

Plot 3

Goulden Street

New Cross
Manchester

Heritage Statement: Significance & Impact

Prepared by



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Prepared for:

**Mulbury Homes
(Central)
Limited**

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Plot 3, Goulden Street, New Cross, Manchester – Heritage Statement: Significance & Impact

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1 INTRODUCTION

1.1 Purpose

This Heritage Statement has been prepared in support of the planning application for the redevelopment of the Site, known as 'Goulden Street', in the district of New Cross, Manchester (see Figure 1), for a residential-led development of the Grade II Listed site.

This report forms one of three heritage statements supporting the three separate planning applications for three separate sites within the New Cross Area of Manchester City Centre, which have been submitted concurrently. This report relates to Goulden Street. Reports in relation to Oldham Road (marked by the yellow star in Figure 1 below) and Bendix Street (marked by the blue star in Figure 1 below) are submitted separately in support of the relevant planning applications.

The Site consists of 0.12ha of hardstanding, contained within the four remaining Grade II Listed boundary walls of the former police and fire station, and is bounded by Bendix Street to the north-east, Chadderton Road to the south-east, Goulden Street to the south-west, and Cross Keys Street to the north-east.

The Site is located within the New Cross Neighbourhood Development Area (NDF). The NDF designates all three sites as being within 'Zone A'.

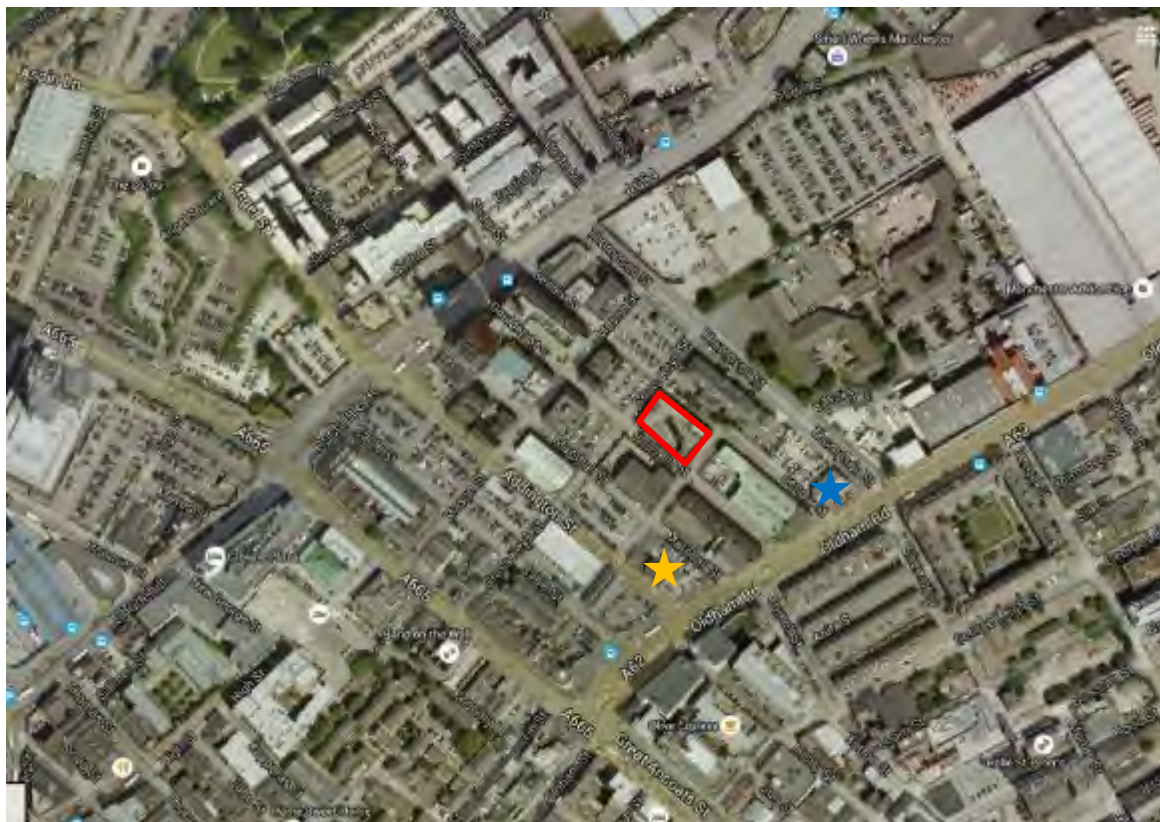


Figure 1: Site plan looking north over the New Cross and Ancoats areas of Manchester. The Site is outlined red.

The Proposed Development consists of a residential-led mixed use development constructed partially within the retained Grade II Listed external walls within a new ground + 7 storey building, providing:

- 73 apartments;
- 205 sq.m of commercial floorspace;
- Ground floor courtyard/garden;
- 73 cycle spaces; and
- One disabled car parking space.

This Statement appraises identified features of the surrounding historic built environment within the context of the application site and provides a description of their significance and setting in order to understand any potential impact of the Proposals.

This statement, and the preceding conservation advice to the project team, has been prepared in the context of relevant national and local heritage planning policy. In particular, the statement is presented to accord with the national policy requirement of NPPF paragraph 189, to describe the significance of the heritage assets affected and the consequent potential impact of the Proposed Development.

This report should be read alongside the accompanying Design and Access Statement, by Tim Groom Architects, which provides further details of the proposals.

1.2 Methodology

This statement is the result of an extensive process which synthesises literature and documentary research, building surveying and professional judgment. The documentary research was based upon primary and secondary sources, including maps, drawings and reports.

Visual, non-intrusive surveys of the site and its context were conducted in 2018, in order to identify the relative sensitivity of the building's fabric and the components which could be affected by further alterations.

Consideration has also been given to the historical development of the site and key views of the Grade II Listed building complex remains, which contribute to its heritage value and appreciation of the special interest of the site.

The Significance Assessment in Section 7 aims to assess the nature, extent and relative importance of the remaining components of the former Goulden Street police and fire station as a designated heritage asset. The analysis aims to inform options for the design development and enable the local planning authority to make decisions in line with legal requirements and the objectives of the development plan and the policy requirements of the NPPF.

The methodology thus is intended to facilitate an understanding of:

- a. the **nature** of the significance of the former Goulden Street police and fire station, to determine the sensitivities of its fabric and setting and the best means of securing its sustainable use and conservation.
- b. the **extent** of the fabric that holds heritage significance, in order to lead to a better understanding of how adaptable the asset may be and therefore improve viability and the prospects for its long-term conservation.
- c. the **relative** significance of individual components, to determine how rigorously conservation policies should be applied. This is intrinsic to decision-taking, particularly where there may be unavoidable conflict with other planning objectives (for example the need for improved accessibility).

1.3 Authorship

This report has been prepared by Stephen Levrant Heritage Architecture Ltd., an architectural practice specialising exclusively in the historic cultural environment.

2 THE SITE

2.1 Location

The former Goulden Street Police Station (the Site) is located within the New Cross district of the City of Manchester. The building was constructed between 1870 and 1872 as a purpose-built police station and fire station. An ambulance station was incorporated into the site during the early 1900s.

The site is bounded by Bendix Street (formerly Bennett Street) to the north, Chadderton Street to the east, Goulden Street to the south, and Cross Keys Street to the west (see Figure 2).



Figure 2 – An aerial view looking north over the Site (shaded red).

For the purposes of this assessment, consideration has been given to the relevant part of Manchester City centre that surrounds the Site. The choice of the boundaries has been made following consideration of the potential impact redevelopment of this site would have on significant short-to-medium range views.

The area of analysis has roughly focused on the area bounded by Thompson Street to the north-east, the rear of buildings along Oldham Road to the south-east, Swan Street to the south-west, and Mason Street to the north-west. The study area provides a focus for assessment but is not intended to be prescriptive; buildings outside the boundary of the study area are considered where relevant.

2.2 Statutory designations

2.2.1 Listed Buildings

Statutory listing means that a building is of special architectural or historic interest and is therefore of heritage significance. Grading of listed buildings reflects their architectural and historic interest; Grade I buildings are of exceptional interest; Grade II* buildings are particularly important buildings of more than special interest; and Grade II buildings are of special interest.

The Site was Grade II Listed on the 20th January 1992. However, a serious fire destroyed the majority of the building in November 2002. All parts of the original buildings were subsequently demolished, except for the four remaining external walls and ventilation tower, which are still Grade II Listed.

The original list description is as follows:

Name: FORMER POLICE AND AMBULANCE STATION.

List entry Number: 1292052.

FORMER POLICE AND AMBULANCE STATION, GOULDEN STREET

Grade: II.

Date first listed: 20-Jan-1992.

GOULDEN STREET, Ancoats (North East side) Former Police and Ambulance Station

II

Former police and fire station. Mid to later C19, altered and part reduced. Red brick with some sandstone ashlar, hipped slate roofs. Rectangular plan on island site incorporating office and domestic block on west side, cell range to south of this, with tall chimney stack, and fire engine garage on east side, all within a curtain wall. One, 2 and 4 storeys, with basements. Curtain wall with sandstone ashlar plinth, rusticated quoins to the angles, plain cornice and parapet carried round. The principal feature of the entrance front on the west side is the gable end of the 4-storey main block, which has a 3-bay facade of ashlar, in classical style, the ground floor pilastered and panelled, with a cornice, a giant arcade of round-headed blank arches to the upper floors, with plain pilasters, moulded imposts and moulded heads with volute keystones, frieze with raised lettering "POLICE STATION B DIVISION", a prominent modillioned cornice, and a balustraded parapet with carved shield of Arms in the centre (with lion and unicorn supporters) under a segmental pediment.

To the left is a short rebuilt section of the curtain wall containing a square-headed wagon doorway with square cast-iron pillars, and left of this the ground floor facade of a formerly similar tall block on this corner. To the right of the main block the curtain wall is blind, and rising above it is a tall rectangular chimney with panelled sides and stone cornice with brackets. The right-hand return wall, which includes

the south end of a 2-storey block (containing 1st-floor drill hall) has 2 small and 2 large doorways (all apparently inserted doorways). The east side is almost filled by a colonnade of 13 garage doorways with square panelled cast-iron columns and wooden lintels. Interior: many original features including offices with domestic quarters above, prison cells with plain wooden bunks, etc. Representative of growth of administrative institutions of large city; strikingly defensive design, making an interesting comparison with the later Police and Fire Station in London Road (q.v.).

Listing NGR: SJ8471098885

2.2.2 Listed buildings within the area of analysis

Due to the nature of the urban development within the study area, it is considered that development of the Site could have the potential to affect the setting of the following 4 listed structures; the significance of the settings of these structures will be discussed and assessed in Section 7.2:

1. the Grade II No.8 Cable Street (No.1, Figure 3)
2. the Grade II Former Midland Bank (No.2, Figure 3)
3. the Grade II Crown and Kettle Public House (No.3, Figure 3); and
4. the Grade II Victoria Square (No.4, Figure 3).



Figure 3 – Site plan illustrating the location of the Site (outlined red), the heritage designations in the surrounding area (numbered) and the boundary of the Ancoats Conservation Area (outlined yellow).

2.2.3 Conservation Areas

The Site is not located within a Conservation Area but is sited close to the boundary of the Ancoats Conservation Area, which can be seen outlined in yellow in Figure 3 above. The significance of the setting of the Ancoats Conservation Area will be discussed and assessed in Section 7.4.

3 POLICY CONTEXT

3.1 Introduction

In accordance with the 2011 guidance of the International Council on Monuments and Sites (ICOMOS) on 'Heritage Impact Assessments' it is important to test development proposals, *"against existing policy frameworks and the management plan for the property and surrounding area"* (para.5-11). Therefore, this section outlines the legislative and Planning policy framework within which the proposals for the Site are proposed to be developed and will be subsequently tested.

The Site forms the remaining parts of a prominent Grade II listed building. It is located close to the northern boundary of the Ancoats Conservation Area, and close to a number of Grade II Listed buildings. The Council is thus, required, by legislation and national planning policy, to have regard to the impact of any Proposed Development as it affects the settings of designated heritage assets. This consideration needs to be **proportionate** to the relative significance of the site component and the actual impact of the Proposed Development. The methodology outlined below is one derived from guidance set out by ICOMOS to ensure objectivity.

The key planning policy documents are respectively, the: Planning (Listed Building and Conservation Areas) Act 1990, the National Planning Policy Framework (NPPF), Manchester City Council's Local Development Framework, and associated local and national conservation area guidance. The relevance of the policy framework to the development of the Site is discussed below.

In particular, the Proposed Development of the Site is informed by the guidance in Historic England's guidance on Conservation Principles (2008). This guidance is consistent with the legislative framework and local planning policy is focused upon the need to understand the heritage value of the site and apply policy in a manner proportionate to its significance.

The below evaluation of significance and subsequent conclusions have thus been framed by the methodology outlined in Conservation Principles (2008), and the following:

- the relevant legislation relating to both planning and heritage designations.
- the objectives and policies for the historic environment stated in the National Planning Policy Framework (NPPF), Planning Practice Guidance.
- Manchester's Core Strategy and the Guide to Development in Manchester SPD.
- British Standard 7913 (2013) *Guide to the Conservation of Historic Buildings*.
- The methodologies for the assessment of physical and visual heritage impact as defined in Historic England Guidance (see below).

The relevance of the above legislation and planning policy is considered below.

3.2 Planning (LB & Cons. Areas) Act 1990

The Planning (Listed Buildings and Conservation Areas) Act 1990, is of relevance to the proposals to undertake works to the listed building as it provides specific protection for buildings and areas of special architectural or historic interest, over and above that provided by development management.

Section 7 of the Act is of particular relevance as it requires the authorisation of works affecting statutorily listed heritage assets (in the form of Listed Building Consent) where they would affect its character as a building of special architectural or historic interest. It is, therefore, important to understand the special interest of the listed building and the potential impact of the works on its fabric and setting. This statement provides such analysis.

The legislation imposes specific requirements to consider the physical and visual impact of any works which may impact on the special architectural or historic interest of the site, over and above that provided by development management. The Grade II listing of the former Goulden Street police and fire station requires that it is necessary to evaluate the impact of the Proposals in the context of **Section 66** of the Act, in terms of the potential impact on the fabric, character and 'setting' of the 19th century site, as well as the 'setting' of any listed buildings close to the Site.

The 'setting' of a listed building is not a heritage designation, it is simply defined in the NPPF as the, *"surroundings in which a heritage asset is experienced"*. Thus, it is important to consider the change resulting from the Proposed Development and the overall impact that this would have on the special interest of both the Grade II Listed former Goulden Street police and fire station and any neighbouring designated heritage assets. In accordance with the ICOMOS guidance (Jan.2011, para.5-8) on measuring heritage impact, the significance of the material change is defined below on a nine-point scale, ranging from major- beneficial, through neutral to major-adverse.

The key test, derived from the legislation and subsequent guidance, is whether the proposed change makes any difference to the significant fabric or an appreciation of the special interest of the designated heritage asset. Thus, it is important to determine the degree of change and whether the proposed physical alterations and additions will result in a negative perception of the listed remains of the building, or diminish its values as a designated heritage asset.

The focus of the design-development has thus been to minimise the harm to the significance of the former Goulden Street police and fire station and neighbouring listed buildings in order to meet the fundamental requirements of **Section 66** of the 1990 Act.

Also, of relevance given it's the Site's location close to the northern boundary of the Ancoats Conservation Area is **Section 72** of the Act. This provides a specific duty for the Council in exercising its planning functions to

afford: *"special attention....to the desirability of preserving or enhancing the character or appearance of [the Conservation Area]"*.

The legislation requires the Council to apply great weight to the desirability of preserving the character and appearance of the Ancoats Conservation Area when determining the Proposals. This requires a definition of the significance of the relevant parts of the conservation area and its setting, analysing the visual relationship between the Proposed Development and conservation area.

As a consequence, the Council must determine whether the Proposed Development would cause any demonstrable harm to the character or appearance of the Ancoats Conservation Area. Thus, the local authority needs to use its judgement (based on relevant material) to objectively define the impact on any affected designated heritage assets. The key Planning requirement arising from **Section 72** is, therefore, to avoid any unmitigated negative impact (or 'harm') to the setting of the neighbouring listed buildings, or the character and appearance of the conservation area.

In accordance with the requirements of both **Section 66 and 72**, if a negative impact on either the former Goulden Street police and fire station, or any neighbouring designated heritage asset is identified, its extent must be defined to determine whether it may be defined as demonstrable 'harm'. This is necessary because limited, or *"less than substantial harm"*, should not be afforded the same weight as that which is deemed to be *"substantial"*, and thus requires different considerations in terms of the NPPF and the supporting PPG, which together explain the application of the 1990 Act.

'Substantial harm' under the 1990 Act is thus, interpreted as having a fundamental impact on the significance of the heritage asset by means of: total loss, profound physical harm to its fabric, or the complete compromise of its setting. It follows that *"less than substantial harm"* is a physical alteration or development affecting the setting of a designated heritage asset which may alter but does not fundamentally compromise its *"special architectural or historic interest"*.

Therefore, if a negative (but not fundamental) impact is identified, the Council must determine whether the development is mitigated by its **balancing planning benefits**. This determination must be made having demonstrably applied the statutory presumption in favour of preservation of listed buildings established in **Section 66** to the development proposal when making its decision.

As **Section 72** of the Act requires the Council to pay: *"special attention....to the desirability of preserving or enhancing the character or appearance of that area"*, when a negative impact is identified, a balancing exercise is also required to be undertaken by the Council. The Courts have established that if a Proposed Development demonstrably conflicts with the fundamental objective in Section 72, *"there will be a strong presumption against the grant of planning permission"*. However, it is also established that this may be, *"overridden in favour of development which is desirable on the ground of some other public interest"*.

Fundamentally, the legislation requires decision-makers to apply proportionate weight to the desirability of preserving the significant fabric, architectural character and historic interest of designated heritage assets when determining planning proposals, balanced against identifiable public benefits. This requires appropriate analysis of the Site complex as a whole, and its physical and visual relationship to neighbouring designated heritage assets. The key Planning consideration is thus whether the Proposed Development would cause any demonstrable, unmitigated ‘harm’ or erosion of the values of the identified heritage assets.

The Council must, therefore, use its judgement (*based on relevant material evidence*) to understand and objectively define the impact on the affected designated heritage assets, noting that **change does not necessarily equate to ‘harm’**. Therefore, the *weight* to be applied by the Council must be **proportionate** to the status of the affected heritage asset and the nature of the proposed change.

This Heritage Statement aims to provide the evidence to appropriately balance consideration of the development options on the identified heritage assets. In accordance with the requirements of the 1990 Act.

3.3 National Planning Policy Framework (NPPF) (2018 - subsequently amended February 2019)

The policies in the NPPF constitute the Government’s view of what sustainable development means in practice. The definition requires development to give due weight to the appropriate conservation of heritage assets in order to be defined as sustainable development (**paragraph 8**). This is because one of the key dimensions of sustainability is protecting and enhancing the historic environment (**paragraph 8c**). It is thus necessary to demonstrate that the proposals for the Site are demonstrably sustainable.

In accordance with the legislation, the NPPF’s core principles, which underpins decision-taking, requires that Planning decisions should contribute to conserving designated heritage assets in a manner ***proportionate to their significance***, so that they can be enjoyed for their contribution to the quality of life of this and future generations (**paragraph 184**). In this instance the ‘heritage assets’ are the Grade II Listed former Goulden Street police and fire station (the Site), the Ancoats Conservation Area, and neighbouring listed buildings within the defined area of study.

The NPPF also emphasises the need for new development to make a positive contribution to the historic environment’s local distinctiveness (**paragraphs 126 & 131**). Consequently, the proposals are required to complement the character and appearance of the conservation area.

The following NPPF requirements derived from **paragraph 58** are relevant to the Proposed Development of the Site. Therefore, in accordance with national planning policy the Proposals should:

- a. function well and add to the overall quality of the area;
- b. establish a strong sense of place;
- c. respond to local character and history in an innovative manner to reflect the architectural character and identity of its surroundings;

- d. create a safe and accessible environment supporting community cohesion;
- e. be visually attractive, as a result of *good architecture and appropriate landscaping*.

The NPPF does not specifically define ‘good architecture’ but puts great weight on the delivery of contextual design (**paragraph 64**). This is defined as design which takes the opportunities available for improving the character, quality and function of an area.

Furthermore, the NPPF stresses that “*great weight*” should be given to the objective of conserving designated heritage assets (**paragraph 193**), emphasising the need to avoid harming their significance. Consequently, any identified harm impacting on the former Goulden Street police and fire station (ranging from demolition of original components to inappropriate development affecting the setting of a designated heritage asset), will require both “*clear and convincing justification*” and mitigation.

The NPPF establishes a clear **hierarchy of significance** for heritage assets (**paragraph 132**), which is reflected in the adopted local policy (see below) and Historic England’s guidance on measuring impact. Consequently, it is important that the relevant hierarchy of heritage assets surrounding the Site are understood, in order to apply proportionate consideration to the development proposals.

The ‘designated heritage asset’ status of the Ancoats Conservation Area requires that any potential ‘harm’ must be weighted and balanced against the potential advantages of the particular development. It is thus necessary to establish whether the potential benefits of the re-development of the Site outweigh any perceived harm, in the context of the statutory duties set out above.

As noted above the **NPPF Planning Practice Guide (2014)** emphasises that, in general terms, “*substantial harm is a high test, so it may not arise in many cases*”. This is because such harm is deemed to arise where development fundamentally compromises the special architectural and historic interest of the heritage asset. Thus, it is the *degree* of harm to the heritage asset’s significance rather than the scale of the development that is to be assessed.

The design-development has thus sought to ensure that the remaining Grade II Listed building fabric will be altered and adapted in accordance with its distinctive character and should result in an overall beneficial visual impact on its listed neighbours and the wider streetscape. Consequently, the heritage impact of the Proposed Development should be weighed against the heritage and public benefits of the development, in accordance with NPPF **paragraph 134**.

The cumulative impact of the Proposed Development should, thus be evaluated against the positive contribution of a sustainably re-imagined heritage asset, which continues and adds to local character and distinctiveness, in accordance with the requirements of NPPF **paragraphs 132 and 134**.

3.4 Manchester City Council Core Strategy, 2012

The relevant, local heritage planning policy maintains the same focus as the NPPF. The City Council's heritage policies focus on the fundamental importance of *"preserving or, where possible, enhancing the historic environment"*. The following policies from Manchester's Core Strategy are of importance to the heritage assets considered within this statement.

Policy CC9 (Design and Heritage) states that development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments. The policy also establishes that new development must support the range of uses the Council expects in the City Centre and contribute to a coherent and integrated physical environment.

Policy EN3 (Heritage) states that throughout the City, MCC will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods. New developments must be designed to support MCC in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance.

The Proposed Development of the former Goulden Street police and fire station positively, and creatively address the following policy objectives, as established in **Policy EN3**:

- the proposed alterations and new-build elements aim to complement the distinctive external aesthetic and remaining original features of the now ruined site.
- the Proposed Development is designed to support the Council's objective of preserving (and where possible, enhancing) the historic environment, including the architectural character, setting and accessibility of listed buildings and the character of the Ancoats Conservation Area.
- the proposed alterations will facilitate the sustainable rebuilding and reuse of the ruined Site, whilst remaining consistent with the significance of the heritage asset.

The Council's key regeneration objective is tempered by the need to ensure that: *"historic sites and areas of particular heritage value should be both safeguarded for the future and, where possible, enhanced for their own heritage merits and as part of wider heritage regeneration proposals"* (**paragraph 12.21, Policy EN3**). The policy thus evidently requires development proposals to be sensitive to the inherent values of the designated heritage asset, with any impact justified by clear, documentary evidence. This report aims to demonstrate how this requirement is met by the current Proposals.

3.5 Historic England's Good Practice Advice Notes

In 2015 Historic England released a series of 'Good Practice' and Advisory documents supporting the implementation of national policy and the related guidance in the PPG. The advice notes do not constitute a

statement of Government policy itself, nor do they seek to prescribe a single methodology or particular data sources.

Good Practice Advice Note 2 (GPA.2): “Managing Significance in Decision-Taking in the Historic Environment” was referenced to gain a full understanding of the relevant issues, alongside the NPPF and PPG. This essentially emphasises the need for decision making to be sensitive to the need for change, with the objective of conserving heritage asset by continued use.

Section 7 of GPA.2 emphasises the importance of properly assessing: *“the nature, extent and importance of the significance of a heritage asset and the contribution of its setting,”* in order to conceive a successful development. This will also assist the local planning authority make decisions in-line with the 1990 Act and the objectives of the development plan, as well as the policy requirements of the NPPF. Consequently, the guidance in GPA.2 emphasises the importance of understanding the:

- particular nature of the heritage asset’s significance (as the best means of conservation).
- extent of the Site’s significance (to better understand the adaptability of the heritage asset and the viability and prospects for sustainable conservation).
- the level of significance in terms of the hierarchy of heritage components (as this provides the essential guide to the application of Planning policies and is intrinsic to decision-taking, particularly where there may be conflict with other planning objectives).

The development proposals have also been developed in the context of the 2016, **Historic Environment Advice Note 2: “Making changes to historic assets”** (HEA.2). Historic England thus emphasise that the best way to conserve a historic building is to keep it in use (or to find it an appropriate new use if it has passed out of use) preferably that for which it was designed, or alternatively an appropriate new use which would secure its long-term conservation. The emphasis on securing continued use leads Historic England to conclude that:

“An unreasonable, inflexible approach will prevent action that could give a building new life; indeed it can eliminate that use. A reasonable and proportionate approach to owners’ needs is therefore essential”.

The emphasis of **HEA.2** is thus on ensuring that the key objective of sustainable use is not compromised by unnecessary focus on the minutia of change, where the building’s overall significance is unaffected.

Reference has also been made in the methodology of this report to the 2017 **“Good Practice Advice in Planning Note 3. “The Setting of Heritage Assets” (GPA.3)**. **GPA.3** acknowledges the primacy of the NPPF and PPG and does not constitute a statement of Government policy itself, nor does it seek to prescribe a single assessment methodology.

However, **GPA.3** emphasises the following fundamental Planning issues which have informed the design-development and this Heritage Statement.

- a) Data gathering, and analysis of visual impact should be *proportional* to the status of the Site, and the needs of decision taking.

- b) The concept of ‘*setting*’ is not itself a heritage asset, nor a heritage designation. Its importance entirely lies in what it contributes to the significance of the identified heritage asset (or to the ability to appreciate that significance).
- c) By definition, all heritage assets have significance. However, their sensitivity to change and the contribution made by setting varies in proportion to the significance, nature and status of the identified heritage asset.
- d) An individual heritage asset’s setting may be enhanced by development, although it is acknowledged that not all settings have the same capacity to accommodate change without harm to the significance of the heritage asset (or the ability to appreciate it).
- e) Conserving or enhancing heritage assets by taking their settings into account need not prevent change; indeed, change may be positive, for instance where the setting has been compromised by poor development.

Therefore, the advice and methodology suggested in Historic England’s guidance for the analysis of significance and development impact, has been used in particular as the basis for the consideration of ‘setting’ and the Visual Impact of the development in this report.

Other key Historic England guidance documents referred to in the development of this re-development proposal, to ensure compatibility, include the following:

- *Conservation Principles Policies and Guidance* (2017),
- *Understanding Place: Conservation Area Designation, Appraisal and Management* (2011).

4 HISTORICAL DEVELOPMENT

4.1 Introduction

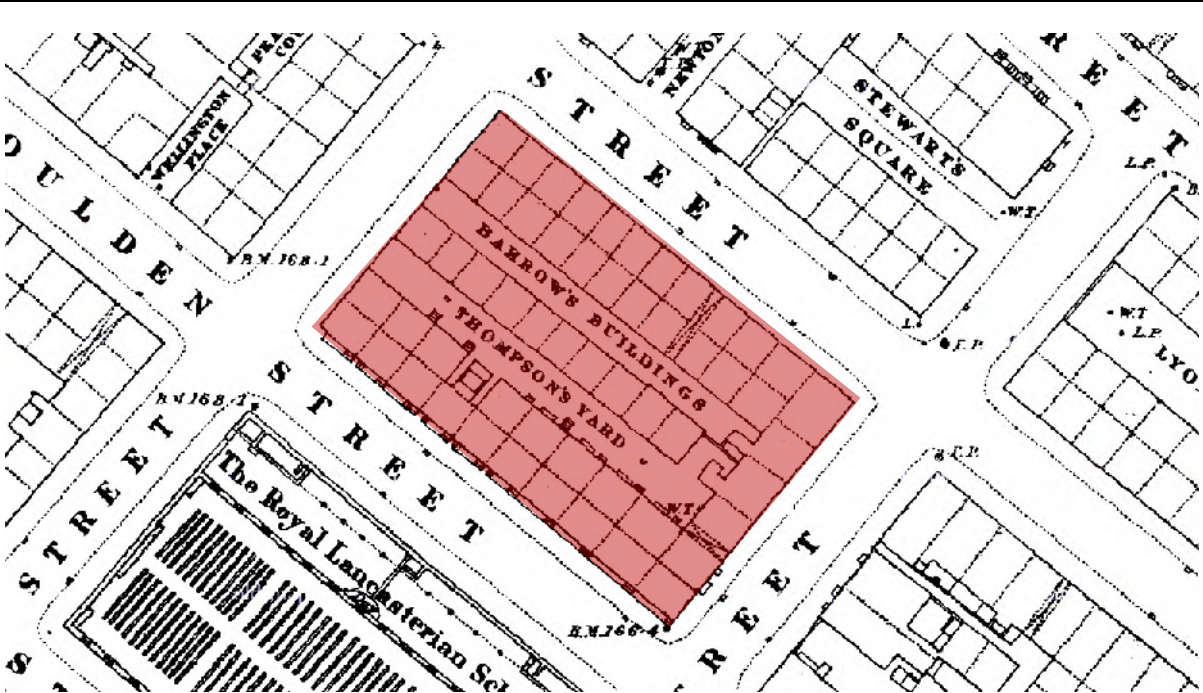
In order to understand the heritage significance of the Site, as a component of the surrounding historic environment, it is first necessary to understand its historical development and the impact it made on the development of this part of the city.

This section of the report analyses and interprets historic maps and primary and secondary information in order to provide a sound evidence base.

4.2 Map Regression

In order to understand how the Site and the area around it have developed in detail, historic maps are interrogated. Through discursive commentary the identification of salient features and useful contextual and interpretative information can then be analysed which will inform the assessment of any features or assets that remain today.

Table 1: Map Regression



1850 OS – The 1850 Ordnance Survey map shows the original planform and use of the Site, which from the early-19th century had been used for a number of worker's back-to-back dwellings, with the inner dwellings opening out onto Barrow's Buildings and Thompson's Yard.

Table 1: Map Regression

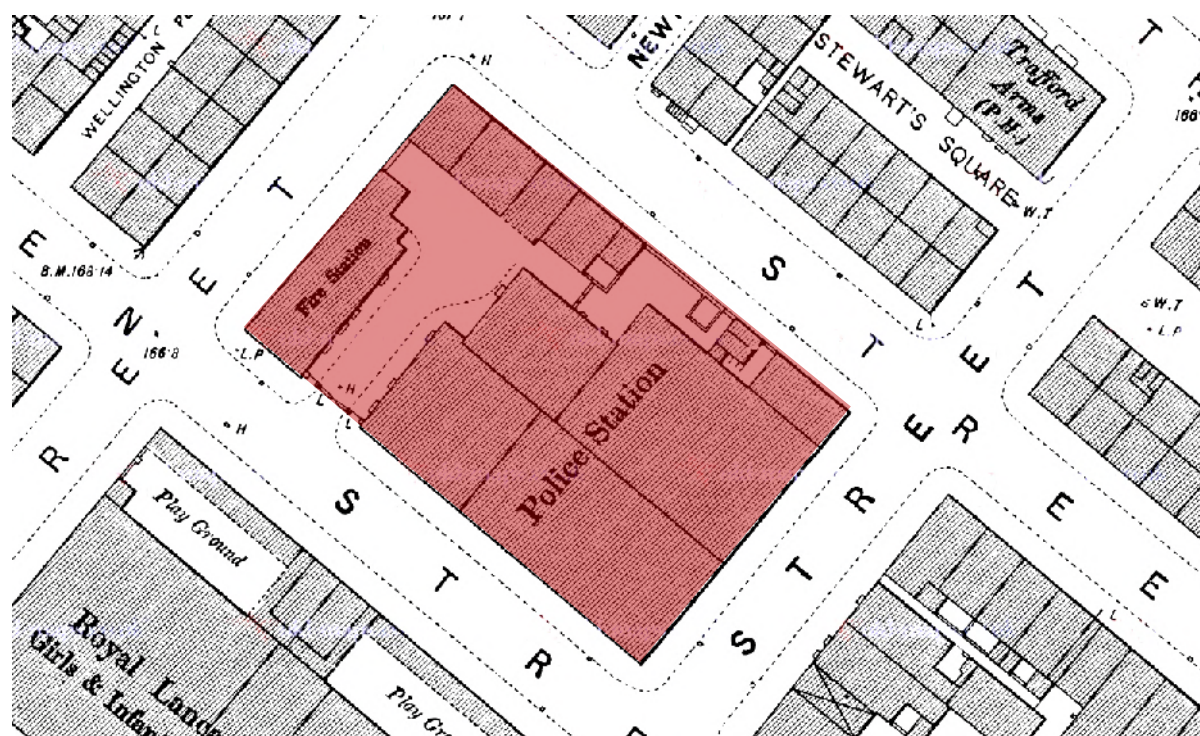


1876 Map Showing the Registration Sub-Districts and Census Enumeration Districts of the City of Manchester– By 1876 the Site can be seen to have been redeveloped with the demolition of all buildings within the Site and the construction of the new police and fire station.

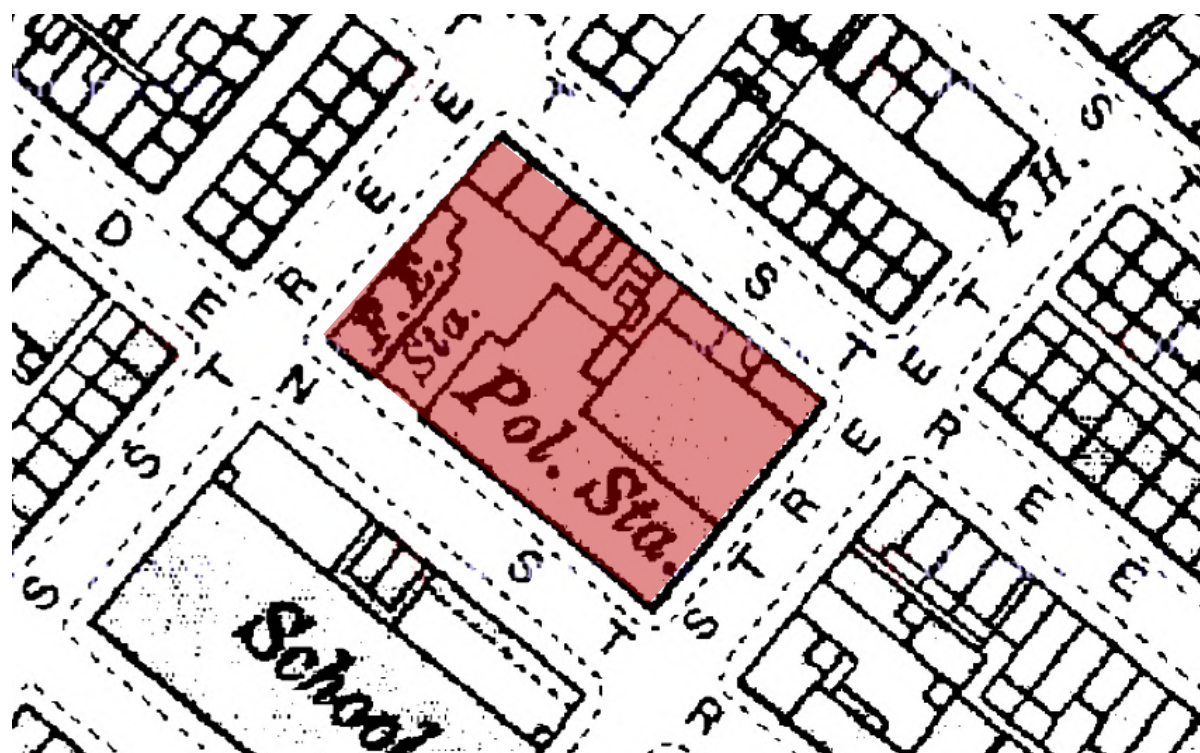


1880 Report on the Health of the City of Manchester – This plan uses red to denotes churches, schools, mills etc, and brown to denotes buildings built before 1830. Yellow denotes buildings built between 1830 and 1880. The plan shows the Site to be used for public service.

Table 1: Map Regression



1891 OS – This detailed map shows the exact layout of the different departments of the Site. To the left is the main entrance gates from Goulden Street, which is flanked to its left by the fire station (with accommodation above), and to the right by the police station (with accommodation above). To the right of the Site is the cells and ambulance station.

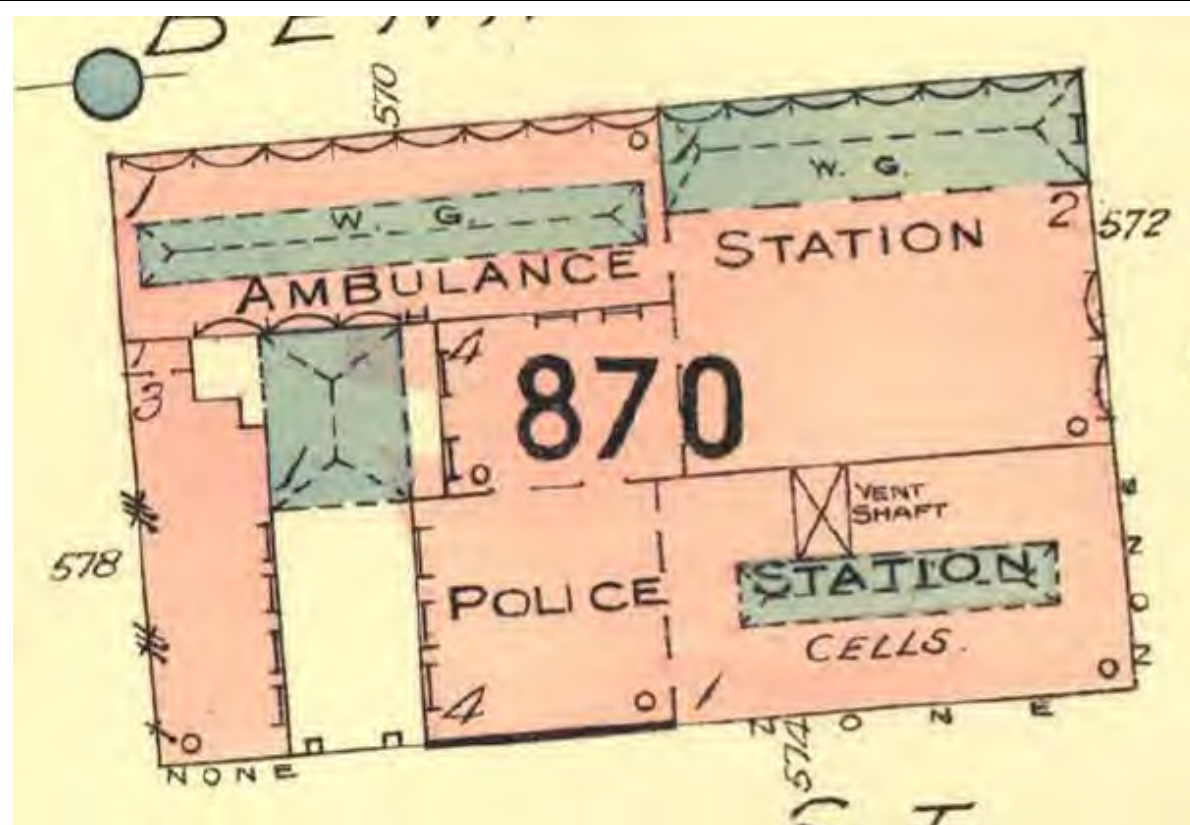


1908 OS – By 1908 the Site appears to have not altered.

Table 1: Map Regression



1922 OS – By 1922 the Site appears to have not altered. Cross Street has been renamed Cross Keys Stret by this date.

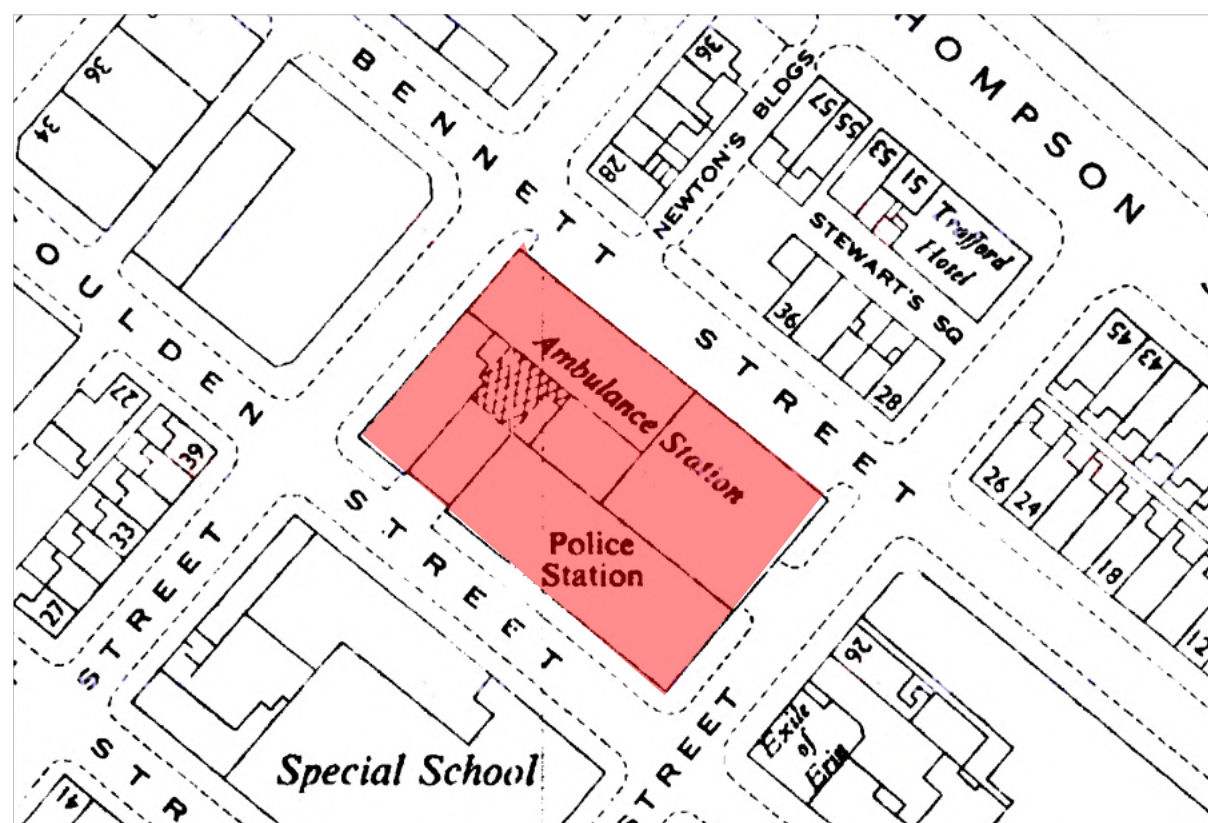


1929 Goads Fire Insurance Plan – This 1929 plan shows the Site following the alterations undertaken in the earlier 1920s which extended and modernised the original ambulance station. This plan shows that by this date the fire station operation had left the site, and was now housed in the large new London Road Fire Station.

Table 1: Map Regression

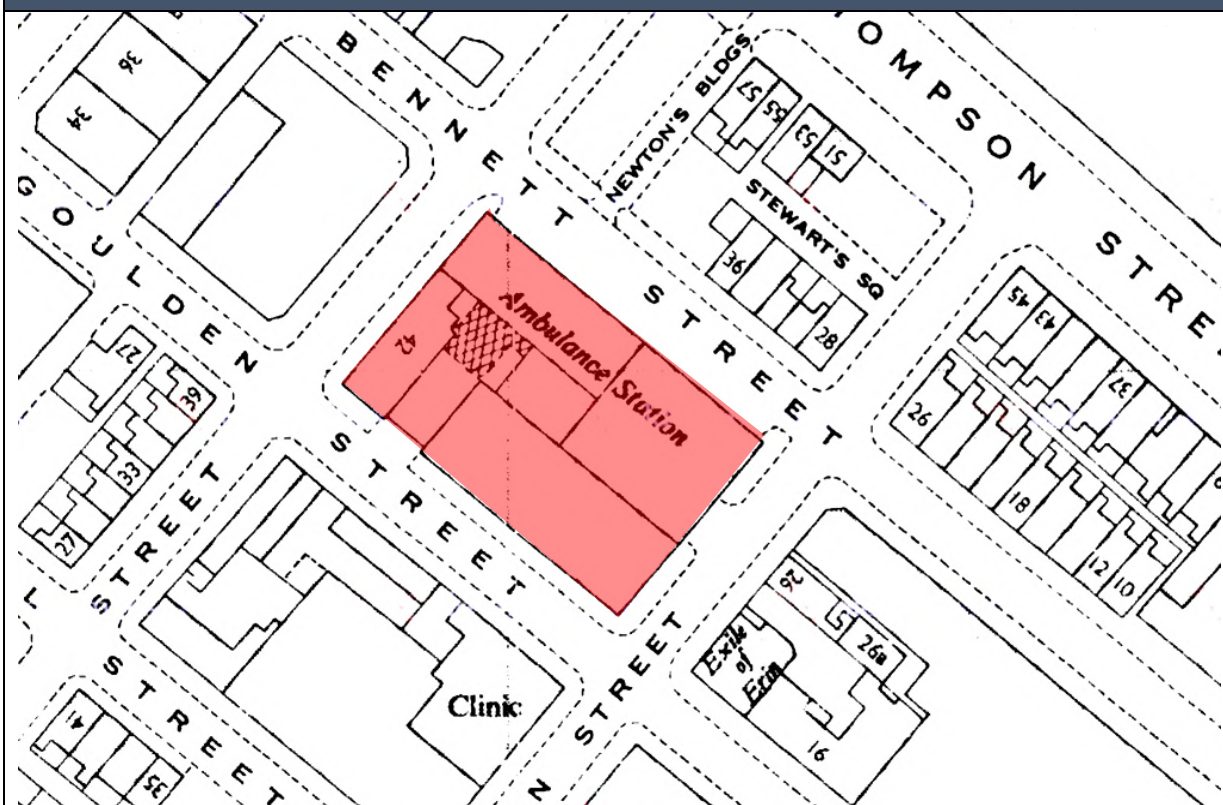


1932 OS – By the 1930s the Site appears to have not altered.



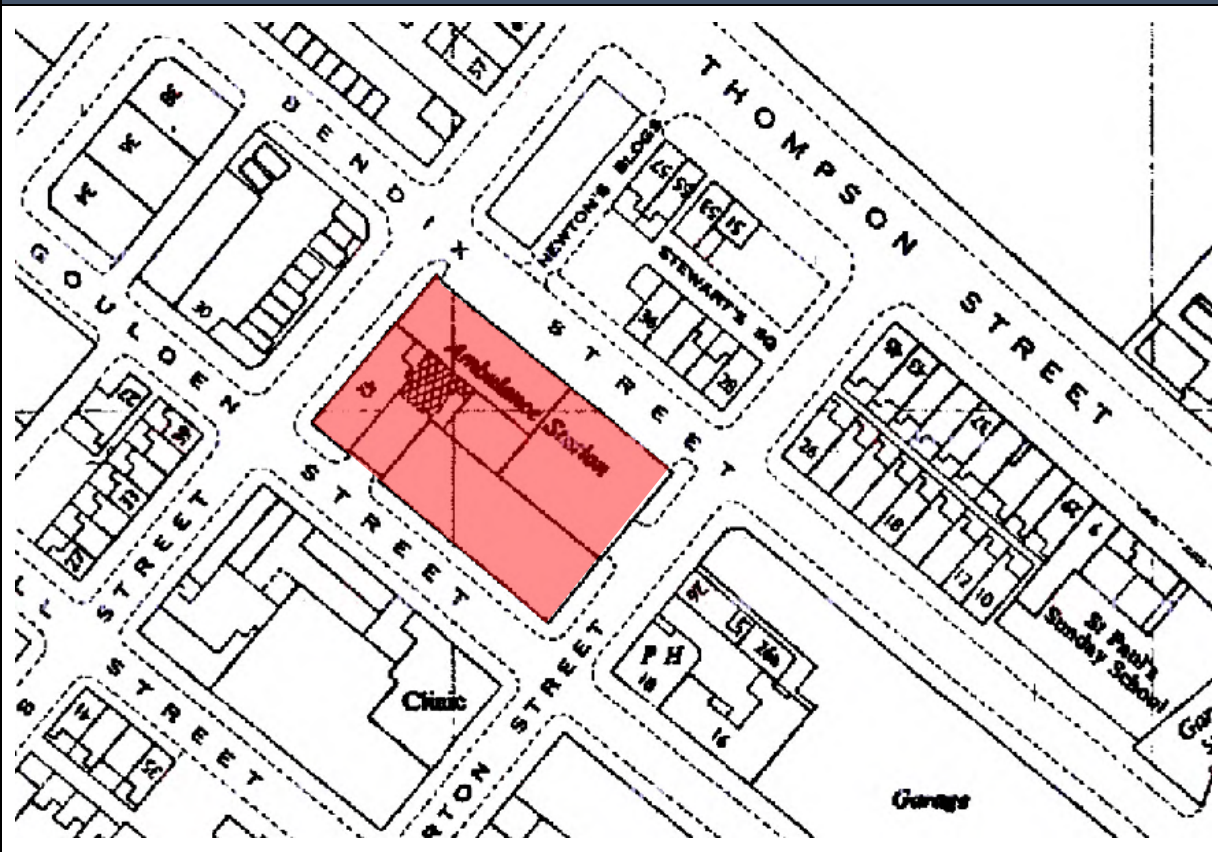
1948-9 OS - By the late 1940s the Site appears to have not altered.

Table 1: Map Regression

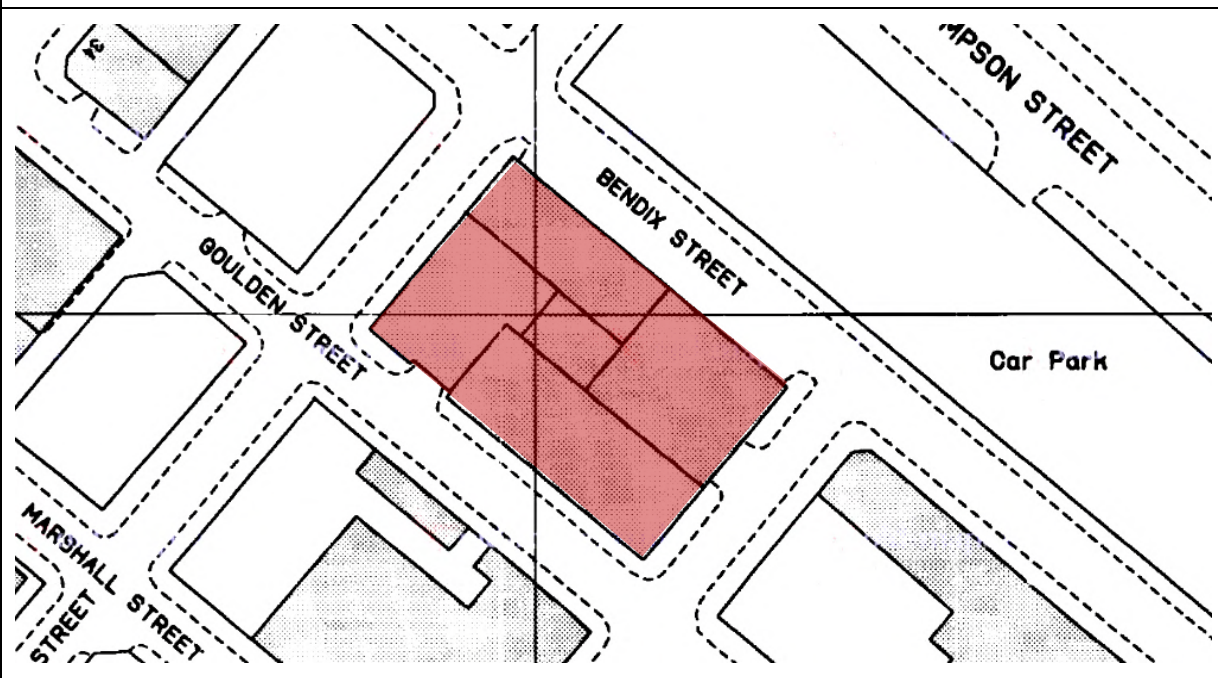


1952-3 OS - By the 1950s the Site appears to have not altered. This map does show, however, that internal alterations and the use of the site had changed with the adaption of the former fire fighters and police officer's accommodation having been converted by the council into flats for destitute families. This can be seen with the inclusion of the number '42' on the north elevation on Cross Keys Street, which denotes the new entrance into the flats installed in 1952.

Table 1: Map Regression



1969 OS - By the late 1960s the Site appears to have not altered.



1970 OS – The 1970 map does not provide a detailed view of the Site; however, it appears that by this date the use of flats within the site had ended, and that some internal demolition/extension of the former fire station into the yard had taken place.

4.3 Development of the Site

Following a meeting to held on the 11th June 1869 to discuss a suitable site for new Fire & Police Station for the B Division, which at that time were using an unsuitable site close by on Swan Street, the Site was purchased by the Lock-Up Sub Committee (LUSC) of the council on the 9th February 1870 for £3,000. The tender for the new building was sent out to nine prominent architects.



Figure 4 – Plan of the Site dating to the 1860s, showing the residential block is identified for “improvement”.

In reply to Mr. Walker, Mr. BENNETT stated that the contract for the new police station and lockups in Goulden-street, Ancoats, was let at the last meeting of the Watch Committee but one. The committee sent to nine of the most eminent builders for tenders, and they received estimates from six. The largest amounted to £11,296, and the lowest was that of Messrs. Robert Niell and Sons for £10,275, which the committee accordingly accepted.

Figure 5 – An article in the Manchester Evening News, dated 1st June 1870, that tenders had been sent out for the construction of a new police station on the Site, with Messrs. Robert Niell and Sons winning the contract for £10,275.

Out of the six quotes received the committee chose Messrs. Robert Niell and Sons, who had provided the cheapest quote of £10,275. Original requirements of the new building included: 20 police cells, a spacious hall or parade room, a charge office, a reserve room, one store room for police clothing and one for miscellaneous property. F Brigade required 6 married men’s quarters and stabling 7 horses, with a shed for engine and hand pump.

An article in the Manchester Guardian, dated the 7th June 1870, records the contract for the new building and describe the proposed uses, provisions and design of the intended new building. Although Messrs Niell and Sons are recorded in contemporary newspaper articles as winning the contract for the new fire and police

station, they did not actually design the buildings; instead they were the main contractors for the work with the City Surveyor, Mr James Henry Lynde appearing to have designed the building, as can be seen in the following article (underlined):

"The New Fire and Police Station in Ancoats – The B Division fire and police station in Goulden Street, Ancoats, the contract for which has been taken by Messrs. R. Neill and Sons, will be the largest and most compact building of the kind that has been erected in Manchester. Provision has been made for 10 prisoners' cells, residences for police officer's and firemen, and ample accommodation for the police and fire departments of the B Division. Mr Lynde, the city surveyor, by whom the plans have been prepared, has adopted all that is valuable in the present stations, adding many improvements which will make the building answer admirably the purpose for which it is intended.

For the purpose of security, it has been thought advisable that not a single window should face the main street. The light will, therefore, be obtained from the roof. The cells will be ventilated by a shaft 90ft high, and warmed by heating apparatus underneath. A parade-room, measuring 60ft by 39ft, a charge office, superintendents, and sergeants' rooms, a room for stolen property and residences for two policemen exhaust all the requirements of the police department.

The fire department, on the Cross Street side, will consist of an inquiry office, engine house for the accommodation of two engines, stables, hose-drying rooms, baths and residences for six firemen, each house consisting of two bedrooms, a living room and scullery. The building, which will be in one block, will cover a space of 146ft by 90ft and the four sides will face Goulden Street, Bennett Street, Cross Street and Chatterton Street. The contract was let for £10,275".

The following table chronologically charts key events and dates of the initial phases of the new building:

Table 2: Key Events	
Date	Event
24th Sept 1868	The Lock-Up Sub Committee (LUSC) formed part of the larger Watch Committee (WC) of Manchester Council. The committees dealt with station issues. Lock-Up Sub Committee meeting held on the 11th June 1869 for suitable site for new Fire & Police Station for B Division instead of their existing Swan St site. They found that the 1530sq yds that forms the Site was suitable. The site was then owned by the Hulme Charities Trustees on a 99yr lease with 48ys left to run, resulting in an Act of Parliament being required to buy a 999yr lease at £90 per year rent.
9th Feb 1870	The new site, then referred to as 'Bennett St', was purchased at a cost of £3,000.
19 th March 1870	Tender for the new buildings on the Site approved for £10,275 from Messrs. Robert Neill & Sons.
14 th May 1872	The new police and fire station officially open, with the first prisoner having been booked in the day before for being drunk and fighting.
16th May 1872	Police minutes state "Goulden St station now ready for occupation and offices removed from Livesey 13th next and to sell Livesey St. Site required for suitable auxiliary station in

	<i>Shudehill/ Oldham St area for A div which has used Swan Street".</i> Charles William Godby was the Superintendent of the police station when it opened in 1872, and is again recorded as Superintendent in Slater's 1883 directory. James Boardman is registered as the Superintendent of the new fire station in Slater's Directory 1877-8.
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4.4 The Architects

The Goulden Street Police and Fire Station was designed by Mr James Gascoigne Lynde, City Surveyor for Manchester. Between 1857 and the 1890s/1900s both James Gascoigne Lynde and his son James Henry Lynde were City Surveyors for Manchester.

During James Gascoigne's earlier work in Manchester he undertook the improvement of the River Medlock, the construction of the Smedley Viaduct, the Waterloo Bridge, the Irwell Street Bridge, and the Princes' Bridge (over the river Irwell). He also undertook the widening of Deansgate, the construction of the Corporation Gasworks at Bradford Road, and Alexandra Park, Southern Cemetery, and Philip's Park and Cemetery.

During the early 1870s James Gascoigne designed a small number of new police stations around Manchester and outlying districts, with some of the latter station designs during the latter 1870s being, at least in part, designed by his son James Henry. In December 1878 James Gascoigne retired in order to enter into partnership with his son, which he did until James Gascoigne died on the 15th March 1883.

The Goulden Street Police and Fire Station appears to be the first station designed by James Gascoigne Lynde in 1870. Here his design ethos for a fortified police station could be clearly seen, with external walls purposely windowless, creating tall, bleak structures hard onto the street. These buildings he later referred to as "citadel's" or fortresses, and were designed to protect the police from riots and mobs.

The "citadel", fortress appearance, simple Italianate detailing such as buff coloured quoins and heavy projecting cornices, coupled with a forbidding, often largely windowless external appearance, defined Lynde's station designs.

In 1877 a new police station was designed by James Gascoigne Lynde's son, James Henry Lynde on Willert Street, Collyhurst, Manchester. The building acted as an auxiliary station to the Goulden Road station, and although attributed to James Henry in contemporary newspaper accounts, due to the strong resemblance to earlier station designs his father James Gascoigne must have helped with the design of the building.

In 1879 James Gascoigne designed the Newton Street police station in Manchester. Again, the new building employed the same architectural treatments as the Goulden Street and Willert Street stations, although much simpler, possibly due to its inner-city location.



Figure 6 – The Willert Street, Collyhurst, designed in 1877. Notice the same door, quoin detail, tower and now windows



Figure 7 – The Newton Street Police Station, Manchester, designed in 1879, seen here in 1898 showing its original fortified “Citadel” design before it was altered to its present design. Notice the typical use of quoin detail, tall ventilation tower and the use of no windows. The heavy stone cornice and double stone sill courses are also characteristic of Lynde.

An article in the Manchester Guardian, dated the 8th October 1898 included a letter from a local architect expressing outrage about the closing of the Newton Street Police Station in that year.

“This building was designed and erected under the late City Surveyor, Mr Lynde, in about 1875, and is without compromise, the best planned and best built police station in England. The main block, which Mr Lynde called the citadel, is designed on the only true principle for a police station – namely, no openings except the door towards the street so that in case of a riot it could be held by a few police officers against a mob”

The letter gives an insight into Lynde’s design ethos for his police stations, using the term “Citadel”, meaning fortress, to describe his fortified, window-less designed buildings, which became so distinctive in his designs.

4.5 Contractors

The contractors for the Goulden Street Police and Fire Station were Messrs Robert Neill & Sons, a firm who were prolific in Manchester during the mid-to-late 19th century, with Robert Neill becoming Mayor of Manchester in 1866/7.

The design for the Goulden Street Police and Fire Station has often been misattributed to Robert Neill & Sons due to their name being noted in all contemporary accounts. Other projects carried out by the company were being contractors for Cheetham Town Hall in 1854-5, Sub-contractors for the stone masonry and carpentry work for Alfred Waterhouse’s Manchester Assizes Court in 1854-5, contractors for Thomas Worthington’s Police Courts in 1869, Todmorden Town Hall in 1871 and Manchester Central Station in 1875. One of the firm’s latter projects was the construction of the large Great Northern Warehouse, Deansgate in the 1890s.

4.6 The Goulden Street Site



Figure 8 – A late 19th century photograph of the two principal elevations of the station site, showing the fire station to the left and police station to the right. Note the words “Fire Station” and “Police Station” carved below the pediment to the top of each building. Note the original second storey of the engine house and stable (outlined red in Figure’s 8 & 9), which was removed in 1916 to accommodate the extension of the ambulance station.

Following the completion of the new station on Goulden Street, the Manchester Guardian records the event in an article dated the 14th May 1872:

“The new B Division police and fire station, which is situated in Goulden Street, Rochdale Road, will be opened for public business today. The buildings cover an area of 1480 square yards.... The police offices, which face Goulden Street, are 150ft long by 80 broad. The portion occupied by the cells and the parade-room is only one storey high. The superintendent’s room, charge-room and sergeants’ room are likewise on the ground floor, but immediately over these the building rises to the height of four storeys. In the upper storeys accommodation is provided for six firemen and their families. There are two families in each storey, and each family has a day room, scullery, two bedrooms, bathroom and a washhouse containing boiler etc in the cellars below.

The parade-room measures 61ft by 39ft and is very lofty. It has a large door in Chadderton Street, and by shutting the usual entrance it can be wholly isolated from the other parts of the building. This arrangement has been adopted with the view of making the room useful on the occasion of either parliamentary or municipal elections, without interfering with the police business.

The number of cells in nineteen. They are conveniently accessible to the other offices, and the sanitary and ventilating appliances with which they are fitted are of the most approved kind. A ventilating shaft 90ft high and measuring 14ft by 8ft surmounts the buildings.

The fire station is at the angle formed by Goulden Street and Cross Street. The building measures 60ft by 20ft and is three storeys high. On the ground floor are the firemen's room and inquiry office, with bathroom and storeroom at the back. Two policemen and their families will live in the upper stories – one family in each. The accommodation is the same as that provided for the firemen in the other portion of the building, which has already been described.

The space behind the police and fire offices is occupied by a fire-engine shed, hose-drying room, stable and other outhouses...The plans were prepared by Mr J. G. Lynde, the city surveyor, and the contractors were Messrs. R. Neill and Sons. The old police station in Livesey Street was vacated yesterday"

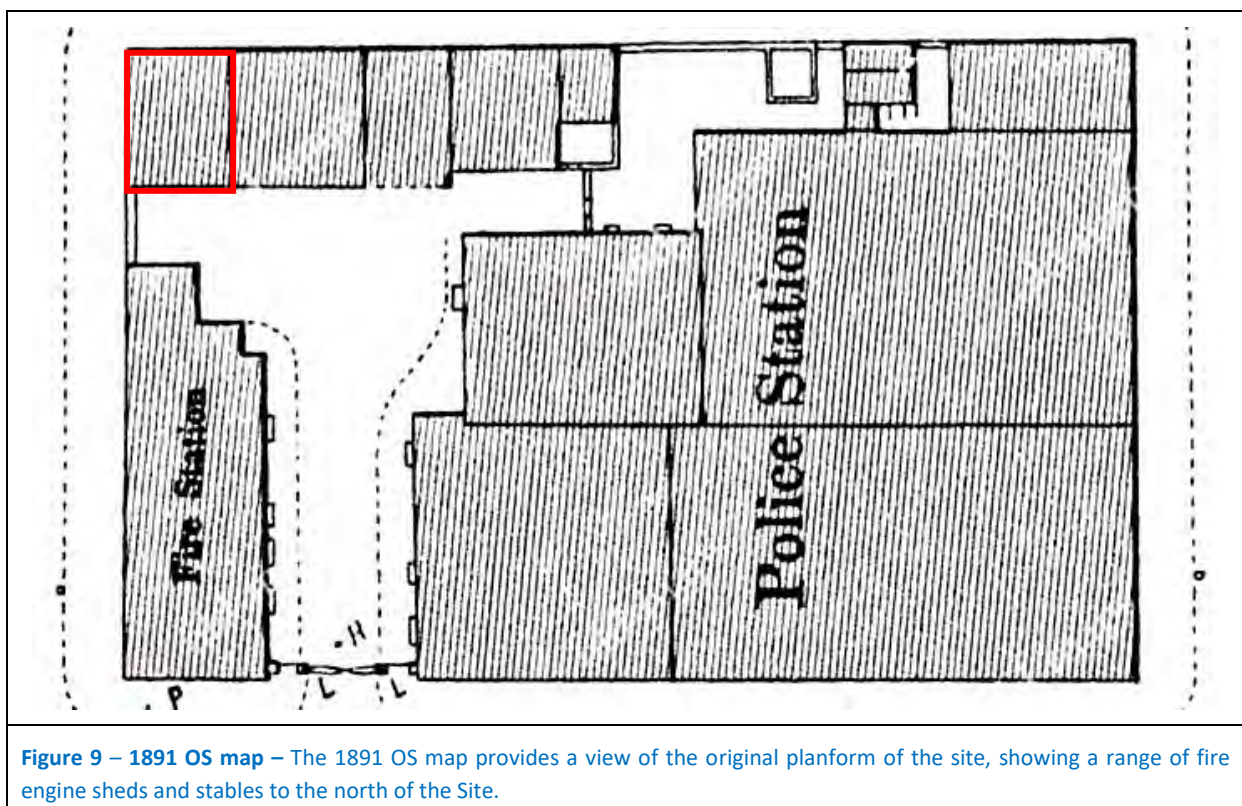


Figure 9 – 1891 OS map – The 1891 OS map provides a view of the original planform of the site, showing a range of fire engine sheds and stables to the north of the Site.

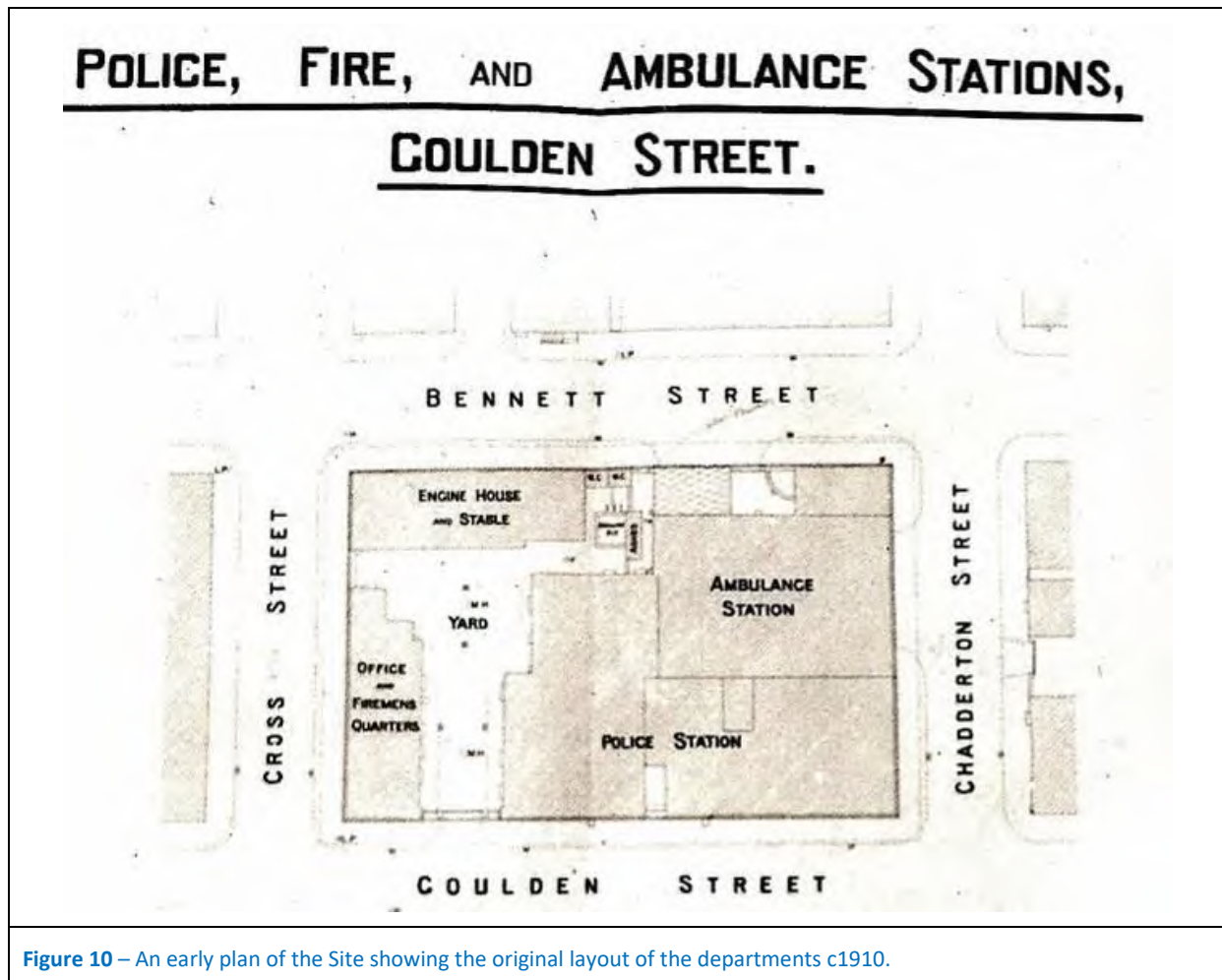


Figure 10 – An early plan of the Site showing the original layout of the departments c1910.

By the early 1900s the ambulance station part of the Site had been altered to accommodate horse-drawn ambulances. A letter written by the Chief Constable's Office at Manchester Town Hall, dated the 4th November 1901, explains the new operation of horse-ambulances that had recently been installed into the Goulden Street Site:

"Dear Sir,

I have pleasure in informing you that the Watch Committee have now established, in connection with the Police Department, a Service of Horse Ambulances for use in cases of accident in the streets or elsewhere, to remove the sufferer to the Royal Infirmary or other institution for treatment. The Ambulances, for the present, are stationed at Goulden Street Police Station, where suitable stabling and accommodation for the horses and ambulances have recently been provided by the Watch Committee....

Yours truly, Robert Peacock, Chief Constable"

An article featured in the 'London Ambulance Service, reports etc' of 1902, explains the new ambulance operation at the Site:

"Manchester – The whole of the ambulance arrangements are provided for by the police, and are under the supervision of the Watch Committee. Until a year ago there were no properly established horsed ambulance in the town. There is but one ambulance station, which is situated at Goulden Street, a busy centre of the city, and adjoins the Goulden Street police station. The ambulance station accommodates four ambulance wagons, six horses, five police constables and the inspector. The inspector and constables who act as drivers, live on the premises"

An article in the Manchester Guardian, dated the 30th October 1903, again goes towards explaining the new set up for ambulance operations in the station.

"In 1901 the Watch Committee established a service of horse ambulances for the speedy removal to the Infirmary and similar institutions of serious cases of accident and illness in the streets. Four ambulances were provided, and these were built on the latest and best principles and are stationed at the Goulden Street Ambulance Station".

An article in the Manchester Courier and Lancashire General Advertiser, dated the 13th March 1914, discusses the reasoning behind the set up of the ambulance station:

"it was about the year 1900 when the present Chief Constable (Mr. R. Peacock) installed three ambulances at Goulden Street fire station for use in dealing with street accidents. Before that date cabs and other rough-and-ready means of conveyance to hospital had been resorted to. At the outset the system consisted of three vehicles, under the control of one inspector and three constables.

The "fleet" of ambulances is now housed in three stations. Eight of them are at the principal station at Goulden Street, three at Moss Lane East, and two at Mill Street, Bradford...In Manchester the ambulance system is controlled by the police specially trained men being detailed for this work exclusively. They are quartered at various stations, and are all married men specially selected for good character".

In 1916 the ambulance station was redesigned and altered to house 8 motor-ambulances, which were accommodated within the reconstructed northern aspect of the Site. An article in the Architect and Contract Reporter in 1916 stated that proposals *"For additional ambulance accommodation at Goulden Street, for the Watch Committee"* had been submitted.

The enlarged ambulance station involved the demolition of the original stables and rooms for the horse-drawn fire engines, part of which of two-storeys. The works saw the entire western end of the north elevation, facing Bennett Street, being demolished and replaced with a continual row of 8 openings for motor-ambulances. The new openings and cast iron pillars, were designed to match the original three openings to the centre of this elevation, which were retained and added to as part of these alterations. The three matching openings to the eastern end of the Bennet Street elevation were inserted at a later date.

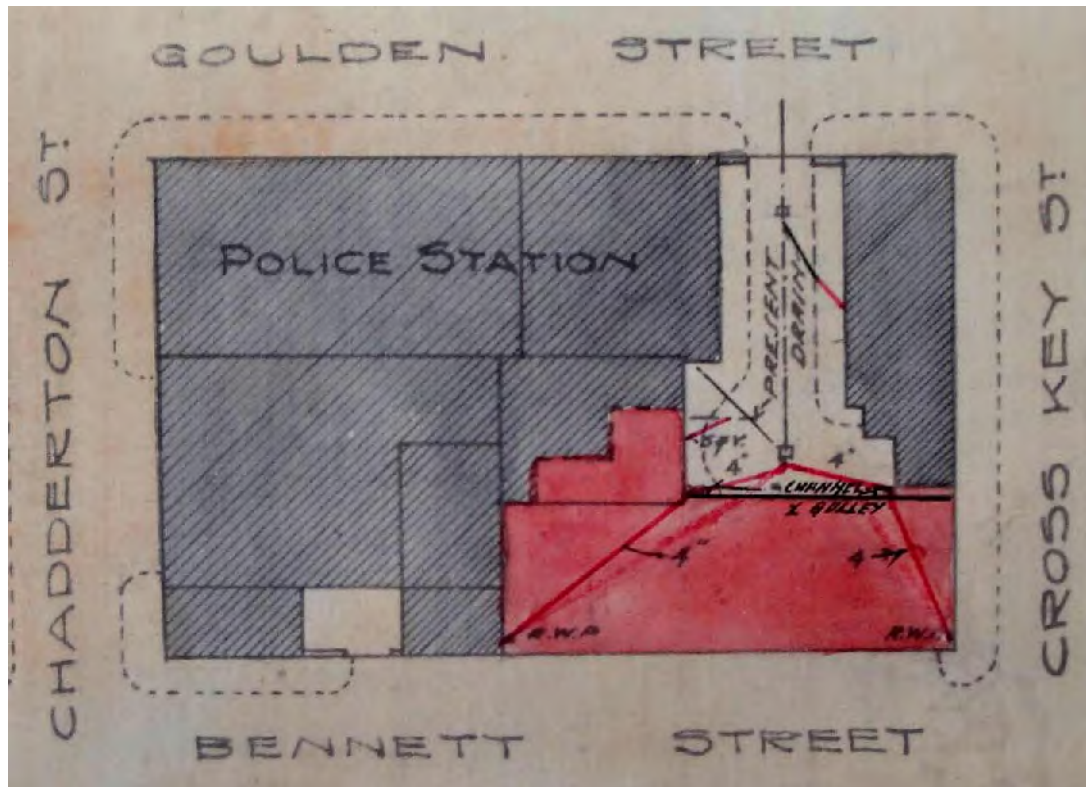


Figure 11 – This 1916 plan of the Site shows the intended alterations to the ambulance station, shaded red.

By 1917, the proceedings of the council stated that tenders for the “*fire brigade and appliances removed to provide accommodation for motor ambulances*”, suggesting that it was in 1917 that the fire station operation at the Site was abandoned in replacement for a larger motor-ambulance force. Historic mapping supports this.

Annual expenditure recorded by the Watch Committee in 1918 states that £6.873 was spent “*on former Fire Station at Goulden Street, transferred to Police Stations Account 31st March 1917*”, again supporting the date the fire department moved from the site in 1917.

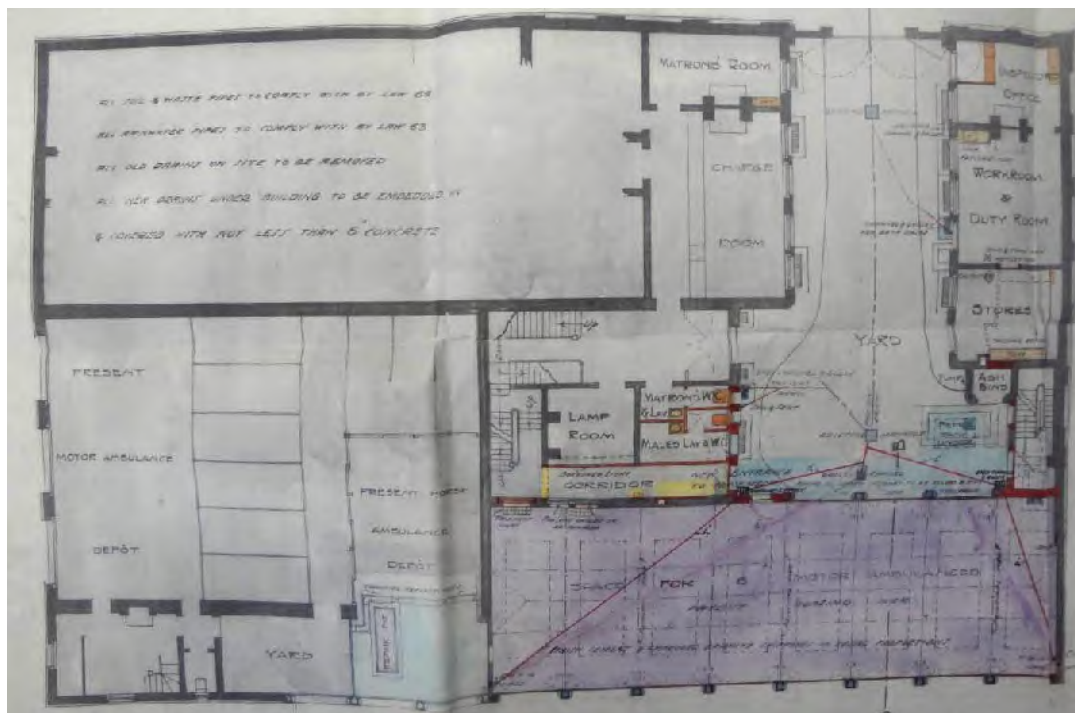


Figure 12 – 1916 plan showing the ground floor layout of the Site showing the location of the new ambulance station to the bottom facing Bennett Street (shaded purple), and location of the 1901 “Existing” motor-ambulance station to the left on Chadderton Street.

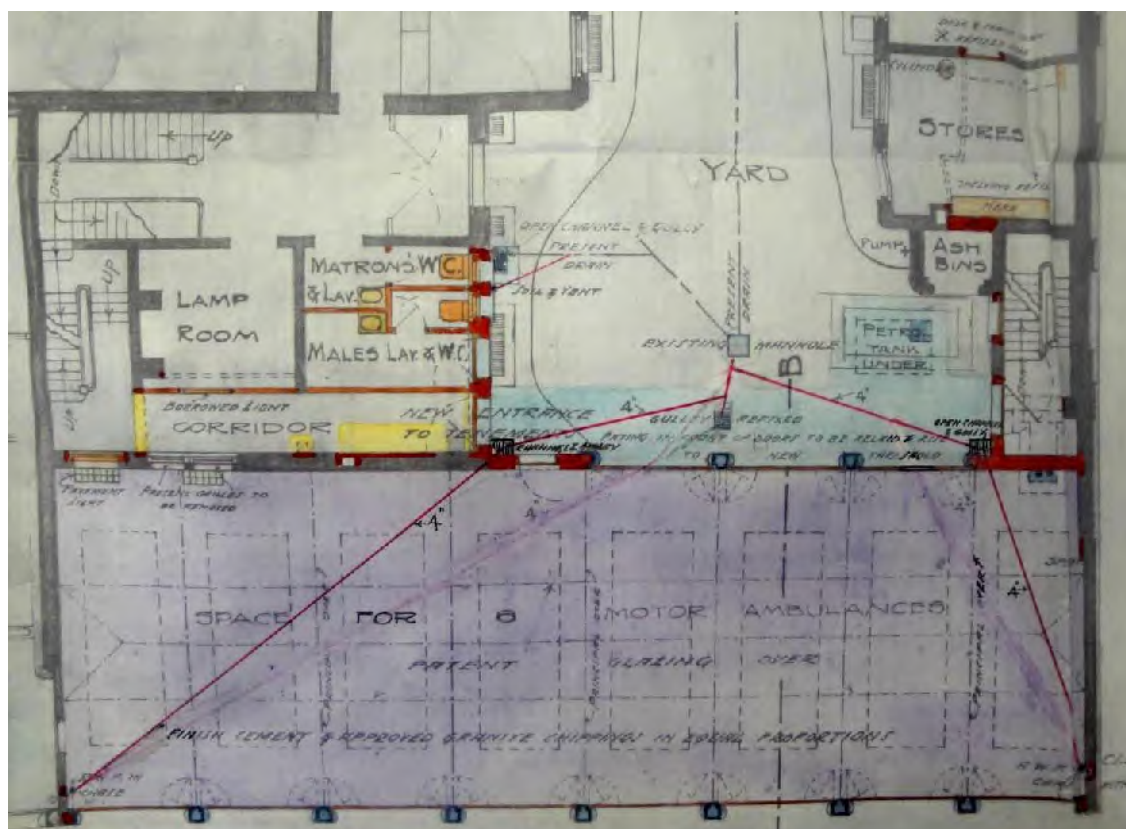


Figure 13 – The 1916 proposed new 8-bay ambulance station.

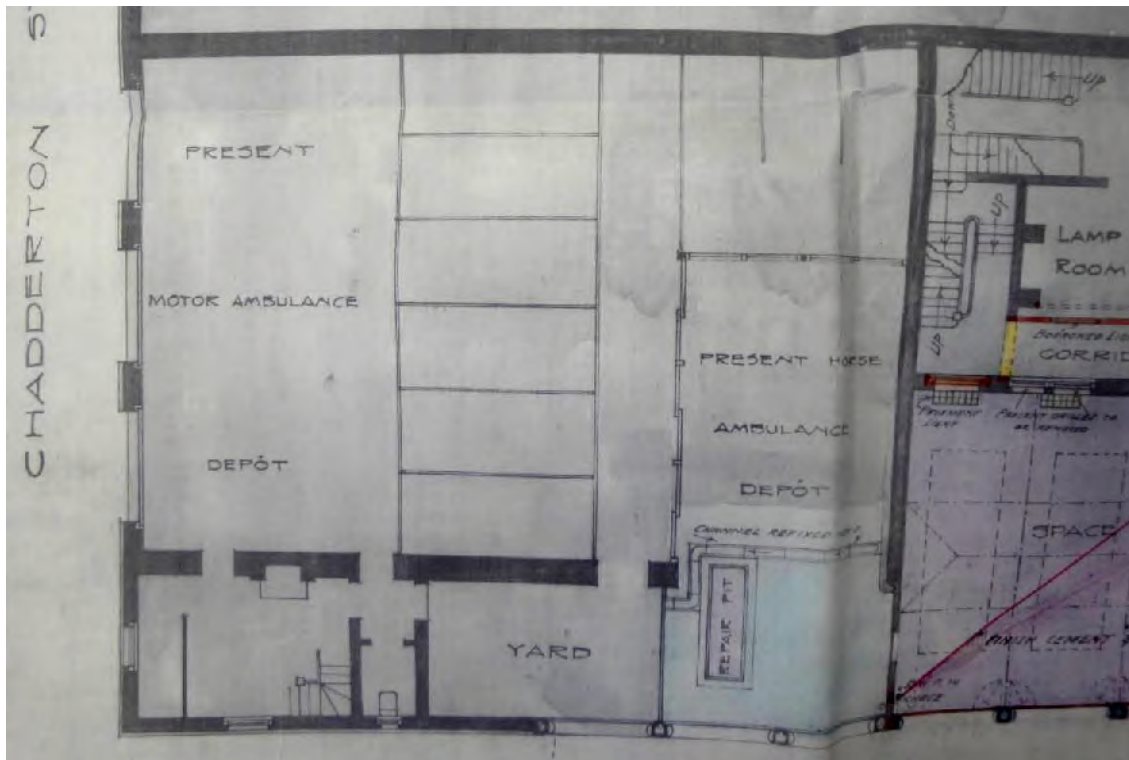


Figure 14 – The three-bay motor-ambulance station (on Chadderton Street) as depicted in the 1916 plans.

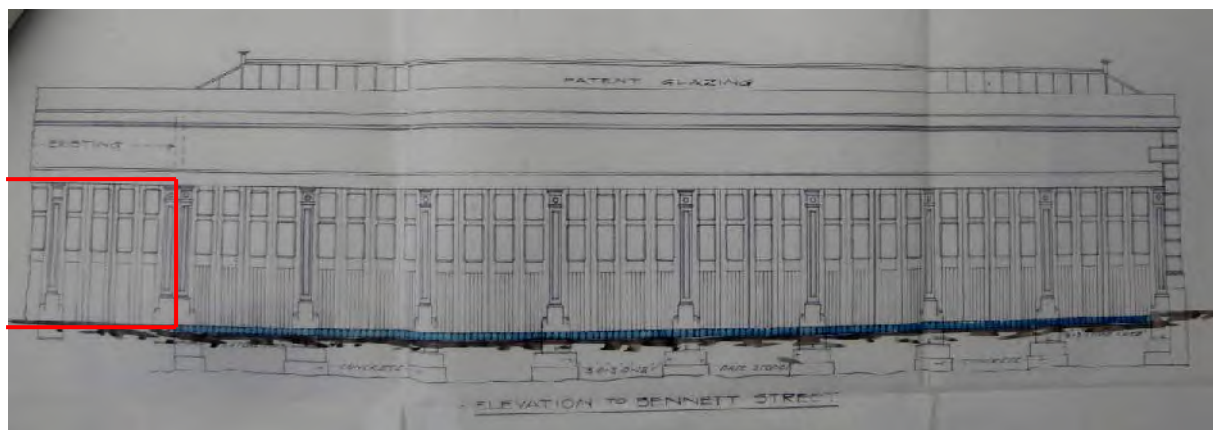


Figure 15 – The 1916 proposed elevation onto Bennett Street, showing the 8 new openings to the right of the 3 original openings (partly outlined red).

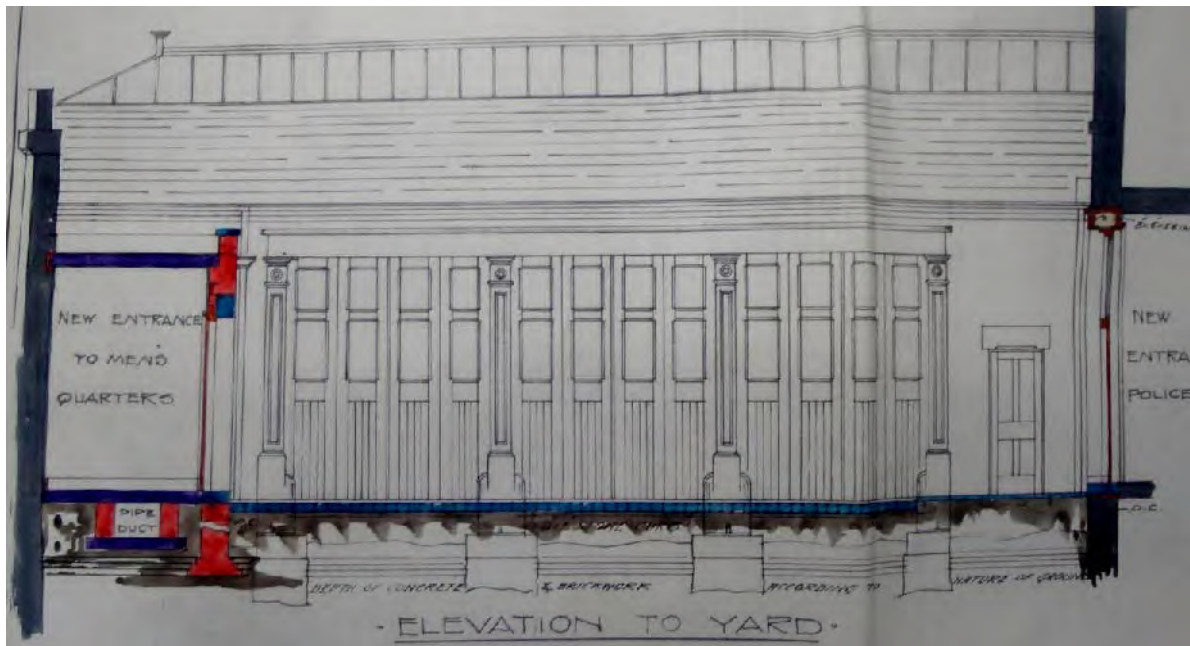


Figure 16 – 1916 drawing showing a view looking north across the central yard, looking at the rear (south) internal elevation of the new ambulance station. The three openings gave access into the yard (See Figure 18-19).

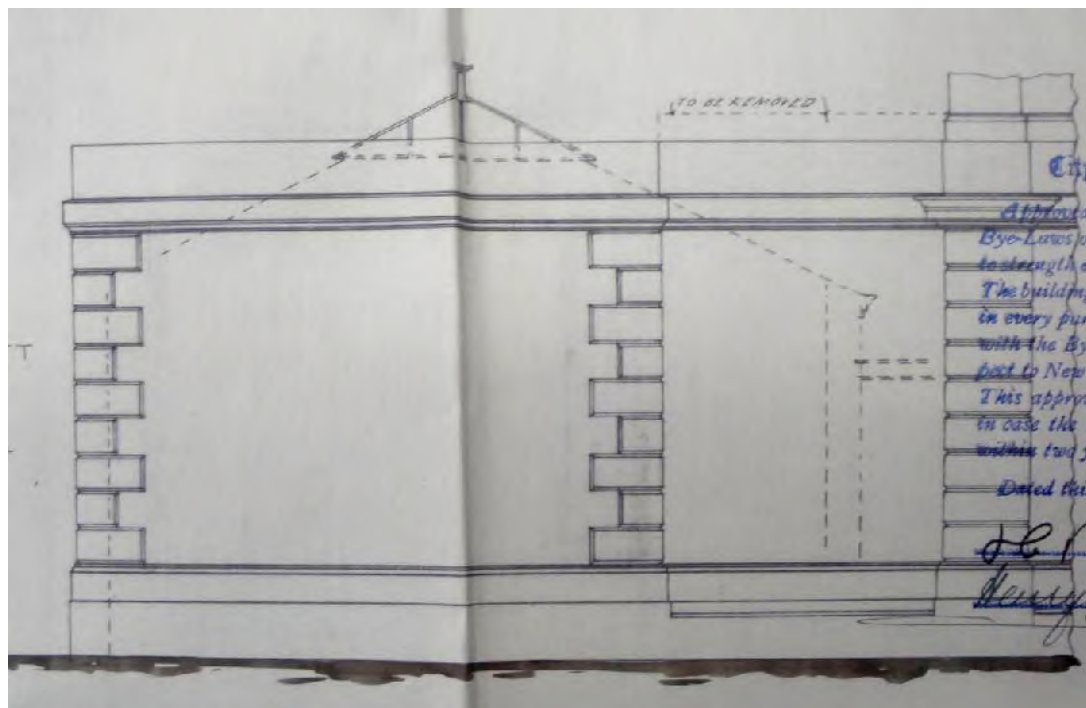


Figure 17 – 1916 drawing showing the north-west elevation on Cross Keys Street, and its junction with Bennett Street (left).

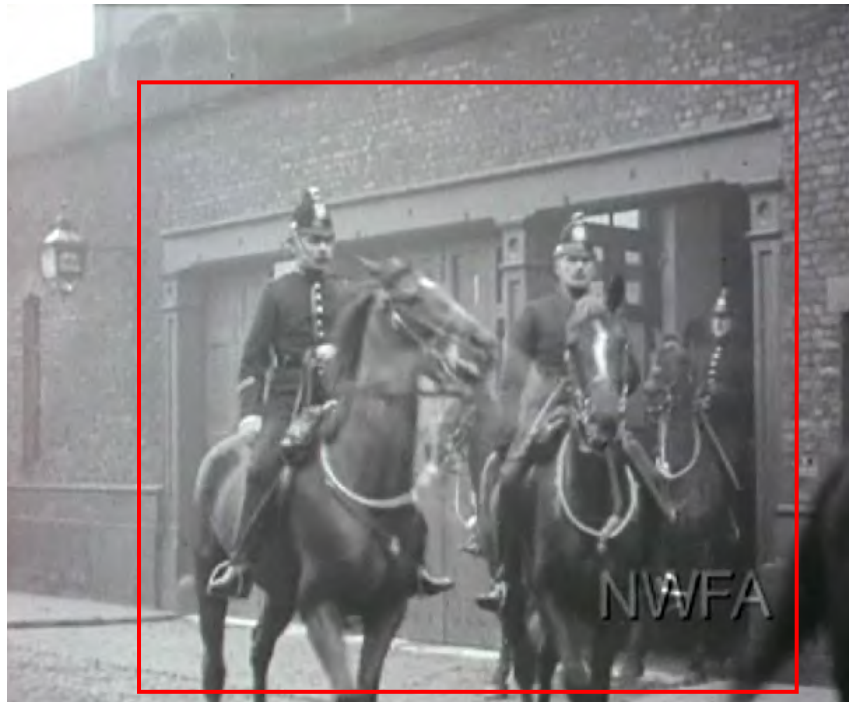


Figure 18 – North West Film Archive still from the 1914 film 'Our Friends The Police', showing the original three ambulance openings in the middle of the Bennett Street elevation before these were extended to the right in 1916, and to the left in 1926. (see Figure 16)



Figure 19 – c1914 - Looking north-west along Bennett Street from its junction with Chadderton Street, showing the original three openings for horse-ambulances. This elevation was changed to the present arrangement in 1916.

In 1926 the Bennet Street elevation was altered again with the continuation of its 1916 ambulance openings to extend across the entire façade for motor ambulances. The works saw the continuation openings from Chadderton Street to Cross Keys Street, with 8 new openings inserted to the northern end and three to the southern end. These new openings, as seen previously in 1916, were designed to match the originals.



Figure 20 – 1977 photograph of the Bennett Street elevation showing the original three openings (outlined), with the additional 8 openings inserted to the right in 1916, and 2 out of the 3 openings inserted to the left in 1926.



Figure 21 – The same view as seen today.



Figure 22 – Circa Early 1900s view showing the original horse-ambulance openings formed in the Chadderton Street elevation, inserted in c1901.



Figure 23 – The three c1901 Chadderton Street openings as seen in the early-1900s.



Figure 24 – The same view as seen today.



Figure 25 – A horse-ambulance outside the Chadderton Street openings in the early 1900s.



Figure 26 – Internal view of one of the three new fast-release gates of ambulance station facing Chadderton Street in 1902.



Figure 27 – A view of the door as seen today.



Figure 28 – The force as seen in 1924 seated within the central yard (covered-over at some time between 1922 and 1924). This photograph was taken looking north towards the rear (internal) elevation of the 1916 ambulance station alterations (See Figure 16).



Figure 29 – An aerial view looking north over the site in 1927, showing the heights and scale of the different buildings which made up the Site.



Figure 30 – Another aerial view from 1937, looking easterly across the site.

Table 3: Subsequent Alterations

Date	Event
10th May 1900	<i>Single men's quarters for the Fire Brigade to be created on the ground floor adjoining the duty room.</i>
July-September 1900	<i>Lock Up Committee received plans for alterations to Goulden St station, including works to parade room and ambulance station for three ambulances and horses stabled in rear with rapid exit and gates into Chadderton St – two of these three gateways survive today.</i> <i>Four prison vans and ten horses for exit onto Bennett St. Lamp room to be converted into harness room. Police horse stalls converted into toilets and manure pit for the Fire Brigade.</i> <i>Upper floor: convert for new parade room, with urinal and w.c, accommodation and large hay loft. Saddle room for the mounted police, and access to the new parade room by a new staircase from entrance corridor.</i>
18th October 1900	<i>Eight tenders for the works were received for between £2044 and £2410.</i>
20th Dec 1900	<i>Tenders for the new ambulance shed agreed at £1521 by James Byron.</i>
22nd Aug 1901	<i>Correspondence with the National Telephone Company for the installation of telephonic communication equipment at the ambulance station.</i>
19th Sept 1901	<i>Lock Up Committee: Use of the Ambulance Service. Horse ambulances to be stationed at Goulden St day and night to convey to the infirmary (then located in Piccadilly Gardens).</i>
June 1916	<i>Alterations to northern elevation (Bennett Street) to accommodate 8 motor ambulances.</i>
1926	<i>Alterations to northern elevation (Bennett Street) to accommodate 3 further motor ambulances.</i>

4.7 Later Changes

In 1952 the Site underwent substantial changes with the adaption of the former police and fire officers' accommodation to the first, second, third floor and part of the ground floor being converted into flats for evicted families by the Housing Committee of Manchester Council.

These works included the creation of a new entrance into the former work room of the fire station from Cross Keys Street in order to create a ground floor flat in this space. Elsewhere the original accommodation was simply adapted with some new openings, fire escapes and openings etc.

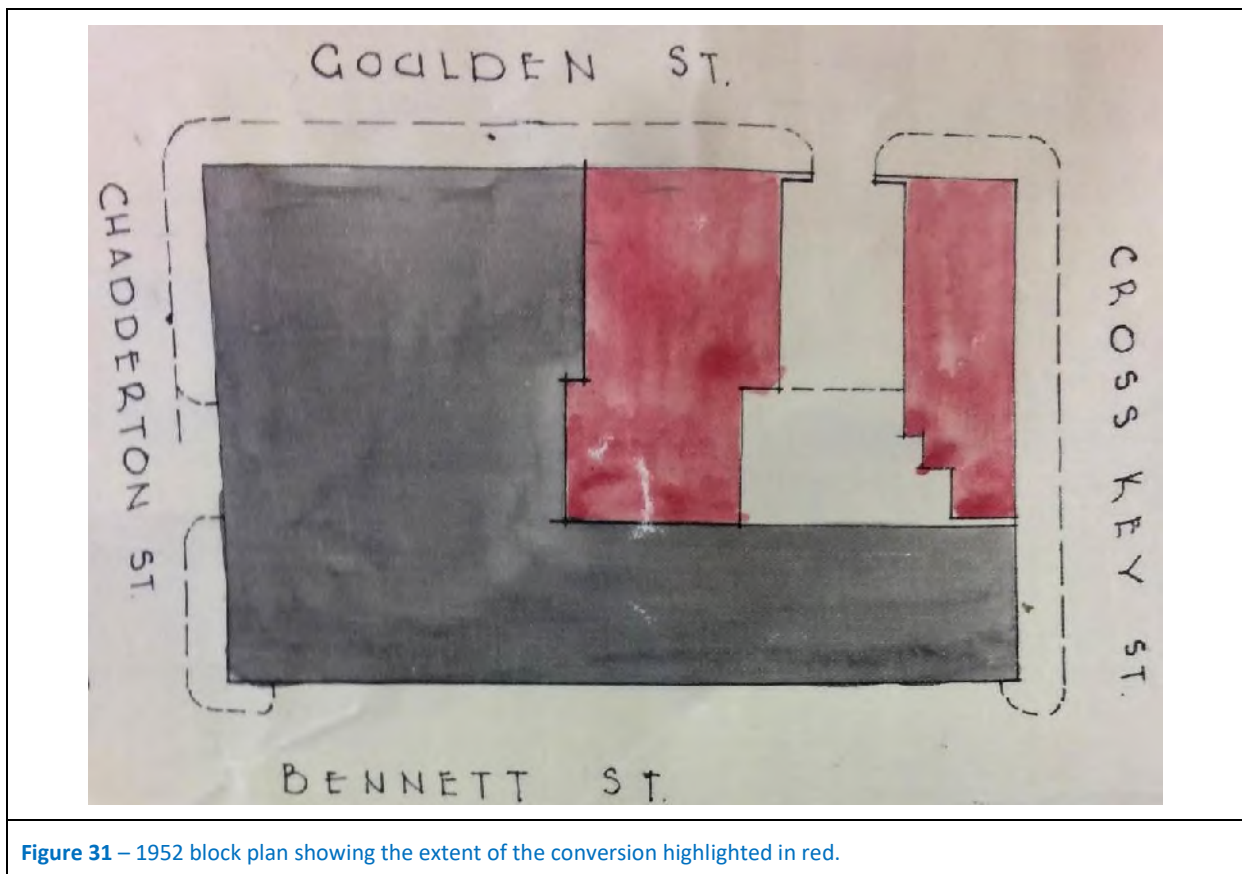


Figure 31 – 1952 block plan showing the extent of the conversion highlighted in red.



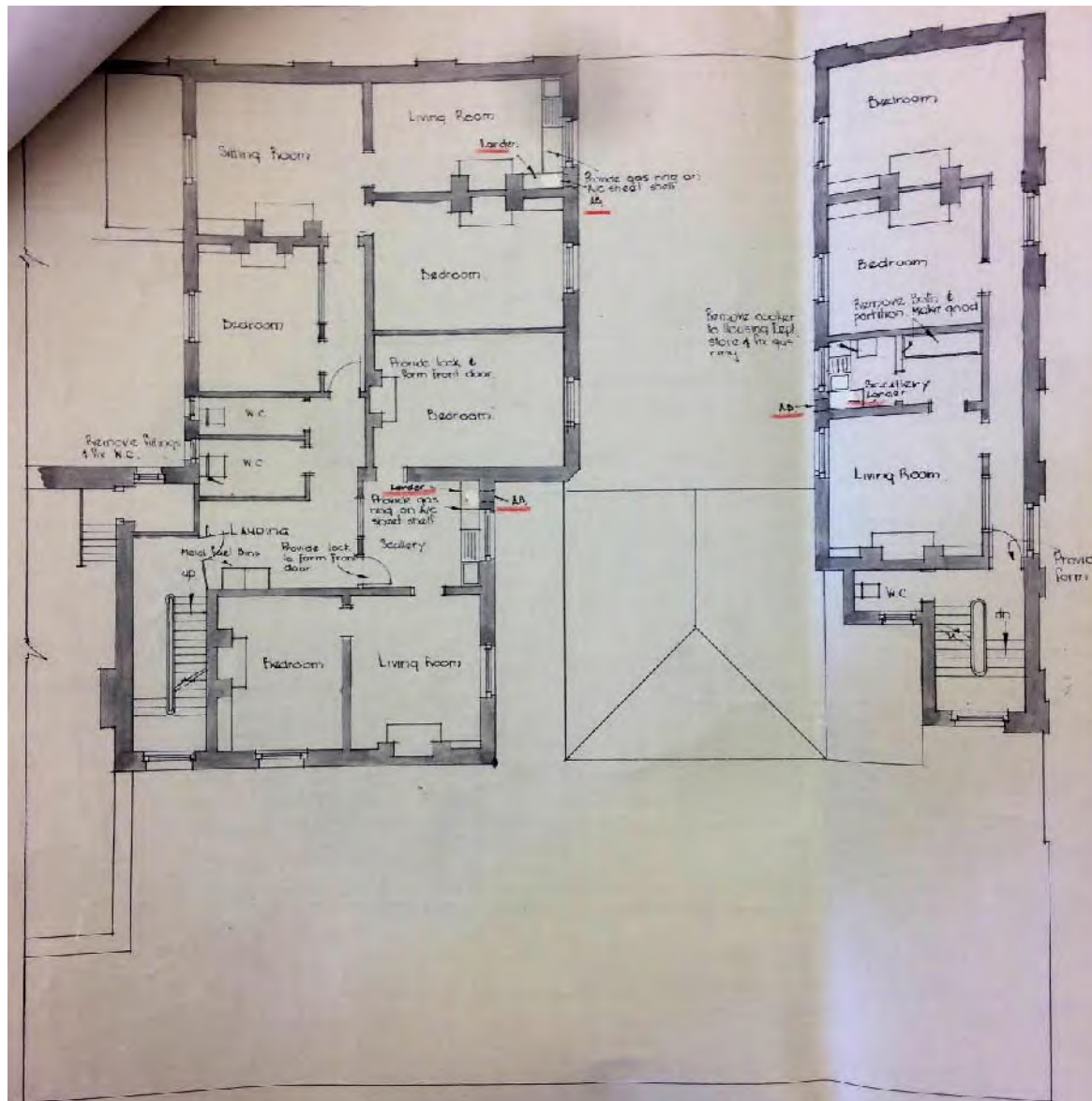
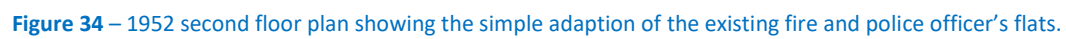


Figure 33 – 1952 first floor plan showing the simple adaption of the existing fire and police officer's flats into three flats.



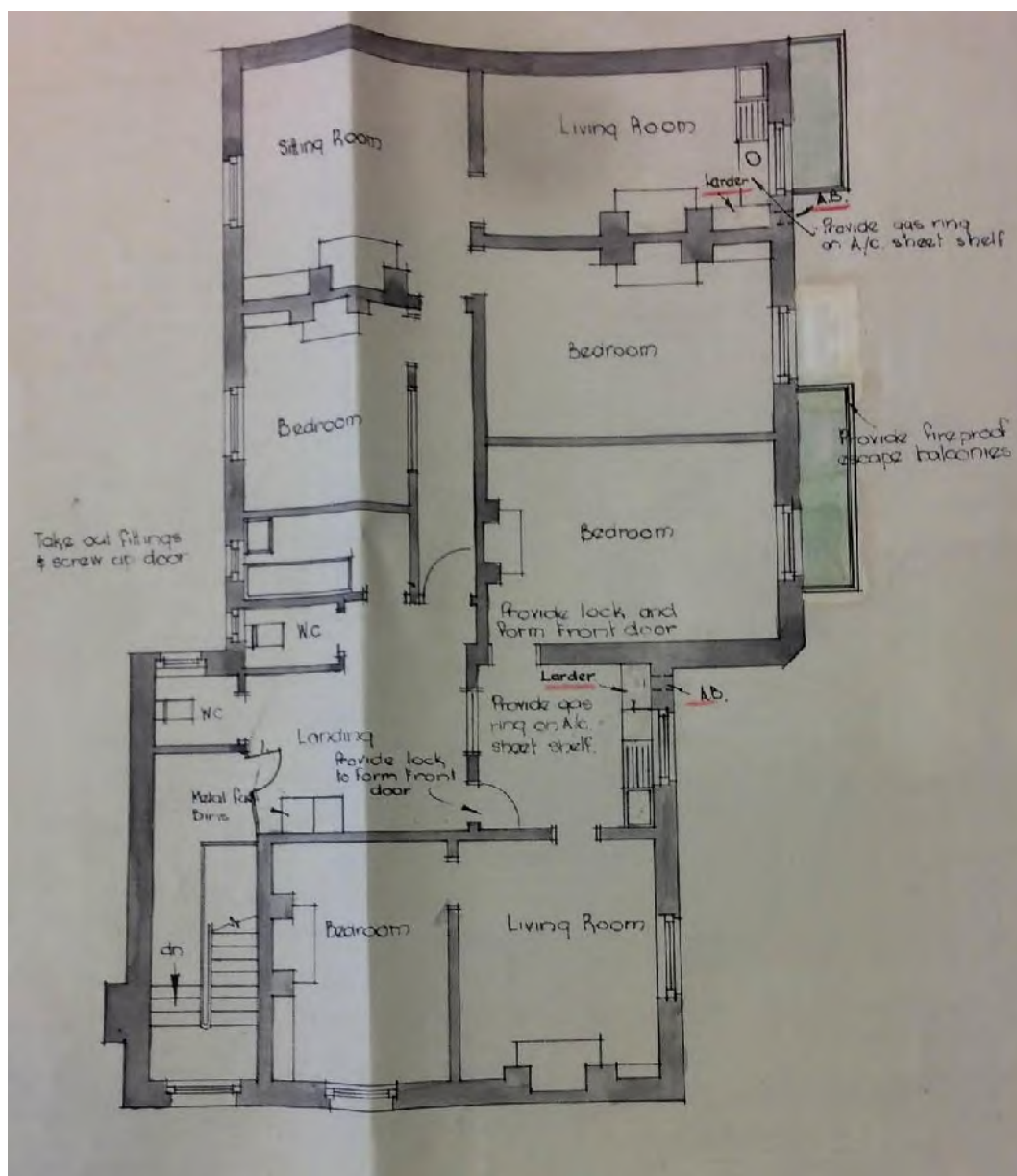


Figure 35 – 1952 Third floor plan showing the former police officer's accommodation converted into two new flats.

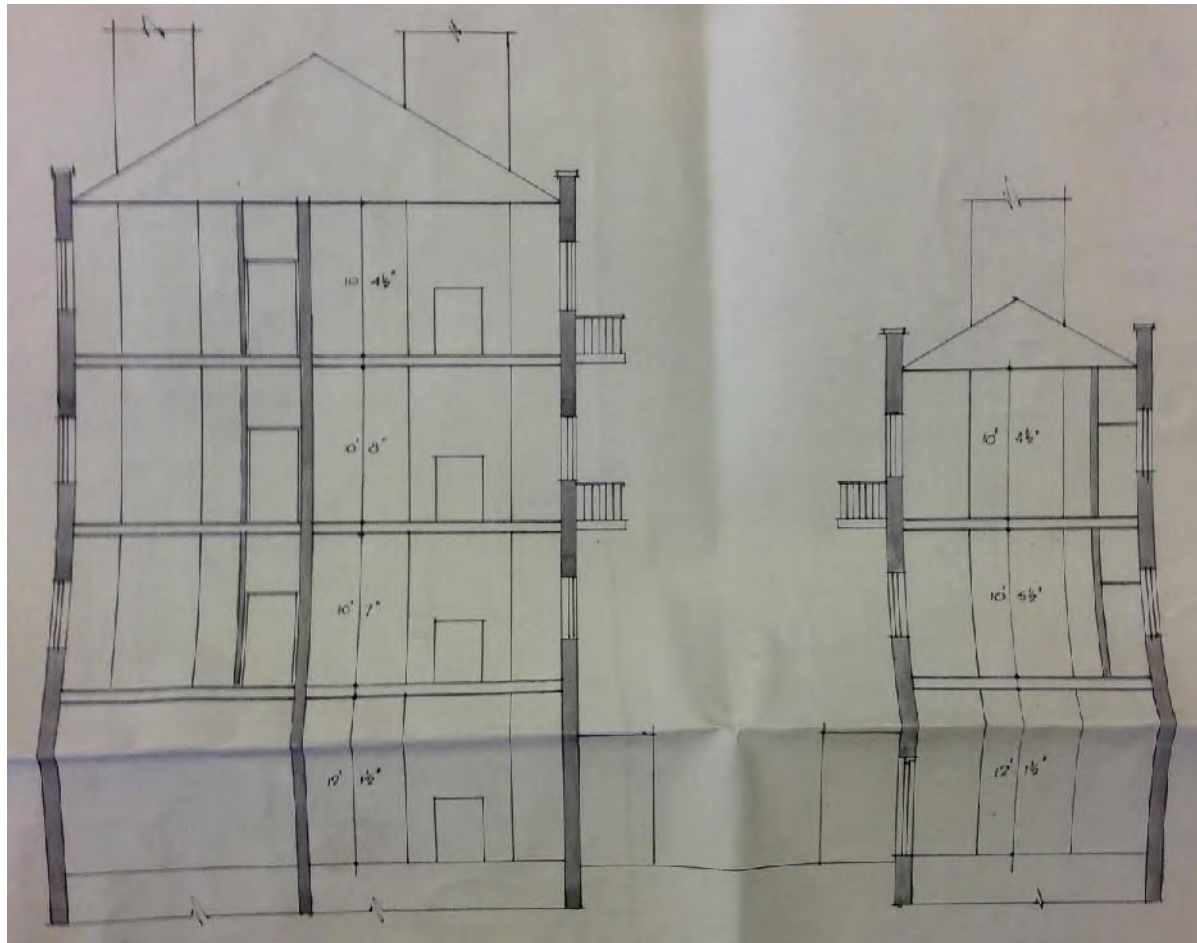


Figure 36 – 1952 section looking south showing the former four-storey police station (with police accommodation above) to the left, and the former three-storey fire station (with fire officer's accommodation above) to the right.

4.8 Fire and collapse

Following the closure of the police department at the site in 1979, the site was used for storage and light industrial uses until 2002, when in November of that year the building caught fire during its use as a firework warehouse.



Figure 37 – A rare image of the station site during its latter life during the 1990s.



Figure 38 – A view of the police station building on the night it was destroyed by fire in November 2002.

The fire destroyed much of the site, and left the remaining parts in a dangerous condition. Following a series of collapses in January 2004 Manchester Council ordered a controlled partial demolition of the remaining structures in February 2004. The remaining buildings were demolished in 2005 leaving only the four external walls and ventilation tower.



Figure 39 – A view looking east from the central yard towards the former police station following the fire and collapse in October 2005.



Figure 40 – The same view as seen in August 2018. The wall outlined in red can be seen in both images.



Figure 41 – An unknown area of collapse in October 2005.



Figure 42 – An unknown area of collapse in October 2005.

Table 4: Later Changes	
Date	Event
21 st May 1952	<i>Police and fire officer accommodation to the upper floors of the site were converted into 8 flats for locally evicted families, plus a caretaker's flat by the Housing Committee of Manchester Council.</i>
Dec 1979	<i>The site operationally closes.</i>
1980s-2002	<i>Site is used for light industrial uses.</i>
2002	<i>Substantial fire destroyed much of the site, and the remaining parts were taken down in 2005.</i>

5 BUILDING DESCRIPTION

Although much of the external structure and buildings within the Site have been demolished, the remaining four external walls that characteristically enclose the Site at ground floor level largely survive intact. Along with the surviving original ventilation shaft, these remaining elements of the original building still yield high significance as they now solely represent the demolished buildings.

The building was designed by James Gascoyne Lynde in the Italianate style, popular in Manchester warehouse design at the time. Lynde later referred to his windowless design as being a “Citadel”, or fortress. This fortified appearance was cleverly but simply decorated using refined Italianate stone details such as quoins to the corners of the building, deep stone cornicing and plinths, channel rusticated stone facades and simple undecorated pilasters.



Figure 43 – The principal two elevations of the former police and fire station.

The original external walls, and particularly the ground floor external walls, were specifically designed to have no windows. This was a conscious part of the design so that the buildings and site could not be broken into or attacked.

The south-west elevation on Goulden Street forms the principal elevation of the original building, and contains the main entrance into the site. The remaining ground floor external wall is complete, and still clearly demonstrate the very strong, secure and forbidding character purposely designed by Lynde.

The elevation forms two parts, both visually and in original function. The northern end formed the polite entrance, with large buff sandstone ashlar blocks used in both ashlar and channel rustication that formed a giant emphasised plinth for the three-storey building above (now demolished).



Figure 44 – The rusticated ground floor elevation of the former police station. Note the original pedestrian gate into the yard to the left.



Figure 45 – The rusticated stone ground floor elevation of the former fire station, showing one of two original cast iron gate pilasters.

The original entrance into the former police and fire yard forms an important part of the overall design, and still contains its two cast iron pilaster gate posts imbedded into the wall, with one of originally two large cast iron pillars marking the two former pedestrian gateways and central cart way to the centre.

The southern part of the elevation is much simpler due to its original use being the external wall of the police cells. The ghosted outline of the brick-arched cell walls and ceilings can still be seen in the brickwork. Although this part of the elevation was treated differently, it is linked into the northern end with the continuation of the deep stone plinth and quoins marking the corner as it meets Chadderton Street.



Figure 46 – The external wall of the former single-storey police cells at the southern end of the Goulden Street elevation. Note the weathered marks denoting where each dividing cell wall and ceiling was.

The south-east elevation on Chadderton Street is the simplest and less successful of the four elevations, and as a side elevation would have originally been simply designed. As seen elsewhere, the use of large stone quoins, oversized stone plinth and pediment continue along the western half of the elevation, however, the addition of two doorways, and the collapse of much of the upper parts of the eastern end have effected its completeness.

The two large openings were inserted for horse-ambulances in 1902. The third such opening to the right was blocked in the early-20th century.



Figure 47 – The Chadderton Street elevation as viewed from Goulden Street.



Figure 48 – Two out of the three horse-ambulance openings inserted in 1900 on the Chadderton Street elevation. The third opening, can be seen now blocked to the right.

The North-west elevation on Cross Keys Street, as seen in the Goulden Street elevation, was designed with the same imposing and forbidding appearance in mind. This elevation, being the second primary elevation of the original building, continues the large, blind, recessed panels as seen on Goulden Street, however, here they are designed in brick. Again, the large, oversized plinth and pediment is continued from Goulden Street in buff stone.



Figure 49 – The western end of the Cross Keys Street elevation. The two window openings to the left were inserted in 1901, whilst the doorway was inserted in 1952 to access the ground floor flat.



Figure 50 – The corner of Cross Keys Street (right) as it turns into Bendix Street to the left. This elevation illustrates the original stables and engine house use to the left, that was altered in 1916 to form a large new ambulance station.

The composition of the elevation fragments towards the eastern end, highlighting the original change in uses between both ends of this part of the building. The western end is finished in a much simpler style, and uses no recessed brick panels. However, as seen elsewhere the oversized stone plinth and quoins continue, but not the stone pediment, which stops at this point due to the location of the 1916 ambulance station alterations.

The two window openings at the western end of the elevation were inserted in 1901 in order to light the newly created 'single men's accommodation', and were altered respecting the original recessed panels, which were shortened and recreated above each window.

The now blocked doorway adjacent to the two window openings also originally formed a window into the single men's accommodation in 1901. This window was converted into a door, and its plinth removed in 1952 to form the entrance into the ground floor evicted families' flat.

The north-east elevation on Bendix Street was built in three phases. The northern 8 bays were constructed in 1916, the middle 3 bays were constructed in 1870 and the southern 3 bays were constructed in 1926. Although of different dates, all parts of this elevation are of equal significance through its design and materials.



Figure 51 – Looking north-west along Bendix Street showing the three phases of ambulance station gateway openings.

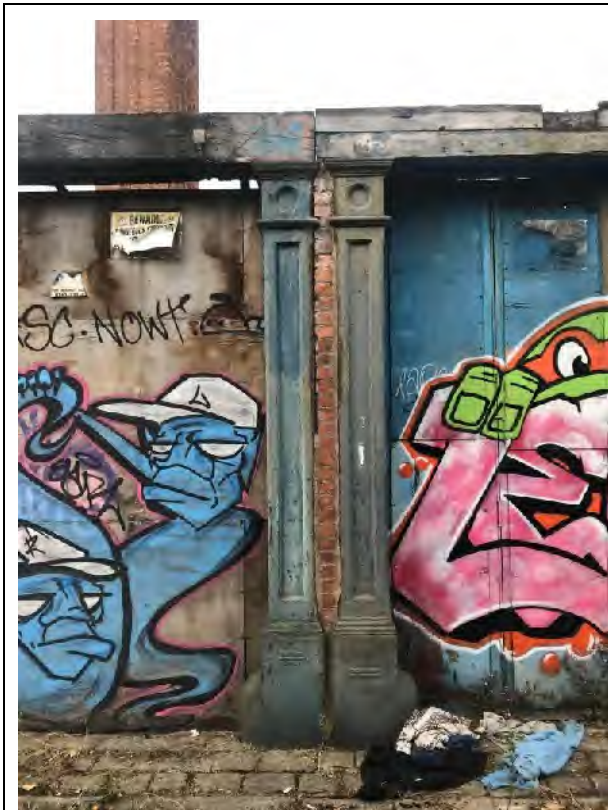


Figure 52 – The join between early and later inserted openings, showing the slightly differing cast iron column design and makers marks to the base.



Figure 53 – The original 1870 corner stone quins and brickwork at the junction of Bendix Street (right) and Chadderton Street (left).

The internal face of the four external walls retain little significant historic fabric, and largely now consist of rough exposed brick walls, plain plastered walls and the rear of originally glazed ambulance doors. Areas or decoration include the retained cream and green glazed tile wall to the north-east corner, which forms part of the 1916 enlargement of the ambulance station, and the green glazed tiles to the opposite south-east corner which form part of the 1926 ambulance station extension.



Figure 54 – The internal face of the 1916 ambulance station openings onto Bendix Street.



Figure 55 – The internal face of the former police cells on Goulden Street. Note the original location of the barrel-vaulted brick ceilings.



Figure 56 – The remaining 1916 tiled internal wall of the former ambulance station, showing its extended line across the original location of the engine shed and stable (red arrow).



Figure 57 – Looking north towards the internal face of the Cross Keys elevation.

The ventilation shaft is the most prominent part of the site, and since the surrounding buildings were demolished, has become even more so. This giant rectangular brick tower was designed as a ventilation shaft

to provide clean air to the police cells at its base, due to the cells not containing any external windows. The shaft forms an Italianate 'campanile' or bell tower often used in Italian Renaissance architecture, and popularised in mid-19th century Britain.



Figure 58 – The ventilation shaft viewed from Goulden Street



Figure 59 – The ventilation shaft viewed from inside the site, showing the many ventilation duct openings.



Figure 60 – The upper floor level of the northern side of the shaft, showing its original connections into the police station.



Figure 61 – The base of the shaft looking north.

6 CHARACTERISATION APPRAISAL

6.1 Introduction

The characterisation appraisal has taken into account the following factors regarding character and distinctiveness of the area surrounding the site: open spaces, public realm, materials, views into and from the site, current and historic uses and the urban grain.

The area surrounding the Site is distinguished by historic zones of industry, warehousing, commercial use and residential use. All of these zones reflect the evolving character of the area: the use of a wide range of materials, the strong linearity of the busy road infrastructure and the scale and the return of a residential population, and associated residential and restaurant/bar developments in Ancoats and Northern Quarter districts of the City.

Within the immediacies of the Site the clearance of historic blocks of buildings and the dominant form and widening of the road network, primarily Oldham Road, now characterises the area, and has left the Site largely shorn of historic context.

There is one main character area within the area of analysis (see Figure 62 below). In order to understand the potential impact development could have on the historic built and urban environment as a whole, this area surrounding the Site will be discussed below.



Figure 62: Map showing the location of the former warehouse district character area highlighted in blue. The Site is outlined red.

6.2 Former warehouse district character area

This character area is now defined by its strong surviving grid pattern of early streets, vast areas of modern surface car parking, and the sporadic survival of individual un-listed historic buildings largely dating to the early-20th century, and originally part of the extensive range of food warehouses located in the area which supplied the large Smithfield food market on Swan Street.

Table 5: Former warehouse district character area

Former warehouse district character area – Looking north-east towards the Grade II Listed former Goulden Street Police and Fire Station from Addington Street. Extensive redevelopment of the early grid pattern of individual blocks, especially to the northern side of Addington Street, has left the area largely void of any urban grain. Vast areas of surface car parking over several cleared blocks provide no finishing point for exploration through the area.



Figure 63

Former warehouse district character area – looking south-east along Addington Road towards Oldham Road towards the Site (located distant left). Areas of mass clerences and surface car parking creates dominate the area and creates a poor pedestrian environment. The view illustrates that where non-listed historic building survive, they contribute greatly to the area, giving much needed character and a sense of place.



Figure 64

7 ASSESSING HERITAGE SIGNIFICANCE

7.1 Introduction and Methodology

This section will specifically assess the heritage values of the parts of Goulden Street Police Station (the Site) which are likely to be impacted by the Proposed Development.

English Heritage guidance with *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment* (2017), describes a range of heritage values, arranged in four groups, which may be attached to place. These are:

- **Evidential Value** – relating to the potential that the Site has in yielding primary evidence about past human activity;
- **Historical Value** – relating to ways in which the present can be connected through the Site to a place to past people, events and aspects of life;
- **Aesthetic Value** – relating to the ways in which people derive sensory and intellectual stimulation from the Site;
- **Communal Value** – relating to the meanings of place the Site has for the people who relate to it, and whose collective experience or memory it holds.

Criteria have been established to appraise a building's significance. Statutory criteria, as set out in the 'Principles of Selection for Listing Buildings', DCMS, 2010, provides a list of principles for assessing significance based on architectural and historic interest, age and rarity, aesthetic merits, selectivity and national interest. English Heritage's criteria outlined in 'Conservation Principles, Policies and Guidance,' have also been considered.

The key criteria for listing are special historic or architectural interest. Consequently, in order to determine the significance of a certain component of a heritage asset the sum of its architectural, historic, artistic or archaeological value needs to be disaggregated and determined.

The analysis of the significance and condition of the fabric allows for an assessment of the current integrity and authenticity of the remains of the building. This has been used to inform and justify the capacity for change. The focus is on providing necessary and proportional amount of information, in order to justify any proposed alterations, based on the perceived level of heritage significance.

The assessment of the significance is based on both desktop research and on-site visual surveys. The following significance drawings use the below colours in order to visually illustrate areas of relevant significance.

High significance relates to those parts or elements of the structure deemed to be of particularly special interest. These components are fundamental to the understanding of the architectural design concept, and play a major role in reflecting their evidential, historic, aesthetic or communal values.

Considerable significance relates to those components of the structure deemed to be of special interest. They are important to the understanding of the architectural design concept, and play a considerable role in reflecting the buildings' evidential, historic, aesthetic or communal values.

Low significance relates to those components of the structure deemed to be of more modest interest. They provide a minor contribution to the understanding of the architectural design concept and a modest role in revealing the buildings' evidential, historic, aesthetic or communal values.

None/Detrimental features and elements that do not contain any special interest. These can detract from the significance of the building and maybe evidence of poor craftsmanship or ad-hoc refurbishments.

7.2 Significance Plans



Figure 65 - South-west elevation (Goulden Street)



Figure 66 - South-east elevation (Chadderton Street)



Figure 67 - North-east elevation (Bendix Street)



Figure 68 - North-west elevation (Cross Keys Street)

7.3 Setting of surrounding listed buildings

Due to the nature of the urban development within the study area, it is considered that development of the Site could have the potential to affect the setting of the following 4 listed structures. The settings of these designated structures will be discussed in detail below in Table 6, so that their nature of interest/significance and likely impacts on setting can be understood.

As recommended by the revised Historic England guidelines, the proposed visual impact on the setting of the individually identified listed buildings is discussed in Table 6 below. This table identifies the *significance* of each identified designated heritage asset's setting, and the *scale* of the impact incurred by the Proposed Development upon the setting of each identified designated heritage asset.

1. the Grade II No.8 Cable Street (No.1, Figure 3 & Figure 69)
2. the Grade II Former Midland Bank (No.2, Figure 3 & Figure 69)
3. the Grade II Crown and Kettle Public House (No.3, Figure 3 & Figure 69); and
4. the Grade II Victoria Square (No.4, Figure 3 & Figure 69).



Figure 69 – Site plan illustrating the location of the Site (outlined red), the heritage designations in the surrounding area (numbered) and the boundary of the Ancoats Conservation Area (outlined yellow).

In the interests of proportionality, this section does not assess the significance of all of the identified heritage assets within the study area except where it is considered that there is a potential for visual impact.

Reference should be made Table 6 below which outlines details regarding the settings of the identified listed buildings. Detailed assessment of the potential impact the Proposed Development could have on the setting of the identified listed buildings will be provided in Section 8: Impact Assessment.

TABLE 6 – Potential impact of settings

Ref No. on Fig. 69	Listed Building name	Grade	Significance of Setting	Potential for impact from proposed development?
1	No. 8 Cable Street	II	Low	Yes – could be viewed in conjunction with the proposed development
2	Former Midland Bank	II	Low	No
3	Crown and Kettle	II	Low	No
4	Victoria Square	II	Low	No

7.5 Conservation areas

The Site is sited close to the boundary of the Ancoats Conservation Area. The Ancoats Conservation Area is a large and varied area bounded by Great Ancoats Street, Oldham Road, Kemp Street, Wadeford Close, Jersey Street and the Rochdale Canal. The former industrial village is laid out in a regular grid pattern which provides a dense urban form and enclosed streetscapes. Appreciation and understanding of the district as an area of early industrial growth is better appreciated when travelling eastwards towards the centre and south-east of the area, away from Oldham Road.

It is considered that the Proposed Development will have no impact on the setting of the Ancoats Conservation Area, and it is considered that the Proposed Development will in fact have a beneficial effect upon the setting of the Conservation Area and wider townscape by reinstating a coherent urban grain and block plan form to the streets extending from the northern boundary of the conservation area to the northern side of the Oldham Road.

The Characterisation Appraisal (Section 6 above) has identified one district character area that forms the immediate environs around the Site. The appraisal has demonstrated the low quality and fragmentary nature of this area, in terms of urban form, architectural variety, etc. The Impact Assessment in Section 8 below will demonstrate that the proposed impacts will have an overall beneficial impact on the character, appearance and setting of the Ancoats Conservation Area.

7.9 Statement of Significance

- The surviving parts of the Goulden Street building form Lynde's earliest police station, and only one of two of his sites that survive today. The other station that survives, being the Newton Street station, survives today, however this was substantially altered in the 1900s and is largely now unrepresentative of Lynde's original design ethos.
- The Goulden Street police and fire station was the earliest and most architecturally successful of Lynde's designs. The remains of the building still illustrate Lynde's strikingly defensive original design of the Site, and now retain the only example of Lynde's windowless elevational treatment.
- Heritage values - the Site yields high evidential value due to the lack of current understanding of the original appearance, and functions of the buildings that were demolished.
- The Site yields high aesthetic value through the surviving parts of the Site which were designed by Lynde
- Only surviving, unique building type in Manchester, defining the 1870s fortress which had subsided by the 1880s
- The Site yields high communal value through the original use of the Site, provided a public service for the area through its police force, fire fighting force and later ambulance station, itself being the first in Manchester.
- The special architectural and historic interest of the former Goulden Street police and fire station is recognised by its Grade II Listed designation. Although the building has been largely demolished, the remaining elements, including the four external walls and ventilation shaft are still statutorily protected, and are considered to still meet the criteria for listing.
- The significance of the remaining parts of the buildings, as a whole, lie in its purposely designed 'fortress' design, purposely designed by James Lynde in order to be forbidding, robust and strong in character, in an area which, at that time, was the scene of petty crime, drunkenness and vandalism. His designs directly responded to this need.
- The south-west elevation forms the principal entrance elevation onto Goulden Street. Although lessened by the removal of the upper floors, the elevation still portrays its strong original design ethos and robust character, and **consequently this elevation is of high significance. The modern metal gates and brickwork to the pedestrian gateway are of detrimental significance.**
- The south-east elevation on Chadderton Street forms the plainest and least successful of the four elevations, however, the original stone quoins to both ends and stone plinth are **of high significance, whilst the altered parts are of low significance/detrimental significance.**

- The north-west elevation on Cross Keys Street forms the second primary elevation. Its design continues from Goulden Street, however, uses brick instead of stone for the deep, recessed panels. This elevation continues the deep stone plinth and pediment, which becomes fragmented towards the eastern end of the elevation. Although the elevation appears disjointed, this illustrates the original location and uses of the buildings behind the wall, and is **consequently of high significance, whilst the inserted openings are of low significance/detrimental significance.**
- The north-east elevation on Bendix Street, consisting of a series of cast iron columns, is of **high significance**, this includes the three phases of cast iron columns. The surviving timber ambulance station doors are concealed from this elevation; however, the doors are not of high design quality and are largely altered, damaged or lost, and are **consequently of low significance, with their current metal sheet coverings of detrimental significance.**
- The remaining internal glazed tiles to the 1916 and 1926 ends of the former ambulance station survive in part, and as the only examples of historic decorative scheme remaining, **and are consequently of low significance/considerable significance.**
- The ventilation shaft is considered to be of **high significance**, and forms the most complete, prominent and characteristic element of the Site, which was always included in Lynde's police station designs.
- It is considered that below ground archaeological remains may survive relating to the original police and fire station buildings.

8 VISUAL & PHYSICAL IMPACT ASSESSMENT

8.3 Scope of Potential Physical Impact

This assessment of the physical Heritage Impact on the four remaining external walls and ventilation shaft of the Grade II Listed former Goulden Street police and fire station is intended to support the Listed Building Consent application for the proposed retention and redevelopment of the Site.

The aim is to demonstrate the cumulative impact of the proposed alterations to the remains of the building as a whole. The results justify the proposed interventions by demonstrating, on balance, an overall beneficial outcome.

Thus, the key purpose of the Impact Assessment is to ensure that the proposals demonstrably balance the degree of change, to deliver both a continued and sustainable use while contributing to wider conservation objectives established in national and local policy.

The proposals are necessary to retain the optimum viable use of the heritage asset, and ensure regular maintenance and upkeep. A summary of the potential impact of the proposals on the Grade II Listed site is provided below in Section 8.3.

There is no recognised standard methodology for the appraisal of physical impact on listed buildings. Therefore, the method used below is a synthesis of the English Heritage guidance on “*Conservation Principles*” (2008). The assessment is also based on the policy requirements of the NPPF, which requires that new development should be demonstrably ‘sustainable’ thus securing the protection or enhancement of the historic environment.

The current Proposals strive to avoid the loss or compromise the building’s remaining significant parts. However, it is evident that the sustainable re-use of the site and its remaining built fabric requires a degree of intervention and change. Consequently, in evaluating the overall impact of the works, careful consideration has been given to the balance of benefits in order to reach a proportionate and justifiable conclusion.

The Proposals are designed to retain as much of the original external walls of the former police and fire station, whilst creating a new apartment building, with commercial space at ground floor level, within the largely retained original external walls. This development will see an amount of alteration to the surviving structures which will largely concentrate on the removal of later fabric, the opening up of former window and door openings, and the insertion of new openings to facilitate an effective commercial unit in terms of use and street presence.

8.4 Assessment Methodology

The impact of the Proposals on the individual components and the overall integrity and significance of building's components may be measured as: adverse; negligible; or beneficial. The key objective has been to minimise any adverse impact, and, where necessary, to ensure that it is outweighed by the overall beneficial impact on the building.

The scale of the overall impact of the proposed works on the significance of the fabric of the building is evaluated as:

- **Negligible** – *works that result in no material change;*
- **Low** - *changes that only make a small difference to the public's ability to understand and appreciate the listed building, and may be either adverse or beneficial.*
- **Moderate** - *a change that makes an appreciable difference to the public's ability to understand the listed building, and may be either adverse or beneficial.*
- **Substantial** - *these will be changes which have a fundamental impact on our appreciation of the listed building and maybe either adverse or beneficial.*

8.3 Physical Impact Appraisal

The following section sets out in tabular form each of the proposed interventions/works to each part of the Site, setting out the proposed impact of each intervention and any mitigating circumstances.

Table 7: Physical Impact Appraisal		
North-east Elevation – Bendix Street		
Building element	Proposal/intervention	Impact/mitigation
Cast iron columns	Retain and restore original cast iron gate columns	Moderate beneficial The original cast iron columns will remain in-situ, and be utilised for back-of house openings.
Timber ambulance doors	Remove remaining timber doors and position new service doors, glazing etc.	Minor adverse The current remaining timber doors are in poor condition, and their removal will allow for the addition of back-of-house openings etc.
Timber lintels over ambulance	Remove remaining timber lintels and replace with modern examples.	Minor adverse The current remaining timber lintels are in poor

doors		condition, and their removal will be replicated with new examples using different materials.
Stone quoins to north and south ends	Demolish original quoined corners.	Minor adverse
South-east Elevation – Chadderton Street		
Building element	Proposal/intervention	Impact/mitigation
Stone plinth	Remove area of plinth to the north-east, and remove area of plinth to the south-west end.	Minor adverse The removal of the stonework will allow access into the new development.
Stone cornice	Removing remaining stone cornice	Minor adverse Removal of the cornice will allow for the construction of the new build element to this corner of the site. Thereby facilitating the design of the proposed scheme.
Brickwork and openings	Remove majority of altered areas of brickwork and replace with vertical fin structures and opening into garden.	Minor adverse A substantial part of the proposed area of removal has been altered throughout the 20th century.
South-west Elevation – Goulden Street		
Building element	Proposal/intervention	Impact/mitigation
Original stone ashlar entrance (north-west end)	Retain and restore to form new entrance into apartments.	Moderate beneficial This area of stone ashlar wall is essential in understanding the original fortress-like character of the original police station.
Area of brick elevation, forming original external wall of former cells (south-east end)	Remove the majority of central portion of wall and cornice, retaining stone quoins and surrounding brickwork to the corner, and area of brickwork and cornice adjacent to stone ashlar entrance. The entire stone plinth will be retained and restored. Install vertical fins within removed central section, which will be shaped at the top to echo the original profile	Minor adverse Plain brickwork is in poor condition and its removal will allow visibility and active street frontages into the internal courtyard space behind, whilst new design elements will echo historic precedent.

	of cornice.	
Stone cornice	Remove cornice above proposed area of removed brickwork	Minor adverse The cornice will be removed in order to facilitate scheme design.
Quoins at junction of Goulden Street and Chadderton Street	Retain and restore	Moderate beneficial The retention of the original stone and brick quoins allow for a sense of the original full height walls of the original cell block, and wider fortress-like character of the building to be retained. Thereby facilitating the design of the proposed scheme.
Original entrance and gate posts	Retain and restore remaining three original cast iron gate posts and pilasters to form new entrance into apartments.	Moderate beneficial The remaining parts of the original cast iron gate posts/pilasters will form part of the new entrance into the development.
North-west Elevation – Cross Keys Street		
Building element	Proposal/intervention	Impact/mitigation
Blind brick panelling	Insert new window openings	Minor adverse Window openings are required in this location to allow for natural day light, street presence, and subsequent active street frontages into the proposed commercial unit behind. The new openings will respect the existing recessed brick panelling by using the same shape and size of windows.
Quoins to corner of Cross keys Street and Bendix Street	Demolish	Minor adverse. As above, this will facilitate the scheme design.
Brickwork, plinth and quoins close to junction of Bendix Street	Demolish later phase	Minor adverse As above, this will facilitate the scheme design.
Ventilation Stack		
Building element	Proposal/intervention	Impact/mitigation

Top of stack	Construct light box feature to the top of the stack.	Minor beneficial The inclusion of a simple contemporary light box feature to the top of the stack will help illuminate the structure and create a new landmark feature in the area, highlighting the remains of the listed structure.
Brick and stone stack	Consolidate original brick and stonework to stack, and retain all openings and exposed brickwork to base as a feature within new garden space.	Substantial beneficial The retention, repair and enhancement of the original stack will retain this element of the listed structure as a dominant feature.
Stack base	Enclose lower part of chimney stack with timber fins and fireplace	Minor beneficial The proposed treatment of the lower part of the stack will enhance the structure, and help to conceal the unsightly brickwork resulting from the recent demolitions of adjacent structures.
Internal face of elevations		
Building element	Proposal/intervention	Impact/mitigation
Remains of Edwardian internal tiles	Removal of later glazed tiles	Minor Adverse removal of the glazed tiles will facilitate the scheme design, which secures a long term viable use for the listed building.
Exposed brickwork	Retain majority of exposed brickwork	Negligible The existing exposed inner face of the external walls will remain largely untouched, with the new structures being located immediately behind them.
Securing new build elements	Securing new build elements to existing internal face of brickwork	Negligible Securing the new build to the existing remaining external walls is essential in supporting the structures.

8.4 Physical Impact Assessment Conclusions

As the Proposals demonstrate, the works to the Site do not aim to restore the buildings back to their original appearance; instead the Proposals will stabilise much of the remaining fabric in-situ, and in order to avoid penetrating the original structure, the new build elements will be constructed independently immediately behind.

As demonstrated in the table above, the Proposals will not affect the remaining character of the remaining parts of the Grade II Listed structures as a building of special architectural or historic interest.

The sensitive Proposals reflect the works required to connect the remains of the Grade II listed external walls into the wider scheme. Where areas of alteration or demolition are proposed, these physical interventions to the historic fabric are necessary to enable the successful and viable reuse of the Site, whilst retaining and exploiting the fortress-like so characteristic of Lynde's designs.

Overall, it is considered that the instances of physical alterations resulting from the proposed works to the building are necessary in progressing a suitable and appropriate scheme, and these alterations do not detract from the ability to understand and appreciate the heritage values of the building, nor its clear original design ethos; and in fact are seen to enhance the Listed building.

8.5 Visual Impact Assessment

This assessment of the potential heritage impact on the identified heritage assets concerns visual impacts of the Proposals upon the *settings* of the following 4 designated heritage assets, and the setting of the Ancoats Conservation Area.

1. the Grade II No.8 Cable Street (No.1, Figure 3)
2. the Grade II Former Midland Bank (No.2, Figure 3)
3. the Grade II Crown and Kettle Public House (No.3, Figure 3); and
4. the Grade II Victoria Square (No.4, Figure 3).

The *significance of setting* in each case has been established in the significance assessment above, in preparation for the following impact assessment. The following section will assess the Visual Impact Assessment of the Proposals on the setting of the identified designated heritage assets only.

8.7.1 Planning Policy context

As noted above, the NPPF requires that, when considering the impact of a proposed development on the significance of a designated heritage asset, in this case the *setting of a listed building*, that great weight is given to its conservation in order to avoid any 'harm' which might diminish the value of the asset and its significance.

Within the NPPF, 'harm' may be deemed to be 'substantial' or 'less than substantial' There is no specific definition for 'substantial harm' in the NPPF, so reliance is given to the evaluation of the impact on the significance of the identified designated heritage assets or, in this instance, their settings.

The NPPF requires that 'any harm' to the significance of a designated heritage asset (or its setting) should "*require clear and convincing justification*" and if 'substantial harm' is engendered then the NPPF specifies a series of tests in order to assess the acceptability of this harm.

As the NPPF makes clear, significance derives not only from a heritage asset's physical presence, but also from its setting. The question as to whether proposed physical works will cause 'substantial harm' is a judgment having regard to the circumstances of the case and the policy in the National Planning Policy Framework.

However, the Planning Practice Guide 2019, which supports the NPPF notes that 'substantial harm', *"is a high test, so it may not arise in many cases"*. The fundamental purpose of the following visual impact assessment, in policy terms, is to establish if the proposals would incur any level of harm to the setting of any of the identified heritage assets, and if so whether that harm would be deemed to be "substantial" in nature.

Dependent upon the existence of any harm, and its extent, the NPPF makes separate provisions to assist local authorities in deciding upon the acceptability of such harm in the light of the public benefits which may be deemed to arise as a result of any particular development.

8.7.2 Assessment Methodology

Historic England have updated their policy guidance on the Setting of Heritage Assets (Historic Environment Good Practice Advice in Planning Note 3, Second Edition (December 2017)). The revised guidance calls, in general terms, for a more discursive approach to Visual Impact Assessments and a reduced reliance on matrices and technical assessment. In particular, the guidance states that "technical analyses of this type should be seen primarily as material supporting a clearly expressed and non-technical narrative argument that sets out 'what matters and why' in terms of the heritage significance and setting of the assets affected, together with the effects of the development upon them."

With this in mind, and in accordance with the revised policy guidance, the following Visual Impact Assessment is presented in the form of long form text discussion comprising an assessment of the extent of change to the settings of the identified heritage assets which would arise as a result of the proposed development, the impact of that change, and whether any such changes could be considered to amount to either 'harm' or 'substantial harm' within the terms set out by the NPPF.

To assist in this discussion, a series of existing and proposed heritage views have been proposed and agreed by the local authority, as set out in Figure 70 below.



Figure 70 – Locations of the five agreed Heritage Views of the site. The Ancoats Conservation Area is outlined red, and the site is highlighted green.

Finally, as recommended by the revised Historic England guidelines, the Visual Impact Assessment is supported by a tabulated matrix identifying the *scale* of the impact incurred by the proposed development upon the setting of each identified designated heritage asset and the *significance of effect* of the change in each case which may be *adverse* or *beneficial* (see Table 9 below).

These terms, and the processes for their use and implementation, follow the recommendations set out in the technical guidance document published by ICOMOS, *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* (2011).

8.8 Visual Impact Assessment

The existing and proposed Views 1 – 5 (represented in Figures 71-80 in Table 8) can be found following the below text discussion and assessment.

View 1 – Existing

View 1 shows the Site in the mid-distance to the centre of the view from the junction of Swan Street (left), Great Ancoats Street (right), Oldham Street (behind) and Oldham Road, which can be seen extending north-eastwards directly ahead.

Almost the entire northern side of Oldham Road is visible from this vantage point, with long-range views extending far north-easterly along Oldham Road. The baseline image clearly illustrates the poor and fragmented streetscape and low survival of historic features in the view when looking past this busy traffic junction.

To the extreme left is the Grade II Listed Former Midland Bank, which forms a curved entrance into Oldham Road from Swan Street. This setting of this building is only in part appreciated from this location, and as such its setting is considered to be of low significance. To the extreme right of the view is the Grade II Listed Crown and Kettle Public House. The setting of the pub has in part been altered due to the proximity of the busy multi-lane roadway and junction, and as such of low significance.

The lack of a coherent historic setting for the Ancoats Conservation Area to the extreme right of the view from this viewing place, results in it yielding low significance. The setting of the Grade II No. 8 Cable Street, of which its blind rear elevation can be seen to the left of the view, is considered to also be of low significance from this location due to modern buildings surrounding the building on three of its sides.

Other buildings within the view consist of modern apartment blocks to the right, and light industrial premises to the left. This view demonstrates the low significance of the settings of the identified heritage assets contained within this view, and consequently is considered to be of *low significance*.

View 1 – Proposed

In the proposed view, the new buildings that form the development can be seen to partially encircle the listed ventilation stack, giving it much needed intended physical context and re-establishing in a similar manner the lost height, scale and materiality of the now lost original buildings.

The Proposals reinstate the lost coherence to the streetscape around the Site, restoring a sense of place and a focus for further exploration northwards from the city limits. Due to the distance of the site to the surrounding heritage assets within the view, the impact on their settings will be *minor beneficial*.

View 2 - Existing

View 2 looks in a north-east direction along Cornell Street towards the Site, which can be seen by the full height of the original brick stack of the Grade II former police and fire station. This view does not best represent the character and appearance of the Ancoats Conservation Area, or the special architectural or historical interest of the Grade II former police and fire station, and consequently the view is considered to be of *low significance*.

View 2 – Proposed

In the proposed view, the development is seen to be modest in scale and mass, with its pointed gables appearing at a similar height and to the unlisted terraced streets of housing to the right of the view. The impact

on the setting of the Ancoats Conservation Area and Grade II former police and fire station will be ***minor beneficial***.

View 3 – Existing

This view shows the north-west corner of the Site as viewed from the northern end of Chadderton Street, looking north-east away from the City centre. The existing view is equally dominated by the modern c1990s industrial unit to the left, and the principal elevation of the Grade II Listed No. 8 Cable Street building to the right; both continuing the historic industrial character of the street, with No. 8 Cable Street being a robust and solid feature in the streetscape, however due to the modern developments around the building its setting is considered to be of low significance.

Along with fragmentary late-20th century low-rise industrial units and offices; this view frames the ventilation stack of the Grade II Listed former Goulden Street police and fire station, which is a prominent feature in the skyline. Although the ventilation stack is a prominent feature, this view has only been achieved with mass demolition of all surrounding blocks during the late-20th century, which was never designed to have been viewed from this position, and as such the building is better represented from other locations. This view is considered to be of *low/medium significance*.

View 3 - Proposed

In the proposed view, the Development will not be fully visible due to the position of the c1980s industrial building to the left of the view. Where the Site is visible it offers a carefully considered and interesting design which allows for the Grade II Listed remains of the site to be largely retained and used to the advantage of the contemporary, but sensitive, design of the new build elements, which in part recreate the now lost buildings which originally formed the site.

The original ventilation stack can be seen to be retained, and now forms a dominant landmark in the area that will be eliminated at its summit. Consequently, the impact on the identified heritage assets is considered to be ***moderate beneficial***.

View 4 - Existing

View 4 looks south-east along Cross Keys Street (left) from its junction with Marshall Street towards the principal elevation of the former Goulden Street Police and Fire Station (left). To the extreme right of the view is the rear aspects of the buildings forming the recently completed apartment buildings fronting Oldham Road.

This view best illustrates both the current cleared and open nature of the surrounding blocks of former buildings, and the historic character of the surviving walls and tower of the former Goulden Street Police and Fire Station, of which its high significance principal elevations can be fully appreciated and viewed from this

position. Due to the mass clearance of historic buildings around the site this view is considered to be of *low significance*.

View 4 - Proposed

The proposed view demonstrably illustrates the vast change to the listed remains of the former Goulden Street Police and Fire Station, which can be seen to have been outcome reimagining of

The architectural qualities, design and understanding of the remains of the listed boundary walls of the Site are almost entirely lost due to the demolition of all buildings and upper parts of external walls in 2005.

The subsequent character resulting from the reimagined design ethos of the Site allows for the original scale, position of buildings and character to be enjoyed and understood once more, and gives a strong and dominant emphasis to this part of New Cross, which forms a local landmark and destination for exploration.

Although the ventilation stack is concealed within this view, this largely follows the original design of the building which also largely concealed the stack from this location. Consequently, the impact on the setting of the former Goulden Street Police and Fire Station will be ***major beneficial***.

View 5 – Existing

This view looks north-west towards the former Goulden Street Police and Fire Station from the position of Bendix Street where it becomes pedestrianised. This view has been dramatically altered during recent decades, with the realignment and stopping-up of the original Bennet Street, the demolition of all historic buildings and the recent construction of apartment blocks to the far left (Plots A & B), which along with the dominant surviving ventilation stack and surviving external walls of the former Goulden Street Police and Fire Station, form the focus of the view.

However, due to the remains of the former fire and police station being better understood and appreciated from other locations, this view is considered to be of *low significance*.

View 5 – Proposed

The proposed view can be seen to clearly and robustly re-establish the lost historic streetscape and built form to Bendix Street and Chadderton Street. The new build elements of the proposed scheme positively re-establish a sense of the lost buildings within the police and fire station site, using their dominant 19th century characteristics in a reimagined way.

The original brick chimney stack will still be visible, and will become fully exposed and appreciated when traveling further along Bendix Street into Chadderton Street. Consequently, the impact on the setting of the former Goulden Street Police and Fire Station will be ***major beneficial***.

Table 8: Existing and proposed images for the heritage viewpoints



Figure 71 - View 1: Existing



Figure 72 - View 1: Proposed



Figure 73 - View 2: Existing



Figure 74 - View 2: Proposed



Figure 75 - View 3: Existing



Figure 76 - View 3: Proposed



Figure 77 - View 4: Existing



Figure 78 - View 4: Proposed



Figure 79 - View 5: Existing



Figure 80 - View 5: Proposed

8.9 Tabulated matrix of impact

As recommended in the revised Historic England guidance on the Settings of Historic Buildings referenced above, the Visual Impact Assessment above comprises a long form text discussion of the impact upon the identified designated heritage assets, supported by the following tabulated matrix. This follows the recommended ICOMOS scheme of Heritage Impact Assessment as defined by the Guidance on Heritage Impact Assessments for Cultural World Heritage Properties (2011).

The parameters of the tabulated Visual Impact Assessment are summarised as follows:

The Scale of Impact

No change

Negligible change

Minor change

Moderate change

Major change

The Significance of the Effect of Change (or Overall Impact)

Major beneficial

Moderate beneficial

Minor beneficial

Negligible beneficial

Neutral

Negligible adverse

Minor adverse

Moderate adverse

Major adverse

These values have been established within the following table (Table 9) assessing the scale of impact and the effect of change in each case as regards each of the designated heritage assets identified which could potentially be affected by the proposed development.

Table 9 – Tabulated matrix of impacts of Proposed Development upon significance of setting

Designated heritage asset	Listing grade or other description	Significance of setting	Scale of impact	Significance of the effect of change, or overall impact
No. 8 Cable Street	II	Low	Minor change	Minor beneficial
Former Midland Bank	II	Low	No change	Neutral
Crown and Kettle Public House	II	Low	No change	Neutral
Victoria Square	II	Low	No change	Neutral
Former Goulden Street Police and Fire Station	II	Low	Major change	Major beneficial
Ancoats Conservation Area	/	Low	No change	Neutral

8.10 Visual Impact Assessment Conclusions

The preceding Visual Impact Assessment of the agreed heritage views has established conclusions as to the existing heritage values of the settings of the various identified heritage assets, and also the impact of the proposed scheme upon those individual settings. As noted above, the findings in each case have been tabulated in Table 8 above.

As a result, the proposed scheme is considered to be of an overall **beneficial** impact upon the settings of the identified listed buildings, consequently, it is considered that the Proposals will not result in any “harm” as defined within the NPPF.

9 CONCLUSION

This Statement has presented details of the proposed alterations and new build elements to the Grade II Listed Former Goulden Street Police and Fire Station for residential and commercial use. The overriding aim of these Proposals has been to formulate a sustainable scheme that ensures the remains of the Listed structure has an appropriate long-term use, and minimising impact on the surviving historic fabric, whilst enhancing the setting of the Listed building and its legibility within the streetscape and wider townscape, which it will be clear that the historic character of the area has been substantially eroded.

It will be clear that the Current Proposals are sensitive to the heritage values of the Listed building, respecting the surviving built fabric and design, and will not affect the character of the remaining elements of the Grade II Listed building as a building of special architectural or historic interest, and are considered to, in fact, enhance the architectural interest, understanding and setting of the Site.

The robust and enclosed nature of the remaining external perimeter walls and tall brick ventilation stack allows for a degree of flexibility in the reuse and development of the Site, which since c2015 has largely consisted of only the external perimeter walls and stack. The dominant feature of the Site is the original ventilation stack, which due to its dominance and height, is a distinct feature of the skyline and from surrounding streets. The stack can be seen to be utilised for creating a destination for pedestrians, which will be enhanced by a new lightbox feature to its summit. Although it will be clear that the proposed new build elements will lessen the vertical emphasis of the chimney stack from certain views, the dominance of the chimney will still remain the key feature of the principal elevations of the proposed scheme, which will be enhanced, and celebrated by the successful reuse of the ruined remains of the listed site.

The design of the new apartment building to the centre of the open site is largely representative of the original form, shape and dominance of the now demolished police and fire station buildings which were destroyed in c2005. The new building aims to reintroduce these strong vertical forms, with added interest added with a reimagined gable range at roof level.

Active street frontages will be seen to have been created to the south-east, south-west and north-west elevations of the island site, which aim to reactivate these largely blind elevations, diminishing the largely unused and anti-social aspects of the Site. The chosen materials and colour palate, along with the appropriate height and mass of the new build element, adds a contemporary take on the original design ethos of the former police and fire station buildings.

The visual impact of the Proposed Development on the setting of the Ancoats Conservation Area, and the settings of the identified listed buildings has been showed to be largely neutral/beneficial.

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