

Heritage Assessment

On Behalf of:

Top Joinery Ltd

In respect of:

**The Drill Hall
Cromwell Road
Eccles
Salford
M30 0GT**

Date:

September 2015

Reference:

EA/AT/2015.036/Rpt01

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Draft to Client

1.0 Introduction

- 1.1 This report is prepared by Emma Adams & Partners Ltd on behalf of Top Joinery Ltd in relation to an application for the redevelopment of the site of the Drill Hall, Cromwell Road, Salford.
- 1.2 The works propose the demolition of the building and the sites redevelopment for residential purposes.
- 1.3 The statement undertakes an assessment of the proposals in relation to the relevant statutory duties, including the Planning (Listed Buildings and Conservation Areas) Act (1990), the National Planning Policy Framework (NPPF) and relevant local planning policies.
- 1.4 This assessment has been prepared to address the requirement as held within the National Planning Policy Framework, which outlines 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.” (Para 128)***
- 1.5 This assessment considers the planning policy framework under which the application should be considered, it goes on to identify the heritage assets with the potential to be affected by the application and their heritage significance. Finally it considers the potential effects of the application upon this identified significance.

2.0 Context and Identification of the Heritage Assets

- 2.1 The application site is located to the north of Cromwell Road, the southern elevation of the building engaging directly to the frontage of the site.

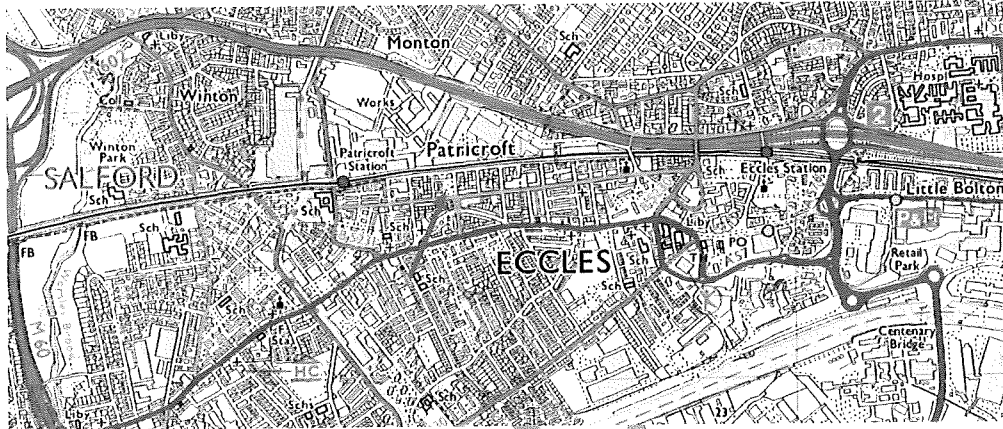


Figure 1 – Context
(Bing Maps)

- 2.2 The below aerial photograph shows the Drill Hall within its immediate and wider context, also illustrating the surrounding townscape arrangement.



Figure 2 – Aerial Photograph
(Bing Maps)

Heritage Assets

- 2.3 The Framework provides a definition of 'heritage asset' within its Glossary 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."

Designated Heritage Assets

Listed Buildings

- 2.4 The National Heritage List for England was accessed on 28th August 2015 in order to identify which heritage assets had the potential to be affected by the proposals. This confirmed that there are no buildings upon the statutory list with the potential to be affected by the proposals.

Scheduled Ancient Monuments

- 2.5 The National Heritage List for England was accessed on 28th August 2015 in order to identify which heritage assets had the potential to be affected by the proposals. This identified that there are no Scheduled Ancient Monuments with the potential to be affected by the proposals.

Conservation Areas

- 2.6 The site is not located within a conservation area.

Non-Designated Heritage Assets

- 2.7 Salford City Council maintains a list of locally listed structures, it is noted that the Drill Hall is identified as a locally listed building its description noting;

'Drill Hall, Cromwell Road

Reference: HE_LLEC19

Description: Drill hall (late 19th century). Symmetrical hall plan, two storeys over five bays, with domestic lodge to side. Red common brick, dressed with red pressed brick and Welsh slate roof over. Paired flat arched windows at ground and first floor of bays two to four, which comprise forward set central section. Central round headed arched central entrance. Bays one and five comprise wings of staggered staircase windows of matching design. Central pediment with ball finials and continuous roof down over flanking bays. Inscription to pediment stating "Defence not Defiance".

Significance: Large classically influenced public hall, emulating Wesleyan Methodist architecture, but for secular purposes.'

3.0 Relevant Heritage Planning Policies and Guidance

- 3.1 The application will require consideration against adopted national and local planning policy; this is outlined in brief below.

Relevant National Guidance

National Planning Policy Framework, 2012

- 3.2 The National Planning Policy Framework (the Framework) provides an overarching planning framework to which local planning policy must relate. Additional detail is provided by the Planning Practice Guide (March 2014), which provides more practical guidance on how the policies laid down within the Framework should be interpreted and implemented.
- 3.3 There are twelve core planning principles which run through all elements of the Framework, these are held in paragraph 17 and include one with specific relevance to the application:

“Conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.”

- 3.4 The Framework sets out at Paragraph 128 the level of detail that an applicant should supply in support of applications affecting heritage assets, it then goes on at Paragraph 129 to note the assessment that the regulatory authorities must undertake when determining such applications:

“Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development

affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal."

- 3.5 **Paragraph 131** provides further guidance for Decision Makers and summarises the issues that should be considered:

"In determining planning applications, local planning authorities should take account of:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;*
- the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and*
- the desirability of new development making a positive contribution to local character and distinctiveness."*

- 3.6 The effects of proposals upon non-designated heritage assets is considered at **Paragraph 135**, this states;

'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.'

Local Policy and Supplementary Guidance:

- 3.7 The following local policy and guidance for Salford City Council (SCC) is also a relevant consideration:

City of Salford Unitary Development Plan 2004-2016

- 3.8 The City of Salford Unitary Development Plan 2004-2016 was adopted on 21st June 2006. A number of policies expired on the 21st June 2009, and therefore no longer form any part of the Development Plan.

- 3.9 In relation to locally listed buildings Policy CH8 notes:

'Policy CH 8 - Local List of Buildings, Structures and Features of Architectural, Archaeological or Historic Interest

The impact of development on any building, structure or feature that is identified on the council's local list of buildings, structures and features of architectural, archaeological or historic interest will be a material planning consideration.'



4.0 Assessment of Significance

- 4.1 In order to consider the potential effects of the application upon the significance of the heritage assets it is necessary to complete an assessment of the significance of those assets in order to provide a framework for consideration.
- 4.2 In April 2008, Historic England published '*Conservation Principles*' - *Policies and Guidance*¹, which set out guidance for the sustainable management of the historic environment. The document provides a suggested methodology to assist in understanding and articulating the values of a place, assessing the heritage significance of an asset and the management of change to significant places.
- 4.3 According to the document, the value of a place/asset should be assessed according to four values. These are not discrete, self-contained concepts but overlap and interact to some extent. These values have been adopted for the purpose of assessment as best practice and are: evidential, historical, aesthetic/architectural, and communal.
- 4.4 This assessment process has been undertaken through site visit, documentary sources and photographic details.

Background

- 4.5 The property consists of a two storey element to the south fronting Cromwell Road, with a large open space to the north. The property also incorporates a lodge to its immediate east which in turn provides a physical link from the property to the adjacent terrace.

¹ English Heritage, 2008

- 4.6 The property was originally constructed as a Drill Hall in the latter decades of the 19th century, forming the home to the 5th Battalion Manchester Regiment (F Company).
- 4.7 The development of drill halls formed an element of British military and social life since the 1860s, when Corps of Rifle Volunteers constructed premises for drill, funded by benefactors or public subscription. The heyday of the drill hall began in the 1880s, following the Cardwell reforms of the Army, in which the Rifle Volunteers were formed into Volunteer Battalions of the County regiments to which they were affiliated, it would appear that the Cromwell Road Drill Hall dates from this period of expansion and provided accommodation for the Patricroft Company.
- 4.8 Such buildings were also used for social and community uses, which also provided additional income to fund their use and on-going maintenance. In this case later uses of the building have included use by the local scout troop (the most recent owners of the site) and use between 1970's and 2004 as the base of the Barton Athletics Club.
- 4.9 It is understood that the building has been vacant for around 10 years, deteriorating in condition during that period.

Evidential

- 4.10 The subject building holds evidential value on a number of levels. It remains evidential of a period of both military and social history when the development of such buildings provided a community focus for local regiments.
- 4.11 The building illustrates the social relationship between the military and their local community, subsequently providing a location and facility for community uses to utilise.

4.12 The building whilst in a deplorable condition provides evidence of the form and design of such buildings, whilst its design appears to hold influences gained from classical influences and Wesleyan Methodist architecture, these themes have in this case been imposed in a secular context.

4.13 It is therefore concluded that the building is of some evidential value and significance.

Historic

4.14 The building holds historic value due to the background to its original construction and its position as part of the wider social history of its locale and the local community.

4.15 It acted as a base for the 5th Battalion Manchester Regiment (F Company), and thus has some historical significance in association with the operations and members of that battalion.

4.16 Following the cessation of its military use the building has also formed a part of the wider social history within the immediate community, with groups using the site as a base for their operations.

4.17 It is therefore concluded that the building is of some historical value and significance.

Aesthetic/Architectural

4.18 The building is constructed of common brick laid in English Bond, with some gauged brick detailing and dressed stone to south elevation including the inscription to pediment stating "Defence not Defiance".

- 4.19 The principal elevation is to the south, this is two storey in height and extends five bays in width. The three central bays project forward beneath a pediment whilst bays one and five flank that to the centre and would appear to comprise staircases.
- 4.20 The elevation has an architectural rhythm of detail and fenestration which comprises paired flat arched windows at ground and first floor levels to bays two and four with a central round headed arched central entrance in bay three at ground floor with triple flat arched window above.
- 4.21 Flanking this centre-piece are staggered staircase windows of matching designs to bays one and five set back from the plane of the centre-piece.
- 4.22 Additional detail is provided by relief panels in stone including an inscription of 'Drill Hall' at ground floor level with 'Defence not Defiance' above the first floor windows within the central projection. The elevation is topped by copings and ball finials.
- 4.23 Sited to the east of this principal elevation is a lodge also of brick with similar detailing features.
- 4.24 The elevation to Pembroke Avenue is simpler and more utilitarian in detail containing a number of openings and porch to the north. The windows are once again flat topped.
- 4.25 The southern element of the building would appear to have been finished with a Welsh Slate roof on timber trusses, whilst to the rear the Hall area is covered with a steel skin roof on steel trusses.
- 4.26 Internal inspection has not been possible due to the deplorable state of the building.

- 4.27 The building has limited aesthetic and architectural significance, it is an example of a large classically influenced public hall dating from the latter 19th century, constructed of utilitarian materials with limited detail. The architectural form of the building does emulate that often found within Wesleyan Methodist architecture, however as noted within the description associated with its inclusion on the local list this is an example of such architecture being used for purely secular purposes.
- 4.28 The building does not display any features of specific note and is instead a comparatively utilitarian building, its present condition contributing to an overarching character of dereliction and decay.
- 4.29 It is therefore concluded that the building is of limited architectural or aesthetic significance.

Communal/group value

- 4.30 The building was constructed in association with the surrounding community and functioned as a community resource for a number of years. However it has limited aesthetic or spatial relationship to its neighbours and its communal value tends to be limited to this social function which ceased around 10 years ago.
- 4.31 The building therefore has little communal or group significance.

Summary of Significance

- 4.32 The property holds very limited significance, it has a certain degree of social and historical significance due to its original purpose and this wider relationship to the local community and specifically the 5th Battalion Manchester Regiment (F Company).

- 4.33 However this purpose and relationship ceased a number of years ago, and whilst certain social and community uses followed this relationship, this significance to the community ceased around 10 years ago.
- 4.34 The building has limited aesthetic or architectural significance being a competent yet unremarkable example of a utilitarian community hall, whilst there is a degree of detailing to the south elevation this is of little merit and heavily decayed in recent years.
- 4.35 It is concluded that the building is of limited significance.

5.0 Consideration of Application Proposals and Conclusions

5.1 The report will now consider the works which are subject to the application. This will include an assessment of their relationship to the significance of the asset as outlined above and wider relationship to adopted planning policy.

5.2 The proposal seeks consent for the demolition of the building and redevelopment of the site for residential purposes.

5.3 The significance of the building is considered in detail above, however it is also noted that the building is identified by the Local Planning Authority as being a 'locally listed building' and thus for the purposes of the NPPF the building is a non-designated heritage asset.

5.4 Paragraph 135 of the NPPF notes that;

'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that affect directly or indirectly non designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.'

5.5 This position is also reflected in local policy within the City of Salford Unitary Development Plan 2004-2016 which notes at Policy CH 8 that;

'The impact of development on any building, structure or feature that is identified on the council's local list of buildings, structures and features of architectural, archaeological or historic interest will be a material planning consideration.'



5.6 The demolition of the building will obviously lead to the loss of the non-designated asset, however in assessing the potential loss, the applicant has secured certain supporting documents which detail the condition of the building and the marketing efforts which have been undertaken to secure a use for the building.

5.7 The Structural Report prepared by Barraclough Design Limited and dated August 2015 details and illustrates the deplorable condition of the building and concludes;

'In our opinion it will not be practical to repair/ reinstate the structure to a sound condition. It would probably be advisable to undertake a controlled demolition of the building and redevelop the plot. Until this occurs it would also be advisable to fence off the property to restrict public access and minimise the risk of the public to falling debris / localised elements from the building.'

5.8 The letter received from the marketing agents details that during their period of marketing the property no offers were received that would have facilitated the retention of the building (instead all requiring demolition).

5.9 Whilst there is no specific test within the NPPF relating to the loss of a non-designated heritage asset, it is noted that decisions should be based upon a balanced judgement which considers the significance of the asset and the scale of harm.

5.10 This Assessment details the limited significance of the asset and notes that much of this relates to uses and relationships to the community which ceased many years ago, it also details the deplorable condition of the architectural features and their limited quality.

5.11 The Structural Report details that it is not practical to repair or reinstate the building, and thus there would appear to be no practical use for the site with the building being retained.

- 5.12 The building has been marketed for a period of time, during which no practical offer was received that facilitated the retention of the building, it is therefore concluded that no viable use can be identified that will enable its conservation.
- 5.13 It is therefore concluded that whilst regrettable, the loss of the non-designated heritage asset which is neither capable of repair/reinstatement nor commercially viable thus is necessary in order to achieve the redevelopment of the site.
- 5.14 The proposals will therefore fully comply with the principles and policy as laid down in the National Planning Policy Framework and fully adhere to adopted local policies contained in the City of Salford Unitary Development Plan 2004-2016.

