Heritage Assessment

On behalf of:
Kamani Commercial Property Ltd

In respect of:
20/22 Dale Street
Manchester

Date:
April 2008

Reference:
MB/KL/923907/R003m

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Appendices

Appendix 1 Heritage Plan (Ref DPP 923907d02)

Appendix 2 Listing Description

1.0 Introduction

1.1 This Heritage Assessment is submitted on behalf of the client, Kamani Commercial Property Ltd ('KCP') in support of a full planning application and an application for Listed Building Consent as follows:

- A full planning application for the change of use to provide A1, A2, B1, and D1 use with the development of a lightwell infill extension at 20/22 Dale Street, Manchester.
- An application for listed building consent for the refurbishment and restoration of 20/22 Dale Street together with development of a lightwell infill.

1.2 This assessment, in conjunction with other supporting documentation seeks to justify and support the application proposal and assess its impact on the special architectural or historic interest of the building and the Stevenson Square Conservation Area, in accordance with the requirements of PPG15.

1.3 The report sets out and assesses the special architectural and historic interest of the present building, with reference to the historical development and evolution of the site, surrounding buildings and urban form. The nature and extent of the proposals are reviewed in light of the buildings' identified character and special interest, the character and appearance of the surrounding townscape of the Stevenson Square Conservation Area, relevant statutory duties, and national, regional and local planning policy.

1.4 It is concluded that the proposals offer a valuable opportunity to secure the sustainable future of an extensively fire damaged Grade II Listed building; whilst respecting both the historic and architectural interest of the building, and preserving the character and appearance of the Stevenson Square Conservation Area.

2.0 The Building: Architectural Interest and Historical Development

Background

2.1 The application site is located within the 'Northern Quarter', the modern name given by Manchester City Council to the eastern expansion of Manchester City Centre throughout the 1600s. The well defined grid street pattern of the area, particularly around Stevenson Square is largely attributable to William Stevenson who was instrumental in the planning of the area following his acquisition of 25 acres of land from Sir Ashton Lever in 1780.

2.2 According to English Heritage and their publication 'The Shudehill and Northern Quarter Area of Manchester' (Paper B/066/2001), Stevenson was to later subdivide the land into smaller plots, that were subsequently sold and developed individually. The original street pattern however remained, with Dale Street (formerly Deal Street) functioning as a main route, characterised by its wide carriageway. This formal street pattern was also developed to the south and east, with the eastern section of Dale Street (formerly known as Clowes Street) developed by Booth's Charity, another major landowner of the time.

2.3 The area as a whole has been shaped by the growth of the cotton industry throughout Manchester in the 18th and 19th centuries; the neighbouring Rochdale Canal being a catalyst to the development of a number of mill buildings.

2.4 The development of neighbouring Smithfield Market (1853-4) coincided with the downturn in cotton production throughout the wider area and from this point onwards the area became more of a focus for commercial development and erection of textile warehouses and associated offices.

2.5 Advancements in building technology meant that steel framed construction methods were utilised in post 19th century architecture in the area, facilitating the development of higher buildings that maximised the space available and negotiated awkward, and corner building plots. The resulting scale and massing of the architecture is remarkable and the buildings predominantly concentrated along Dale

Street provide an interesting mosaic of classical, Italinate, and eclectic Jacobean styles and influences.

The Building

2.6 20/22 Dale Street was built in 1895 as a textiles warehouse by JW Beaumont. The 4-storey building with 2-storey attic over raised basement is eclectic-Jacobean in style, constructed in red brick with red sandstone detailing and glazed-white bricks along the Little Lever Street elevation.

2.7 The building fronts onto Lever Street with symmetrical 4-bay windows. The Dale Street elevation incorporates 8 regular bays, with the basement level windows currently exposed without glazing bars.

2.8 The brickwork cladding is set in front of a steel-frame structure which allows the building to command the corner of Dale Street and Lever Street. The main pedestrian entrance is located on this corner, with a distinctive roof turret and water tower. The main entrance to the property fronts the corner of the plot, incorporating a 3-bay open arcade set around banded arches on polished granite columns.

2.9 The pattern and style of the architecture of the building is is repeated more comprehensively along the north west facing elevation fronting Dale Street.

2.10 20/22 Dale Street was Grade II Listed in 1994. Aside from the defined architectural interest, the listing description identifies the group value the building has in association with the predominance of industrial and commercial warehousing found along Dale Street. The larger I.J. and G. Cooper premises designed in 1906 by John Bowden also mirrors this eclectic style with red brick and sandstone terracotta, with loading bays finished in white glazed-brick and tiling.

2.11 Internally the interest of the building lies in its open plan form and range of supporting beams and metal columns. It has an existing lightwell that forms part of the application proposals.

2.12 A copy of the English Heritage listing description for the building is included at

Appendix 2.

2.13 The building was severely damaged due to it's proximity to the fire which destroyed neighbouring 25 Dale Street in April 2007. The majority of fire damage was concentrated to upper floors, with the rest of the building affected by subsequent water inundation. A comprehensive analysis of the fire damage throughout each floor is included within the accompanying Design and Access Statement.

Overview

2.14 20/22 Dale Street is clearly of importance by virtue of the fact that it is included in the statutory list of Buildings of Special Architectural or Historic Interest. It is however also notable that it is identified for its group value, and the combined contribution it makes together with a range of other buildings on Dale Street.

2.15 The building is similar to a number of commercial warehouse buildings found in this area of Manchester in terms of its height, scale, massing and predominant building materials. It is however at the same time unique in its architectural detailing and ornamentation which is a reflection of the taste and extravagance of the original owner.

2.16 The property forms part of the overall group value of the area and makes a positive contribution to the character and appearance of the Stevenson Square Conservation Area.

3.0 The Stevenson Square Conservation Area

3.1 The Stevenson Square Conservation Area was designated in February 1987, and expanded in December of the same year to include properties on Lever Street and Bradley Street. The Conservation Area is focused on Stevenson Square and surrounding Victorian warehousing proximate to the neighbouring Conservation Areas of Smithfield and Shudehill. The boundary of the Stevenson Square Conservation Area is identified on the Heritage Plan (Appendix 1).

3.2 The Conservation Area represents a substantial area of Manchester City Centre where predominantly Victorian buildings prevail and remain in use. The wider area is also representative of this 18th and 19th century expansion of the city; safeguarded through the Smithfield and Shudehill Conservation Areas.

3.3 The form and layout of the Conservation Area is very much characterised and dominated by its flat topography and the grid street pattern referred to in the previous chapter of this report.

3.4 The remaining industrial and commercial warehouse buildings present a level of uniformity in terms of their massing, scale, lofty height, together with the role they play in establishing strong street frontages and sense of enclosure, and this is recognised by a number of the key buildings being identified for group value. Despite this definite pattern and key similarities, they have a strong presence in the area and this is heightened by the individuality of their architectural detailing and style that is reminiscent of the individual taste of their original owners.

3.5 The area also contains a range of terraced Georgian properties that date back to the sale of original plots in the late 18th century and these serve to break up the dominance of the tall and large scale commercial buildings. There is also a range of modern infill development, not all of which has contributed to the character and appearance of the Conservation Area.

4.0 Historic Planning Policy Summary

4.1 The proposals for the restoration and extension of the existing property at 20/22 Dale Street must be considered in light of historic building and Conservation Area policy and guidance. The statutory duties, national guidance, and development plan policies relevant to the determination of the application proposals are briefly summarised below.

Statutory Duties

4.2 The Planning (Listed Buildings and Conservation Areas) Act 1990 provides that listed building consent is required for;

"(s.7)....any works for the demolition of a listed building or for its alteration or extension in any manner which would affect its character as a building of special architectural or historic interest."

4.3 In determining such applications the following duty is placed upon the decision maker;

"s.16(2) in considering whether to grant listed building consent for any works the local planning authority, or as the case may be, the secretary of state shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses."

National Planning Policy

Planning and the Historic Environment: PPG15

4.4 PPG15 provides a full statement of Government policies for the identification and protection of historic buildings, conservation areas, and other elements of the historic environment. The PPG sets out (Para. 3.5) the general criteria that are generally relevant to the consideration of all listed building consent applications:

"I. the importance of the building, its intrinsic architectural and historic interest and rarity, in both national and local terms;

ii. The particular physical features of the building (which may include its design, plan, materials or location) which justify its inclusion in the list: list descriptions may draw attention to features of particular interest or value, but they are not exhaustive and other features of importance (e.g. interiors) may come to light after the building's inclusion in the list;

iii. the building's setting and its contribution to the local scene, which may be very important,...

iv. the extent to which the proposed works would bring substantial benefits for the community, in particular by contributing to the economic regeneration of the area or the enhancement of its environment..."

4.5 The PPG provides advice in respect of the use and alteration of listed buildings. The following is particularly pertinent to the consideration of the proposals supported by this statement:

"Generally the best way of securing the upkeep of historic buildings and areas is to keep them in active use. For the great majority this must mean economically viable uses if they are to survive, and new, and even continuing, uses will often necessitate some degree of adaptation. The range and acceptability of possible uses must therefore usually be a major consideration when the future of listed buildings or buildings in conservation areas is in question.

Judging the best use is one of the most important and sensitive assessments that local planning authorities and other bodies involved in conservation have to make. It requires balancing the economic viability of possible uses against the effect of any changes they entail in the special architectural or historic interest of the building or area in question. In principle the aim should be to identify the optimum viable use that is compatible with the fabric, interior, and setting of the historic building...

In judging the effect of any alteration and extension it is essential to have assessed the elements that make up the special interest of the building in question. They may

comprise not only obvious visual features such as a decorative façade or, internally, staircases or decorated plaster ceilings, but the spaces and layout of the building and the archaeological or technological interest of surviving structure and surfaces...

Many listed buildings can sustain some degree of sensitive alteration or extension to accommodate continuing or new uses. Indeed, cumulative changes reflecting the history of use and ownership are themselves an aspect of the special interest of some buildings, and the merit of some new alterations or additions, especially where generated within a secure and committed long term ownership, should not be discounted."

4.6 With respect to development within a conservation area, PPG15 advises;

"The courts have recently confirmed that planning decisions in respect of development proposed to be carried out in a conservation area must give a high priority to the objective of preserving or enhancing the character or appearance of the area....

As to the precise interpretation of 'preserve or enhance', the courts have held (south Lakeland DC v Secretary of State for the Environment, [1992} 2 wlr 204) that there is no requirement in the legislation that conservation areas should be protected from all development which does not enhance or positively preserve.

Whilst the character and appearance of conservation areas should always be given full weight in planning decisions, the objective of preservation can be achieved either by development which makes a positive contribution to an area's character or appearance, or by development which leaves character and appearance unharmed."

4.7 PPG15 also sets out the criteria by which buildings are selected for inclusion on the statutory lists which provide the parameters for assessing special architectural or historic interest. This part of the guidance was revised under DCLG Circular 01/2007 – 'Revisions to Principles of Selection for Listing Buildings', albeit the key messages remain consistent with the original PPG15 wording.

4.8 • **ARCHITECTURAL INTEREST.** To be of special architectural interest a building must be of importance in its architectural design, decoration or craftsmanship; special

interest may also apply to nationally important examples of particular building types and techniques (e.g. buildings displaying technological innovation or virtuosity) and significant plan forms;

4.9 • **HISTORIC INTEREST**. To be of special historic interest a building must illustrate important aspects of the nation's social, economic, cultural, or military history and/or have close historical associations with nationally important people. There should normally be some quality of interest in the physical fabric of the building itself to justify the statutory protection afforded by listing.

4.10 The circular also states that when making a listing decision, the Secretary of State may take into account the extent to which the exterior contributes to the architectural or historic interest of any group of buildings of which it forms part, particularly where buildings comprise an important architectural or historic unity or a fine example of planning (e.g. squares, terraces or model villages) or where there is a historical functional relationship between a group of buildings.

The Development Plan

Adopted Regional Spatial Strategy for the North West (RSS), 2003

Policy SD1 – The North West Metropolitan Area

4.11 New development will be concentrated within the regional poles of Liverpool, and Manchester/ Salford, with emphasis on delivering high quality, modern design, whilst recognising the need to conserve the distinctive architectural heritage found within.

Policy ER1 – Management of the North West's Natural, Built, and Historic Environment

4.12 Local planning authorities should promote positive management of the regions historic environment, protecting it from harmful development. This approach should be integrated to enable protection whilst meeting a socio-economic demand.

Policy ER3 – Built Heritage

4.13 Local planning authorities will identify, protect, conserve, and where appropriate enhance the built heritage of the region, in particular through listed buildings and conservation areas.

Policy ER4 – Contribution of Built Heritage to Regeneration

4.14 Local authorities should develop strategies for conservation-led regeneration, capitalising on the quality and distinctiveness of the traditional buildings. Particular emphasis is given to the Victorian and Edwardian commercial developments found throughout Manchester city centre.

Draft Regional Spatial Strategy for the North West (RSS), (2006)

4.15 Draft RSS for the North West was submitted to the Government in January 2006. The consultation period ended January 2007 and subsequent Panel Report received

May 2007. Proposed changes to the draft RSS were received in March 2008.

Policy EM1 – Integrated Land Management

4.16 Plans and strategies should identify, protect, and maintain the historic built environment contributing to character and distinctiveness. Conservation-led regeneration should be supported especially in the Victorian and Edwardian commercial areas of Manchester city centre.

Policy RDF1 – Main Development Locations

4.17 Plans and strategies should support a high concentration of development in the Regional Centres (to include Manchester) in order to promote environmental excellence; including the enhancement of the historic environment.

Manchester Unitary Development Plan (UDP) (1995)

Policy DC18 – Conservation Areas

4.18 The local planning authority will give consideration to new development in Conservation Areas through addressing the relationship of new buildings to existing ones, the effect of appearance changes, the desirability of retaining existing features, and the effects of signs, whilst demolition will not be granted unless the existing building is deemed beyond repair.

Policy DC19 – Listed Buildings

4.19 The local planning authority will have regard to securing the retention, restoration, maintenance, continued use, and protection of the setting of listed buildings in determining planning applications. Listed building consent for demolition will only be granted in exceptional circumstances, changes of use will not be permitted which would detrimentally affect character, and alterations will not be supported which would restrict the future use of parts of the building.

Policy DCa7.1 - Large Buildings of Historic and/or Architectural Interest

4.20 The local planning authority will only permit the re-development of large buildings of local historic/ architectural interest where there is no loss to the character or visual amenity value of the site or the local area.

Policy E2.7 – Environmental Improvement and Protection

4.21 The local planning authority will ensure the retention, maintenance, and restoration of buildings and areas of special architectural or historic interest. New development within the vicinity will be restricted appropriately.

Policy E3.8 – Enhancing the City's Environment

4.22 The local planning authority will designate further conservation areas and continue to improve the appearance of already designated areas.

Policy RC4 – Environment

4.23 Developers are encouraged to make positive contributions to the environment within Conservation Areas throughout the city centre.

Policy RC9 – Location of Office Development

4.24 Office development will be considered appropriate where such development involves the refurbishment of an existing office, a listed building or a building within a Conservation Area.

5.0 Assessment

5.1 With regard to the general criteria in PPG15 (Para. 3.5 and 6.10) the character of the building as found today, arising from a combination of special architectural and historical interest, can be summarised as;

- **Architectural Interest**: 20/22 Dale Street is a large commercial warehouse, characterised by eclectic-Jacobean styling, red brick and red sandstone detailing, with glazed-white brick detailing to the side elevation. The form and layout of the building commands the corner of Dale Street and Lever Street – the corner finished as a distinctive turret with pillared entrance lobby. The distinctive water tower punctuates the skyline and roofscape of the surrounding built environment. Internally the upper floors are open plan, with cast iron columns and supporting beams.

- **Historic Interest**: The siting of the building is influenced by William Stevenson's planning of the area after purchase of 25 acres of land from Sir Ashton Lever in 1780. It was constructed in 1895 by JW Beaumont and is one of a number of a number of commercial warehouse buildings in the Stevenson Square Conservation Area recognised for its group value.

5.2 The proposed repair and refurbishment works are necessary to bring 20/22 Dale Street back into use after severe damage was caused by fire and water ingress in April 2007. These are simple re-instatement works and in accordance with PPG 15 they will have no adverse impact upon the defined architectural, historical and recognised group value of the building. The works will ensure that the building continues to function and contribute to the overall character and appearance of the Conservation Area. The accompanying Schedule of Works (included within Appendix 2 of the Design and Access Statement) addresses those repair works which have already been carried out to secure the building after comprehensive fire and water damage.

5.3 The lightwell infill is proposed as a new component of the building and whilst it will result in the loss of the original lightwell feature it is not considered that it will cause detriment to the special interest of the building. Through housing staff facilities, and a fire escape stair it provides essential accommodation that is fundamental to the successful operation of the building. Indeed it serves to limit the level of intervention

required elsewhere within the fabric of the property.

5.4 The extension has been designed to minimise impact, and the independence of the structure from the existing building means that minimal structural intervention is required, thereby protecting internal and external historic fabric such as the exposed glazed brick, windows, and the cast iron elements of the structure. The method of construction will be sympathetic to the sensitivity of the building and the works could be reversed with minimal scarring to historic fabric. Further information on this is provided in the accompanying Design and Access Statement.

5.5 With the proposed lightwell extension positioned at the rear of the building to a height consistent with the existing floor plan and at a scale consistent with the existing building, any visual impact from Back Piccadilly will be limited. It is also important to note that it will not be visible from the most prominent primary elevations of the building that are integral to the contribution that the building makes to the Conservation Area, its special interest and group value.

5.6 The Design and Access Statement addresses in more detail the evolution of the design of the structure and sets out that through pre-application discussions appropriate detailing has been applied. The style and treatment of the visible elevations of the extension is subtle and appreciative of the pattern of detailing visible on the original building façade.

5.7 The aim of the proposals to respect the historical open plan character of the commercial warehouse is made more achievable through the insertion of the infill extension. Taking this approach minimises the need for additional services and the level of structural intervention elsewhere in the building. In addition, effort has been made to ensure that the new structure is clearly discernible and distinguishable from the original parts of the building.

6.0 Conclusion

6.1 The application proposals provide a deliverable opportunity to secure the future use of 20/22 Dale Street after comprehensive fire damage. The proposals have been carefully developed to ensure that they are sensitive to both the architectural and historic interest of the building, whilst respecting the important contribution the building makes to the Stevenson Square Conservation Area and its combined group value.

6.2 The proposals are entirely consistent with guidance contained in PPG15, together with relevant adopted development plan policy to include RSS and the Manchester UDP.



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dpp heritage

PLAN TITLE
Heritage Context Plan

CLIENT
Kennet Commercial Property Limited
PROJECT
20 Dale Street
Manchester
DRAWING NO
923902701
DATE
16 April 2008
PROJECT MANAGER
KL
SCALE
1:1250 @ A3
DRAWN BY
PMG





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IoE Number:	388060
Location:	LEVER STREET MANCHESTER, MANCHESTER, GREATER MANCHESTER
Photographer:	Mr Brian Lomas
Date Photographed:	14 October 2004
Date listed:	06 June 1994
Date of last amendment:	06 June 1994
Grade	II

MANCHESTER

SJ8498SE
698-1/29/78

DALE STREET
(South West side)

MANCHESTER SJ8498SE DALE STREET 698-1/29/78 (South West side) No.22 GV II Textiles warehouse, now garment showrooms etc. c.1900. Cast-iron frame, cladding of blood-red brick in Flemish bond with dressings of red sandstone and some polished grey granite (side and rear of glazed white brick), roof concealed. L-plan formed by front ranges to Dale Street and Lever Street hinged on a canted corner finished as a turret, plus a rear wing to the Dale Street range; with loading bay at the south end. Eclectic style. Basement and 2+2 storeys with 2-storey attic, 8 bays to Dale Street and 4 bays to Lever Street. Plinth (interrupted by sloped basement windows), sill-band between 2nd and 3rd floors, prominent bracketed cornice, parapet to Dale Street and attic storey with gables to Lever Street. The 3-sided corner has a canted 3-bay open arcade of round-headed and banded arches on polished granite columns, sashed windows on each floor above, and a hexagonal 2-stage attic turret with smaller sashed windows on both levels and an apex finial. The Lever Street facade to the right (the architectural front) is a symmetrical 4-bay composition with a 2-bay centre which has coupled giant round-headed arched windows with banded pilastered surrounds and carved spandrels, a panelled band above these, shallow canted 3-light windows at 2nd floor and 2-light windows at 3rd floor, recessed under corbel-tables; 3-light stone mullioned windows in the outer bays, those on the 2 lower floors taller and with triple-arched cornices at 1st floor; an attic storey with 3- and 2-light mullioned windows, and pedimented gabled 3-light dormers over the outer bays. The Dale Street facade to the left has 8 regular bays (except over the loading-bay entrance at the end), with a vertical division between the 2 lower and the 2 upper floors: the lower half has tall coupled windows on both floors linked by 2-storey architraves with swan-neck pediments, and decorated panels between the floors, the upper half has shallow canted tripartite windows at 2nd floor and coupled windows above, recessed under corbel-tables; the end bay has a shallow canted 2-storey oriel over the loading entrance. Low parapet ramped between piers; set-back attic with altered windows on the lower level and 3-light mullioned windows above. Most windows sashed without glazing bars. Interior not inspected. Included for group value.