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Planning, Development & Heritage Consultants

Mr Lo

24 Anson Road, Victoria Park,
Manchester, M14 5BQ

Heritage Assessment

12 January 2022

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1. Introduction

Purpose of this Statement

- 1.1 This Heritage Assessment has been prepared by Paul Butler Associates Ltd on behalf of our client, Mr Lo. The Heritage Assessment has been prepared to support development proposals relating to 24 Anson Road, Victoria Park, Manchester, M14 5BQ. The application proposals are for the creation of a ground floor rear extension with basement and an associated terrace area.
- 1.2 A Heritage Assessment has been requested by Manchester City Council because the site is located within the Victoria Park Conservation Area.
- 1.3 For any development affecting a conservation area, special attention must be given to the desirability of preserving or enhancing the character or appearance of the area (Planning [Listed Buildings and Conservation Areas] Act 1990 as amended).
- 1.4 The main purpose of this statement is to consider the heritage significance of affected designated heritage assets and to appraise the impact of the proposed development on this significance.
- 1.5 The statement has been prepared in accordance with national and local planning policy guidance; and, following a visual and photographic survey of the site, together with examination, analysis and assessment of readily available historic records and cartographic sources.
- 1.6 This statement will provide the following:
 - A description of the application site and surrounding area;
 - A summary of the proposed scheme;
 - An overview of the relevant heritage planning policy context;
 - An assessment of the heritage significance of the site and nearby heritage assets and their settings; and,

- An assessment of the impact of the proposed scheme on this significance.
- A conclusion.

1.7 The statement should be read in conjunction with the architectural drawings prepared by Tang and Associates Ltd and submitted in support of this application.

2. The Site and Surroundings

The Application Site

- 2.1 The application site relates to 24 Anson Road, Victoria Park, Manchester, M14 5BQ. The site area is approximately 670m² and it is occupied by a two storey dwelling, with a basement, and the associated garden curtilage. It is bounded by Anson Road to the north, opposite semi-detached Victorian red brick dwellings. Denison Road is to the west of the site, where the property is fronting green open space owned by The University of Manchester that backs onto Canterbury Court student accommodation.

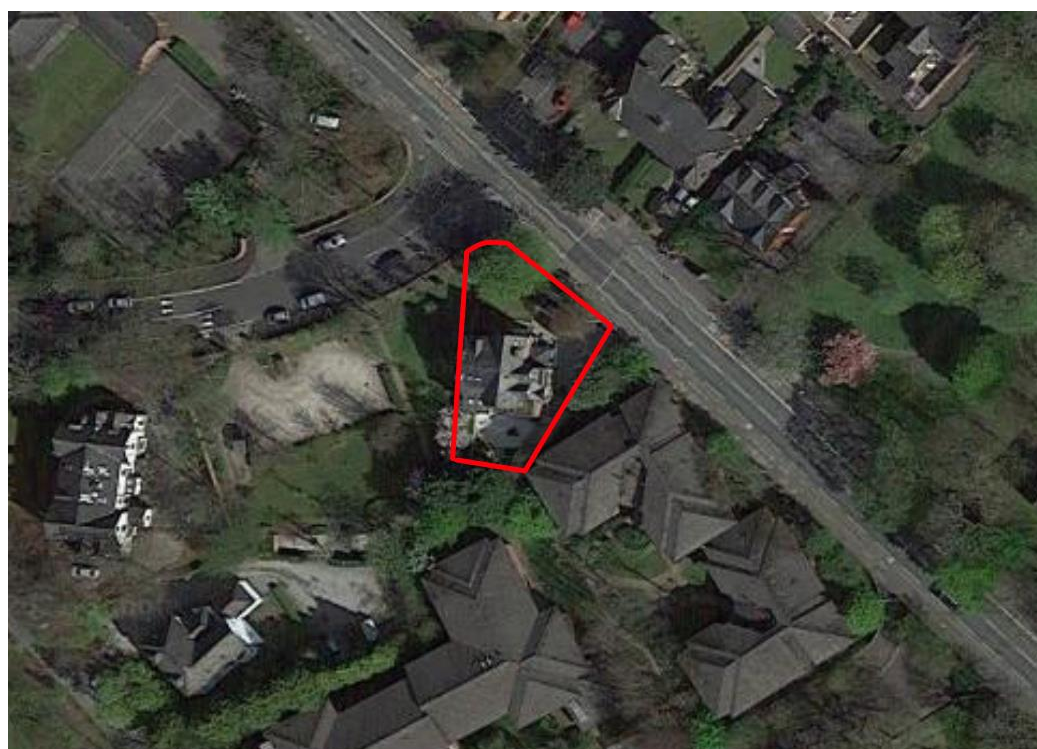


Figure 2.1: Aerial view of the application site.

- 2.2 The application dwelling comprises a sizeable Victorian Villa which first appeared on historic maps surveyed between 1888 and 1889 (see Appendix 1). The dwelling has an attractive appearance and is constructed in red / brown brick, with a double height canted bay window beneath an intersecting pitch roof. The property has undergone some recent modification including the creation of a front porch, two storey rear extension and the creation of lightwells. The windows appear modern and have been painted grey. Despite

alterations made to the property, it is considered to represent its period of development and to make a positive contribution to the character of the Conservation Area (Figure 4.1).

- 2.3 As identified by a review of historic maps, the dwelling was originally built as part of a small estate of Victorian semi-detached villas, and was previously adjoined to the west by a neighbouring property. The adjoining semi-detached property and properties to the south have since been demolished. The vacant plot immediately to the west of 24 Anson Road allows views of the blank western gable which has been rendered.
- 2.4 The application site is roughly triangular in shape with the dwelling located in a western position within the site, set back from Anson Road by a driveway and an area of front garden. To the rear the garden is mainly a stone patio comprising of different levels. There are individual trees located within the site. The rear garden area is bounded by timber fencing to all boundaries, with established trees along the rear boundary.
- 2.5 The boundary treatment along Anson Road is a red brick wall with horizontal timber panels above, and a vehicular gate.



Figure 2.2: Front elevation of 24 Anson Road.



Figure 2.3: Rear elevation of 24 Anson Road.

- 2.6 The application property does not contain any listed heritage assets, and is not in close proximity to any listed assets. The site is located within the Victoria Park Conservation Area.

Surrounding Area

- 2.7 The site is located within a predominantly residential area which is mostly low to medium density development, dwellings are typically semi-detached Victorian villas set within reasonably sized plots. Immediately to the south of the site is Canterbury Court which is a more recent three storey development. It is noted that the Victorian properties on the opposite side of Ansons Road from the application building create a positive setting but are not located within the Conservation Area boundary. Trees and vegetation are common boundary treatments within the vicinity of the site and help to create a leafy suburban character making a positive contribution the Conservation Area.

Planning History

- 2.8 In accordance with good practice, a review of the site's planning history has been undertaken using Manchester City Council's online database on 06.01.22. The following planning history was identified:

Reference	Address	Proposal	Decision / Date
125105/TCA/2019	24 Anson Road Manchester M14 5BQ	T1 horse chestnut - crown reduce horse chestnut by 15% to allow more light into adjacent property and pruning limbs from over the main road to reduce risk of tree failure	Deemed Approval / 20.12.2019
109453/NMC/2015/S1	24 Anson Road Rusholme Manchester M14 5BQ	Non-material amendment to planning approval reference 108276/FH/2015/S1 to allow amendments to two storey rear extension with terrace to form part two, part three storey rear extension with terrace	Approved / 03.07.2015
108276/FH/2015/S1	24 Anson Road Rusholme Manchester M14 5BQ	Erection of two-storey rear extension with terrace, raising of side gables, enlargement of porch and formation of light wells to front and rear together with widening of existing access with replacement gates	Approved / 01.05.2015
107541/FH/2014/S1	24 Anson Road Rusholme Manchester M14 5BQ	Erection of part single, part two-storey side extension following demolition of existing two-storey side element, erection of part-two storey, part three-storey rear extension, basement conversion, installation of 2 no. balconies at first floor level to side and rear and elevational alterations together with replacement of existing double gate with electric gate	Withdrawn / 29.01.2015
066898/FH/NORTH2/02	24, Anson Road, Victoria Park	Repositioning of stone pier at existing opening and rebuilding of perimeter 1.5m high brick wall	Approved / 10.02.2003

061763/TCA/NORTH2/01	24 Anson Road, Rusholme	NOTIFICATION OF INTENT TO CARRY OUT WORKS TO TREES WITHIN VICTORIA PARK CONSERVATION AREA - to fell and remove trees 5, 6 and 7 as shown on plan	Approved / 09.05.2001
061345/TCA/NORTH2/01	24, Anson Road, Victoria Park	NOTIFICATION OF INTENT TO CARRY OUT WORKS TO TREES IN VICTORIA PARK CONSERVATION AREA - Fell 1 Lime, 1 Poplar and 1 Horse Chestnut Tree.	Approved / 16.05.2001

2.9 Applications 109453/NMC/2015/S1 and 108276/FH/2015/S1 are significant for this application as they confirm that extension and alteration to the property has previously been considered acceptable to Manchester City Council.

3. Development Proposals

- 3.1 The proposed development is for the creation of a ground floor rear extension with basement and associated terrace.
- 3.2 The proposals involve creating an extension at the rear of the property. The extension will accommodate a new conservatory above a basement. A terrace will lead off the conservatory, with a glazed balustrade and external steps leading down to the lower garden area.
- 3.3 The proposed extension will have a pitch roof with two roof lights on each roof plane. The extension will be constructed in brick to match the existing two storey rear extension, and with large elements of glazing to create a lightweight addition. The basement and ground floor elevations will feature floor to ceiling glazing, with the rear ground floor elevation also included glazed elements to the apex of the structure. Windows and doors will likely have slim profile aluminium frames.

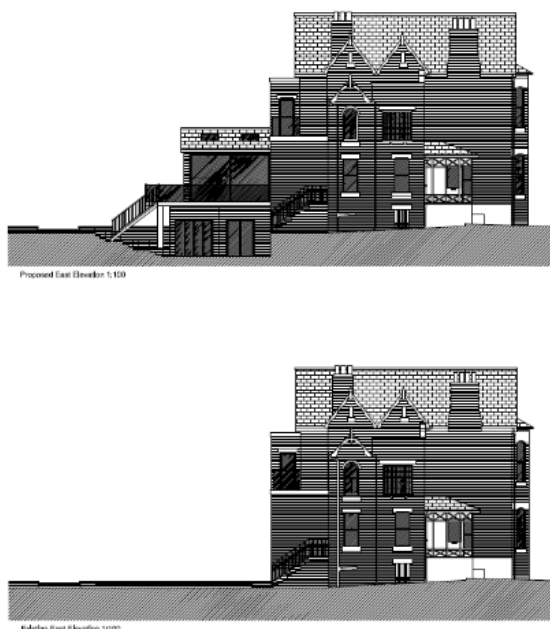


Figure 3.1: Existing (below) and proposed (above) east elevation drawing.

- 3.4 Please refer to the submitted architect drawings for a full description of the proposed development.

4. Heritage Policy Context

- 4.1 This section of the statement sets out the local and national design and heritage policy context against which the development proposals will be assessed. An appraisal of how the development proposals might respond to this policy context is set out in section 5 of this statement.

National Planning Policy and Guidance

Town and Country Planning Act 1990

- 4.2 Section 38(6) of the Planning Act states that the determination of planning applications must be made in accordance with the Development Plan, unless other material considerations indicate otherwise. This establishes the Development Plan as the primary decision making document when considering planning applications.

Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.3 Section 69(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended defines a conservation area as 'an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance'. The site lies within the Victoria Park Conservation Area.
- 4.4 In considering any development affecting the Victoria Park Conservation Area, special attention will be given to the desirability of preserving or enhancing the character or appearance of the area (Section 72, Planning [Listed Buildings and Conservation Areas] Act 1990 as amended).

National Planning Policy Framework (NPPF)

- 4.5 Detailed guidance about the legislation is given in National Planning Policy Framework (NPPF), which was first published on 27th March 2012 and last updated on 20 July 2021 and sets out the Government's planning policies regarding the conservation of the historic environment. The original NPPF and its subsequent updates are a key part of reforms to make the planning system less complex and more accessible; to protect the environment; and to promote sustainable growth. It replaces all previous Planning Policy Guidance and is a material consideration in planning decisions.
- 4.6 Section 16 of the NPPF deals with conserving and enhancing the historic environment. Paragraph 194 advises 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 statement demonstrates that the information and significance requirements of national policy have been complied with.
- 4.7 Paragraph 195 of the NPPF advises that *'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'*.
- 4.8 Paragraph 197 of the NPPF advises that *'In determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness'*.
- 4.9 Paragraph 199 of the NPPF advises that *'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be*

given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'.

- 4.10 Paragraph 200 advises that *'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional; b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional'.*
- 4.11 Paragraph 201 advises that *'Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:*
- a) the nature of the heritage asset prevents all reasonable uses of the site; and*
 - b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
 - c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
 - d) the harm or loss is outweighed by the benefit of bringing the site back into use'.*

4.12 Paragraph 202 advises 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'.*

4.13 Paragraph 203 advises that *'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a*

balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset”.

National Planning Practice Guidance (NPPG)

- 4.14 With regard to assessing substantial harm, National Planning Practice Guidance advises: *‘Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset’s significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.’* (Paragraph: 017 Reference ID: 18a-017-20140306).

Historic England Guidance

- 4.15 Historic England has published guidance to assist with the management of the historic environment. This assessment has been prepared having regard to the following Historic England Guidance.
- 4.16 Historic England Advice Note 2: Making Changes to Heritage Assets: Published in February 2016, this advice note illustrates the application of the policies set out in the NPPF in determining applications for planning permission and listed building consent. It is noted at 01.11.2021 that Historic England’s web site states *‘we are currently reviewing our advice in light of the changes to the National Planning Policy Framework, and will amend it, where necessary, in due course’*.
- 4.17 Historic Environment Good Practice Advice 2: Managing Significance in Decision-Taking in the Historic Environment: This document was published in March 2015 and provides advice to local authorities, planning and other consultants, owners, applicants and other interested parties. It sets out practical guidance to assist interested parties in making an assessment of the impact of proposals on the significance of heritage assets. It is noted at 01.11.2021 that

Historic England's web site states '*we are currently reviewing our advice in light of the changes to the National Planning Policy Framework, and will amend it, where necessary, in due course*'.

- 4.18 Historic England Good Practice Advice in Planning: 3 The Setting of Heritage Assets (2nd Edition): Published in December 2017, this document sets out guidance on managing change within the setting of heritage assets, including historic buildings, sites, areas and landscapes. Building on the historic environment provisions of national planning policy, the document provides advice on the definition of 'setting' before setting out key principles for assessing the implications of development proposals on the settings of heritage assets. It is noted at 01.11.2021 that Historic England's web site states '*we are currently reviewing our advice in light of the changes to the National Planning Policy Framework, and will amend it, where necessary, in due course*'.
- 4.19 Historic England: Conservation Principles Policies and Guidance: This Guidance was published by Historic England (then English Heritage) in April 2008. The Document is designed to provide a logical approach to making decisions and offering guidance on all aspects of England's historic environment. Guidance is provided on understanding heritage values (evidential, historical, aesthetic, and communal), and assessing heritage significance.
- 4.20 Historic England Advice Note 12: Statements of Heritage Significance: Analysing Significance in Heritage Assets: Published in October 2019, this advice note covers the National Planning Policy Framework requirement for applicants for heritage and other consents to describe heritage significance to help local planning authorities to make decisions on the impact of proposals for change to heritage assets.

Local Planning Policy Guidance

- 4.21 The adopted Development Plan for Manchester comprises of a suite of documents.

Manchester Council Core Strategy (2012)

- 4.22 The policies of the Core Strategy which are considered relevant to the scheme are outlined in the following section.
- 4.23 Policy DM 1 'Development Management' advises that *'All development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document: including*
- *Appropriate siting, layout, scale, form, massing, materials and detail.*
 - *Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.*
 - *Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.*
 - *Community safety and crime prevention.*
- 4.24 Policy EN 3 'Heritage' advises that *'Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre. New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains. Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset'*. The justification for this Policy advises that historic sites and areas of particular heritage value should be both safeguarded for the future. It acknowledges that conservation areas and buildings that are statutorily listed are protected under national legislation guidance

and advises that developers will be expected to carry out an appropriate appraisal of issues relating to heritage assets.

Manchester Unitary Development Plan (UDP) Saved Policies

- 4.25 The Manchester Unitary Plan is part of the adopted development plan for the area and is one of the key decision making documents regarding the site. The Plan was produced under a now-superseded system of development planning and its extant policies are 'saved', which means they will continue to be used for development control purposes until replaced by the Local Development Framework currently being prepared. The key policies of relevance are DC18.1 'Conservation Areas' and DC19.1 'Listed Buildings'.
- 4.26 DC18.1 a) advises that *'The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:*
- i) the relationship of new structures to neighbouring buildings and spaces;*
 - ii) the effect of major changes to the appearance of existing buildings;*
 - iii) the desirability of retaining existing features, such as boundary walls, gardens, trees;*
 - iv) the effect of signs and advertisements;*
 - v) any further guidance on specific areas which has been approved by the Council'.*
- 4.27 DC19.1 advises that *'In determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:*
- d) seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features'.*
- 4.28 The reasoning to DC19.1 notes that the above policies are to be pursued by the Council to help ensure the protection of the City's built character and its heritage. Retention and protection of this character is seen as important in encouraging local pride, tourism and future investment in the city.

Victoria Park Conservation Area: Approach to New Development

- 4.29 This Supplementary Planning Document provides guidance in relation to new development proposals with the area. It notes with regard to the 'Townscape' that *'In many cases the large spaces between buildings have been maintained and a significant number of trees retained. The gardens are enclosed by walls of stone or brick, most of which are of medium height with or without a hedge behind them for additional height. Other walls are high enough to screen the house and grounds entirely from the road. At the entrances to properties there were large gates and gate piers, many of which have unfortunately been demolished'*.

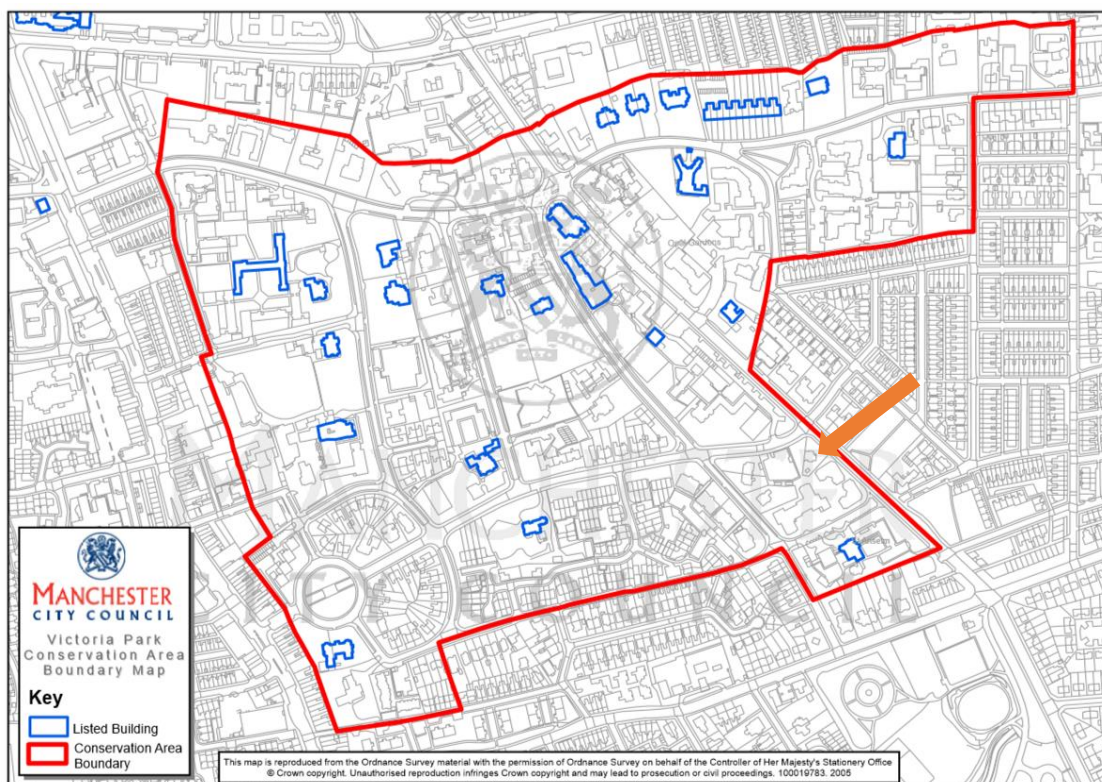


Figure 4.1: MCC map of Victoria Park Conservation Area. Site identified by the orange arrow.

5. Heritage Assessment

Introduction

- 5.1 Having regard to the relevant heritage planning policy guidance in the previous section and the requirement to assess the potential impact of the proposal upon the significance of heritage assets, this section provides an appraisal of the potential heritage impact resulting from the proposed development. This appraises the impact of the proposals on the setting and character of Victoria Park Conservation Area and any nearby listed buildings.

Victoria Park Conservation Area

- 5.2 The application site lies within Victoria Park Conservation Area abutting its eastern boundary. The Conservation Area, lies three kilometres to the south of the city centre, and was designated in March 1972. The origins of Victoria Park Conservation Area date back to the 1830s when Richard Lane was commissioned to plan a 70-acre private estate of villas at Victoria Park and the scheme was launched in 1837.
- 5.3 The estate was intended for occupation by wealthy merchants who could afford to escape the unpleasant living conditions in the City. The professions of the early residents reflect this, with 24 of the 39 residents in 1845 being merchants (Spiers 1975, 8). In the early days and for some years afterwards access could be gained only by paying a toll at the Park's entrance gates.
- 5.4 When the park opened in 1837 only nine houses had been built, mainly around Oxford Road Crescent and Oxford Place. By 1839 there were nineteen villas, although only eight were occupied. A Victoria Park Trust was formed in 1845 to manage the area as a private park and large houses continued to be built up until 1880.
- 5.5 During the latter half of the nineteenth century, the professional classes moved into the area, and a number of houses came to be associated with prominent politicians and artists. Charles Halle, founder of the Halle Orchestra, and the painter Ford Madox Brown both lived in Addison terrace; Richard Cobden lived at Crescent Gate and the Pankhurst family lived

at No. 4 Buckingham Crescent in the 1890s. An alteration to the character of the area became noticeable in the 1920s, when it was bisected by the construction of Anson Road. Changing economic and social circumstances since 1945 have further altered the original character and appearance of the 'suburban residential park' as envisaged by Richard Lane.

- 5.6 The MCC Conservation Area publication for Victoria Park notes that trees are important in establishing the character of the conservation area which was originally designed as a residential area within a parkland setting. Mature trees assist contribute towards this parkland setting.

Impact of the Proposals on the Conservation Area

- 5.7 The proposed rear extension is considered to be of an acceptable scale and design in relation to the host property. The proposed design utilises a subtle contemporary design approach, with the use of large areas of glazing to create a lightweight addition to the property. Notwithstanding this, only a small section of the proposed extension will be visible from public locations. When looking towards the application site on Denison Road, the upper section of the western side elevation and the western roof plane will be visible above the existing boundary treatment. Subject to the use of appropriate matching brick and roofing materials, it is not considered that the proposed development would result in any harmful impact to the appearance of 24 Anson Road or the setting of the Conservation Area. Furthermore, views of the development from Denison Road will be largely obscured by vegetation including by trees planted on the open plot of land adjacent to the site.



Figure 5.1: View looking east on Denison Road towards the application site.

- 5.8 As a result of intervening built form, the proposed extension will not be visible from Anson Road when looking south towards the application site (see figure 5.2). The rear extension would therefore not have any impact to the character and appearance of the site or the Conservation Area when viewed from Anson Road.



Figure 5.2: View looking south towards the application site from

Impact of the Proposals on Nearby Listed Buildings

- 5.9 The application site is not in close proximity to any listed buildings. The nearest listed building is St Ansem Hall which is Grade II listed (List UID: 1197934). St Ansem Hall is circa 85m from the proposed development. As a result of intervening distance, intervening built form and screening provided by the application site rear boundary, the proposed extension will not be read in conjunction with the St Ansem Hall. The proposed development will not have any impact on the setting or significance of this listed building.

Summary

- 5.10 Having regard to the above heritage appraisal, it is concluded that the proposed development will have a neutral impact on the heritage significance of the application site and Victoria Park Conservation Area. There will be no impact upon listed buildings. Overall, the heritage impact of the proposals is determined to be **neutral**.

6. Conclusion

- 6.1 This Heritage Statement has identified and assessed the significance of Victoria Park Conservation which constitutes a designated heritage asset.
- 6.2 This Statement has also appraised the impact of the proposals on the Conservation Area, and potential impact upon any nearby listed buildings. The proposed extension and terrace is considered to be acceptable in terms of scale and design, and additionally will be largely screened from views from public locations looking into the Conservation Area. This Heritage Assessment has found that although the property will be increased in scale and footprint, there will be no negative impacts in terms of heritage resulting from the proposals and the former Villa will continue to contribute to the character of the Conservation Area.
- 6.3 As such, it is concluded that overall the proposed development would have a **neutral impact** upon the setting and character of the Conservation Area. Therefore the scheme is acceptable from a heritage perspective and in accordance with Policies, DM1 and EN3 of the Core Strategy, Policy DC 18.1 and DC19.1 of the UDP, and Chapter 16 of the NPPF.

Appendix 1: Historic Map Regression Identifying the Site in Red



Map Surveyed: 1845, Published: 1848



Map Surveyed: 1888 to 1889, Published: 1893



Map Revised: 1905, Published: 1909



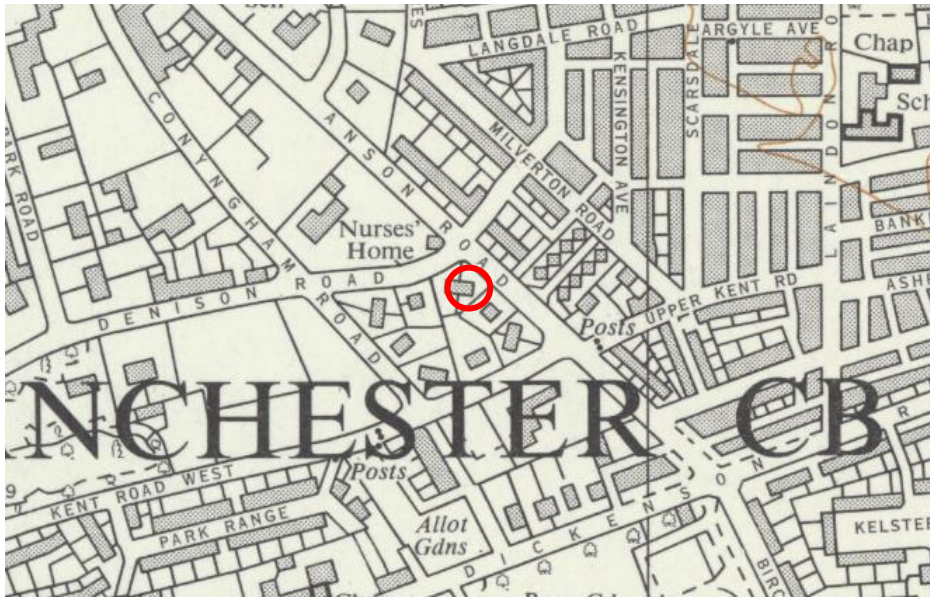
Map Revised: 1915 to 1921, Published: 1923



Map Revised: 1932 to 1933, Published: 1938



Map Surveyed / Revised: 1948 to 1955, Published: 1956



Map Surveyed / Revised: 1948 to 1967, Published: 1968