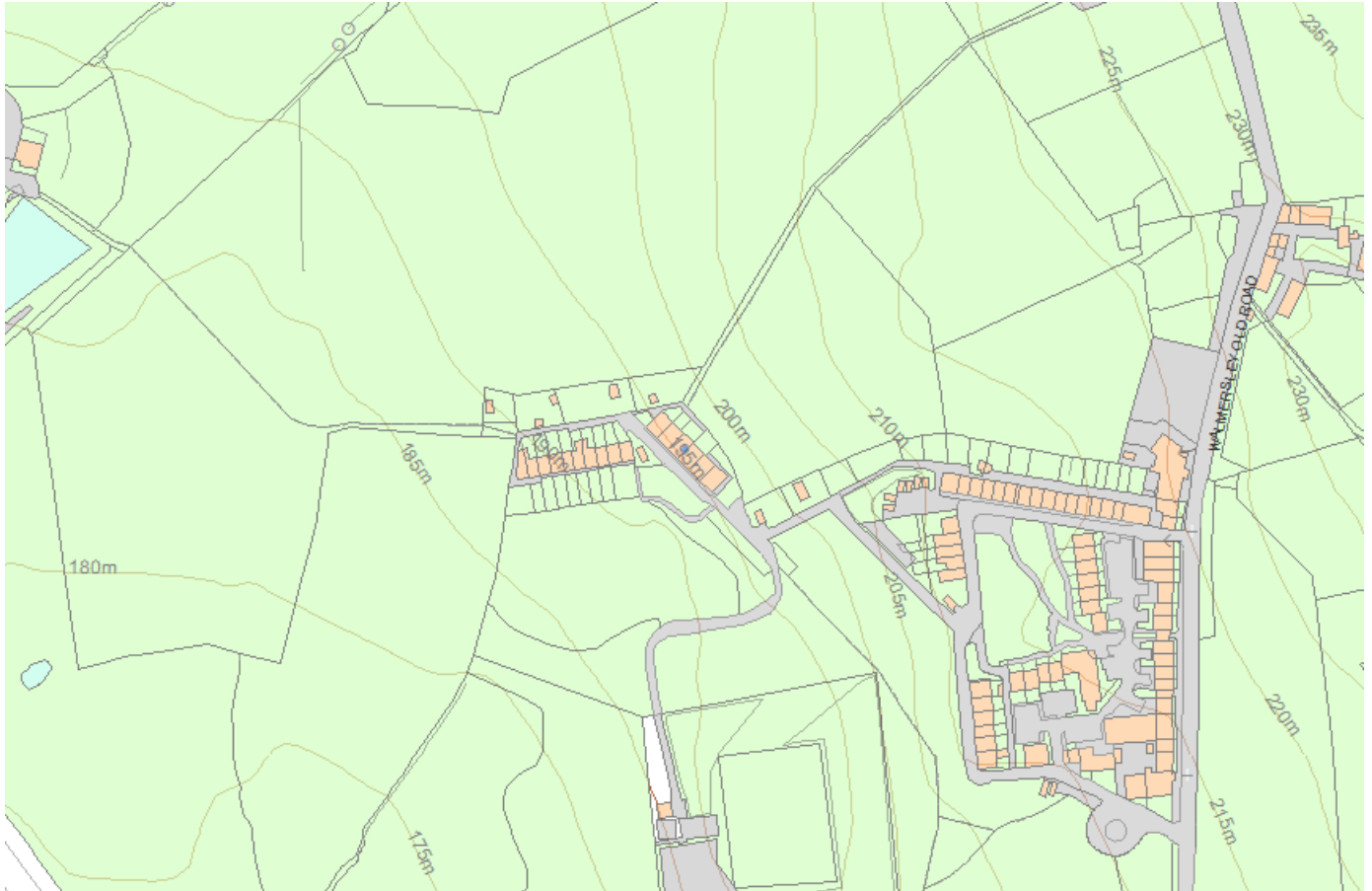
Date first listed:

29-Apr-1976

Statutory Address:

35-40, MOUNT PLEASANT

Map



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Location

Statutory Address:

35-40, MOUNT PLEASANT

The building or site itself may lie within the boundary of more than one authority.

District:

Bury (Metropolitan Authority)

Parish:

Non Civil Parish

National Grid Reference:

SD 80760 15128

Details

SD 81 NW MOUNT PLEASANT 4/65

29.4.76 Nos 35 to 40 (consec)

GV II

Row of stone mill workers' cottages probably of second half of C19. Stone. Two storeys. One window to each cottage, altered, but proportions retained.

Listing NGR: SD8076015128

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number:

210702

Legacy System:

LBS

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing

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LORD RAGLAN PUBLIC HOUSE

Overview

Heritage Category:

Listed Building

Grade:

II

List Entry Number:

1318119

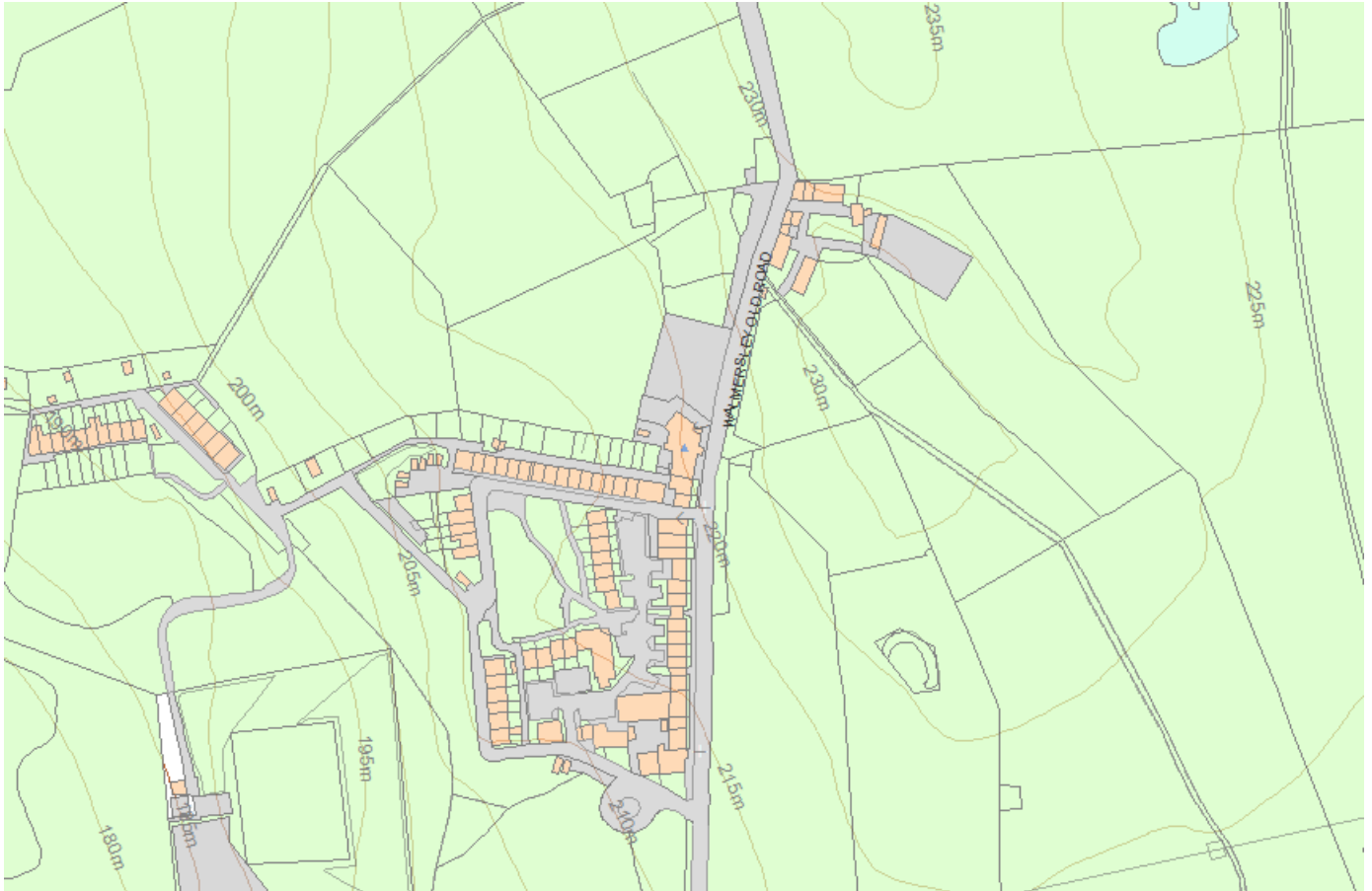
Date first listed:

29-Apr-1976

Statutory Address:

LORD RAGLAN PUBLIC HOUSE, MOUNT PLEASANT

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(https://mapservices.HistoricEngland.org.uk/printwebservicehle/StatutoryPrint.svc/288686/HLE_A4L_Grade|HLE_A3

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Location

Statutory Address:

LORD RAGLAN PUBLIC HOUSE, MOUNT PLEASANT

The building or site itself may lie within the boundary of more than one authority.

District:

Bury (Metropolitan Authority)

Parish:

Non Civil Parish

National Grid Reference:

SD 80964 15118

Details

In the entry for:

SD 81 NW MOUNT PLEASANT 4/67 Lord Raglan Public House

GV II

The following sentence shall be added at the end of the description:

"Included for Group Value only".

SD 81 NW MOUNT PLEASANT 4/67 Lord Raglan Public House 29.4.76

GV II

On extreme north-east corner of mill complex. Probably late C19, much altered. Stone, painted white, with moulded stone cornice and stone chimney. Added square porch. Four windows with modernised glazing bars.

Listing NGR: SD8096415118

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number:

210704

Legacy System:

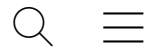
LBS

Legal

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End of official listing

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Nos. 8-10, MOUNT PLEASANT

Overview

Heritage Category:

Listed Building

Grade:

II

List Entry Number:

1067243

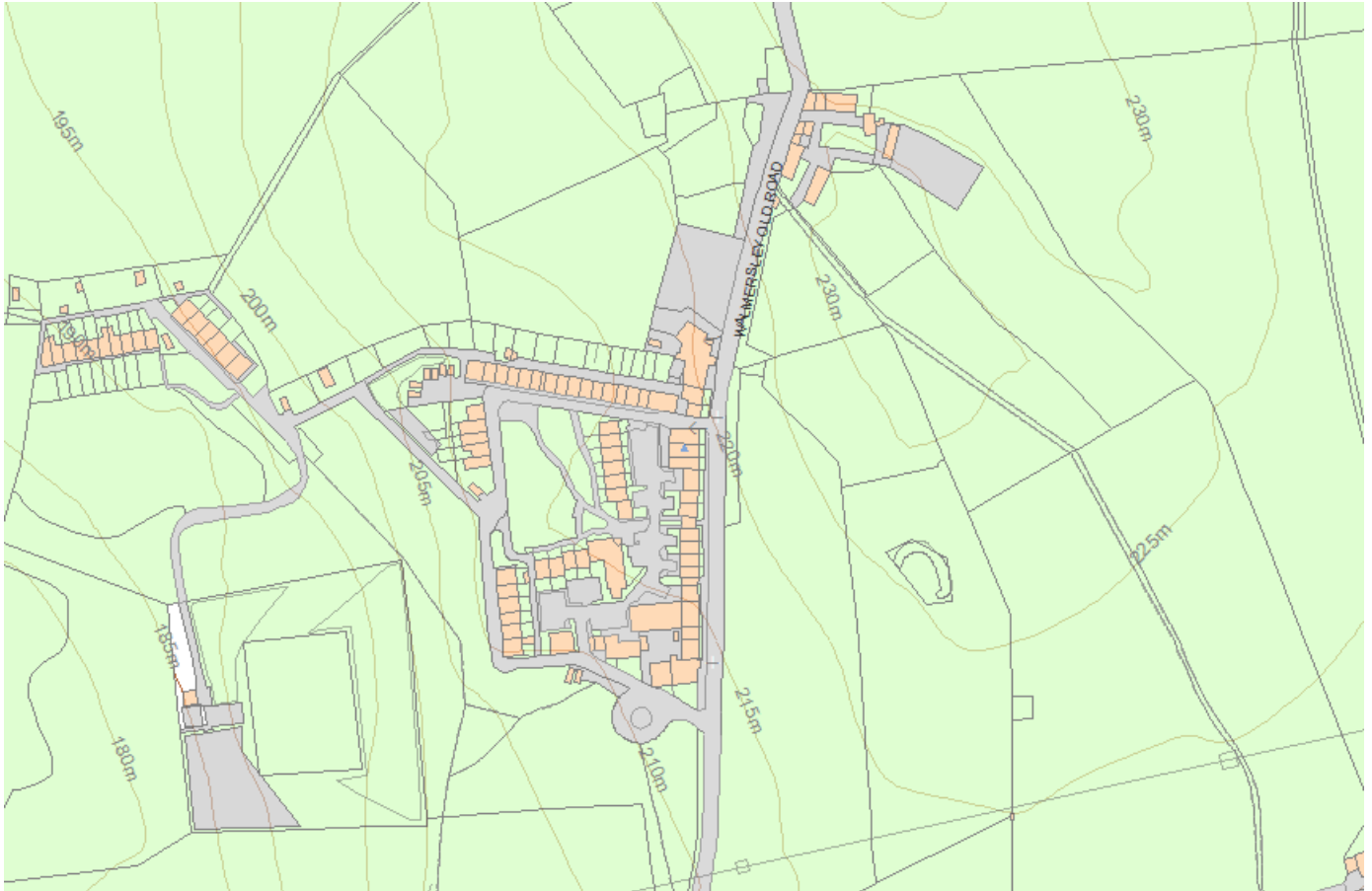
Date first listed:

29-Apr-1976

Statutory Address:

8-10, MOUNT PLEASANT, NANGREAVES, BL9 6SP

Map



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Location

Statutory Address:

8-10, MOUNT PLEASANT, NANGREAVES, BL9 6SP

The building or site itself may lie within the boundary of more than one authority.

District:

Bury (Metropolitan Authority)

Parish:

Non Civil Parish

National Grid Reference:

SD 80959 15081

Details

SD 81 NW, 4/61

MOUNT PLEASANT, Nos. 8 to 10 (consec)

29.04.76

GV

II

Three stone mill workers' cottages attached to north-eastern end of mill. Two-storey. One window to each cottage, no. 8 with slatted wooden shutters. Slate roof. Stone chimneys. End wall of no. 8 rebuilt when the mill was demolished, 1986.

Listing NGR: SD80959 15081

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number:

210698

Legacy System:

LBS

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.

End of official listing

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Operational Director

E: veronica.cassin@rpsgroup.com



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