Cross Keys

New Cross

Manchester

Heritage Statement: Significance and Impact

Prepared by

Stephen Levrant Heritage Architecture Ltd

Prepared for:

Cross Keys Estates Ltd

March 2025

Cross Keys, New Cross, Manchester: Heritage Statement

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EXECUTIVE SUMMARY

Stephen Levrant Heritage Architecture Ltd have been commissioned by Cross Keys Estates Ltd to produce a Heritage Statement in support of a Planning Application for residential development at land bound by Goulden Street to the NE, Cross Keys Street to the NW, Marshall Street to the SW and Chadderton Street to the SE, Manchester. For the purposes of this report, the Proposed Development Site will be referred to as 'the Site' or the 'Cross Keys Site'.

The Site is currently used as a surface car park. There are no heritage assets within the Site boundary, although the area is situated in relative proximity to the Grade II listed Goulden Street Fire Station, which benefits from an existing Planning and LBC Application (ref: 125678/FO/2019 and 125679/LO/2019). The adjacent plot which contains the Listed Building is currently under development.

The Heritage Statement, therefore, considers the relative sensitivity of the nearby heritage assets and the impact of the proposal on the surrounding historic environment, (including listed buildings and conservation areas) which have the potential to be affected by the development in terms of their setting. The method adopted accords with that recommended by Historic England which is reflected in both national and local planning policy (Section 3 of this report).

The Site at Cross Keys Street was first developed during the early-19th century with the 'Royal Lancastrian School' building, which was originally accessed via Chadderton Street. The Royal Lancastrian School at Cross Keys Street is recorded as being erected in 1813[1], comprising a relatively simple brick-built structure, designed to serve the increasing number of children in the Manchester area. Historic mapping suggests the school was separated into two parts, with boys and girls separated in classrooms and playground areas. These outdoor play areas were originally orientated to the north aspect of the site, running parallel to Goulden Street.

The 19th/20th century buildings which once occupied and characterised the Site were demolished in c.2014, as a result, the Site yields no heritage interest in built heritage terms but has some potential for below-ground archaeological interest (**assumed low significance – local level**).

Overall the proposed new development has been evaluated as being **negligible-to-minor beneficial** as it would complement and enhance the character of the New Cross area (as defined in the Northern Gateway Strategic Regeneration Framework, February 2019 and the New Cross Neighbourhood Development Framework, July 2015) and strengthen the accessibility and attraction of the area, which at present, is dominated by surface car parks and commercial occupiers such as Wing Yip and Royal Mail. The development would promote regeneration and a stronger relationship with the city centre.

[1] British Newspaper Archive. Middleton Guardian - Saturday 20 April 1889.

The report demonstrates that due weight has been given to the heritage value of the Site, in accordance with national and local policies, with appropriate analysis of the character and appearance of the area. Further analysis regarding the potential physical and visual impact of the proposals has been carefully considered. This has enabled the emergence of a proposed development-design of appropriate scale, mass, design and use.

In the above terms, the proposed development will meet the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990, the NPPF (Dec, 2024), and local planning policy and is consistent with good development design and conservation practice. It is considered that the proposed development accords with the objectives presented in the Northern Gateway SRF and the principles of the New Cross Development Framework (2015) (and 2017 update) to regenerate the area as an attractive part of Manchester's extended City Centre.

1. INTRODUCTION

1.1 Purpose.

Stephen Levrant Heritage Architecture Ltd have been commissioned by Cross Keys Estates Ltd. to provide a Heritage Statement in order to evaluate the potential impact of the proposed residential development at the Cross Keys Site. This Heritage Statement should be read alongside the submitted planning drawing set and Design and Access Statement provided by Tim Groom Architects.

The Site is currently utilised as a surface car park, bounded by Goulden Street to the NE, Cross Keys Street to the NW, Marshall Street to the SW and Chadderton Street to the SE **(Figure 1).** A temporary construction office is located to the south of the Site, serving the adjacent development plot. Historically, the Site contained a school building, this was demolished in the 20th century during major clearance works to the area.

Figure 1: Site plan looking south over the New Cross and Ancoats areas of Manchester. The Site boundary is outlined red. NOTE: temporary construction offices shown within site boundary. **Source**: Google Maps, date accessed**:** 20.02.23.

The Site is located within New Cross. A Neighbourhood Development Framework (NDF) has been adopted for the New Cross area, and the Site also sits within the Northern Gateway Strategic Regeneration Framework (SRF). The Site is within the setting of the Grade II listed Goulden Street Fire Station, a heritage statement is therefore required to assess the potential impact of the proposed development upon its setting. This statement 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 (Dec, 2024) paragraph 207, to describe the significance of the heritage assets affected and the consequent potential impact of the Proposed Development.

1.2 Research methodology.

This document is the result of an extensive process which synthesises literature and documentary research, analysis, Site inspection, and professional judgment. The documentary research is based upon primary and secondary sources, including maps, drawings and reports.

Surveys of the Site and surrounding areas were conducted in February 2024 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.

Author: Sarah Stirling (BA, MA Hons) – Senior Heritage Consultant

2. THE SITE

2.1 Location and area of analysis.

The Cross Keys Site is formed of a clear plot, currently utilised as a surface car park. Until recently, a number of similarly cleared plots encased the Site from the south-eastern and north-eastern ends. These have since been redeveloped with residential developments under the New Cross framework. The earliest record of built form at the Site at Cross Keys Street dates to the early 19th century. Whilst none of these buildings survive, faint remnants of the distinctive, grid-like street pattern forming the Site boundary subsists.

Figure 2 – Looking in a north-easterly direction from Marshall Street. The Site contains a surface car park, with a temporary site office serving the adjacent Goulden Street Site (currently being redeveloped into residential – note, the brick chimney signalling the Grade II listed building.

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 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 Heritage Assets scoped in for assessment.

Due to the construction of recent residential development around the Proposed Development Site, views will be limited and thus the area of analysis is limited to the immediate street scene around the site. Whilst there are a number of listed buildings which fall within the search radius (c.200m), the focus of the following assessment will be on the setting of the Grade II listed Goulden Street Fire Station and No.8 Cable Street only.

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.

There are five Listed Buildings within a c.200m radius of the Proposed Development site (listed below). However, due to the tight urban grain of the urban development around the Site, it is considered that the Proposals could have the potential to affect the setting of two of these Listed Buildings. These are identified in bold below:

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

Figure 3 – Heritage Asset plan illustrating the location of the Cross Keys Site (in red), the Listed Buildings scoped in for assessment (numbered) and the boundaries of the Ancoats Conservation Area (outlined yellow) and the Smithfield Conservation Area (outlined Purple).

The two arrows on the map illustrate the locations from which the images below have been taken, these demonstrate the limited visibility of the Site due to recent development in the New Cross area.

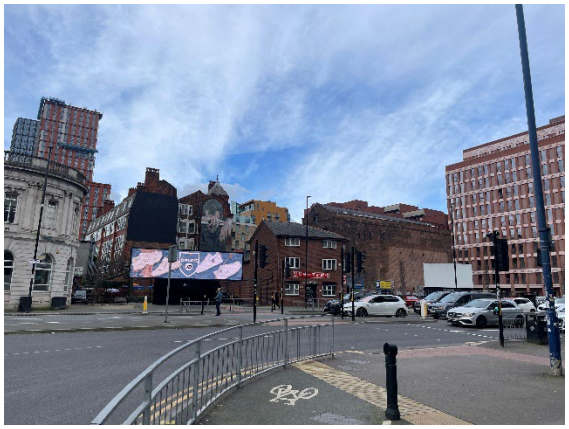


Figure 4 – View from junction of Oldham Road and Great Ancoats Street, looking north, with the Grade II listed Former Midland Bank (left), 8 Cable Street to the centre and Crown and Kettle pub (eclipsed, right).

Proposed Development Site will be screened from view.

Figure 5 – View from Oldham Road looking west. Grade II listed Victoria Square and Ancoats CA boundary to left of viewpoint location.

Proposed Development Site will be screened from view.

Conservation Areas

Conservation Areas are designated areas that are deemed to have special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance in accordance with Section 72 of the 1990 Act.

The Site is not located within a Conservation Area but is sited close to the boundary of the Ancoats Conservation Area and the Smithfield Conservation Area. However, as demonstrated in **Figures 4 and 5 above**, the dense urban form will limit any intervisibility of the Proposed Development Site from these designated areas. It is therefore clear the character and appearance of these conservation areas will not be impacted by the development of the Site to any appreciable degree.

3. POLICY CONTEXT

3.1 The Planning (Listed Building and Conservation Areas) Act 1990

The Planning (Listed Buildings and Conservation Areas) Act 1990 provides the legislative framework which governs the specific protection for buildings and areas of special architectural or historic interest, over and above that provided by development management policies at a local level.

As the Site is within the setting of listed buildings, Section 66 of the Act is of relevance, as it requires the LPA to "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" when considering whether to grant planning permission.

3.2 National Planning Policy Framework (NPPF) December, 2024

National Planning Policy Framework ('NPPF') (December, 2024)

The revised NPPF was published in December 2024. The NPPF constitutes the Government's view of what sustainable development in England means in practice.

Design

Chapter 12 (Design) of the NPPF establishes the Government's framework and approach towards design. The NPPF states at Paragraph 131 that "good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities".

At Paragraph 135, the NPPF establishes a set of principles that Local Authorities should ensure are at the forefront when considering planning policies and development proposals. These principles stipulate that developments should: function well and contribute to the overall quality of the area; be visually attractive through the use of high quality architecture, successful layouts and effective landscaping; be sympathetic to local townscape character and history (including the built environment and landscape setting); reinforce and maintain sense of place through considered arrangement of streets, spaces, typologies and materiality; optimise the potential of sites and create a sustainable mix of developments; and create spaces that are safe, inclusive and accessible to all.

Paragraph 139 states that developments that are that not well designed should be refused by Local Authorities (including and especially where proposals fail to reflect local design policies and government design guidance). Conversely, the NPPF states in the same paragraph that "significant weight" should be given to schemes that reflect local policy requirements and government guidance on design, and those that reflect "innovative designs which promote high levels of sustainability".

Read together, Paragraphs 134 and 139 demonstrate the Government's encouragement of Local Authorities to support schemes which embody high quality sustainable design.

Heritage

The NPPF identifies the protection and enhancement of the built and historic environment as a key component of one of three overarching objectives (an environmental objective) of the planning system required to achieve sustainable development (Paragraph 8, point c).

Chapter 16 (Conserving and Enhancing the Historic Environment) sets out the Government's detailed approach and policies relative to the historic environment in a planning context, its conservation and enhancement.

The focus of the Government's planning policy guidance is to ensure that account is always taken of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation (Paragraph 210, point a).

Paragraph 207 stipulates that Local Authorities should require applicants to describe the significance of any assets that have the potential to be affected by development proposals, including any contribution their setting makes to an appreciation of their significance. The NPPF determines that this description should be proportionate to the assets' significance and "no more than is sufficient to understand the potential impact of the proposal on their significance". This report fulfils this requirement by providing an appraisal of the significance and settings of key heritage assets in the environs of the Site.

Paragraphs 212-218 of the NPPF should be read together. In Paragraph 212, the NPPF stresses that "great weight" should be given to the conservation of designated heritage assets in the planning balance, defining that the "more important the asset, the greater the weight should be."

Paragraph 213 determines that "any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification".

Paragraph 214 establishes that "where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm".

Paragraph 215 states that: "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use".

Paragraph 216 states that: "The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset".

The undertaking of the balancing exercises defined by the NPPF paragraphs described above (Paragraphs 214 and 215) provides the clear and convincing justification for harm that is required by Paragraph 212.

3.3 Planning Practice Guidance ('PPG') (2019)

The PPG is an online document which is amended as required by the Government. It provides current advice to assist with the interpretation of the NPPF. The most recent amendment to the online guidance was published in July 2019. The section 'Conserving and Enhancing the Historic Environment' of the current iteration of the PPG has been reviewed and referenced in the course of producing this Heritage Statement.

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 relevance.

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 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 Manchester City Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods. Development options must be designed to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance.

3.5 Places For Everyone (PfE) (2024)

Places for Everyone (PfE)'. PfE is the long-term plan of nine Greater Manchester districts for jobs, new homes and sustainable growth. The plan sets out a strategic policy framework for the nine boroughs and helps these areas to meet their local housing and employment needs by identifying land and infrastructure to support growth.

Objective 4 of the Pfe seeks to: - Enhance our cultural, heritage and educational assets; - Improve sustainable transport and active travel access to these locations; - Improve access for local people to jobs in these locations.

Policy JP-P 2 addresses 'Heritage', states: Through this Plan we will proactively manage and work with partners to positively conserve, sustain and enhance its historic environment and heritage assets and their settings. Opportunities will be pursued to aid the promotion, enjoyment, understanding and interpretation of heritage assets, as a means of maximising wider public benefits and reinforcing Greater Manchester's distinct identity and sense of place. Local Plans will set out the key elements which contribute to the district's identity, character and distinctiveness and which should be the priority for safeguarding and enhancing in the future, and demonstrate a clear understanding of the historic environment and the heritage values of sites, buildings or areas and their

relationship with their surroundings. This knowledge should be used to inform the positive integration of our heritage by:

1. Setting out a clear vision that recognises and embeds the role of heritage in place-making;
2. Utilising the heritage significance of a site or area in the planning and design process, providing opportunities for interpretation and local engagement;
3. Integrating the conservation and enhancement of heritage assets and their settings, with creative contextual architectural responses that contribute to their significance and sense of place;
4. Delivering positive benefits that sustain and enhance the historic environment, as well as contributing to the economic viability, accessibility and environmental quality of a place, and to social wellbeing; and
5. Exploring opportunities to reduce greenhouse gas emissions that restoration of historic buildings offer.

Particular consideration will be given to ensure that the significance of key elements of the historic environment which contribute to Greater Manchester's distinctive identity and sense of place are protected from harm. These include historic town centres, places of worship, historic Places for Everyone transport routes including the canal network, industrial buildings and structures including textile mills, farmsteads and other sites, buildings and areas of identified archaeological, architectural, artistic and historic value.

Development proposals affecting a designated heritage asset (or an archaeological site of national importance) and a conservation area should conserve those elements which contribute to its significance including those identified in any conservation area appraisal as making a positive contribution to the area. Harm to such elements will only be permitted where this is clearly justified and outweighed by the public benefits of the proposal.

Proposals should be informed, as necessary, by the findings and recommendations of the appropriate heritage assessment(s) in the development plan evidence base and/or any updated heritage assessment submitted as part of the planning application process.

3.6 New Cross Neighbourhood Development Framework

MCC 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”.

3.7 Northern Gateway SRF, 2019

Approved by MCC in February 2019, the Northern Gateway Masterplan is a Strategic Regeneration Framework (SRF) which aims to regenerate neighbourhoods in the north of the city.

The Northern Gateway SRF will build on existing and past regeneration initiatives that have sought to deliver change in neighbourhoods and communities throughout the north and east of the extended city centre, including Collyhurst, the Lower Irk Valley, New Cross, NOMA and Angel Meadow, and Ancoats and New Islington. The Northern Gateway SRF sets out how Manchester City Council will work with partners and local communities to deliver this ambition.

3.8 Historic England Guidance

In 2015 Historic England released three Good Practice Advice notes supporting the implementation of national policy and the related guidance provided within the PPG. *Good Practice Advice Note 2 - Managing Significance in Decision-Taking in the Historic Environment* (2015) ('GPA2') and *Good Practice Advice Note 3 - The Setting of Heritage Assets* (amended December 2017) ('GPA3') have both been utilised in the preparation of Heritage Statement and in order to gain a full understanding of the relevant issues.

In particular, this Heritage Statement takes account of the advice contained within the revised version of GPA3 on understanding what constitutes the setting of a listed building, conservation area or other heritage asset. Furthermore, this Statement relies on the guidance provided on the identification of assets and their settings which have the potential to be affected by development proposals, as well as the approach to the selection of indicative key views of a proposed development in a context which includes heritage assets and heritage sensitivities.

In terms of assessing the impacts of development proposals, this Statement takes account of the advice in GPA3 which states that *"setting and views are matters of qualitative and expert judgement […] technical analyses* [and] *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."* This advice has informed the approach taken in this Statement.

This Heritage Statement also accords with the guidance and approach established in *Historic England Advice Note 12 - Statements of Heritage Significance: Analysing Significance in Heritage Assets* (2019) and *Conservation Principles, Policies and Guidance* (2017).

4. HISTORICAL DEVELOPMENT

4.1 Introduction

In order to understand the heritage significance of the Cross Keys 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 the above streets served as a key location for traders and as a hub for social and community activity, with markets being located around the central cross (Figure 6). The area was densely developed with low quality residential housing, interspersed with schools, churches, and pubs.

Figure 6 – 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 Addington Street Site is located in the background to this view.

At the beginning of the 19th Century, the area in which the Site is now located, largely comprised of open ground. Initial clusters of buildings were located facing onto Newton Lane (now Oldham Road), with the north-eastern side of Swan Street being occupied by two large daub pits. Between 1800 and 1820, the area developed rapidly with new streets, including Cross Keys Street and Goulden Street. Rochdale Road, to the north of the Site, also saw development growth along this new principal route into the city at this time.

In 1813, the Royal Lancastrian School was established on the Site, serving the increasing population in the area. By the 1850s, the Leeds to Manchester railway line was brought into the area with a large new Goods Station being constructed at Addington Street. Following the completion of the station, there was a rapid increase in housing, industrial buildings and ancillary sheds. This subsequently reinforced community facilities, such as small shops and public houses. By c.1860, the once rural plots New Cross had transformed into an urban landscape, characterised by rectangular grid patterns providing a dense and enclosed streetscape pattern.

In 1872 a new police and Fire Station had been erected on Goulden Street, alongside the new St George's Church at the corner of Addington Street and fronting onto Oldham Road. 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.

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, dominant features within the streetscape such as the Goods Station and St. George's Church had been demolished. The area has since been the location of commercial and employment uses within the City, including; the Wing Yip Wholesalers and Supermarket and the large Royal Mail sorting office and associated parking.

Following the closure of the police department at the site in 1979, the site was used for storage and light industrial uses until 2002, when in November of that year the building caught fire during its use as a firework warehouse. The fire destroyed much of the site, and left the remaining parts in a dangerous condition. Following a series of collapses in January 2004 Manchester Council ordered a controlled partial demolition of the remaining structures in February 2004. The remaining buildings were demolished in 2005 leaving only the four external walls and ventilation tower.

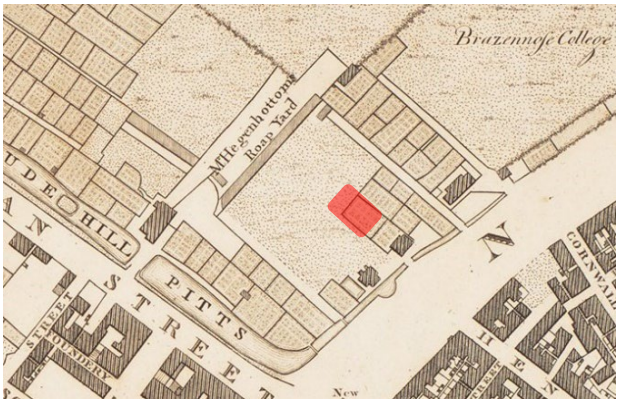
The special architectural and historic interest of the former Goulden Street police and fire station is recognised by its Grade II Listed designation. Although the building has been largely demolished, the remaining elements, including the four external walls and ventilation shaft are still statutorily protected.

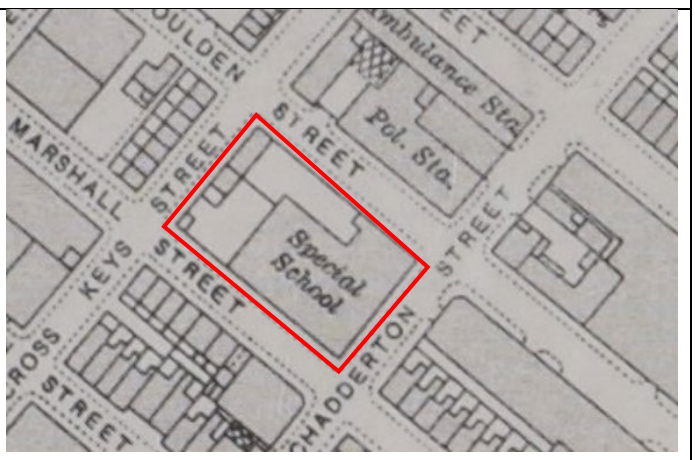
The area around the Site remained undeveloped throughout the late-20th and early 21st centuries, primarily used for surface car parking. In recent years, following the adoption of the New Cross SRF, a number of mid-scale residential buildings have been constructed, following the distinctive grid-pattern of the area. These has signalled the regeneration of the area.

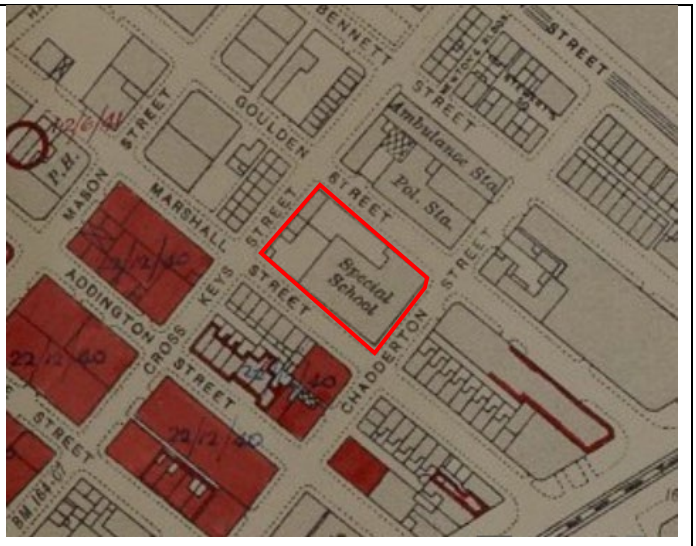
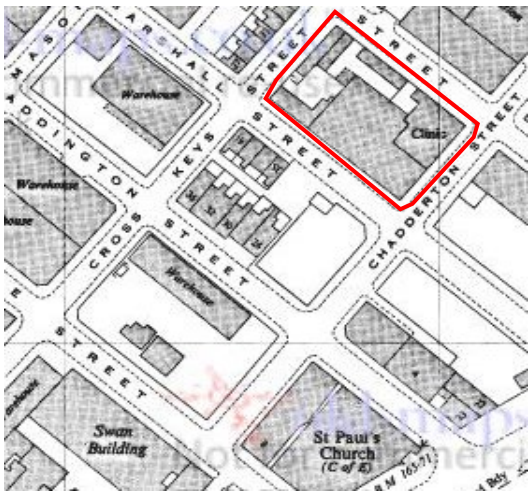
4.3 Map Progression

In order to understand how the existing Site and the area around it have developed in detail, historic maps have been laid out and systematically assessed for notable changes and developments. This analysis of the Site has highlighted and informed the assessment of the area's heritage.

Table 1: Historic Map regression

Date	Description	Image
1787 -94	In the late 18th century, the plot of land which would later occupy the Site was semi-rural, with some evidence of slum housing forming along Newton Lane (later known as Oldham Road) and along Swan Street / Great Ancoats Street. Rapid trade and population growth in Manchester made cheap, vacant land around Ancoats attractive to industrialists and builders. The approximate area which would later house the Site is indicated in red.	
1850	By 1850, the dense urban grain of the Site and its surrounding had already been established with a rigid grid pattern of streets spanning north-west from Oldham Road. Marshall Street, Goulden Street, Chadderton Street and Addington Street, which now form the boundaries of the Site. The Site is shown to contain 'the Royal Lancastrian School', with the wider area now occupied with dwellings, commercial and industrial buildings.	
1880	This map drawn for the Report on the Health of the City of Manchester, 1880. Buildings / sites shaded brown signify pre-s1830s buildings, with buildings shaded red post-1830. The Site (outlined in red) subsequently appears to have been constructed in the early-mid 19th century.	

1891	By 1891, no apparent changes had been made to the Site, with the 'Royal Lancastrian School' still shown. Th late-19th century map reveals the playgrounds were located parallel to Goulden Street, with separate spaces for Boys and Girls. Towards the end of the 19th century, the immediate area around the Site had become more established, with notable developments such as St. Pauls Church southeast, and the Goulden Street Police Station to the north-west. The arrival of the tramway along Oldham Road marks another notable development in the wider area around this period (not in view).	
1908	By 1908, the school building contained within the Site boundary is shown to survive, with limited visible change. The surrounding area appears to remain largely unaltered since 1891, although 'Cross Street', which bounds the Site to the west, has notably been renamed 'Cross Keys Street'.	
1935	By the mid-1930s, both the name and the configuration of the school is shown to have been changed, with the principal school building now situated to the south-east of the site, and a new extension to the north-east (historic imagery suggests the building was altered rather than demolished and rebuilt in the 1930s). The open playground areas are now located to the west of the school building and new outbuildings to the west. The school is also now named 'special school', signalling a shift towards specialist care for children.	

1940-41	This 1940-1 Blitz map uses the earlier 1932-1935 OS map to indicate enemy bombing locations during the Second World War. The map highlights the buildings contained within the Site boundary remained unscathed by the air raids, however, a number of surrounding plots were severely hit. All areas shaded in red are indicative of a "demolished building", meaning that it suffered a direct hit on the 26th December 1941 as part of the Manchester Christmas Bombings. The bomb damage was the stimulus for subsequent change in the New Cross area.	
1948	Following the end of the WWII in 1945, the area soon fell into decline, with many of the bombed sites cleared and left undeveloped. The School building contained within the site, St Pauls Church and the Goulden Street Police Station to the north were two of the key historic buildings in the area to have survived by the mid-20th century. Some dwellings and commercial premises are shown to survive in pockets.	
1958-63	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 of the dwellings in the area have since been replaced by warehouses. 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 now shown to no longer be in use as a school, and now labelled 'clinic'. New linear buildings are shown to have been established to the west aspect of the Site.	

1977 - 90	By the latter half of 20th century, the original 19th century school building is partly retained on the site, with the buildings to the west all shown to be demolished. One linear building orientated onto Goulden Street survives. The map further illustrates the surrounding area has been further redeveloped with large areas of industrial buildings.	
2024	Aerial imagery today illustrates the layout of the site and substantial changes to the character of the area, which is now built up with new residential buildings. The early-19th century school and associated extensions/outbuildings were demolished c.2014. The site has since been used as a car park. The Goulden Street Police Station has become largely derelict, with only sections of the external wall and chimney shown to survive. This site is currently being redeveloped with a new residential scheme.	

4.4 Historical Development of the Site

The Site at Cross Keys Street was first developed during the early-19th century with the 'Royal Lancastrian School' building, which was originally accessed via Chadderton Street (**Figure 7**).

Joseph Lancaster (1778-1838) led a movement to establish schools that used what he called the Monitorial System, sometimes called the "Lancasterian" or "Lancastrian" System, in which more advanced students taught less advanced ones, enabling a small number of adult masters to educate large numbers of students at low cost in basic and often advanced skills. From about 1798 to 1830 it was highly influential method of teaching, prior to the more established structure which took hold by the end of the 19th century.

In England the Lancastrian method was popular in the early decades of the 19th Century and a number of schools were opened between 1813 and 1830, which is consistent with the perceived construction date of the School in

New Cross. The Royal Lancastrian School at Cross Keys Street is recorded as being erected in 1813[2], comprising a relatively simple brick-built structure, designed to serve the increasing number of children in the Manchester area. Historic mapping suggests the school was separated into two parts, with boys and girls separated in classrooms and playground areas. These outdoor play areas were originally orientated to the north aspect of the site, running parallel to Goulden Street.

In 1902, archive records (Manchester Central Archives) suggest rights were transferred to the School Board, which may have instigated some changes to the layout and use of the building. Albeit these do not become apparent until the mid-1930s, where mapping indicates a significant change to the school, with a large portion to the west being demolished and the original, early-19th century building being retained only in part with new extensions to the north-east and outbuildings to the west. By this time, the school was also labelled 'Special School', signalling a further change in the educational needs of the attending pupils.

[2] British Newspaper Archive. Middleton Guardian - Saturday 20 April 1889.

Figure 7: Former Lancastrian School, pictured c.1906. As viewed from Chadderton Street at its junction with Marshall Street. The modest, 2-storey brick building was linear in form, with the main entrance accessed via Chadderton Street. To the rear, the chimney of the Goulden Street Fire Station can be seen. **Source:** Manchester archive images, ref: m78334

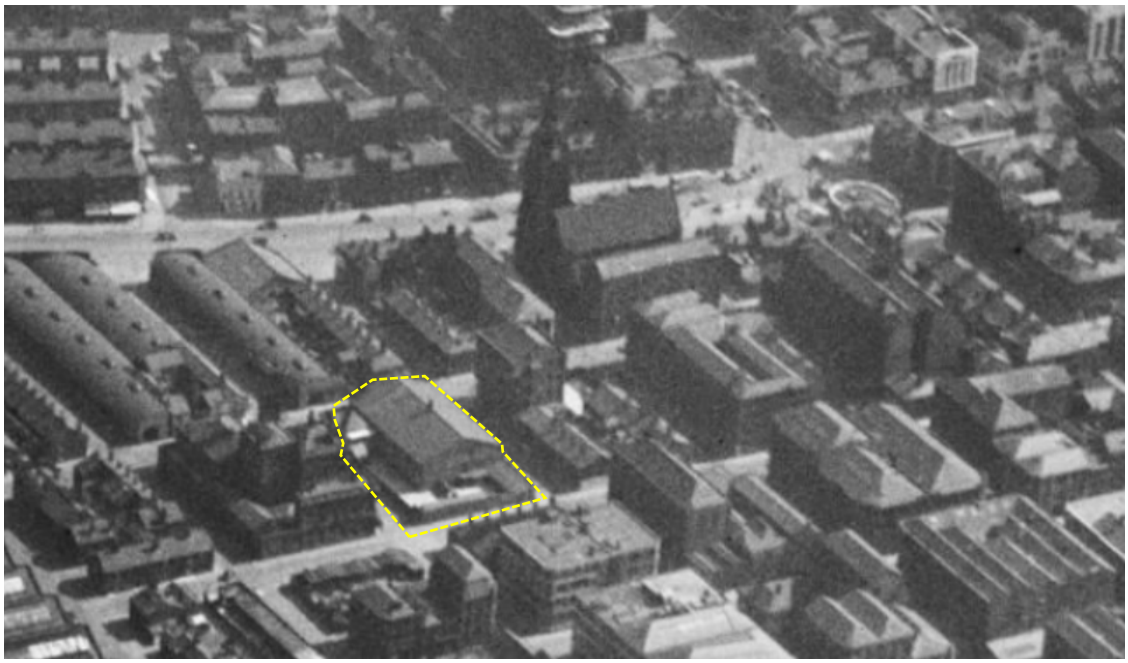


Figure 8 – Aerial view of the Subject Site (1939), looking across Rochdale Road Gas Works (not visible in this magnified view) and environs towards Ancoats, Manchester. Site area highlighted in yellow dotted line, containing the school building which historically occupied the site. **Source**: Britain from Above.

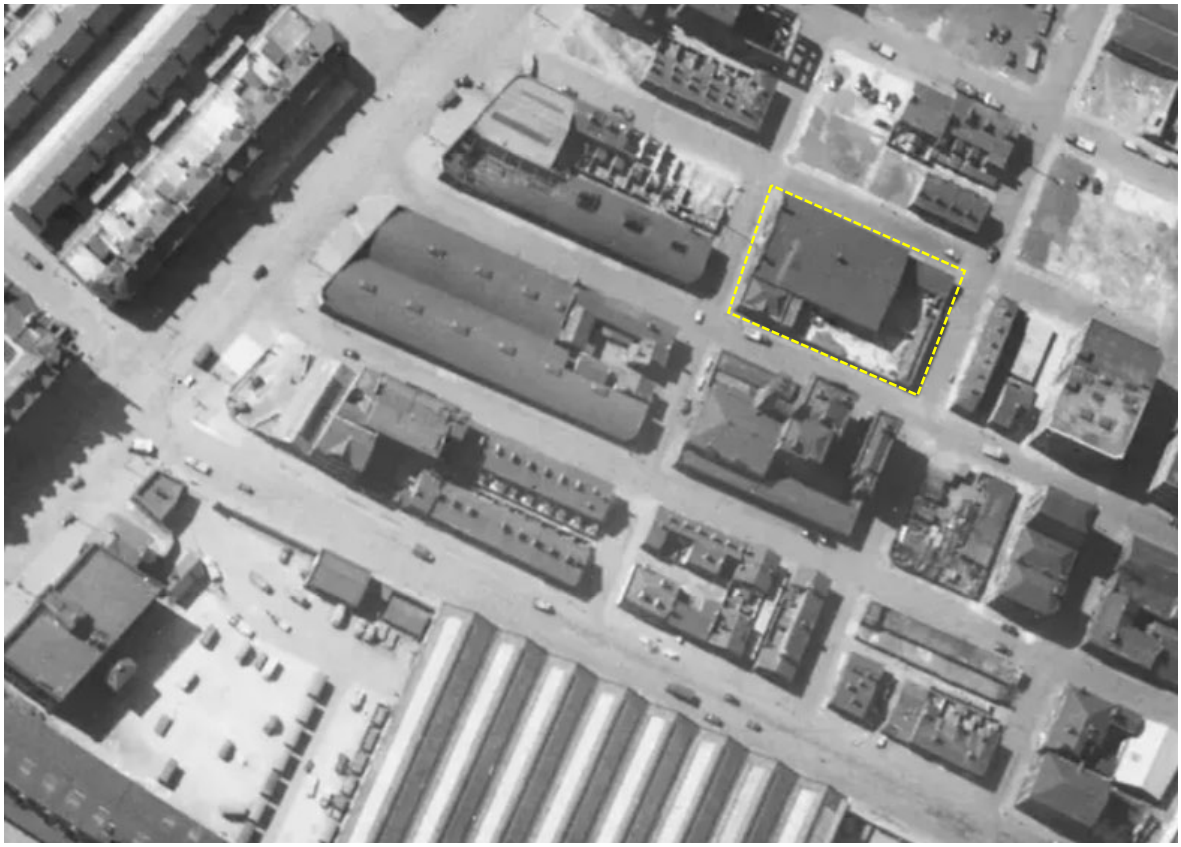


Figure 9 – RAF Aerial view of the Subject Site (7 May 1946), looking south-east across the New Cross area, with large pockets now shown to have been cleared or redeveloped with industrial units. Site area highlighted in yellow dotted line, containing the school building which historically occupied the site. **Source**: Britain from Above, ref: RAF/3G/TUD/UK/18.

Figure 10: Royal Lancastrian School pictured c.2008 prior to demolition c.2014. A number of the ground floor windows are bricked up, but the original form and appearance of the building is discernible. **Source:** Manchester History Net. https://manchesterhistory.net/manchester/tours/tour16/area16page27.html

Figure 8 above illustrates the buildings contained within the Site in the mid-1930s. The principal early 19th century school building is shown to survive in part, with some areas demolished to the west and a new extension to the north east aspect of the building. A number of ancillary structures are now evident within the wider site boundary. A mid-rise wall also is depicted, enclosing all buildings on the site and forming a private yard.

The aerial view displayed in Figure 8 also depicts the Site and its surrounds prior to the German bombing raid of December 1941, which devastated many buildings in New Cross. Figure 9 illustrates the aftermath of the bombing and subsequent changed character of the area.

Following the end of WWII, the Site and much of the surrounding area remained desolate and in much need of repair. The post-war era prompted compulsory purchase and clearance orders for many streets in and around the areas of New Cross, including; Swan Street, Shudehill and Piccadilly.[3]

The buildings contained within the Site did, however, survive for decades after the war. It was not until c.2014 the Royal Lancastrian School was demolished (Figure 10). The Site is now utilised as a surface car park.

[3] Nicholas, R. (1951). Manchester Development Plan, 1951: Report of the Survey. Page 55.

5. SIGNIFICANCE APPRAISAL

5.1 Introduction

The purpose of the significance appraisal is to use recognised criteria to assess any potential heritage significance of the Site in addition to defining the significance of the heritage assets in its setting which could be affected by the Proposed Development. In the analysis below, the character of each asset and its heritage interest is defined, including the contribution its setting males to an appreciation of this value.

The significance appraisal informs the subsequent Heritage Impact Assessment (HIA) which considers the impact of the Proposed Development upon the significance of heritage assets in the study area, including, where relevant, their physical fabric and their setting. This in turn allows, in a planning policy context, the extent of any identified "harm" upon any heritage asset incurred by the proposals to be established within the terms defined by the NPPF (2023).

5.2 Methodology

The assessment of significance accords with the requirements of the NPPF and uses Historic England's methodology outlined in its Advice Note 12 (2019), 'Statements of Heritage Significance'. Historic England's Conservation Principles Policies and Guidance (2008) and the revised guidance in Good Practice Advice in Planning 3 ('GPA3'), 'The Setting of Heritage Assets' (as reissued in Dec. 2017) have also been acknowledged as part of the following assessment. Consequently, the significance of a designated heritage asset is determined by an analysis of the relevant aspects of the following:

Archaeological interest: There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
Architectural and artistic interest: These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture.
Historic Interest: An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

The above terminology is consistent with the definitions of 'heritage significance' as stated within Annex 2 of the Glossary of the NPPF. The focus is on providing a necessary and proportionate amount of information based on the perceived level of an asset's heritage significance.

5.3 Significance of the Site

The Site is completely clear of historic built form and the Former Royal Lancastrian School which occupied the Site throughout the 19th century was demolished in 2014. None of the associated outbuildings survive.

The Site is currently considered to yield no architectural, aesthetic or historic interest. There is however, some potential for below-ground archaeological interest (significance at local level). Historic mapping and imagery suggest the Site reflects some evidence of past human activity; however, it is considered that the overall archaeological potential of the Site is **Low**.

5.4 Setting of Listed Buildings

The Site contains no designated heritage assets, however, the following settings of the Listed Buildings outlined in **Table 2**, have the potential to be affected by development. As recommended by Historic England guidelines, the significance of each identified designated heritage asset's setting, as existing, and the scale of the impact incurred by the Proposed Development upon the setting of each identified designated heritage asset must be considered to determine the overall degree of impact.

The identified designated heritage assets which have the potential to be affected by the proposals are listed and considered in Table 2:

TABLE 2: Contribution of setting to significance - Listed Buildings			
Listed Building Name	**Grade**	**Description Summary**	**Contribution of setting to Significance & 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	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) station and especially its substantial stack stand isolated and alone as a remnant of the 19th century development of the area. The existing site (Cross Keys Site) makes a negligible adverse impact on the setting of the Grade II listed building. The cleared plot may allow clear sightlines towards the former station, however, the absence of historic built form detracts from the overall understanding and appreciation of the historical development of the area.

TABLE 2: Contribution of setting to significance - Listed Buildings			
Listed Building Name	**Grade**	**Description Summary**	**Contribution of setting to Significance & potential impact**
		gable end of the 4-storey main block, which has a 3-bay facade of ashlar.	There is consequently an opportunity to enhance the setting of the Listed 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. Subsequently, the existing site at Cross Keys Street does not make a positive contribution to the setting of this listed building. Any development of the Site will uphold the originally densely developed character of neighbouring streets.

5.5 Statement of Significance

- The Site consists of a surface car park. All of the early 19th century buildings which comprised the first phase of development have since been demolished.
- No historical, architectural or aesthetic interest has been retained at the Site, aside from the retention of the rectangular grid pattern, which was characteristic of the New Cross area during the early 19th century.
- There may be some archaeological potential associated with the foundations of early 19th century school buildings which relate to the age of Manchester's early industrial expansion.
- The Site is close to 2 (grade II) Listed Buildings. These have been identified and discussed proportionally in table 2.
- It is considered that the existing Site makes no contribution to the setting(s) of the two identified Listed Buildings, and indeed detracts from the character of the wider area.
- It is considered that providing the proposals are of good quality and design, they have the potential to restore the historic character of the industrial streetscape by re-establishing the rectangular grid pattern
- The area surrounding the proposed development 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.

6. HERITAGE IMPACT ASSESSMENT

6.1 Scope of Potential Impact

This assessment of the potential heritage impact assesses the impacts of the proposals upon the settings of the designated heritage assets outlined in Section 5. The significance of setting in each case has been established in the significance assessment above, in preparation for the following heritage impact assessment.

6.2 Proposals and Heritage Impact Assessment

The proposal seeks to erect a new residential scheme, formed of two parts. Both blocks generally follow the existing grid-line of the street, with one recessed area designed to provide complimentary landscaping and enhancements to public realm. The L form of the building provides a courtyard space that opens the building to Cross Keys Street and provides a clear entry point onto the site.

The architectural form of each block is consistent with one another, following a strong, grid-like character, softened with green precast concrete panels and active, chamfered corners. This character is consistent with the typical warehouse typology which was historically prevalent in the New Cross area. The undulating 'top' to the lower block diverts slightly form the otherwise strictly linear form, however, the articulated detailing to the roofscape provides some relief to the overall massing and reflects the contemporary character of new builds across this area. Although the use of light grey brick is not strictly consistent with the materiality historically found in this area, this is countered by the use of brick sawtooth detailing and bronze accents, which successfully provide a complimentary contrast to the deep, red-brick of the neighbouring fire station chimney, and is therefore considered appropriate in this context. The orientation of the proposal aims to connect to the wider circulation of the urban block. The main entrance and courtyard space line the pedestrian routes through New Cross.

The images below are indicative of the proposals as they sit within the cumulative context (note, the Goulden Street Fire Station development is shown as built).

Due to the existing, built form in the area, the visibility of the Proposed Development from wider townscape views will be limited. The proposed development is therefore considered to have a negligible beneficial impact on the setting of 8 Cable Street (Grade II). The proposed and cumulative impact upon the setting of the Grade II listed Fire Station is demonstrated to be minor beneficial.

Therefore, it is considered the proposals will not incur any 'harm' in policy terms and are acceptable in accordance with the requirements of national and local policy requirements.

Figure 11: Proposed Development – as viewed from Cross Keys Street **Source:** Tim Groom Architects DAS.

Figure 12: Proposed Development – as viewed from the junction of Goulden Street and Chadderton Street **Source:** Tim Groom Architects DAS.

7. CONCLUSION

7.1 Introduction

The NPPF, 2024, 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 and the recently adopted PfE (2024) 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 and the grade II former Goulden Street Police and Fire Station. However, despite the proximity of the Site to these heritage assets, the Proposed development at Cross Keys Street will not result in any adverse impacts, and instead the Visual Impact Assessment has demonstrated an **overall negligible to minor beneficial** impact on the settings of these assets.

7.2 Planning Policy considerations and conclusions

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

This Heritage Statement has identified and assessed the heritage assets surrounding the Site which could be affected by the proposals. As set out in **paragraph 207**, 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 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 212-215**).

This Heritage Statement provides information proportionate to the identified heritage assets' importance; the impact assessment demonstrates that the proposals will result in an **overall negligible to minor beneficial impact**. The proposed development maintains and, in all instances, enhances the setting of the grade II Listed former Goulden Street police and fire station and the grade II Listed No. 8 Cable Street, by improving the fragmented and disjointed streetscape, and re-establishing the historic gridiron street pattern. This equates to 'no harm', and thus paras.212-215 are not engaged.

The alignment, scale, massing and materiality of the proposed development, as expounded in the accompanying Design and Access Statement, clearly supports para 210 (point c) of the NPPF, which emphasises the desirability of new development making a positive contribution to local character and distinctiveness.

The proposed development demonstrably responds to the context of the Site's immediate surroundings with regards the complimentary use of similar colour palate, materials and scale/design, which echoes the already

established residential developments in the immediate area, responding to this local character reflecting the diversity of the local identity, building styles and materials.

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, with particular reference to para 203, the 1990 Act and local planning policy.

8. APPENDICES

8.1 Appendix i: List descriptions

1) Former Police and Ambulance Station

SJ8498 GOULDEN STREET, Ancoats 698-1/17/449 (North East side) 20/01/92 Former Police and Ambulance Station

GV II

Former police and fire station. Mid to later C19, altered and part reduced. Red brick with some sandstone ashlar, hipped slate roofs. Rectangular plan on island Site incorporating office and domestic block on west side, cell range to south of this, with tall chimney stack, and fire engine garage on east side, all within a curtain wall. One, 2 and 4 storeys, with basements. Curtain wall with sandstone ashlar plinth, rusticated quoins to the angles, plain cornice and parapet carried round. The principal feature of the entrance front on the west side is the gable end of the 4-storey main block, which has a 3-bay facade of ashlar, in classical style, the ground floor pilastered and panelled, with a cornice, a giant arcade of round-headed blank arches to the upper floors, with plain pilasters, moulded imposts and moulded heads with volute keystones, frieze with raised lettering "POLICE STATION B DIVISION", a prominent modillioned cornice, and a balustraded parapet with carved shield of Arms in the centre (with lion and unicorn supporters) under a segmental pediment. To the left is a short rebuilt section of the curtain wall containing a square-headed wagon doorway with square cast-iron pillars, and left of this the ground floor facade of a formerly similar tall block on this corner. To the right of the main block the curtain wall is blind, and rising above it is a tall rectangular chimney with panelled sides and stone cornice with brackets. The right-hand return wall, which includes the south end of a 2-storey block (containing 1st-floor drill hall) has 2 small and 2 large doorways (all apparently inserted doorways). The east side is almost filled by a colonnade of 13 garage doorways with square panelled cast-iron columns and wooden lintels. Interior: many original features including offices with domestic quarters above, prison cells with plain wooden bunks, etc. Representative of growth of administrative institutions of large city; strikingly defensive design, making an interesting comparison with the later Police and Fire Station in London Road (q.v.).

Listing NGR: SJ8470698892

2) No.8 Cable Street

SJ8498 CABLE STREET, Ancoats 698-1/17/448 (North East side) No.8

GV 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. Interior not inspected.

Listing NGR: SJ8465898777

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