

Plot 2

Oldham Road

New Cross

Manchester

Heritage Statement: Significance and Impact



Prepared by



Stephen Levrant: Heritage Architecture Ltd

Canada House, Chepstow Street, Manchester, M1 5FW

www.heritagearchitecture.co.uk

Prepared for:

**Mulbury Homes
(Central) Limited**

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Plot 2, Oldham Road, New Cross, Manchester - Heritage Statement- Significance & Impact

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Heritage Architecture Ltd is Registered in England No. 3053944 • VAT GB656883581.

Registered office: 5 Technology Park, Colindeep Lane, Colindale, NW9 6BX

Correspondence to be addressed to: 62 British Grove, London, W4 2NL; or: Suite 1.06, Canada House, Chepstow Street, Manchester M1 5FW.

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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 'Oldham Road', in the district of New Cross, Manchester (see Figure 1), for a residential-led development.

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

The Site consists of 0.13 ha of hardstanding, car parking and two light industrial buildings, and is located in the New Cross area of Manchester City Centre, bounded by Addington Street to the south-west, an empty plot to the south-east, Marshall Street to the north-east and Chadderton Street to the north-west.

The Site is located within the New Cross Neighbourhood Development Area (NDF).

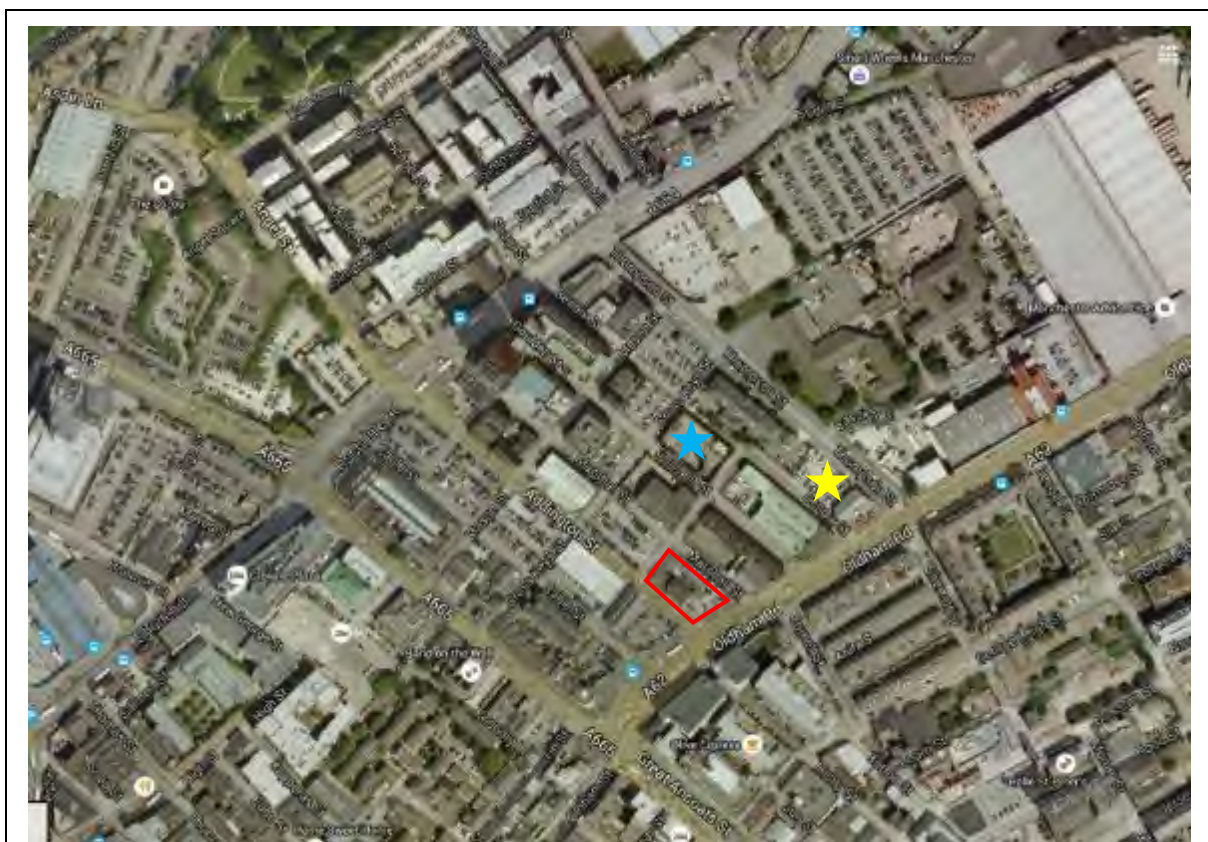


Figure 1: Site plan looking north over the New Cross and Ancoats areas of Manchester. the Site is outlined red. The Bendix Street application is marked with a yellow star, and the Goulden Street application is marked by a blue star.

The Proposed Development consists of a residential-led mixed use development within a new building of 10 11 storeys, providing:

- 144 apartments;
- 144 sq.m of commercial floorspace;
- 10 car parking spaces, including 1 disabled bay; and
- 144 cycle spaces.

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 Research methodology

This appraisal is the result of an extensive process which synthesises literature and documentary research, analysis, Site inspection, and professional judgment.

The documentary research was based upon primary and secondary sources, including maps, drawings and reports.

Surveys of the Site and surrounding areas were conducted in August 2018 by visual inspection, in order to inspect the immediate area surrounding the Site and of the setting of the designated heritage assets that could be affected by the proposals. Consideration has also been given to non-designated heritage assets, key views to any notable historic buildings which contribute to the identification of the built form and the understanding of the special interest of the area.

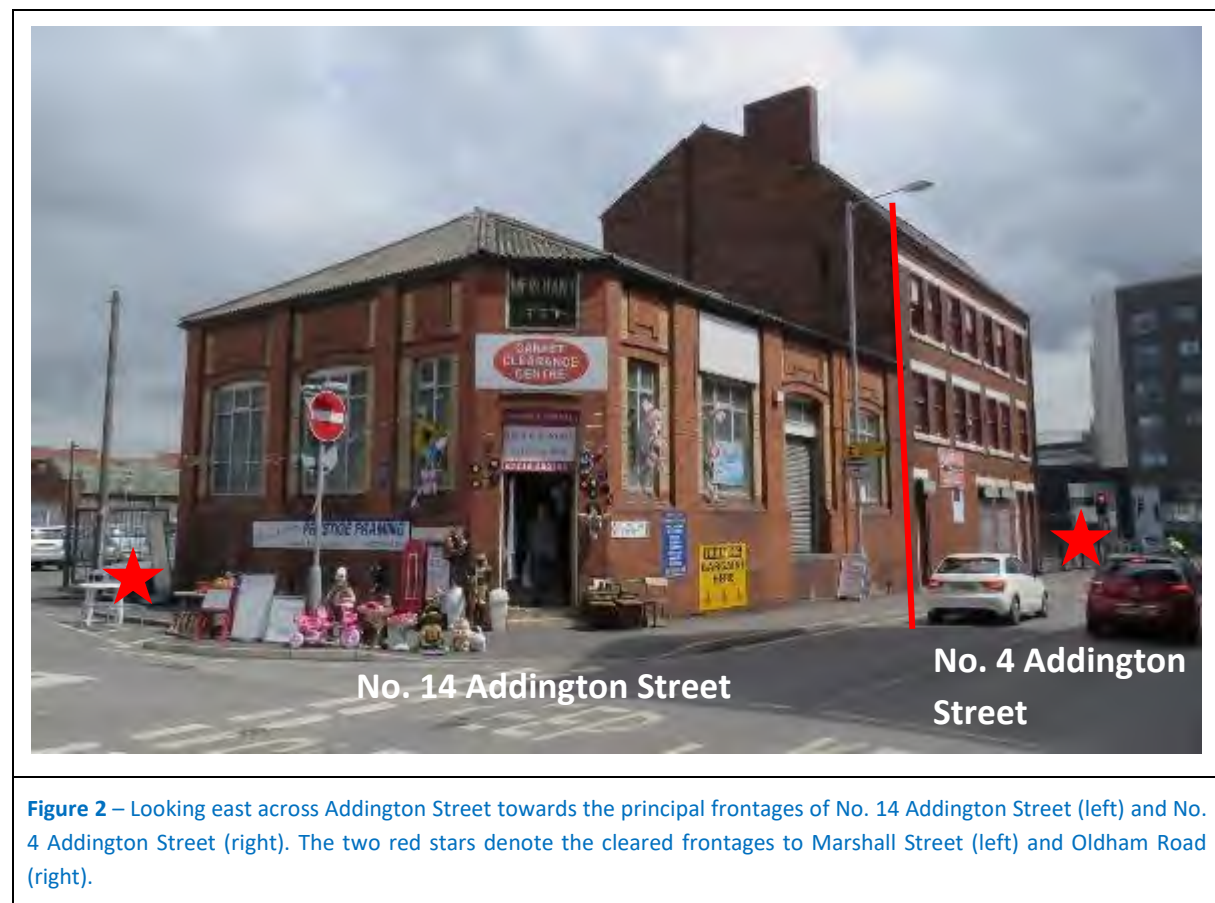
1.3 Authorship

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 of the Site and area of analysis

The Site is formed of two buildings, with a cleared plot to the south-eastern and north-eastern ends, which were formerly occupied by various buildings that have since been demolished. No. 4 Addington Street was constructed in c1903 as a warehouse and subsequent bakery, whilst No. 14, located on the corner of Addington Street and Chadderton Street, was built in c1913 as a fruit warehouse.



The Site is bounded by Marshall Street to the north-east, Oldham Road to the south, Addington Street to the south-west, and Chadderton Street to the north-west (see Figure 2 & 3).

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 (see Section 5 below) has focused on the area bounded by Mason Street to the north, Great Ancoats Street/ Swan Street to the west, Bennett Street to the east and Jersey Street to the south. 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.

The Significance Assessment in Section 6 aims to assess the nature, extent and relative importance of the components of the Site. 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.

2.2 Statutory Sites within the area of analysis

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 5 listed structures:

1. the Grade II Former Goulden Street Police and Fire Station (No.1, Figure 3)
2. the Grade II No.8 Cable Street (No.2, Figure 3)
3. the Grade II Former Midland Bank (No.3, Figure 3)
4. the Grade II Crown and Kettle Public House (No.4, Figure 3); and
5. the Grade II Victoria Square (No.5, Figure 3).



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

Conservation Areas

The Site is not located within a Conservation Area but is Sited close to the boundary of the Ancoats Conservation Area. The Site is also located close to the boundary of the Smithfields Conservation Area; however, it is considered that the character and appearance of this conservation area will not be impacted by the development of the Site.

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 will be subsequently tested.

The Proposals involve development within the setting of five identified listed buildings, and the character and appearance of two conservation areas. The Council is thus required by legislation and national planning policy to have regard to the impact of any Proposed Development as it affects 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 2018 (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 is informed by the guidance in Historic England's emerging guidance on Conservation Principles (2008). This guidance is consistent with the legislative framework and local planning policy and 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 subsequent Historic England guidance, 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), and 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 The Planning (Listed Building and Conservation Areas) Act 1990

The Planning (Listed Buildings and Conservation Areas) Act 1990, is of relevance to the Current Proposals as it provides specific protection for buildings and areas of special architectural or historic interest.

The legislation imposes specific requirements to consider the 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 neighbouring buildings to the Site requires that it is necessary to evaluate the impact of any Current Proposals in the context of **Section 66** of the Act, in terms of the potential impact on the character and 'setting' of the identified designated heritage assets. 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 the identified 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 appreciation of the special interest of the designated heritage asset. Thus, it is important to determine the degree of change and whether the Proposed Development will result in a negative perception of the asset, or diminish its values as a designated heritage asset.

The focus of the design-development has thus been to minimise the harm to the settings of the identified Listed buildings in order to meet the fundamental requirements of **Section 66** of the 1990 Act.

In accordance with **Section 66**, if a negative impact on any designated heritage asset is identified, its extent must be defined as to 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 NPPF 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 local planning authority 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.

Fundamentally, the legislation requires decision-makers to apply proportionate weight to the desirability of preserving the 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 and its environs, and its physical and visual relationship to adjacent 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 Proposed Development 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 ‘identified heritage assets’ are the identified listed buildings and conservation areas adjacent to and surrounding the Site.

The NPPF also emphasises the need for new development to make a positive contribution to the historic environment’s local distinctiveness (**paragraph 185**). Consequently, the proposals are required to complement the character and setting of the adjacent heritage assets.

The following NPPF requirements derived from **paragraph 127** are relevant to the Proposed Development of the Site. Therefore, in accordance with national planning policy the redevelopment proposals should:

- a. Function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

- b. Be visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c. Be sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d. Establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e. Optimise the potential of the Site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f. Create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users, and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

The NPPF does not specifically define ‘*good architecture*’ but puts great weight on the delivery of contextual design (**paragraph 130**). 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.

As noted above the **NPPF Planning Practice Guide (2014, subsequently amended)** 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.

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 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 proposal.

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).

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)

3.6 New Cross Neighbourhood Development Framework

Manchester City Council has adopted a Neighbourhood Development Framework (NDF) in relation to the New Cross Area (July 2015) which includes the area of the Site. The adopted NDF refers to the historic grid street pattern and significant historic buildings and notes the desirability of “reinforcing” the former and “incorporating” the latter as part of proposals for any new development, and by retaining such buildings and incorporating them into new development, this is intended to “create and reinforce a sense of character and place”.

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 Brief historical background of the area

Historically, the area of 'New Cross' derived its name from an area of public space at the centre of four important thoroughfares, being Oldham Road (originally known as Newton Lane), Oldham Street, Great Ancoats Street and Swan Street.

The junction of these street served as a key location for traders and as a hub for social and community activity, with markets being located around the central cross. The area was densely developed with low quality residential housing, interspersed with schools, churches, and pubs.



Figure 4 – A view of the 'New Cross' and market area in c1810, showing Oldham Street and Swan Street to the left, Oldham Road (at this time called Newton Lane) centre and Great Ancoats Street to the right. The original, early-19th century buildings to the eastern end of the Site can be seen here outlined red.

At the beginning of the 19th Century the area largely comprised of open ground. Initial clusters of buildings were located facing Newton Lane (now Oldham Road), with the north-eastern side of Swan Street being occupied by two large daub pits. Development grew quickly between 1800 and 1820 with the construction of low quality workers houses along Oldham Road, and the new streets running north-west which formed Addington Street

and the streets around it. Rochdale Road, to the north of the Site, also saw development growth along this new principal route into the city at this time.



Figure 5 – An aerial view looking north over the New Cross and Ancoats districts, in 1927, showing the Site is shaded red.

At the beginning of the 19th Century the southern end of Newton Lane (now Oldham Road) largely comprised of open ground and allotments. Development grew quickly between 1800 and 1820 with the construction of low quality workers houses upon the former allotments to the southern end of Oldham Road, and the construction of new streets running north-west which forming Addington Street, Marshall Street, Goulden Street etc. Rochdale Road, to the north of the Site, also saw development growth along this new principal route into the city at this time.

By the 1850s, the Leeds to Manchester railway line was brought into the area with a large new Goods Station being constructed next to the Site. Following the completion of the station there was a rapid increase in housing and industrial buildings etc around the new station, along with a large Gas Works.

In 1872 a new police and fire Station was built on Goulden Street and the new St George's Church was built on Oldham Road and quickly consumed by surrounding development. By the early 1900s a series of slum clearances took place, removing some earlier blocks of inhabitable housing including those originally located on Addington Street and Chadderton Street. These Sites were subsequently developmental with the construction of new light industrial warehouses, as now seen as part of the Site.

The 20th Century continued to see the growth of the Manchester & Leeds Goods Depot, with the Oldham Road Station, and an adjacent potato market thriving into the 1960s. By the 1970s the goods station had been demolished, and St George's Church was demolished in 1977.

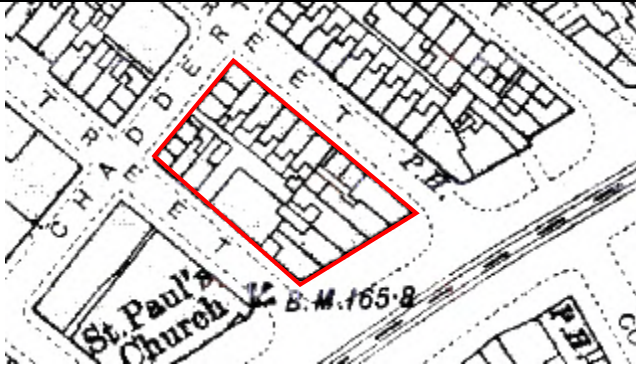


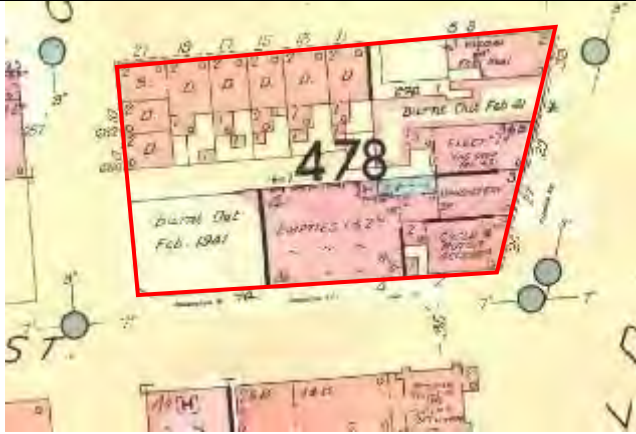
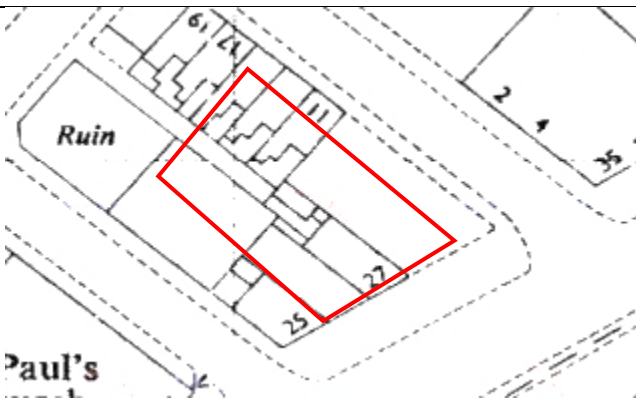
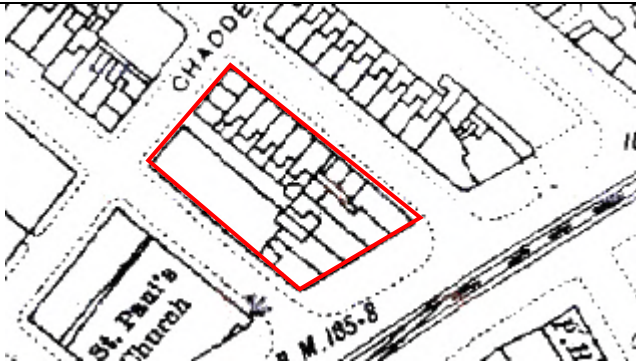
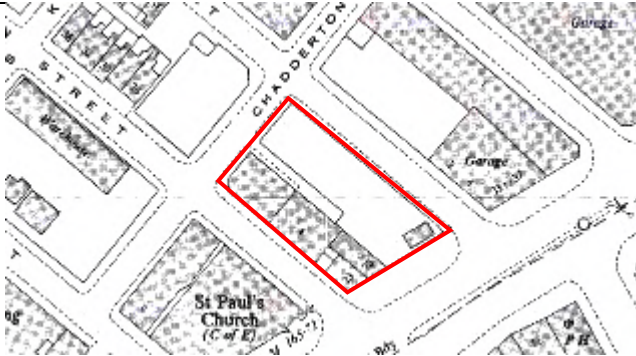
Figure 6 – Looking east along Addington Street showing St Georges Church shortly before its demolition in 1977. The Site can be seen to the extreme left (highlighted).

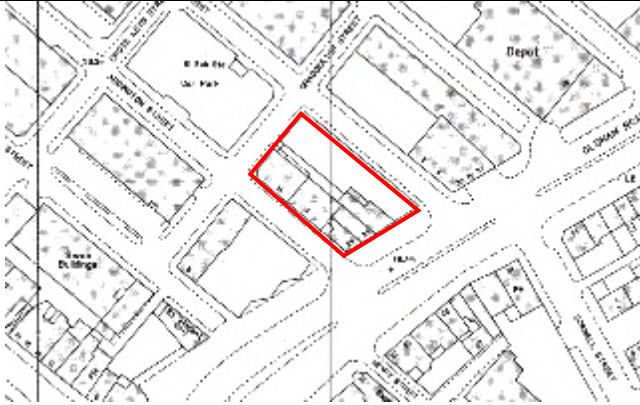
4.3 Map regression

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: Historic Map regression		
Date	Description	Image
1850	By 1850 the dense urban grain of the Site and its surroundings has already been established with a rigid grid pattern of streets spanning north-west from Oldham Road. Marshall Street, Oldham Road, Chadderton Street and Addington Street, which now form the boundaries of the Site. The Site contains approximately 25 terraced houses and back-to-back slum dwellings.	
1880	This map drawn for the Report on the Health of the City of Manchester, 1880 Shows buildings shaded brown, as shown across the Site, as being built before 1830.	
1888	The Goad's Fire Insurance Plan shows the Site largely as it appeared in 1850, with the exception of shops etc along the Oldham Road aspect of the Site. The bottom of the map shows the northern end of the new St Georges Church.	

1891	By 1891 the Site had not changed.	
1908	By 1908 the Site had changed with the demolition of four c1810 slum dwellings and the replacement with the current three-storey warehouse (No. 10 Addington Street). A tramway is clearly marked running down Oldham Street immediately to the south of the Site.	
1922	The 1922 OS map shows the construction of the current building at No. 4 Addington Street for the first time, having been constructed on the Site of the former 5 slum dwellings in c1911-4.	
1940-1	This 1940-1 Blitz map uses the earlier 1932-1935 OS map to indicate enemy bombing locations during the Second World War. The map shows that the corner building on the Site (No. 4 Addington Street), which is shaded red shows it was a "demolished building", meaning that it suffered a direct hit on the 26 th December 1941 as part of the Manchester Christmas Bombings, leaving the building a burnt-out shell. The map also shows that one of the shops to the east of the Site was also burnt-out during this raid.	

1927 – revised to Feb 1943	This 1927 Goad's Fire Insurance Plan is updated to February 1943, and shows the Site following the bombing raids in 1941. The plan incorrectly shows the date of the bombing raids as being February 1941, and shows No. 4 Addington Street as being 'burnt out' along with No. 31 Oldham Road.	
1948	Following the end of the War in 1945 three buildings to the eastern end of the Site, along with three buildings on the corner of Chadderton Street and Marshall Street had been demolished, with the burnt-out No. 4 Addington Street remaining a ruin.	
1951	Whilst many of the dense blocks of housing and workshops remain there is now a noticeable "thinning" of the urban grain around the Site. Many blocks have been wholly or partially demolished, notably to the north and west of the Site. This is indicative of the extensive post-War redevelopment of this bomb-damaged area of the City which was to accelerate rapidly after this date. The Site is largely the same, however, the 'burnt-out' No. 4 Addington Street can now be seen to have been repaired.	
1958	By the end of the 1950s the Site can be seen to have been almost entirely demolished, leaving only No. 4, No. 10 and two shops on Oldham Road (No's 21 & 23). A small temporary shed is now located to the east of the Site. This map shows the dominance of new motor garages which are now located along Oldham Road.	

1986	By 1986 the Site remains the same, however, the surrounding area has been further redeveloped with large areas of surface car parking and industrial buildings.	
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4.4 Summary

In summary, this area has witnessed dramatic cycles of development and decline; the area initially developed in the late-18th century, and by the early decades of the 19th century had become fully developed into a dense residential area, before the effects of large-scale German bombing raids over the area during the Second World War, and the migration of the resident population saw the area become rapidly underused and derelict.

Following mass clearances of whole blocks surrounding and including the Site, the area began to be redeveloped for predominately commercial uses from the mid-1950s onwards.

The distinctive historic elements of the area of analysis are:

- The remaining historic street pattern of Addington Street, Marshall Street, Chadderton Street and Oldham Road;
- Remnants of the surviving historic building grain, which are located sporadically across the immediate area, including the two surviving buildings up which form the Site;

4.5 Historical Development of the Site

The Site was first developed during the early-19th century, when a number of poor quality terraced worker's housing were constructed on a series of allotment gardens, forming a block bounded by Addington Street, Oldham Road, Chadderton Street and Marshall Street. By 1913 the present two buildings that form the Site had been constructed.

4.5.1 No. 4 Addington Street

During the early-1900s the original residential block underwent redevelopment with the demolition of 4 of the terraced houses fronting Addington Street and the construction of a four-storey warehouse (No. 4 Addington Street).

The new warehouse was advertised to let in the Manchester Evening News on the 28th December 1903 *“Oldham Road – 4 Addington Street, New Cross: capital new light warerooms, with teagle [hoist]”*. The advertisement suggests that the warehouse was newly completed in 1903, and ready to be let for the first time.

In the 1911 Census, No. 4 is recorded as being used as offices, however by the 23rd June 1913, the deeds of the adjoining property (No. 14), record the No. 4 as being owned by the baker; Robert Kay, by 1916 the building is referred to as the “New Cross Bakery” in the Manchester Evening News, dated 08th May 1916 *“Wanted, boy for bread van – New Cross Bakery, 4 Addington Street, Oldham Road”*.



Figure 7 – No. 4 Addington Street

This advertisement illustrates how the building was originally designed. When first built the building was divided into two separate properties, each with their own entrance. The door to the left of the Addington Street elevation led into the bakery, which occupied the ground and first floor, with a staircase to the inside of the entrance door. However, the door to the right of the elevation originally led directly up to the second, third and fourth floors above the bakery.

During the early 1900s the New Cross Bakery occupied the ground and first floor, and George Ainscow & Company, raincoat manufacturers, occupying the second, third and fourth floors.

A letter written by the sanitary office of Manchester Corporation, dated the 30th September 1915, records that an inspection of the building found that there was inadequate means of escape in the case of fire from the upper floors. The letter states that the building was owned by Robert Kay, baker, but occupied by George Ainscow &

Company, raincoat manufacturers, and that it was staffed by 6 men and 18 women on the second floor, and 6 men and 16 women on the third floor.

On the 16th November 1915 plans were drawn up by William Johnson & Sons (architects and surveyors) for the construction of a new, cast iron spiral staircase to be installed linking all floors of the building within the original teagle (hoist) area at the rear.

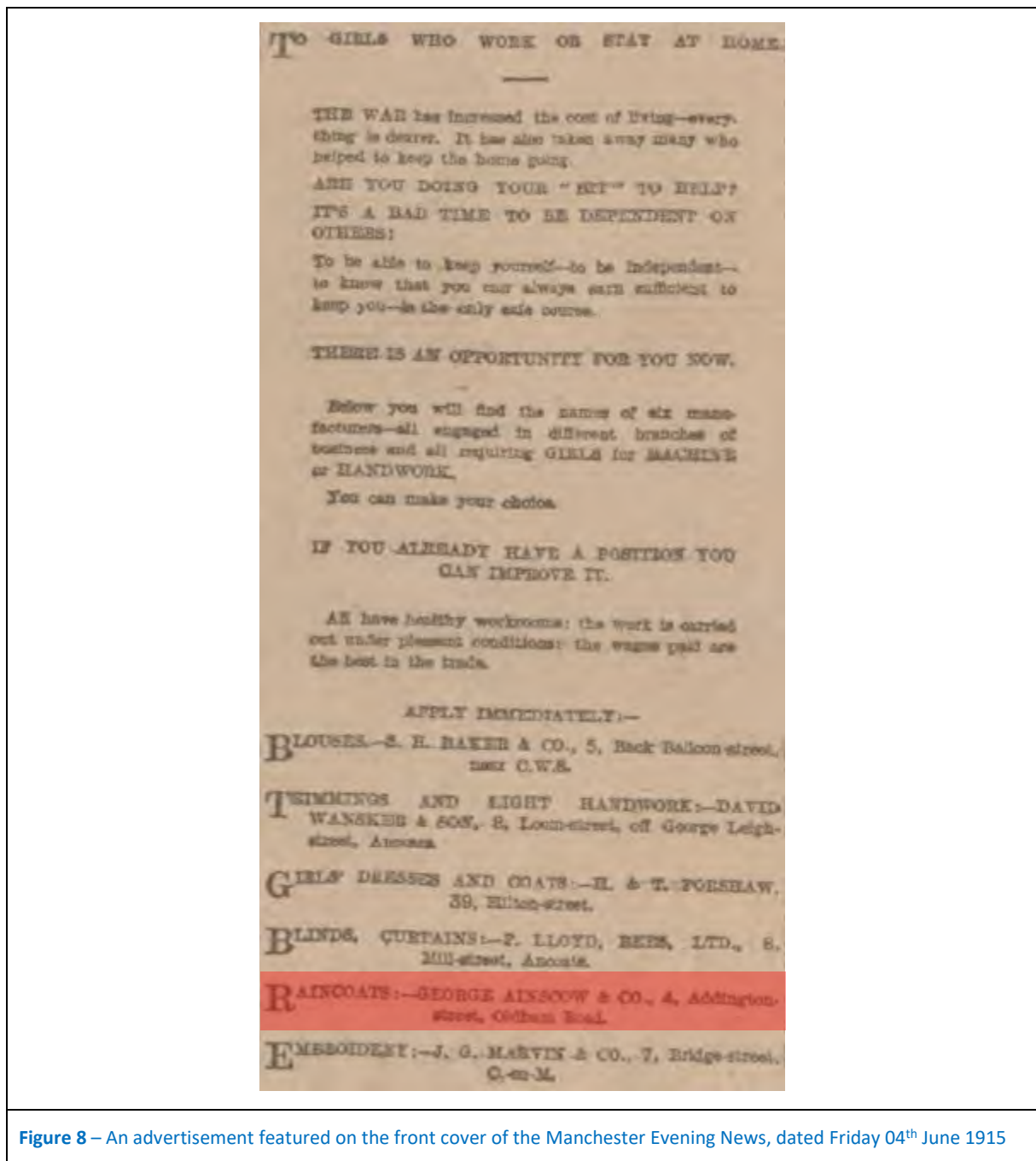
A letter sent from the makers of the new staircase; John Hall & Son Ltd of Oldham, to the architects, dated the 22nd September 1916, states that the premises had been at that time placed under a contract by the Ministry of Munitions of War. This meant that George Ainscow & Company were producing raincoats for the war effort. The letter asked for clarification of the classification of War Work the premises were under. The three classifications were:

Class A – Work or materials wholly required for a Government War Contract, Certified War Work, or Merchant Shipping Work.

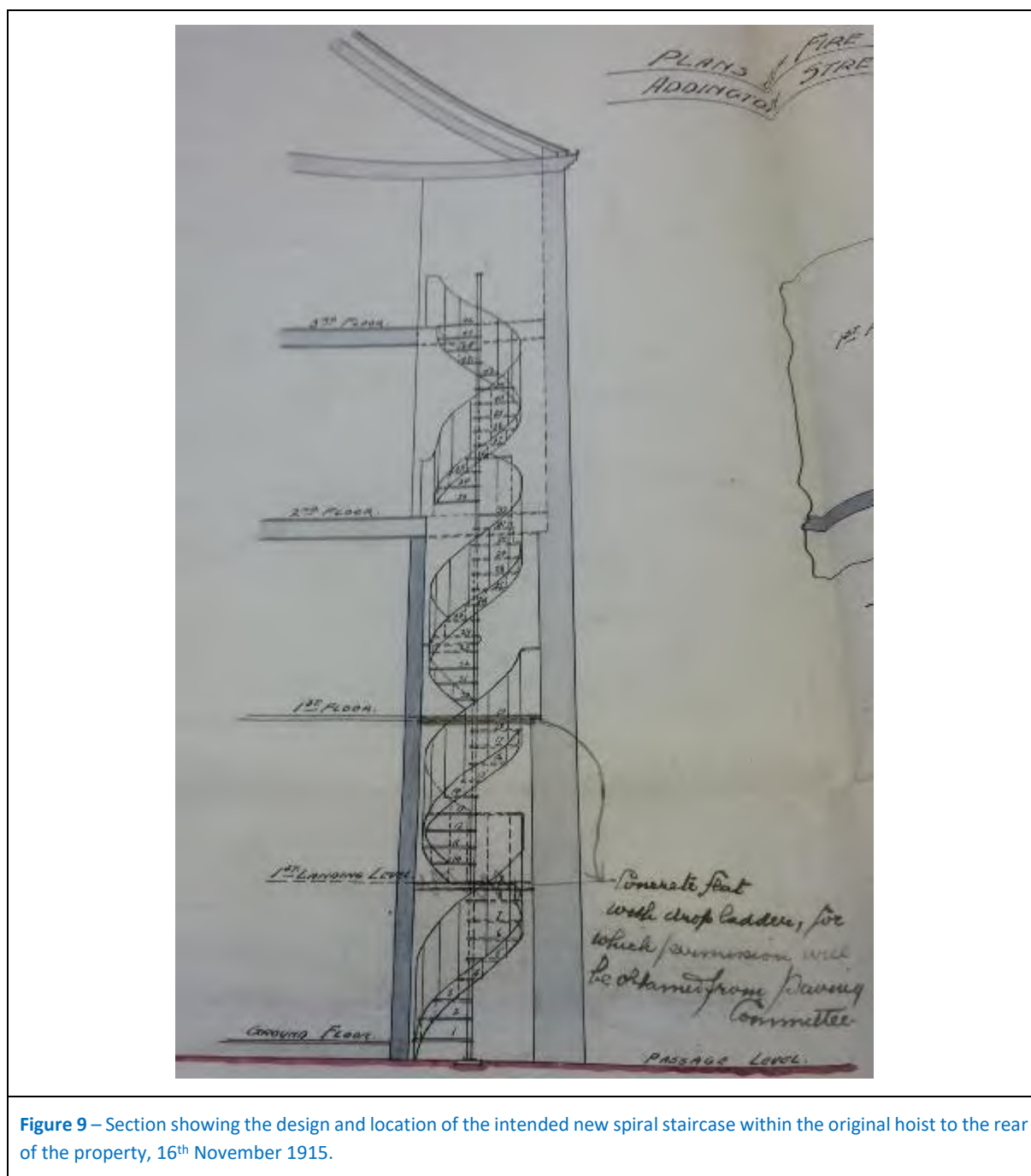
Class B – Work or materials wholly required for: Repairs to industrial machinery, machinery necessary for the transport of general freight, the production of material or parts needed for the work of Class A or B, or work for the Admiralty, War Office, or the Ministry of Munitions for the efficient conduct of the War.

Class C – New locomotive's or railway material, motor vehicles or repairs, new mining machinery, or new textile machinery,

Due to George Ainscow & Company being raincoat manufacturers, it is likely the classification would have been Class A – “providing materials wholly required for a Government War Contract”.



The next record of No. 4 Addington Street is an advertisement in the Manchester Guardian, dated the 21st January 1924, shows that the building is still being used as a bakery on the lower floors, but now with offices on the upper floors. The address of "No. 4" is now being recorded as "offices", whilst the introduction of the numbering of "No. 6" is recorded as "bakery" - "No. 4 Addington Street Let as a warehouse and offices...No. 6 Addington Street is an up-to-date bakery known as "New Cross Bakery" with offices, boiler house, baker's dressing room, lavatory, W.C etc".



4.5.2 No. 14 Addington Street

An indenture dated the 23rd June 1913 outlines the transfer of land on the corner of Addington Street and Chadderton Street following the demolition of the early-19th century housing which originally occupied the Site.

The land was at that time owned by the Estate Managers of The Hulme Trust Estates (Residential), and were Richard Henry Ainsworth Esq, Stewart Garnett Esq, John McConnect Esq, Henry Arthur Heywood Esq, Sir William Rothwell Hulton Esq, Reginald Arthur Tatton Esq and Ralph Ayshifton.



Figure 10 – 1911 No's 12, 14 and 16 Addington Street, seen here unoccupied and awaiting demolition. To the right can be seen No. 4 Addington Street, at this time being used as offices.

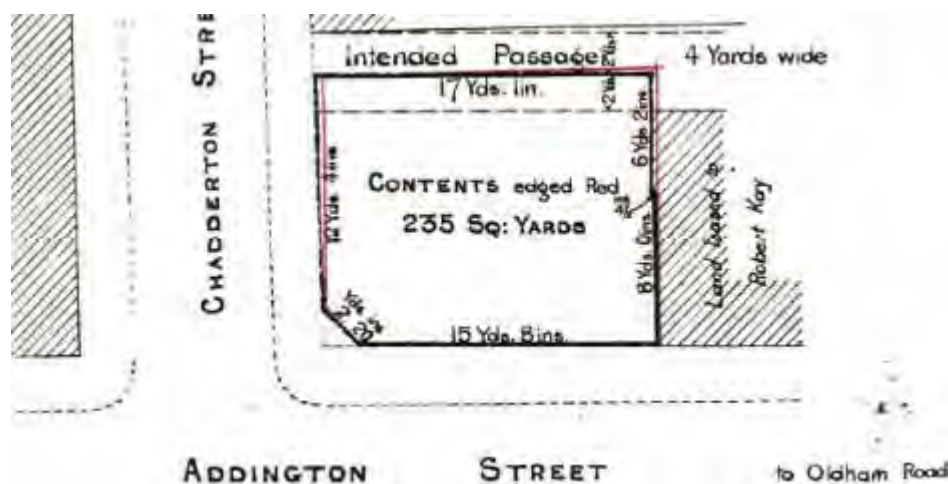


Figure 11 – The plan used in the indenture between the Estates Managers of the Hulme Trust Estates (Residential) and Frederick Bridge, Fruit Salesman, 23rd June 1913. The plan shows that the attached No. 4 Addington Street was leased to Robert Kay (baker).



Figure 12 - An advertisement for Fred Bridge, Fruit Merchant in the Manchester Guardian, 29th October 1923



Figure 13 – No. 14 Addington Street (left) and No. 4 Addington Street (right)

The land was transferred to Frederick Bridge, a Fruit Salesman of the nearby Smithfield Market, who had a fruit warehouse close by on Pump Street. Frederick Bridge built the current building as his new fruit warehouse between 1913-4. Due to its close proximity to the large Smithfield food market on Swan Street, this originally residential area quickly became home to a number of food storage warehouses.

Further north-west on the corner of Mason Street and Addington Street is another example of a fruit warehouse, constructed at No. 19 Mason Street in 1914 for John Swift Fruit Merchant. This building bears a striking resemblance to No. 14 Addington Street (the Site), and uses the same red and yellow brick, recessed panels and

splayed corner entrance featuring an almost identical green glazed tile name sign. It is likely that both fruit warehouses were designed by the same local architect, using the same style and materials (See Figures 14 and 15 below).



Figure 14 - No. 19 Mason Street



Figure 145- No. 14 Addington Street (the Site)

When originally constructed, the building consisted of two floors, however, during the Second World War (1939-45) the building suffered a direct hit by enemy German bombing and almost completely destroyed, leaving only the four walls of the ground floor standing. The building remained a ruin until it was partially rebuilt with the construction of a new roof at first floor level during the 1950s. Fred Bridge Ltd continued to own and occupy the building as a fruit and vegetable warehouse until at least 1974, and since that time the building has been used for light industrial purposes.



Figure 16 – An aerial view of the Site in 1937, showing No. 14 (left) 3 years before the building was substantially damaged by a German bombing raid. This is the only known photograph showing the original two-storeys of No. 14 Addington Street (outlined red). To the right can be seen No. 4 (outlined yellow).

4.6 Building Description

4.6.1 No. 4 Addington Street

The building is set over four floors, however, from Addington Street the building appears to be of three floors; this is achieved by the use of a mansard roof, which allows for the fourth floor windows to the rear of the building.

The ground floor level forms a slightly taller space than the upper floor levels, and was used as the New Cross Bakery. The walls consist of painted red brick, with areas of painted white glazed brick. The use of glazed brick denotes its original use as a food preparation space. The ground floor room contains a timber staircase leading only to the first floor, whilst a second staircase to the southern end of the room is inaccessible from this level, and originally led from Addington Street up to the second to fourth floor levels above.



Figure 17 – A view looking west across the ground floor level from the main entrance. This room formed the New Cross Bakery in the early 1900s.



Figure 18 – Looking west across the second floor level.



Figure 19 – The original timber teagles doors on the second floor



Figure 20 – The original doors leading into the second floor from the separate stone staircase to the eastern end of the building.



Figure 21 – The stone staircase, accessed originally from the eastern entrance on Addington Street only.

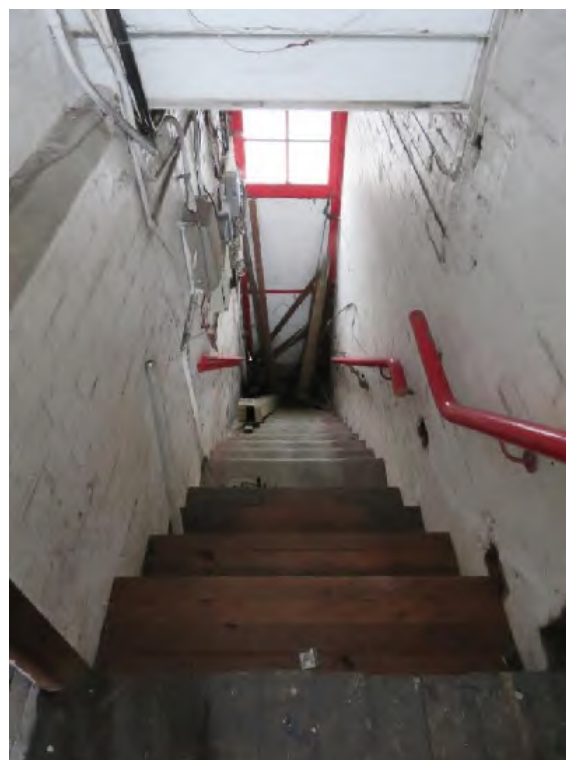


Figure 22 – Looking down towards the eastern entrance into the building from Addington Street, showing the original separate entrance to the second floors and above.

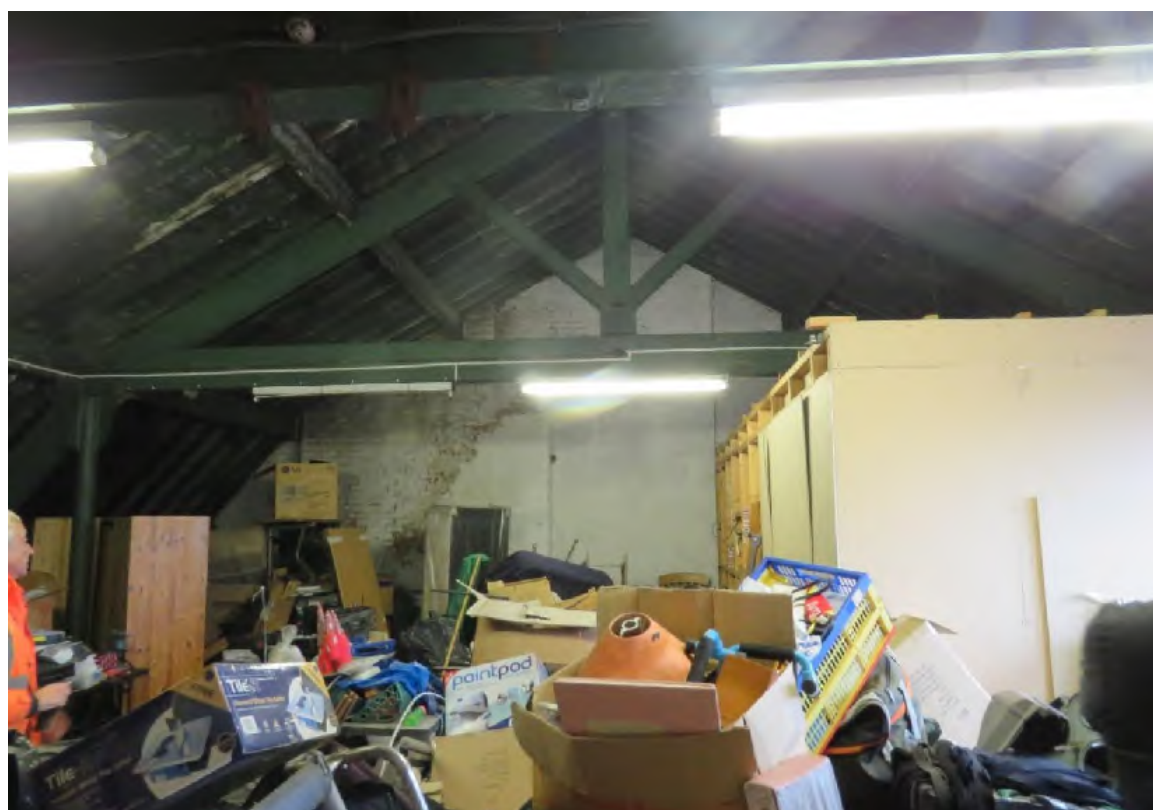


Figure 23 – The fourth floor, located within the mansard roof.

4.6.2 No. 14 Addington Street

Access was not possible into No. 14 Addington Street, it is assumed that due to the building being a ruin for many years, and then subsequently partially reconstructed in the 1950s for industrial purposes, that no internal features of note survive.

5 CHARACTERISATION APPRAISAL

5.1 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 are three main character areas within the area of analysis. In order to understand the potential impact development could have on the historic built and urban environment as a whole, the areas surrounding the Site have been divided into distinct character areas (see Figure 24 below).

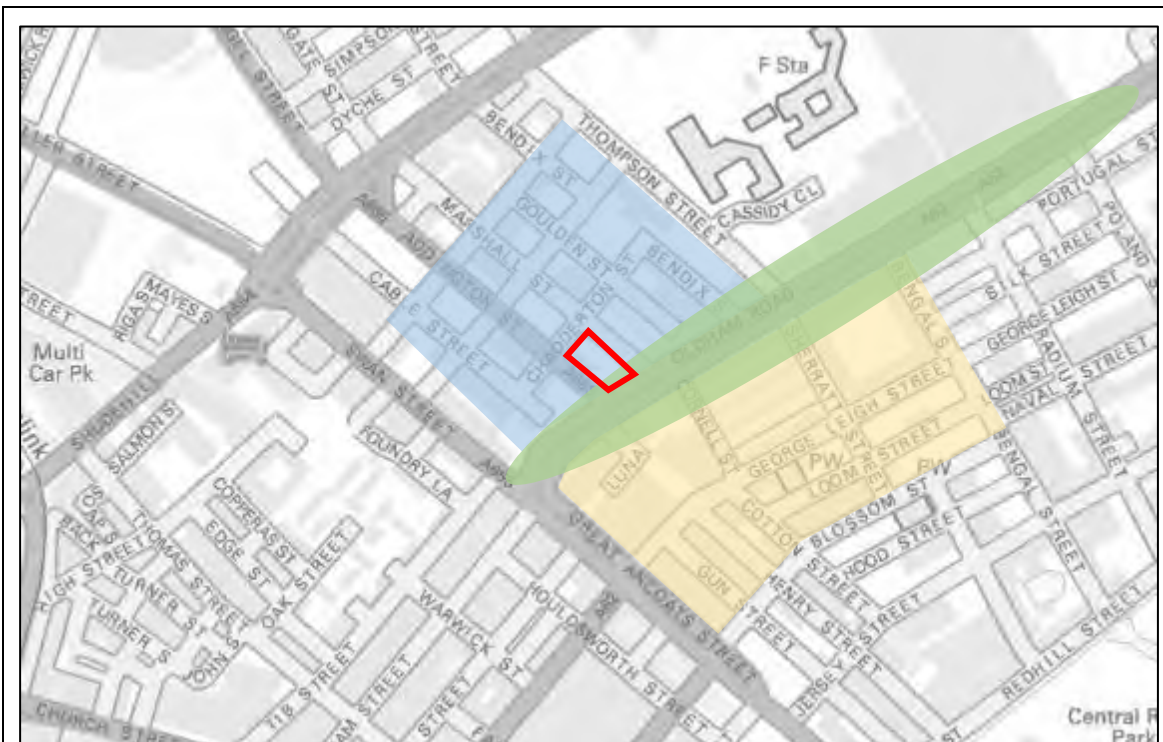


Figure 24 - Oldham Road character area (Green), north Ancoats character area (Yellow), and former warehouse district character area (Blue).

5.2 Oldham Road character area

Oldham Road commences at the junction of Swan Street, Great Ancoats Street and Oldham Street, and extends north-eastwards as a substantial dual carriageway. Whilst the Grade II listed former Midland Bank and the Crown & Kettle public house, which are located at the commencement of the road, add dignity and historic context to the junction, of which this coherence is quickly lost.

Oldham Road Character Area – Extensive redevelopment to individual blocks, especially to the northern side of Oldham Road, has left the urban grain incoherent and the overall character very mixed, with the major road network and rear aspects of buildings being the dominant character.



Oldham Road character area – Areas of mass clerences and surface car parking creates along with the dominane of the busy four-lane Oldham Road creates a poor and unpleasent pedestrian environment, which creates a 'no go' area with a lack of visual cohesion or focus for further exploration.



The northern flank of the Oldham Road has been extensively redeveloped and is now composed of a mixture of surface car parks and modern retail and light industrial units.

The historic late 18th and 19th century gridiron plan survives intact, however, along with a number of individual buildings of this latter period which stand alone in dramatic isolation. Notable amongst these is No. 8 Cable Street and the former Goulden Street Police and Fire Station, which are both Grade II listed.

5.3 Ancoats character area

This character area forms the northern fringe of the larger Ancoats Conservation Area. This part of the conservation area presents a confusing mix of modern apartment buildings, gap Sites, and other, lower quality historic buildings fronting onto Oldham Road.

Ancoats character area - The northern boundary of the Ancoats Conservation Area, seen here along Oldham Road does not best represent the character and appearance of the conservation area, with the concentration of historic mills and other buildings being located further east into the area.



This view represents a typical view of the northern boundary of the conservation area at its junction with Oldham Road. Here remaining historic buildings become fragmented by the inclusion of c2000s apartment buildings and other less significant historic buildings.

Ancoats character area – This view represents a typical view of the northern boundary of the Ancoats Conservation Area when approaching its fragmented northern boundary, forming a buffer onto Oldham Road.



The Ancoats Conservation Area is fully appreciated and understood when traveling further south-east into the district from Oldham Road. Here the area contains its characteristic large early cotton mills, canal network and other similar buildings.

5.4 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.

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.



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



6 ASSESSING HERITAGE SIGNIFICANCE

6.1 Introduction

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 guidance within *Conservation Principles: Policies and Guidance for the Sustainable Management of the Historic Environment*, 2008, describes a range of heritage values, arranged in four groups, which may be attached to place. These are:

- **Evidential Value** – relating to the potential of a place to yield primary evidence about past human activity;
- **Historical Value** – relating to ways in which the present can be connected through 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 a place;
- **Communal Value** – relating to the meanings of place 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.

6.2 Listed buildings

Statutory listing of buildings 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 contains no listed buildings, however, the following listed buildings, the settings of which could be affected by development within the Site. As recommended by the revised Historic England guidelines, the proposed visual impact on these individual settings is discussed in Table 2 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.

The identified designated heritage assets are as follows:

1. the Grade II Former Goulden Street Police and Fire Station
2. the Grade II No.8 Cable Street
3. the Grade II Former Midland Bank
4. the Grade II Crown and Kettle Public House; and
5. the Grade II Victoria Square.

TABLE 2: Significance of setting to surrounding listed buildings

Listed Building Name	Grade	Description Summary	Significance of setting & potential impact
1) Former Police & Ambulance Station	II	The former police and fire station was largely demolished in 2007 due to fire damage and today consists of the four outer walls and ventilation stack. Below is the original list description. Former police and fire station. Mid to later C19, now ruined. Red brick with some sandstone ashlar. Rectangular plan on island Site originally incorporating office and domestic block on west side, cell range to south of this, with tall chimney stack (surviving), and fire engine garage on east side, all within a curtain wall. 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.	The setting of the former Police Station has been entirely lost due to all surrounding blocks having been redeveloped with a mixture of modern industrial units and surface car parks from the 1950s onwards, along with areas of more recent housing in the 1980s. As a result the remains of the (now ruined) Site and especially its substantial stack stand isolated and alone as a remnant of the 19th century development of the area. Due to the distance of the Site from the building, development upon the Site is considered not to impact on the setting of this building.
2) No. 8 Cable Street	II	Warehouse or industrial building. Mid to later C19. Brick with some stone dressings. Rectangular. Four storeys, gable to road, 3 x 10 windows. Central segmental-headed doorway and segmental-headed windows, all these with stepped jambs in the form of simplified pilasters with moulded heads and feet; moulded brick band over top floor; rebuilt gable with central window, moulded bands to coping, and added or rebuilt chimney on left slope. Long sides similar, but with simpler windows (those to basement blocked). Rear gable wall has tiered loading doorways to right.	The former industrial furniture warehouse at No. 8 Cable Street is now detached from its historic setting as the surrounding areas have been to extensive demolition. The extensive brick walls of the building have a monumental character, which are of considerable architectural merit. The evident numerous changes to the brickwork are also of substantial historic interest and add to its street presence. This building was constructed within a tightly compacted grid-iron network of streets that surrounded it on all sides. Any development of the Site will uphold the originally densely developed character of neighbouring streets.
3) Former Midland Bank	II	Bank, now office. c.1914, renovated. Portland stone (roof concealed). Irregular plan on corner Site, with semi-circular south end to Oldham Road. Classical style.	The former bank building is understood and appreciated as part of the historic streetscape to the junction of Swan Street and Oldham Street. However, due to the adjacent gap Sites and low quality buildings that exist to the east of the building, along Oldham Street, the historic context of the building has been shorn and this has affected the contribution of the setting of the building to its significance. The setting of the building is also affected by the noise and presence of the busy ring road junction. As such, the setting of the building is appreciated as being part of the Swan Street streetscape which is narrower and

TABLE 2: Significance of setting to surrounding listed buildings			
Listed Building Name	Grade	Description Summary	Significance of setting & potential impact
			enclosed, yielding historical and aesthetic values which contribute to the significance of the former bank building. Due to the distance of the Site from the building, development upon the Site is considered not to impact on the setting of this building.
4) Crown and Kettle	II	Public house. Probably earlier C19, altered. Buff brick with stone dressings, hipped slate roof. Square plan on corner Site. Two storeys, 5x5 bays; very tall transomed 2-light windows to ground floor with Gothick tracery and linked hood moulds, a doorway in the lower part of that in the centre of the Oldham Street facade, with 4-centred arched fanlight, and similar doorways in the 2nd and 5th bays of the Great Ancoats Street facade; shorter 2-light windows to 1st floor with cusped lights, also with linked hoodmoulds. Interior: unusual ceiling with very large Gothic pendants; small snug with mahogany panelling said from airship R.101. History: said to have been used as courtroom associated with former market close to this Site	The Crown and Kettle occupies a prominent corner Site on the junction of Oldham Road and Great Ancoats Street. The building forms a strong 'anchor' at this junction, from which Oldham Road becomes quickly void of most of its historic context when travelling northwards. The setting of the building is in part affected by the presence of the busy ring road junction and infrastructure, however, the building can still be fully appreciated and viewed from this junction, and when looking west along Great Ancoats Street, east along Swan Street, and north along Oldham Street. Due to the distance from the Site, development of the Site is considered not to impact on the setting of this building.
5) Victoria Square	II	Tenement block. 1889, by Henry Spalding and A.W.Cross, for Manchester Corporation; altered. Red brick with terracotta dressings, slate roofs. Square courtyard plan with balcony access inside courtyard. The Oldham Road facade is 5 storeys (plus attics to the centre and ends), 18 main bays, symmetrical (with windows grouped 3:1:1:1:1:2:1:1:1:1:3), a shaped gable over the 2-bay centre, larger shaped gables and pavilion roofs with apex lanterns and finials over the ends, and small pedimented gables with ball finials over the intermediated bays; and a cornice over the ground floor and double string-courses between the upper floors giving a strong horizontal emphasis. Courtyard surrounded by balconies with prominent curving supports to the railings. History: first municipal housing in Manchester.	Victoria Square occupies a key site on the Oldham Road. Its setting is important both in the monumental facade which it presents to the Oldham Road and in the concealed nature of the gardens behind for the benefit of the social tenants of the building. The structure is also of interest as, although it represented an entirely new concept in social housing at the time of its construction, it occupies the entirety of a former city block and conforms to the rigours of the existing gridiron street plan which was set out to accommodate the overcrowded housing an industry which Victoria Square set out to address. As such the building recognises the existing urban form but offers a challenge to it and to the prevailing social and physical conditions in the city at that time. Due to the robust character and scale of the building, and the distance of the Site from the building, development upon the

TABLE 2: Significance of setting to surrounding listed buildings			
Listed Building Name	Grade	Description Summary	Significance of setting & potential impact
			Site is considered not to impact on the setting of this building.

6.3 The Site

The Site contains two Edwardian light industrial buildings; No. 4 (c1903) and No. 14 Addington Street (c1913), which are still used for light industrial purposes.

The two buildings yield low heritage values in terms of historical, aesthetic, communal and evidential value, and are not considered to meet the criteria for statutory listing due to their recent construction date, rarity and design. However, the two buildings are considered to be of limited local historical and architectural interest.

6.4 Conservation Areas

The boundaries of the Smithfield Conservation Area and Ancoats Conservation Area are a short distance to the south and east respectively.

The Smithfield Conservation Area lies on the north-eastern edge of the city centre of Manchester. The area is bounded by Swan Street, Oldham Street, Market Street, High Street and Shudehill. The Conservation Area can be understood and appreciated as a coherent area of 19th Century commercial development. The focus and ability to appreciate the former commercial district is experienced further south into the area away from Swan Street.

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, character or appearance of the Smithfield Conservation Area, or the Ancoats Conservation Area, and it is considered that the Proposed Development will in fact have a beneficial effect upon the setting of the Ancoats Conservation Area by reinstating a coherent urban grain and block plan form to the streets facing the conservation area on the opposite (northern) side of the Oldham Road.

The height and mass of the buildings along Oldham Road is guided by the NDF which indicates an approximate height of 8 storeys to the northern boundary of the Ancoats Conservation Area. Whilst part of the proposed

building extends to 11 storeys, the additional height is not considered to have a material impact over the accepted eight storey baseline.

The above Characterisation Appraisal (Section 5) has identified three district character areas that form the immediate area around the Site. This appraisal has demonstrated the low quality and fragmentary nature of these areas that surround the Site, 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.

6.5 Statement of significance

- The Site consists of two early-20th century warehouse buildings dated c1903 and c1913.
- The late construction dates, building types, and former uses of the buildings yield low historical, evidential, aesthetic and communal value, and are both considered to be of limited local historic and architectural interest.
- It is considered that the buildings do not yield sufficient architectural and historic interest to meet the criteria for listing.
- The Site is close to a number of 5 listed buildings and 2 conservation area boundaries. These have been identified and discussed proportionally.
- It is considered that the settings of the 5 listed buildings will not be adversely impacted upon by the current proposals.
- It is considered that the settings of the Smithfield Conservation, and Ancoats Conservation Area will not be adversely impacted upon by the current proposals.
- The overgrown and largely abandoned areas to the east and south of the Site currently consists of a large area of cleared open ground, which, along with neighbouring cleared blocks, detract from the wider streetscape.
- The area surrounding the Site has witnessed dramatic change throughout the 20th century, which has affected the setting of the surviving buildings located on the Site, and wider area.
- The characterisation appraisal has demonstrated that the urban form of the surrounding areas is so drastically altered that the potential for adverse visual impacts on the historic built environment will be at most negligible.
- Due to the previous development of the Site there may be potential for below ground archaeology.

7. VISUAL IMPACT ASSESSMENT

7.1 Scope of Potential Impact

This assessment of the potential heritage impact on the identified heritage assets concerns visual impacts of the proposals upon the *settings* of the following 6 designated heritage assets:

- the Grade II Former Goulden Street Police and Fire Station (No.1, Figure 3, page 9)
- the Grade II No.8 Cable Street (No.2, Figure 3, page 9)
- the Grade II Former Midland Bank (No.3, Figure 3, page 9)
- the Grade II Crown and Kettle Public House (No.4, Figure 3, page 9); and
- the Grade II Victoria Square (No.5, Figure 3, page 9).
- The Ancoats Conservation Area (Figure 3, page 9).

The *significance of setting* in each case has been established in the significance assessment in Section 6.2 above, in preparation for the following impact assessment. The proposals do not incur any physical impacts upon designated heritage assets. Therefore, the impact assessment is a *Visual Impact Assessment* of the impact upon setting only.

7.2 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 *significance of setting*, 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 in 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 2014, 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 current 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.

7.3 Assessment Methodology

Historic England have recently (December 2017) updated their policy guidance on the Setting of Heritage Assets (Historic Environment Good Practice Advice in Planning Note 3, Second Edition).

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 (Para. 8) 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 listed below and set out in the map Figure 14 below.

Historic England’s recently updated policy guidance on the Setting of Heritage Assets (Historic Environment Good Practice Advice in Planning Note 3, Second Edition - December 2017) in general terms, calls for a more discursive approach to Visual Impact Assessments and a reduced reliance on matrices and technical assessment.

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. 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).

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 25 below.

Cumulative views showing the two other development sites (Bendix Street and Goulden Street), which are being submitted concurrently with this application, are also included and assessed where applicable.

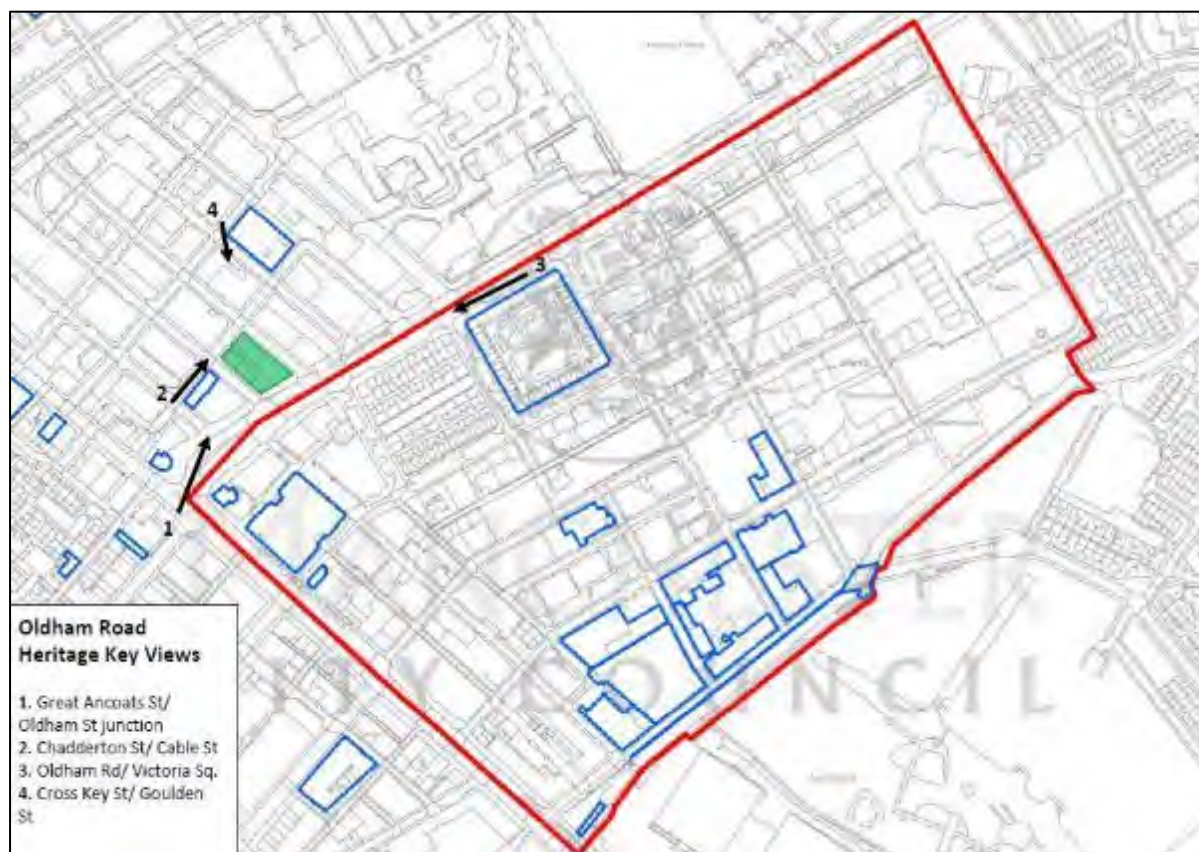


Figure 25 – Locations of agreed Heritage Views of the Site. The Site is highlighted green.

7.4 Visual Impact Assessment

The existing and proposed Views 1 – 4 (represented in Figures 26-33 in Table 3) can be found following the below text discussion and assessment.

View 1 - Existing

This view shows the Site (to the left) as viewed from the former location of the New Cross, at 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.

Much of the southern part of Oldham Road is visible from this vantage point. The existing view illustrates the lack of coherent historic built form to the right of the view, which forms the boundary of the Ancoats Conservation Area, of which is considered to be of low significance from this location, and 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, and also of low significance.

Other buildings within the view consist of modern apartment blocks to the right, and light industrial premises (forming part of the Site) to the left. Consequently, this view is considered to be of *low significance*.

View 1 - Proposed

In the proposed view, the new building forms the main focus in the foreground. The building uses two connected, but different architectural treatments and designs to give a sense of hierarchy between the taller and shorter elements. The ground floor of the building uses large areas of glazing to create active street frontages along Oldham Road and Addington Street, forming a strong corner treatment at this junction.

The design of the proposed building takes its influence from historic warehouse buildings which survive in the immediate area, using a series of round-headed window openings, which echo historic architectural detailing in the area. The new building is considered to reinstate a degree of coherence to the streetscape and to repopulate an area of the historic street plan which has been vacated by clearance throughout the latter 20th century, re-establishing the historically dense gridiron urban grain.

Directly in the foreground of the building, the setting of the Grade II Listed No. 8 Cable Street is not experienced from this location and will not be affected by the Proposals. The setting of the Ancoats Conservation Area to the right, as discussed above, forms a largely fragmented buffer of low significance from this viewing place. As such, within the preferred ICOMOS terminology, it is considered that the view demonstrates the Proposals would incur a ***moderate beneficial*** impact upon the significance of the settings of the heritage assets seen within the view.

View 2 – Existing

View 2 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.

Along with fragmentary late-20th century low-rise industrial units and offices; this view includes the Grade II Listed ventilation stack of the Grade II Listed former Goulden Street police and fire station, which is a prominent feature on 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, and was never designed to have been viewed from this position. This view is considered to be of *low significance*.

View 2 - Proposed

In the proposed view the new building will not be fully visible due to the narrow street pattern, and height and position of the Grade II Listed No. 8 Cable Street to the right of the view. The Proposed Development will only come fully into view gradually when traveling north-east along Chadderton Street.

The design of the new building is of a robust and confident design, that matches those qualities found in the neighbouring No. 8 Cable Street, and similarly accords with its rhythm of fenestration.

The ventilation stack and boundary wall of the Grade II former Goulden Street police and fire station, are only now visible in the mid-distance due to the recent mass clearance of industrial buildings in the blocks in-between, and would not have originally been seen from this location, as such the overall impact upon the settings of heritage assets in this view is considered to be **minor beneficial**.

View 3 – Existing

This view is experienced from Oldham Road, looking westwards towards the Site from the principal aspect of the Grade II Listed Victoria Square. The Site can be seen in the midground, left of the Chinese pagoda structure, which marks the corner of the large modern, Wing Yip Chinese supermarket and restaurant. Further along Oldham Road, to the left of the view is an extended terrace of shops with housing above, consisting of typical brick-built late-19th century design, and forming part of the northern boundary of the Ancoats Conservation Area.

Located in the far-distance, directly behind the Site, is the Grade II Listed 1950s CIS Tower, which does not present an easily intelligible view from this location. The view is considered to be of *low significance*.

View 3 - Proposed

In the proposed view, due to the distance of the Grade II Listed CIS Tower from the Site, the robust and dominant scale, position and design of the Grade II Listed Victoria Square, and the low significance of the setting of the Ancoats Conservation Area from this viewing position, It is considered that the Proposed Development will add a coherent and well-designed new feature into the poor and fragmentary nature of the current streetscape along the northern side of Oldham Road, and as such the Proposals are considered to be **moderate beneficial**.

View 4 – Existing

View 4 is experienced looking in an easterly direction from the junction of Cross Keys Street (left and right), and Goulden Street, which can be seen to the centre. This view demonstrates the swathes of cleared blocks of buildings which are now used as surface car parking as far as Oldham Road. In the distance, to the right of the view is the principal elevations of the Grade II Listed No. 8 Cable Street, which along with the two buildings consisting the Subject Site, form a cluster of similar buildings at the junction of Cable Street and Addington Street.

To the extreme left of the view is the remains of the principal elevation of the former Goulden Street police and fire station (Grade II Listed). Although now a ruinous and incomplete shell, this remaining boundary wall and tall ventilation stack behind still provide a strong and dominant presence to the streetscape. This is not the best position in which to appreciate and view the building, consequently the view is considered to be of *low significance*.

View 4 - Proposed

Within the proposed view, and as identified within previous views, the new development would reinstate a degree of coherence to the historic street plan affected by urban clearance and reinstate a dense urban grain in accordance with the original development of the area.

The presently disjointed and largely altered historic street-plan will be partially reinstated with the introduction of a new building of confident design quality, which employs design features echoing the historic building qualities of buildings within the area. The setting of the Ancoats Conservation Area will not be affected by the Proposals from this view.

It is considered that the new building will add a coherent and well-designed new feature within the setting of the Grade II Listed former police and fire station boundary wall and ventilation stack, enhancing its currently isolated setting, and as such that the effect of the proposals will be ***moderate beneficial***.

7.5 Impact Assessment Conclusions

- The Proposed Development will result in one instance of minor beneficial impact, and three instances of moderate beneficial impact.
- The instances of minor and moderate beneficial impact relate to the effect of the Proposed Development upon the settings of the Grade II Listed former Goulden Street police and fire station, the Grade II Listed No. Cable Street, the Grade II Listed Victoria Square and the setting of the Ancoats Conservation Area.
- The beneficial impact upon the settings of the above heritage assets relate to the reinstatement of a clear architectural rhythm and form in this area, adhering to the original gridiron street plan which still survives within the immediacies of the Site.
- The Proposed Development will largely conform to the proposed building heights and massing set out within the NDF.
- Within the wider townscape, the Proposed Development will introduce a new feature in the city skyline which will complement the existing multi-phased skyline in this area, and create a point of interest and encourage exploration and movement from the city to this part of New Cross, signifying presence and activity within a presently long underused area of the city.
- Perhaps most importantly in this respect the Proposed Development will enhance the streetscape of the lower part of Oldham Road and tie this area back in to the adjacent established city centre area.
- As a result, the proposals are not considered in the light of the Visual Impact Assessment to incur any adverse impacts upon the settings of any of the identified heritage assets. In these terms, the overall impact of the proposals is considered to be beneficial in visual terms as regards the settings of the listed buildings and conservation areas, and that no “harm” is being proposed within the terms of the NPPF, as discussed in the final discussions and conclusions in the following section.

Table 2: Existing and proposed images for the heritage viewpoints



Figure 26 - View 1: Existing



Figure 27 - View 1: Proposed



Figure 28 - View 2: Existing



Figure 29 - View 2: Proposed



Figure 30 - View 3: Existing



Figure 31 - View 3: Proposed



Figure 32 - View 4: Existing



Figure 33 - View 4: Proposed

9. PLANNING POLICY CONSIDERATIONS - NPPF JUSTIFICATION STATEMENT

9.1 Introduction

The National Planning Policy Framework, 2019, sets out the Government's planning policies for England and how these are expected to be applied. The relevant local plan policies contained within the Manchester Core Strategy have also been considered.

The designated heritage assets which would be directly affected by the Proposals are the setting of the Grade II No.8 Cable Street, Grade II former Goulden Street Police and Fire Station, Grade II Victoria Square and of the character and appearance of the Ancoats Conservation Area. However, despite the proximity of the Site to these heritage assets, the Proposed Development will not result in any adverse impacts, and instead the Visual Impact Assessment has demonstrated an overall beneficial impact on these settings, and the wider townscape character as a whole.

9.2 NPPF policy considerations

This statement addresses the relevant policies within the NPPF concerned with the historic environment (principally Section 16).

The Heritage Statement has identified and assessed the heritage assets surrounding the Site which could be affected by the proposals. As set out in **paragraph 189**, the Heritage Statement describes the significance of the identified heritage assets. The setting of the identified heritage assets has been addressed sufficiently to understand the potential impact of the proposals. The Site has a low heritage value, in part, and forms a largely negative element to the surrounding townscape and setting of the Ancoats Conservation Area.

The NPPF stresses that 'great weight' should be given to the objective of conserving listed buildings (**paragraph 193**), emphasising the need to avoid harm to such designated heritage assets. Given this conservation objective, any perceived harm, from demolition to visual compromise (resulting from insensitive development within the setting of a designated heritage asset) should be avoided and at least require 'clear and convincing justification'. In this instance the development will result in the loss of No. 4 and No. 14 Addington Street, which are considered to be of local historic and architectural interest.

The Heritage Statement provides information proportionate to the identified heritage assets' importance; the visual impact assessment demonstrates that despite the loss of No. 4 and No. 14 Addington Street, having regard to the scale of harm (minor), the proposals will result in an overall beneficial impact (**paragraph 197**). In line with the recommendations in **paragraph 199**, a historic building record of No. 4 and No. 14 Addington Street would advance understanding of the significance of the heritage assets to be lost, and this will be publicly accessible via the Historic Environment Record.

It will be noted that the NPPF establishes a clear hierarchy of significance for heritage assets, derived from their designated status. The fundamental objective is to avoid compromising designated heritage assets, such that any potential 'harm' from a development must be balanced against the potential advantages of the public benefits that may outweigh any harm (**paragraphs 195-196**).

In this instance we contend that the Proposed Development maintains and, in all instances, enhances the setting of the Ancoats Conservation Area, the Grade II Listed former Goulden Street police and fire station, the Grade II Listed Victoria Square, the Grade II Listed No. 8 Cable Street, the Grade II Listed former Midland Bank, and the Grade II Listed Crown and Kettle, by improving the fragmented and disjointed streetscape, and re-establishing the historic gridiron street pattern.

It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. As the current proposal does not physically impact on any heritage asset and does not have an adverse impact from any of the assessed viewpoints, there can be no such harm. Consequently, it will be demonstrated that the Proposed Development will have no measurable detrimental impact on any surrounding heritage assets (including the Ancoats Conservation Area and the Stevenson Square Conservation Area), and indeed makes an overall beneficial contribution to the regeneration and architectural cohesion of the Site.

The cumulative impact of the Proposed Development should be evaluated against the positive contribution to local character and distinctiveness, in accordance with the requirements of the NPPF, in particular **paragraph 200**.

Careful consideration of the alignment, scale, massing and materiality of the Proposed Development, as expounded in the accompanying Design and Access Statement, clearly supports paragraphs 124-132 of the NPPF, which emphasises the need for the integration of new development into the built and historic environment (**paragraph 127**).

The Proposed Development of the Site demonstrably responds to the context of the Site's immediate surroundings in regards to the complimentary use of similar colour palate, materials and scale/design, which echoes the already established early-20th century designs of the surviving former fruit warehouses in the immediate area, responding to this local character and history and reflecting the diversity of the local identity, building styles and materials.

Importantly, the design of the Proposed Development is appropriately innovative continuing the history of independence and variety and place shaping, addressing connections between people and places (**paragraph 127, point c**).

As will be evident, the proposals for the Site herald further investment in this part of Manchester. The Proposals will clearly make a positive contribution to the vitality of this part of the city centre and therefore enhance the character and distinctiveness of the setting of the identified heritage assets (including the setting of the Ancoats Conservation Area).

Consequently, the Proposed Development is demonstrably consistent with the desirability of new development making a positive contribution to local character and distinctiveness and therefore accords with the requirements of the NPPF, **paragraph 192**.

10. SUMMARY AND CONCLUSION

- The Site is not located within a conservation area; however, it is located close to the northern boundary of the Ancoats Conservation Area.
- The Site does not contain any listed buildings, however, the Site does contain two early-20th century industrial buildings; No.4 and No. 14 Addington Street. These two buildings are not considered to meet the criteria for statutory designation, and are considered to be of local historic and architectural interest.
- The proposed demolition of No.4 and No. 14 Addington Street, as demonstrated above, is mitigated and outweighed by the wider regeneration of the Site.
- Further mitigation is provided by undertaking a Level 2 Historic Building Record (as set out by Historic England) of No. 4 and No. 14 Addington Street before demolition and submitted to the Historic Environment Record (HER).
- The vacant cleared land to the north-east and south of the Site is of no heritage value and forms a negative element to the setting of the Ancoats Conservation Area.
- The potential of the Proposed Development to impact the settings of the identified heritage assets has been assessed through appraisal of 4 views.
- The Visual Impact Assessment has demonstrated that the Proposed Development would have an overall beneficial impact on the setting of the setting of the Ancoats Conservation Area.
- The proposed design, scale, materiality, palate and detailing all accord with and are complimentary to the already established early-20th century warehouse architecture, which still remain in the surrounding streetscape.
- The Proposals comply with national and local planning policy.



Stephen Levrant Heritage Architecture Ltd

CONSERVATION ARCHITECTS & HERITAGE CONSULTANTS

62 British Grove, Chiswick, London

0208 748 5501

Canada House, 3 Chepstow Street, Manchester, M1 5FW

0161 806 0410