



**Paul Butler Associates**  
Planning, Development & Heritage Consultants

### **The Daylesford Trust**

84-86 Oldham Street, Northern Quarter,  
Manchester, M4 1LF

### **Heritage Statement**

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May 2020

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## 1. Introduction

- 1.1 This Heritage Statement has been prepared to support a planning application for a development at 84 - 86 Oldham Street, Northern Quarter, Manchester. The application is submitted on behalf of The Daylesford, C/O Millerbrook Properties Ltd who has engaged Debtal Architects to prepare architectural drawings. The proposals involve a residential development including the extension and alteration of the property and have evolved during the pre-application process and in response to the heritage significance and context of the site. The planning application represents an opportunity to deliver a high quality development which will provide significant heritage, planning, and regeneration benefits.
- 1.2 This statement has been prepared in accordance with the policies and procedures of the National Planning Policy Framework (NPPF) following a visual and photographic survey of the site in addition to an examination, analysis and assessment of available historic records and cartographic sources.
- 1.3 84-86 Oldham Street are not nationally listed but are located within the Stevenson Square Conservation Area and adjacent to the Smithfield Conservation Area, the boundary of which runs along Oldham Street. This Statement appraises the impact of the proposal on the character and appearance of both conservation areas. The subject property may be regarded as a non-designated heritage asset and an assessment of the direct impact of the scheme is provided. There are also a number of nationally listed buildings in relative proximity to the site and the Statement considers any potential impact on the setting of these buildings.
- 1.4 The Statement provides a review of the site and the immediate surrounding area from a heritage perspective. It considers the relevant heritage policy context against which the planning application should be assessed and provides an appraisal of the proposal against this context.

## 2. The Site and Surroundings

### The Site

- 2.1 The application site is located in the heart of Manchester City Centre within the Northern Quarter District. The Northern Quarter is located to the northeast within the Manchester City Centre boundary and is surrounded by the Retail Core, Piccadilly Gateway, Ancoats and Victoria areas.
- 2.2 The Northern Quarter is characterised by a rich legacy of historic buildings, a grid-iron street layout and a variety of street widths from narrow alleyways to wider thoroughfares such as Oldham Street. The Northern Quarter District has been the subject of various physical, social and economic transformations since the 18th century. After the decline of retailing in the area through the 1970s and 1980s, regeneration initiatives led by Manchester City Council have helped revive the area as a mixed use area and a focal point for creative and independent businesses. A thriving residential community now exists accommodated in new and converted buildings. Oldham Street sits within this wider economic context.
- 2.3 Located at 84-86 Oldham Street, the site is towards the north east end of the street, closer to Great Ancoats Street but still within a short walking distance from the central retail district and Piccadilly Gardens. The subject site is rectangular in shape and extends to approximately 0.03 hectares (290.m<sup>2</sup>) in size. The site forms part of an urban block which is bounded by Oldham Street and Spear Street. The buildings front Oldham Street with a cleared/vacant site located to the rear and fronting Spear Street. The site location is illustrated below. Oldham Street is a busy commercial thoroughfare; in contrast Spear Street is narrower and functions primarily as a service access.

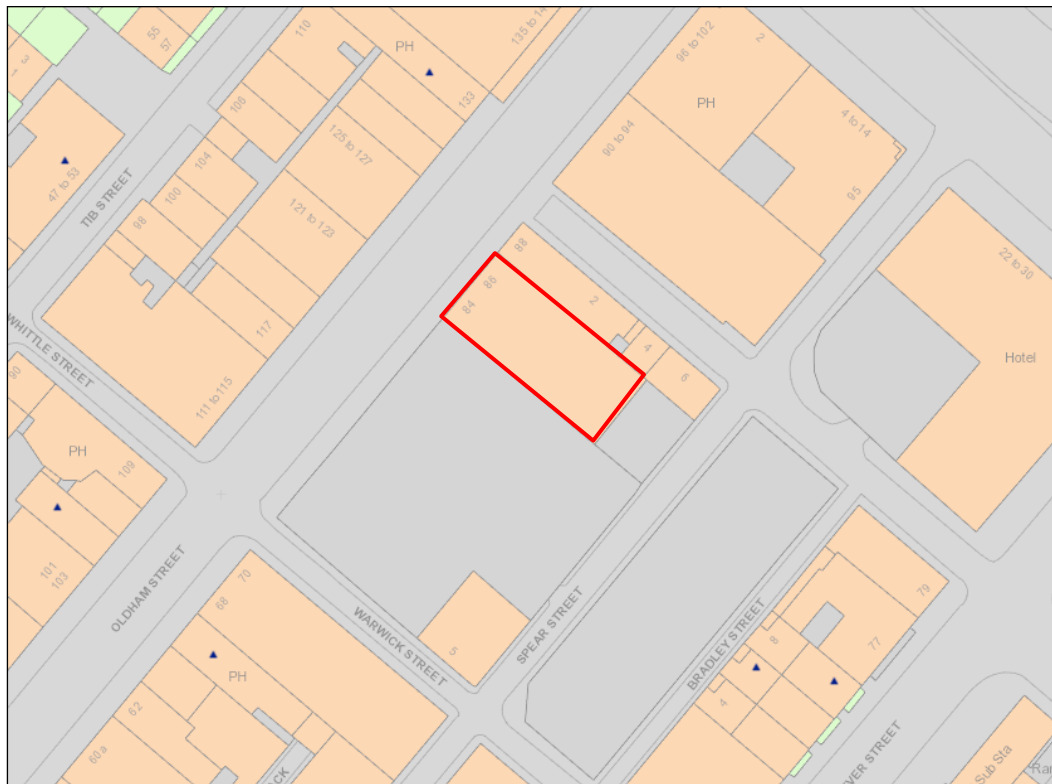


Figure 1: Site Location.



Figure 2: 84-86 Oldham Street – Front and gable of building, looking from Oldham Street.



Figure 3: 84-86 Oldham Street – Rear of building, looking from Spear Street.



Figure 4: Aerial view showing the rear of 84-86 Oldham Street.

## Built Fabric

- 2.4 The entire site is occupied by built development and comprises a pair of attached buildings which have been linked internally at ground floor and upper floors. The ground floor comprises the 'Koffee Pot' café, with residential apartments above. 84 Oldham Street is currently three storeys in height, with 86 Oldham Street being four storeys. The property was hit by a bomb during the second World War and the façade was rebuilt in the mid-20<sup>th</sup> Century. The property has been subject to further alterations since then including changes to the ground floor 'shopfront' and upper floor window openings. The property appears to have undergone rebuilding/extension in the late 20<sup>th</sup> Century, with the side and rear comprising modern brick under a concrete tiled roof. The property is of brick construction although the Oldham Street and exposed gable elevations are finished with white/off-white render.
- 2.5 The exposed gable elevation has decorative 'street art'. This elevation was never originally intended to be seen and was formerly hidden by adjoining development. A fire at the adjacent buildings in 2013 resulted in the demolition on the buildings for safety reasons<sup>1</sup>. Figure 5 below shows the subject property and the adjacent buildings in 2008.

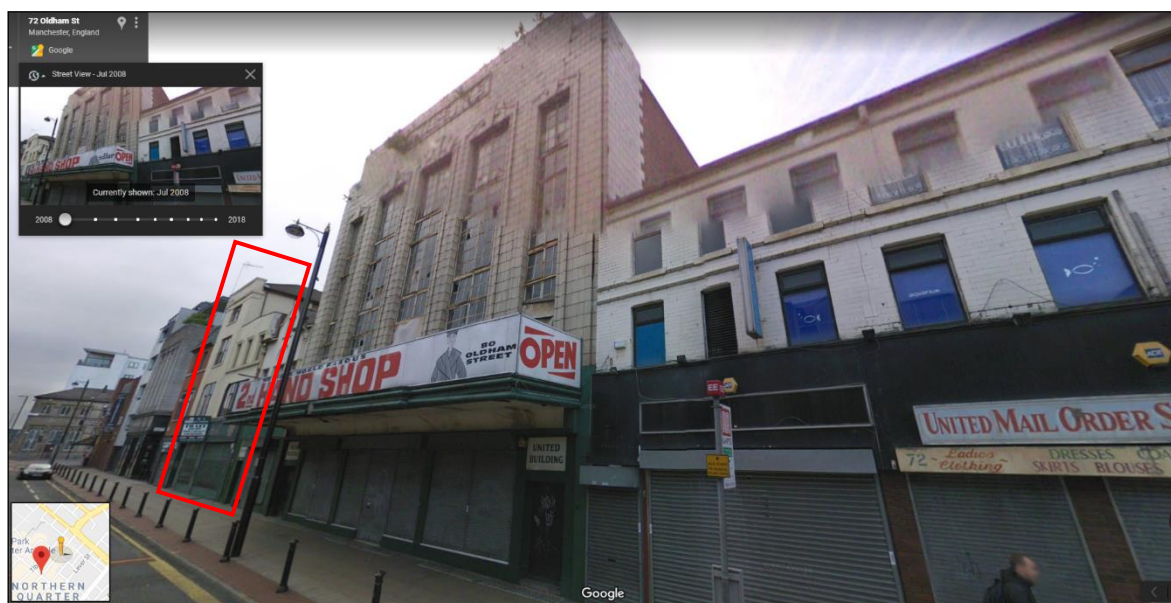


Figure 5: 'Google Streetview' image of 84-86 Oldham Street and the adjacent built development.

<sup>1</sup> <https://www.bbc.co.uk/news/uk-england-manchester-22121085>

- 2.6 On 30 August 2016 planning permission was granted for the redevelopment of the cleared site adjacent to the subject properties (application reference 110074/FO/2015/C2). The description of development was *'Demolition of existing building and site structures and construction of 2no. mixed use buildings (Buildings A and B). Building A - Part 4, part 5, part 6 and part 8 storey building including ground floor and plus basement with ancillary facilities services and commercial use (A1, A3, B1) at ground floor and basement levels, 72 residential apartments (C3) above and 2 green roofs. Building B - Part 3 and part 5 storey building including ground floor and plus basement with 100 cycle parking spaces, building services and commercial space at basement level and 9 car parking spaces, ancillary facilities and services and commercial space (A1, A3, B1) at ground floor level and 28 residential apartments (C3) above and 1 green roof'*. Figure 6 below shows the approved streetscene elevation drawing.



Figure 6: Streetscene elevation drawing approved by planning permission 110074/FO/2015/C2.

## Surrounding Area

- 2.7 The surrounding area is predominantly retail / commercial interspersed with residential and leisure uses reflecting the site's City Centre location. The site is located in a highly sustainable and accessible location due to its proximity to services and facilities within the City Centre and choice of high quality public transport links within a short distance of the site. The central

retail core of the City Centre (Market Street and Piccadilly Gardens) is within a few minutes' walk, and the site is close to Manchester Victoria and Piccadilly train stations which are both within a 5-10 minute walk of the site. Piccadilly Gardens bus station and Shudehill interchange are also both within a 5 minute walk of the site.

## 3. National and Local Planning Policy Context

- 3.1 The planning policy of relevance to the future development of the site, and which provides the context for its assessment, is set out within national and local planning policy guidance.

### National Planning Policy Guidance

#### Town and Country Planning Act 1990

- 3.2 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. In this instance the development plan currently comprises the 'Manchester Core Strategy (2012); saved policies of the Unitary Development Plan for Manchester (1995); and, the Guide to Development in Manchester SPD (April 2007). The relevant provisions of these documents are discussed below.

#### Planning (Listed Buildings and Conservation Areas) Act 1990

- 3.3 The subject site comprise two buildings which have been combined to form a single property. The buildings are not nationally listed. They likely date from the early-mid 19<sup>th</sup> Century, and whilst they have been heavily altered, are likely to be regarded as non-designated heritage assets by Manchester City Council. There are a number of nationally listed buildings nearby, whilst the site is located within the Stevenson Square Conservation Area. The boundary of the conservation area runs along the centre of Oldham Street and is shared with the Smithfield Conservation Area.
- 3.4 In determining a planning application it is necessary to consider the impact of the proposal on the significance the subject buildings, on the setting of any nearby listed buildings and upon the character and appearance of the Smithfield and Stevenson Square Conservation Areas.

## National Planning Policy Framework (NPPF)

- 3.5 Detailed guidance about the legislation is given in the National Planning Policy Framework (NPPF). The NPPF was first published on 27th March 2012 with a revised document published on 20th July 2018. The NPPF sets out the Government's planning policies regarding the conservation of the historic environment. The NPPF is 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 previous national planning policy guidance and is a material consideration in planning decisions.
- 3.6 NPPF places great emphasis on the role of decision makers to promote sustainable development. Paragraph 8 advises that sustainable development has three dimensions: 'economic, social and environmental'. Having regard to these factors, the proposed scheme will provide significant economic benefits through investment and job creation; social and cultural benefits through the provision of a high quality scheme that will refurbish the buildings; and, environmental benefits through improving the appearance of the site and developing a previously developed site.
- 3.7 In relation to determining planning applications, the NPPF sets out a presumption in favour of sustainable development. For decision taking this means approving development that accords with an up-to-date development plan without delay (Paragraph 11).
- 3.8 Section 16 of the NPPF deals with conserving and enhancing the historic environment. Paragraph 184 states that heritage assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.
- 3.9 Paragraph 189 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. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where*

*necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation’.*

- 3.10 Paragraph 190 states 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 into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.’*
- 3.11 Paragraph 191 states that *‘Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision’.*
- 3.12 Paragraph 192 states *‘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’.*

3.13 Paragraph 193 states *‘when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance’.*

- 3.14 Paragraph 194 states *‘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’.*
- 3.15 Paragraph 195 states 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.*
- 3.16 Paragraph 196 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’.*
- 3.17 Paragraph 199 states *‘Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in*

*part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted'.*

3.18 Annex 2 of the NPPF provides a glossary of key terms which are relevant to this application. 'Significance' is defined as: *'The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting'.*

3.19 'Setting of a heritage asset' is defined within Annex 2 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. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral'.*

## **National Planning Practice Guidance (NPPG)**

3.20 The National Planning Practice Guidance (NPPG) is a web-based resource which was launched in March 2014 and coincided with the cancelling of the majority of Government Circulars. It provides guidance on many aspects of planning including plan-making and decision taking.

3.21 NPPG advises that *'In the case of buildings, generally the risks of neglect and decay of heritage assets are best addressed through ensuring that they remain in active use that is consistent with their conservation. Ensuring such heritage assets remain used and valued is likely to require sympathetic changes to be made from time to time. In the case of archaeological sites, many have no active use, and so for those kinds of sites, periodic changes may not be necessary.'* (Paragraph: 003 Reference ID: 18a-003-20140306)

3.22 It goes on to state *'Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of*

*the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals’.*

- 3.23 In relation to setting of a heritage asset NPPG states ‘A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

*Setting is the surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.*

*The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.*

*The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting. This will vary over time and according to circumstance.*

*When assessing any application for development which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset’s significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation’ (Paragraph 013 Reference ID: 18a-013-20140306).*

- 3.24 NPPG states that ‘Disrepair and damage and their impact on viability can be a material consideration in deciding an application. However, where there is evidence of deliberate damage to or neglect of a heritage asset in the hope of making consent or permission easier

*to gain the local planning authority should disregard the deteriorated state of the asset'*  
(Paragraph: 014 Reference ID: 18a-014-20140306).

## **Historic England Guidance**

- 3.25 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.

### **Historic England Historic Environment Good Practice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment.**

- 3.26 Published in March 2015, this document provides guidance on assessing the significance of heritage assets, using appropriate expertise and heritage recording.

### **Historic England Historic Environment Good Practice in Planning Note 3: The Setting of Heritage Assets (2<sup>nd</sup> edition)**

- 3.27 First published in March 2015 and updated in December 2017, this document provides guidance for managing change within the setting of heritage assets, including historic buildings, sites, areas and landscapes.

### **Historic England Technical Advice Note 2: Making Changes to Heritage Assets**

- 3.28 Published in February 2016, this advice note illustrates the application of the policies set out in the NPPF in determining applications affecting heritage assets.

### **Historic England 'Seeing the History in the View'**

- 3.29 Published in May 2011, this document provides guidance for initial baseline analysis of the heritage significance in any selected view, followed by assessment of the impact on that significance of particular development proposals. The guidance explains Historic England's

own approach to views assessment and is intended to be of use to local planning authorities, professionals and developers as well as the interested public.

## **Historic England Advice Note 12 'Statements of Heritage Significance: Analysing Significance in Heritage Assets'**

- 3.30 Published in October 2019, this document provides information on the analysis and assessment of heritage significance in line with the National Planning Policy Framework (NPPF) to assist owners, applicants, local planning authorities (LPAs), planning and other consultants, and other interested parties in implementing historic environment legislation, the policy in the NPPF and the related guidance given in the Planning Practice Guidance (PPG).

## **Local Planning Policy Guidance: The Development Plan for Manchester**

### **Manchester Core Strategy Development Plan Document (July 2012)**

- 3.31 Manchester's Local Development Framework Core Strategy Development Plan Document was adopted on 11th July 2012. The plan contains various core strategic objectives which seek to encourage residential development on sustainably located brownfield sites. The proposed development is therefore supported in principle by these strategic development plan policies. Any redevelopment proposal will be assessed against the relevant land use and heritage policies of the Core Strategy which are likely to include:
- 3.32 Spatial Objective SO1 'Spatial Principles' - states that the sustainable development of the city can contribute to halting climate change.
- 3.33 Policy SP1 Spatial Principles – the policy sets out the key spatial principles which will guide the strategic development of Manchester to 2027.
- 3.34 Policy CC4 Visitors, Tourism, Culture and Leisure - states that the City Centre will be the focus for culture and leisure in the City Region. Development in the City Centre which improves facilities for visitors, including Manchester residents, will be promoted. In order that the

existing visitor attractions can reach their potential this policy notes that it is important that the City Centre has the infrastructure to accommodate the necessary volume of visitors.

- 3.35 Policy CC6 City Centre High Density Development – explains that the appropriate, scale, massing and height of development in the City Centre will significantly exceed what is appropriate elsewhere in the city.
- 3.36 Policy CC7 Mixed Use Development – states that mixed use development should contribute to the economic regeneration of the city. Active ground floor uses will be encouraged in locations which have an established public function.
- 3.37 Policy CC9 Design and Heritage – explains that the design of new buildings will need to be of the highest standard in terms of appearance and function. The policy also advises that development in the City Centre will need to preserve or enhance the heritage assets such as conservation areas or listed buildings.
- 3.38 Policy EN1 Design Principles and Strategic Character Areas – within the City Centre character area, new developments will be expected to; consider the city’s heritage and contribute to the rich pattern of activity in the core area; contribute to the experience of all at street level; and where possible enhance existing public space provision, maintenance and improvement of the city’s permeability.
- 3.39 Policy EN3 Heritage – requires that new development should preserve or where possible enhance the historic environment, the character, setting, and accessibility of areas and buildings of acknowledged importance.
- 3.40 Policy DM 1 Development Management - sets out various issues that development should have regard to, including: appropriate siting, layout, scale, form, massing, materials and detail; impact on the surrounding areas; effects on amenity; accessibility; community safety and crime prevention; adequacy of internal accommodation; refuse storage and collection; and effects relating to archaeological or built heritage.

## **Saved Planning and Heritage Policies of the Unitary Development Plan Review (UDP) for the city of Manchester (adopted 1995)**

3.41 The UDP was superseded by the Core Strategy. However, a number of UDP policies have been 'saved'. Extant policies contained within the UDP relevant to the proposed development scheme are likely to include:

3.42 DC18.1 Conservation Areas – this explains that the Council will seek to preserve and enhance the character of 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 structures such as boundary walls, gardens, trees; and
- iv) The effect of signs and advertisements.

The policy goes on to state that consent to demolish will be granted only where it can be shown that it is wholly beyond repair, incapable of reasonable beneficial use, or where its removal or replacement would benefit the appearance or character of the conservation area.

3.43 DC19 Listed Buildings - states that the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings. In giving effect to this policy, the Council will seek to preserve and enhance the setting 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.

### **Other Relevant Guidance**

#### **Manchester Residential Quality Guidance**

3.44 The Manchester Residential Quality Guidance was adopted following the meeting of the Council's Executive Committee on 14 December 2016. The design guidance is a material consideration in the determination of planning applications. The design guidance is intended to provide a clear indication on what is required to deliver sustainable

neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester.

## **Guide to Development in Manchester Supplementary Planning Document 2007 (SPD)**

3.45 This document aims to support and enhance the on-going shaping of the City by providing a set of reasoned principles which will guide developers, designers and residents to the sort of development that everyone wants to see in Manchester. The sections of the guide that have been considered in the development of the proposed scheme include:

- Section 1 'Creating a Sense of Place' aims to encourage the creation of places which are welcoming, inclusive, neighbourly, interesting and attractive.
- Section 2 'Design' provides guidance under 7 key principles recognised as being urban design characteristics which together create successful places.
- Section 3 'Accessibility' sets out design principles that will help to achieve accessible development and makes reference to the guidance document 'Design for Access 2' which provides detailed information on design standards.
- Section 4 'Environmental Standards' considers energy efficiency, the use of renewable energy and water and waste management.
- Section 6 'Parking Guidelines' promotes the sensitive location of car parking and secure cycle parking.
- Section 8 'Community Safety and Crime Prevention' promotes a safer environment.

## 4. Heritage Context

- 4.1 As noted in the previous section, the site does not contain any listed buildings. The subject property is likely to be regarded as non-designated heritage asset whilst it is also within the Stevenson Square Conservation Area. As illustrated by figure 7 below there are a number of listed buildings nearby, the nearest of which is the 'The City Public House' (grade II listed) located slightly to the north and on the opposite side of Oldham Street.

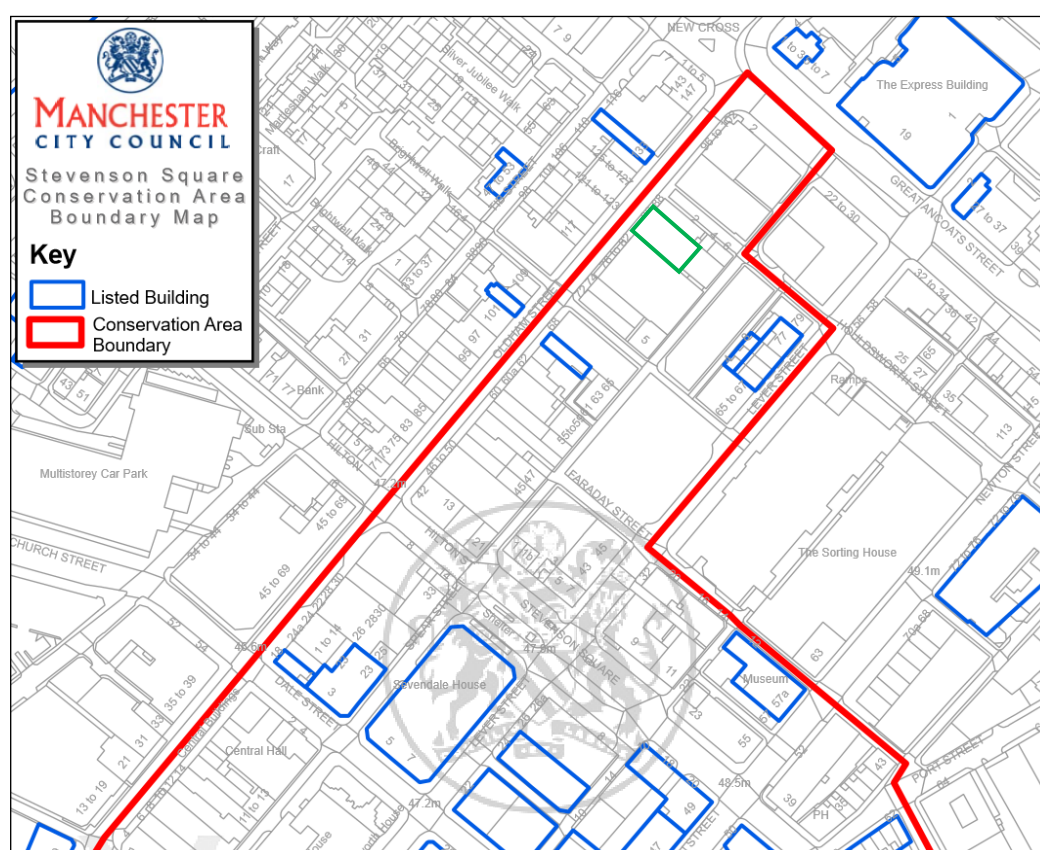


Figure 7: Stevenson Square Conservation Area, subject site outlined green.

- 4.2 As the site is located within the Stevenson Square Conservation Area and adjacent to the Smithfield Conservation Area, an appraisal should be undertaken as to what contribution the property makes to the character of these areas. In order to understand this, the development of the site/surrounding area must be reviewed, together with identification of the key features which contribute to the special character and appearance.

## Development of the Area

- 4.3 The small scale and unplanned development present in this area in the eighteenth century was generally accommodation for domestic weavers and other low rise buildings. In the mid-18th century, Sir Ashton Lever conceded to pressure from local property developers and sold land to William Stevenson. In 1772, a privately owned track was converted to public use and given the name Oldham St, the road taking its name from Adam Oldham.
- 4.4 By the end of the 18th century, a major planned residential development scheme had been drawn up for the area. William Stevenson's residential proposal was for three storey town houses designed to front a grid-iron layout with streets of varying widths surrounding a new public space at Stevenson Square. Whilst the original intention was for the area to become a residential area, instead it became largely commercial as he sold his land on, piecemeal, to others who often went on to develop commercial and industrial buildings which were more profitable.
- 4.5 By the 19th century the Northern Quarter experienced a decline in domestic weaving, although the expansion of commercial and industrial uses (such as the mechanised cotton mills) softened any potential harmful effects to the area's economy. In addition to workers housing, the area developed to accommodate public houses, textile warehouses and engineering and iron works. The development of the Smithfield Market further strengthened the area's role as a central district. The growth of a transient population discouraged higher status residential uses and many of the dwellings built under the Stevenson plan were demolished or converted into commercial premises. Affleck and Brown, a successful drapery firm in the 1850s redeveloped many shops, including 49-61 Oldham Street into a large drapery emporium.
- 4.6 A decline in commercial warehouse building in the area allowed the Northern Quarter to develop as a commercial and retail district instead. Oldham Street with its millinery and clothing-related shops became a popular shopping street up to the last quarter of the 20th century. Marks and Spencer opened their own chain store at 46-50 Oldham Street.

- 4.7 The fortunes of Oldham Street as a retail street suffered a sudden decline with the opening of the Manchester Arndale Centre in 1975. The new centre changed the focus of retailing in the City Centre. After the development of the Arndale, Oldham Street became characterised with a high proportion of under-utilised floorspace and a lack of investment. In the last 30 years, the fortunes of the area have begun to revive with investment in new uses, notably cafés, bars, restaurants, residential and visitor accommodation. A residential development of the upper floors of the property would be consistent with ongoing development in the area, whilst active use should be retained on the ground floor.

## **Character and Appearance of Oldham Street (Stevenson Square and Smithfield Conservation Areas)**

- 4.8 Oldham Street is the common boundary of the Stevenson Square and Smithfield Conservation Area. The character of Oldham Street is defined by built development set at back of pavement on either side of the street. The main exception to the uniformed street frontage is the cleared site adjacent to the subject property. Oldham Street is long and straight, which together with the back of pavement setting, restricts long distance views of buildings. The street is relatively narrow comprising a single carriageway in each direction and modest pavement widths (see figure 8 below).

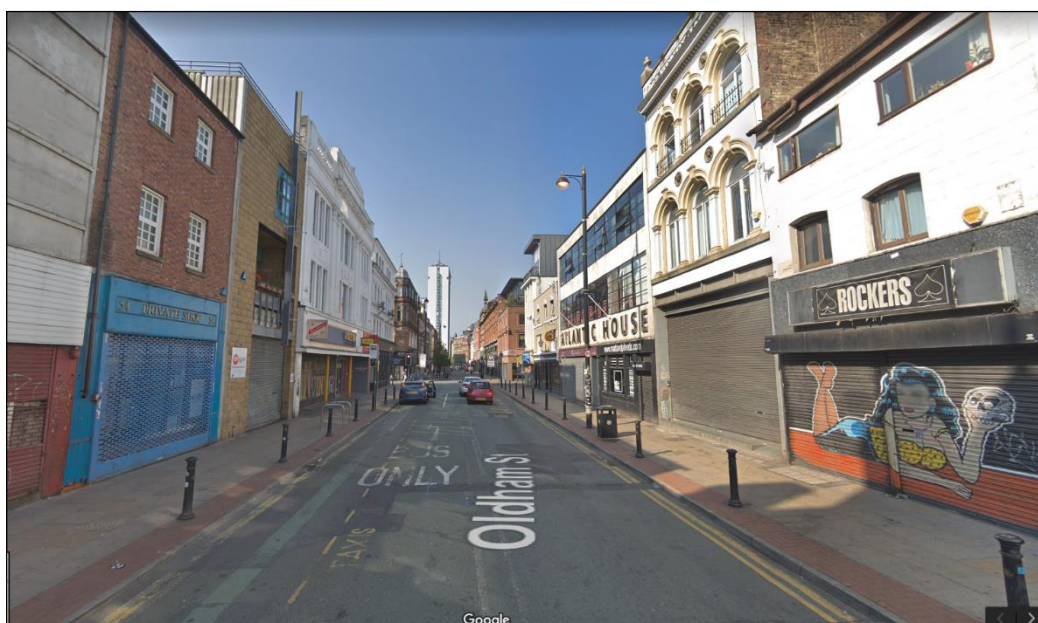


Figure 8: View along Oldham Street towards Piccadilly characterised by a strong built frontage on either side of the street.

- 4.9 Buildings vary in terms of age and appearance, from 18th Century former dwellings to modern infill development. Buildings typically have a narrow fronted character which provides variety and interest. The vertical emphasis is generally reinforced through the verticality of window openings, which provide the street with a strong visual 'rhythm' (figure 9). There are a number of larger buildings (in footprint) located towards the Piccadilly end of Oldham Street.



Figure 9: Example of historic and modern development and narrow fronted character of the street.

- 4.10 Building heights are variable and generally range from three to six storeys, with taller and smaller buildings sitting side-by-side. There is a variable roofscape including pitched gabled roofs fronting the street, dormers, and other forms of decoration/embellishment at roof level. Roofs of historic buildings are usually slate with more modern materials also present. There are also several examples of buildings which have been extended at roof level with contemporary interventions (figures 11 and 12). The 2008 English Heritage Publication 'Conservation and Change in the Northern Quarter' recognises the benefits of modern interventions/roof extension and states '*Where increased density is sought, for example, well-designed and modestly scale set-back roof-top extensions may be appropriate, and...can extend the vocabulary of the area*'.

- 4.11 Materials in the conservation areas include red brick, stone, terracotta, tiles, slate and render/stucco, whilst more contemporary materials including zinc, cladding, and glazing are also present.



*Figure 10: Variable building heights and materials*



Figure 11: Roof extension on an historic building.



Figure 12: Roof extension on an historic building.

- 4.12 Ground floor 'shopfronts' have typically undergone the greatest level of alteration in the conservation area. The quality of 'shopfronts' varies and unfortunately there are a number of poor examples which have oversized signage areas, incorporate unattractive security shutters and boxings, and inappropriate materials. The general condition and maintenance of buildings is also variable and there are some buildings which are in poor/semi-derelict condition and under-occupancy, with vacancy at upper levels a feature (figure 13). Such buildings have a negative impact on the character and appearance of the conservation area and wider City Centre and should be a priority for investment and improvement.



Figure 13: Poor quality signage/shopfronts and condition of buildings.

## Archaeological and Historical Background of 84-86 Oldham Street

- 4.13 As noted previously it is anticipated that the subject building will be regarded as non-designated heritage assets. To establish their heritage significance it is necessary to understand their archaeological and historical background.
- 4.14 Greens map of 1794 shows buildings built on the site. The buildings are smaller, fronting onto Oldham Street with a rear yard. A further building lies to the southern corner of the site.

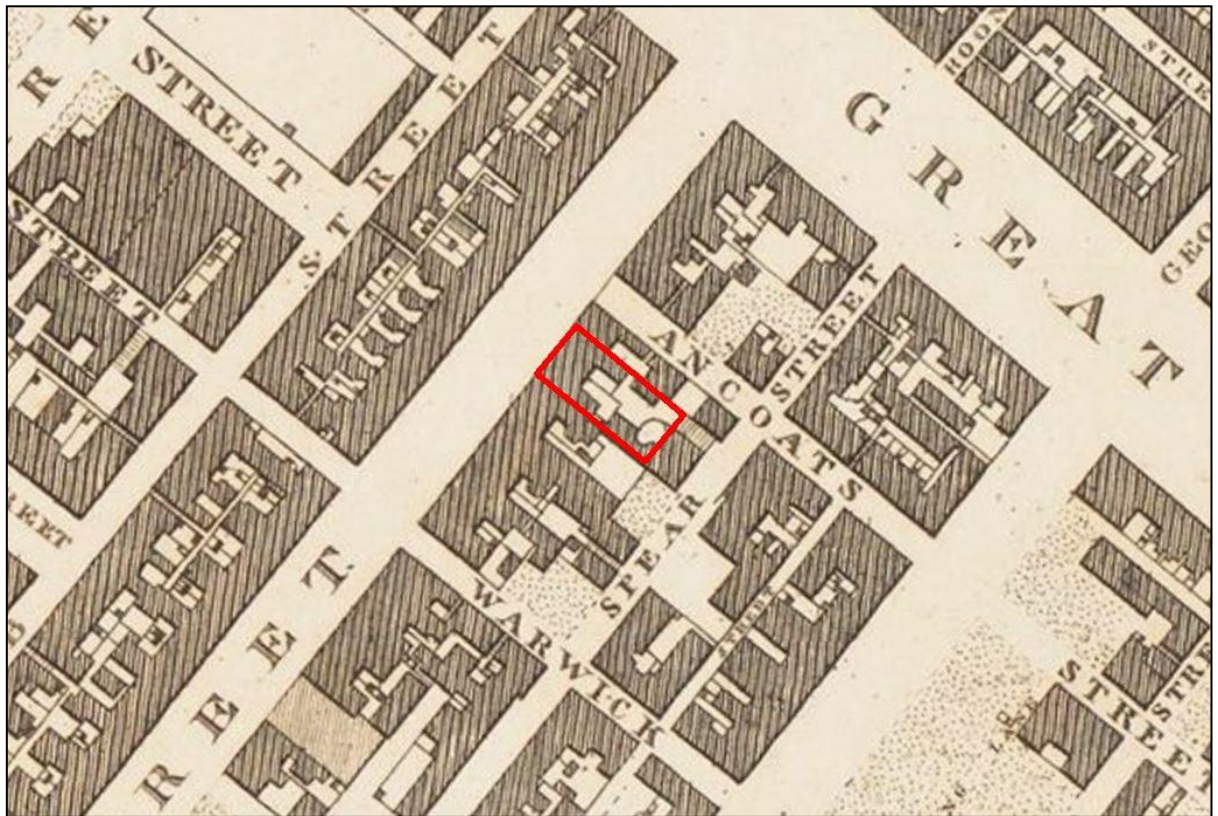


Figure 14: Greens Map of Manchester 1794

- 4.15 Pigot and Son's Directory of 1838 states that number 84 was occupied by Samuel Stirrup, an ironmonger and at number 86 was William Irving, a hosier. By the time of the 1848 directory however numbers 84 – 88 were occupied by William McIntosh, linen draper etc. The large scale OS map of 1850 shows the site in detail at this time. It appears as two separate buildings, with number 84 (to the southwest) as an 'L' shape, with the 'L' bending around the rear of the site. This has a covered opening to the rear buildings, through which access from Spear Street was obtained. Number 86 is shown as a regular rectangle, with a small extension on the southeast elevation. A set of steps lies to the southwest elevation, within the rear yard.



Figure 15: OS map of Manchester 1850 sheet 24

- 4.16 The buildings do not feature in Slater's Directory of 1855, although the 1865 Directory shows that Grey & Bear, silk manufacturers etc, were occupying 84 – 88. The situation was the same by the time of the 1876 directory, although by 1885 Crosby & Walker, drapers are listed at number 84. Goads Fire Insurance Plans of 88 shows the site at this time in detail. Crosby and Walker are shown to occupy 84 – 88 and the whole of the block is now filled. 84 and 88 are shown to be 3 stories tall, whereas 86 was 4. Where the external stairs were located previously, a skylight is shown and to the northeast of this was an internal hoist. Interconnecting doorways are shown through the buildings.

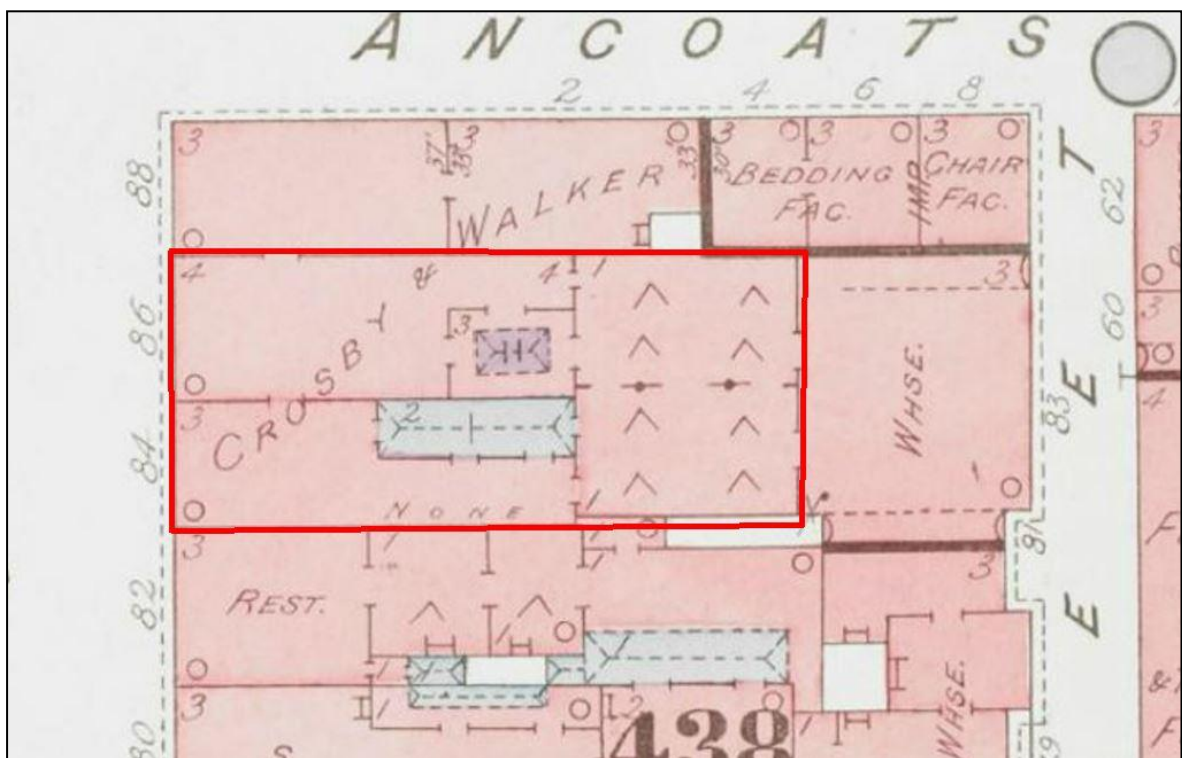


Figure 16: Goads insurance plan of 1888



Figure 17: OS map 1893

- 4.17 Crosby & Walker were still present in 1892 (Slater) and the OS map of the subsequent year shows a similar situation to Goads plan. Crosby and Walker are also recorded in Slaters directory of 1898 and again in 1908. It was over this period that Oldham Street became one of Manchester's premier shopping streets (Hartwell 2001). The OS map of this year again shows no significant changed to the site. By 1916 however 84 – 88 were occupied by Rosenstone Marks, draper. Oldham Street had many milliners and clothing related shops and was a favourite shopping district with Manchester's fashion-conscious residents from the late 19<sup>th</sup> century up until the last quarter of the 20<sup>th</sup> century.



Figure 18: OS map 1908

- 4.18 The 1922 OS map shows little change to the site once again, although Kelly's directory of 1926 shows that the buildings had been separated. At number 84 were Pollard E. & Co. Ltd., shopfitters and at 86 were Boots Direct Ltd., bootmakers. At 88 were Robertson's, drapers. The 1931 OS map shows the building divisions clearly, unlike the previous maps. Kelly's directory of 1936 does not list number 84, but at 86 – 88 C. & S. furniture manufacturers are listed.



Figure 19: OS map 1922



Figure 20: OS map 1931

- 4.19 The OS map of 1941 shows that the buildings were hit with a fire bomb during World War II, in June 1941, centred on number 86. The rest of the block, excluding 84 – 86 Oldham Street, was the subject of a desk-based assessment by Archeritage in 2015. This found that the majority of the buildings on the site had been demolished, with piecemeal replacement of old buildings in the late 19<sup>th</sup> century, with further phases of development in 1908 and 1951.



Figure 21: OS map 1941 showing bomb damage

- 4.20 Following rebuilding of the building's façade, the property also appears to have undergone more recent rebuilding/extension to the side and rear comprising modern brick under a concrete tiled roof.

## 5. The Proposed Scheme

- 5.1 The application proposal has been developed in response to the characteristics of the individual buildings and their conservation area setting. The current buildings are in fair condition although would benefit from further investment and upgrading. The planning application therefore represents an opportunity to realise the investment and enhancement in the condition of the buildings and deliver significant heritage, planning, and regeneration benefits for Manchester.
- 5.2 The application involves the provision of 4no. apartments. This will be achieved through a two storey roof extension to 84 Oldham Street and a single storey roof extension to 86 Oldham Street.
- 5.3 The roof extensions have been designed with a contemporary aesthetic in order to provide a positive visual contrast between the historic buildings and new elements. They will comprise high quality facing materials and will be set back from the front elevation making them visually recessive. This approach has been successfully employed on other buildings in Manchester City Centre. Further discussion in relation to the detailed design of the scheme and how it responds to relevant heritage designations is provided in the following section.
- 5.4 The proposals have also been developed following extensive pre-application discussions with Manchester City Council and the submission of alternative proposals. The current application proposals take on board the feedback received from the Council, in combination with appropriate heritage research of the buildings and understanding of the policy context. Prior to the submission of the application a previous iteration was presented to the Manchester Conservation Panel in November 2019. The proposals were generally well received and the feedback was summarised by the Planning Officer on 7 February 2020 as follows:

*'The Panel welcomed the refurbishment and investment in the buildings. They stated that the adaptations over time can contribute to their character and the large windows are a quirky element that should be retained, but in their original form. The Panel stated that the extension should sit well back from the front and should not dominate the existing building'.*

## 6. Heritage Assessment

6.1 In heritage terms the key impacts which require consideration are the impact on 84-86 Oldham Street, impact on the character and appearance of the Stevenson Square and Smithfield Conservation Areas, and potential impact on the setting of nearby listed buildings. This section identifies the current heritage significance of the subject property, before establishing its current relationship with the conservation areas, and its influence upon the setting of nearby listed buildings. Assessment of the impact of the proposal on these heritage assets is also provided.

### 84-86 Oldham Street

6.2 84-86 Oldham Street forms a minor part of the extensive Stevenson Square Conservation Area and abuts Smithfield Conservation Area. The siting of the building reflects the tightly grained conservation area setting, being set at back of pavement and forming part of a generally consistent 'street wall' (the adjacent cleared site detracting from this and having a negative influence). Historical research has found that the buildings were hit by a bomb during the Second World War whilst the front elevations were likely rebuilt in the mid-20th Century. The frontage of the buildings is therefore of low heritage significance.

6.3 The front elevation of the property comprises window openings of different sizes, including large first floor windows with chamfered corners. There are smaller vertically proportioned windows above, with those on the third floor of No. 86 being shorter than those below. Although the openings are only from the mid-20<sup>th</sup> Century, their idiosyncratic nature does provide some interest. The large first floor windows possibly suggest the first floor was used as a retail show room from the time when Oldham Street was Manchester's main retail street.

6.4 The ground floor is occupied by a single commercial use and the modern shopfront. The shopfront is clearly contemporary in appearance with extensive glazing.

6.5 The front and exposed gable elevation of the building are rendered. It is not clear whether this would have been the original/historic finish to the principal elevation, although historic photographs from 1967 show that this was the finish at the time.

- 6.6 At roof level it is more noticeable that the property was originally constructed as two buildings. There is a stepped roofline with No. 84 being three storeys, and No. 86 four storeys. Such variation in building heights is typical of development along Oldham Street, as well as elsewhere in the Northern Quarter. The historic map regression suggests that despite the buildings visually appearing as separate entities they have probably been used as a single building for periods of time. A historic photograph from 1982 (refer to Appendix 1) shows that the parapet/roof of No. 84 has been lowered and its current form is not historic. A 1967 photograph (Appendix 1) shows the roof to No. 86 which is just visible and set back from the front elevation.
- 6.7 The roof of the building is not visible from Oldham Street when standing directly in front of the property. It is only when moving to the south west that the roof becomes visible as a result of the absence of development on the adjacent site. This view reveals that the building has been reroofed using a modern concrete tile, whilst extensive rebuilding has also taken place, likely within the late 20<sup>th</sup> Century, using a modern brick. The reroofing and rebuilding/extension have generally used poor quality materials which do not positively respond to the building or historic character of the area.
- 6.8 It is however important to recognise that these views from Oldham Street are only likely to be possible for a temporary period pending the redevelopment of the adjacent site. Views of the rebuilding/extension are also possible from Spear Street, however again this is likely to be temporary pending a future redevelopment proposal of the cleared area of land to the rear of the subject property.
- 6.9 Inspection of the roof space has identified modern machine cut timbers in the roof and no historic fabric, whilst historic plans confirm that the roof form was different historically and that the building was hit by a bomb during the Second World War.
- 6.10 In summary, the property has been substantially rebuilt during the 20<sup>th</sup> Century and it is questionable how much historic fabric actually remains. The extent of alterations, particularly at roof level currently detract from the appearance of the property. On this basis the overall heritage significance of the building is low.

## 84-86 Oldham Street: Assessment of Proposal

- 6.11 The research has confirmed that neither the roof form nor fabric is historic. The current roof structure and materials have a negative visual impact on the building's appearance. The proposed extension has been designed to be 'read' as a contemporary addition to the building and contrast with the historic host buildings. The roof extensions will be set back by 1.5m from the front elevation of No. 84 and 2m from the front elevation of No. 86. This responds positively to comments from the Conservation Panel and means that the extensions will not be prominent from the street, especially given the tight urban grain in this location. Furthermore the second additional floor to No. 84 will be pitched to further ensure that it is recessive and that the extensions do not appear as top heavy or dominant. There will be variation in the height of the roof extension to each building which will retain the stepped character which exists.
- 6.12 High quality facing materials will be used on the extensions whilst the fenestration will respond to that of the host building. The detailed design and quality of workmanship will be essential to the success of the proposals and these can be secured through appropriately worded planning conditions.
- 6.13 The building currently has UPVC and poor quality timber windows on the upper levels. The historic photographs that have been found do not identify the historic form of windows. Rather than trying to predict what form the original windows may have had it is considered that retaining the existing opening is appropriate. The openings are of character, especially the large windows at first floor level which were possibly installed to allow the first floor level to act as a second 'shopfront' visible to potential customers travelling on the upper floor of trams. On this basis the proposal scheme will retain the existing apertures but will install high quality timber framed double glazed windows. This is consistent with feedback from the Conservation Panel.
- 6.14 At ground floor a modern shopfront and signage has previously been installed. This is characterised by extensive glazing and tiling. The shopfront is clearly modern whilst it reflects the quirky character of the Northern Quarter whilst meeting the requirements of the current operator. No works to the shopfront are therefore deemed necessary. The application

proposal will however replace the existing residential access and refuse doors at ground floor level which are poor quality. These works will enhance the appearance of the building.

- 6.15 The existing render to the buildings is cracked in places and will be repaired and repainted as required. Existing TV aerials and other clutter will be removed which will improve the appearance of the buildings.
- 6.16 For the above reasons the proposals will have a positive impact on the appearance and heritage value of the existing buildings, as such the works are in accordance with paragraph 197 of the NPPF, and relevant local heritage policies and guidance.

## **Current Relationship with Conservation Areas**

- 6.17 The property forms part of the Stevenson Square Conservation Area and also affects the Smithfield Conservation Area, the boundary of which runs down Oldham Street. Certain elements of the property make a positive contribution to the character and appearance of the conservation areas, whilst other aspects have a negative impact.
- 6.18 The narrow fronted character of the property provides variation and interest to the streetscene. The stepped variation of the height of the property contributes to a varied roofscape which is a positive element of the conservation areas. It is however recognised that the parapet has been altered and lowered in height, therefore limiting any associated heritage significance. Behind the parapet the rebuilding/extension and reroofing, which is visible when looking along Oldham Street, has a negative impact on the conservation areas.
- 6.19 The scale of the building is broadly consistent with development in the conservation areas. At 3-4 storeys however, there is scope for a modest increase in height through a roof extension, whilst still ensuring a development that reflects the low-medium scale buildings in the conservation areas.

## **Potential Impact on the Conservation Areas: Assessment of Proposal**

- 6.20 The proposed roof extensions reinforce a number of positive characteristics of the buildings which make a positive contribution to the conservation area. This includes the narrow fronted character and varied roofscape which is enhanced by the design of the roof extensions.
- 6.21 The addition of roof extensions has been accepted on other buildings in the conservation areas and these are recognised by English Heritage as having potential to have a positive impact. The roof extensions will make the buildings five storeys which will continue to be consistent with the scale of buildings in the conservation area. The variation provided by the extensions will also contribute to the varied roofscape which is a key feature which reflects the character of Oldham Street.
- 6.22 The replacement of the existing UPVC and poor quality timber windows with bespoke appropriately designed timber framed units will improve the conservation areas, as will the replacement of the existing residential and bin store doors at ground floor level, renewal of the render / repainting, and removal of TV aerials and clutter.
- 6.23 The scheme will increase the occupancy of the building and provide additional residential units which will contribute to activity and footfall within the conservation areas. Finally the scheme has the potential to act as a catalyst for further development in this part of Oldham Street which is in need of further investment and regeneration.
- 6.24 For the above reasons the application proposal is judged to have a positive impact on the character and appearance of the conservation areas and enhance their significance. As such the proposal is in accordance with relevant heritage provisions of the NPPF, Core Strategy Policies CC9, EN1, EN3 and DM1, and Saved UDP Policy DC18.1.

## **Current Influence on setting of nearby listed buildings**

- 6.25 The property forms part of the townscape in which nearby listed buildings are experienced. It is therefore generally a positive influence on the setting of listed buildings fronting Oldham Street, reinforcing the tight urban grain of this part of the Northern Quarter. Having said this,

the general appearance of the property, which is in need of investment, provides the opportunity to deliver a scheme which will enhance the setting of nearby listed buildings. The setting of the property at the back of pavement and the character of Oldham Street means that increasing its height is unlikely to impact upon the setting of listed buildings, subject to the scheme being of a high quality design and respecting the general scale of the area.

### **Potential Impact on the Setting of nearby listed buildings**

- 6.26 For reasons already discussed in this section the application proposal will have a positive impact on the appearance of the buildings and the character and appearance of the Smithfield and Stevenson Square Conservation Areas. The proposal will not have any direct impact on the setting of any nearby listed buildings, however it will ensure the subject buildings are positive influences within the Oldham Street streetscene thereby having a positive impact on the townscape setting of nearby listed buildings. On this basis the proposals will enhance the setting of proximate listed buildings and as such comply with relevant provisions of the NPPF, Core Strategy Policies CC9, EN1, EN3 and DM1, and Saved UDP Policy DC19.

## 7. Conclusion

- 7.1 This Statement has assessed the impact of the application proposal on the significance of the subject buildings, the Stevenson Square and Smithfield Conservation Areas, and the significance of nearby listed buildings.
- 7.2 This Statement has demonstrated that the proposals are well-considered and respond positively to the heritage significance of the buildings and conservation areas, whilst providing significant heritage, planning, and regeneration benefits.
- 7.3 This Statement has concluded that the scheme will have a positive impact on the heritage value of the application buildings, the conservation areas, and the setting of nearby listed buildings. As such the proposals are consistent with relevant heritage policy and guidance at a local and national level. Whilst it is difficult to see how an alternative conclusion could be reached that the proposed works would cause a level of harm, were this to be the case then there are a series of positive planning benefits which the scheme will deliver which in our view clearly and demonstrably outweigh any perceived harm. These benefits are discussed in detail within the Planning Statement accompanying the planning application and include amongst other things:
- The provision of high quality residential accommodation in a sustainable and accessible City Centre location which will help to meet local demand and reduce pressures to develop less sustainable greenfield and Green Belt land.
  - Securing direct investment into the local community through the provision of jobs during the construction stage and spending in nearby facilities by future residents.
  - Acting as a catalyst for further investment and development in the City Centre.
  - The improved energy and environmental performance of the buildings minimising carbon emissions.

- 7.4 For the above reasons and justification within this Statement we conclude that the application proposal is consistent with relevant heritage policies and guidance. We are therefore pleased to submit this application to Manchester City Council and look forward to working with officers on a positive outcome.

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## Figure 1: Historic Photographs



Photograph taken by Higham, 1967 (Manchester Image Collection Ref: m03788)



Detail of above



Photograph taken 1970 showing ground floor of 86 Oldham Street with 88 (left) and part of 84 (right) (Manchester Image Collection Ref: m03789)



Photograph taken 1982 showing with part of the subject property visible (left) (Manchester Image Collection Ref: m03790)s



Detail of the above.