

Heritage Statement

The University of Manchester: The Relocation of The Limes, Fallowfield Campus

October 2024

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1. Introduction

1.1 This Heritage Statement (the ‘Statement’) has been prepared by Turley Heritage on behalf of the University of Manchester (the ‘applicant’) in connection with a full planning application for the proposed redevelopment of the University’s existing catering facility located on Fallowfield Campus, University of Manchester (the ‘Site’).

1.2 The formal description of development is as follows:

“Full planning application for the redevelopment of an existing car park to enable the relocation of an existing facilities building (sui generis).”

1.3 The Site contains no designated or non-designated built heritage assets. However, the grade II listed Ashburne Hall (Lees, Mary Worthington, Ward and Central Block), including the Alice Barlow memorial gates and Ashburne Hall Lodge (list entry no. 1401670) is located to the west of the Site. The Site does not form part of a conservation area or any other area-based heritage designation.

1.4 In determining the application for full planning permission, Manchester City Council (‘MCC’) has a statutory duty under the Planning (Listed Building and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the special interest and setting of listed buildings.¹ Case law has established that ‘considerable importance and weight’ should be given to this statutory duty.

1.5 The National Planning Policy Framework (‘NPPF’) (2023) provides the Government’s national planning policy on the conservation of the historic environment. In respect of information requirements for applications, Paragraph 200 states the following:

“In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including the contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance.”²

1.6 To comply with these requirements, Section 2 of this Statement introduces the Site and describes its context, history and development. Section 3 identifies relevant heritage assets with potential to be affected by the Proposed Development and Section 4 provides an assessment of their significance and setting, proportionate to both the importance of the asset and the likely impacts. An assessment of the impact of the Proposed Development on the significance of the relevant designated heritage assets is set out in Section 5, in light of relevant legislation, national and local planning policy considerations. Section 6 sets out a summary and conclusions.

1.7 This Heritage Statement has been undertaken on the basis of published information, proportionate archival research and observations from a site visit undertaken in March 2024. It has been prepared in accordance with Historic England Good Practice Advice

¹ s. 66(1) Planning (Listed Buildings and Conservation Areas) Act 1990

² DLUHC (2023) *National Planning Policy Framework*.

on 'Managing Significance in Decision Taking in the Historic Environment' (GPA 2) and 'The Setting of Heritage Assets' (GPA 3).

2. Site Context and Historical Development

Site Context

- 2.1 The Site is located on the eastern side of Whitworth Lane and within the University of Manchester's Fallowfield Campus (**Figure 2.1**). It comprises a rectangular area of surface car parking known as Richmond Car Park. The Site is bounded to the north by residential properties on Redshaw Close to the west and an area of open green space to the east. It is bounded to the east and south by blocks of purpose built student accommodation at Richmond Park and Unsworth Park. Whitworth Lane bounds the Site to the west, beyond which is the grade II listed Ashburne Hall.

Figure 2.1: Aerial view of the Site (bounded in red) and the surrounding area (Google Earth).



- 2.2 Fallowfield Campus envelops the Site on three sides and extends to Moseley Road to the south, Wilmslow Road to the west and Old Hall Lane to the north. It is the main student residential grounds for the University of Manchester and contains a variety of student accommodation buildings, ancillary facilities and the Armitage Sports Centre. The campus lies within the wider area of Fallowfield, a residential suburb of Manchester located to the south east of the city centre.

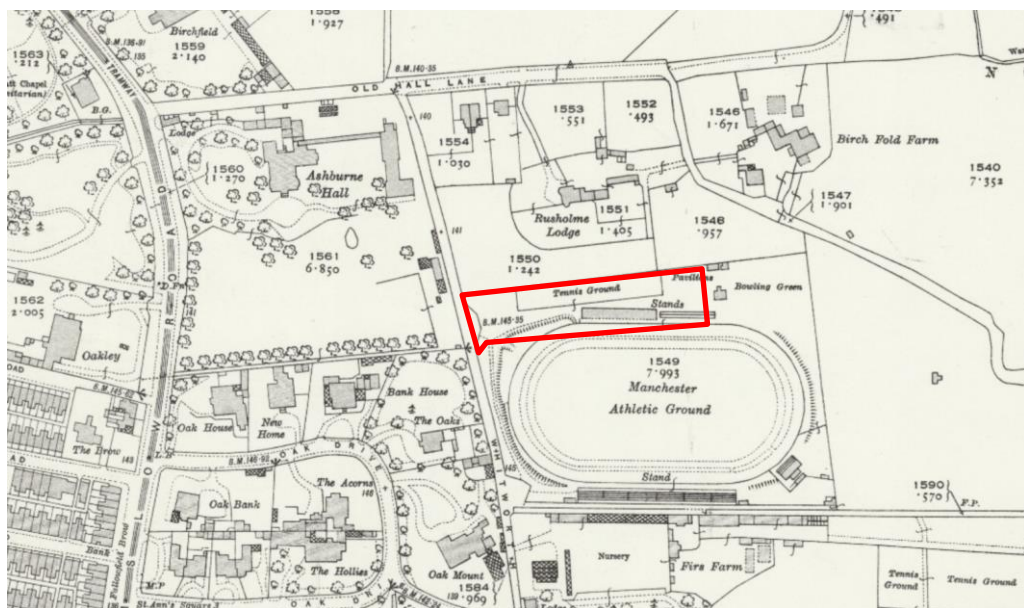
Historic Development of the Site and Surrounding Area

- 2.3 Prior to the 18th century, the land on the eastern side of Wilmslow Road was largely open and undeveloped. The area gradually developed over the course of the late 18th and 19th centuries as part of a desirable residential suburb of Manchester, supported by the city's broadening commercial middle class. The first house to be built in the area was The Oaks (now Behrens Hall), built from 1835 on land to the north west of the Site (**Figure 2.2**). Further houses were built to the south west of the Site during the 1850s and 60s, including two by architect Alfred Waterhouse.

Figure 2.2: Extract from OS County Series Map of Lancashire, 1848.



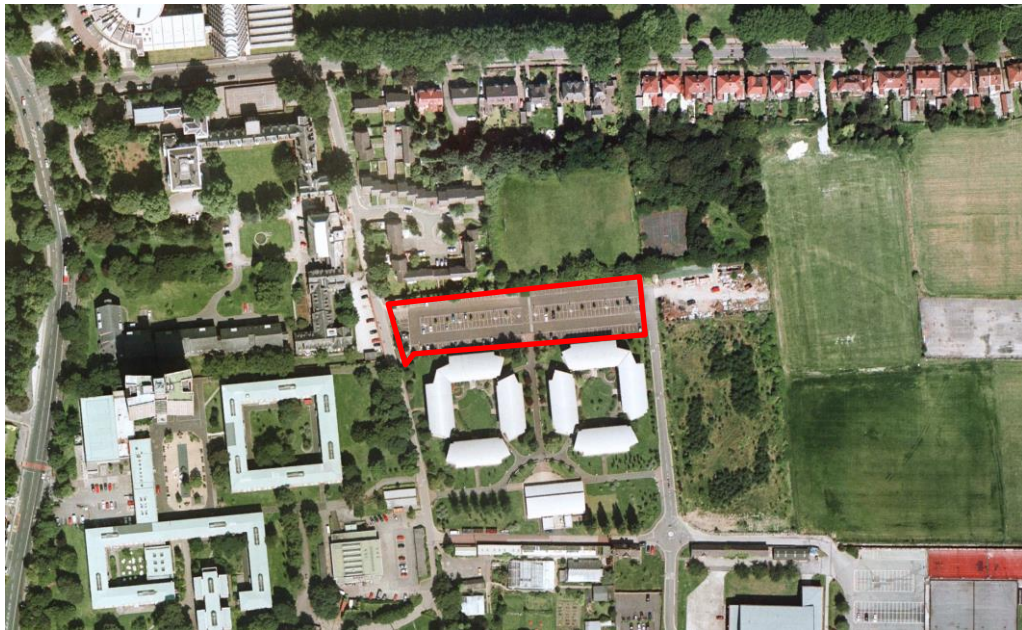
Figure 2.3: Extract from OS County Series Map of Lancashire, 1922.



- 2.4 On the eastern side of Whitworth Lane, mechanical engineer Joseph Whitworth rebuilt a house known as The Firs in 1851 and established a rifle testing range on the south side of the present Gunnery Lane where he developed the Whitworth rifle. In 1892, the Fallowfield Stadium was built for the Manchester Athletics Club on the north side of Gunnery Lane. The stadium was host to the 1893 FA Cup Final and two Rugby League Challenge Cup Finals in 1899 and 1900. The Oaks was gifted to the University of Manchester by the Behrens family following the death of Edward Behrens in 1906 and was used from 1910 as accommodation for female students, being extended on several occasions up to 1933 (Figure 2.3).

- 2.5 New dwellings were built in a linear arrangement on the south side of Old Hall Lane during the Interwar Period. During the second half of the 20th century, the previously developed land to the south and south west of the Site was redeveloped to establish the Fallowfield Campus. This involved the demolition of the 19th century houses on Oak Drive in the 1960s and 70s and the Fallowfield Stadium in 1994. The Site became a surface car park following the demolition of the stadium and has since remained in this form (**Figure 2.4**). Most of the buildings within Fallowfield Campus belong to this recent period of development in the late 20th and 21st centuries, except for the notable Behrens Hall, Ashburne Hall, The Firs and their associated lodges and former outbuildings.

Figure 2.4: Aerial view of the Site and its immediate context, 2003 (Google Earth)



Summary of Historic Development

- Prior to the 18th century, the area surrounding the Site was largely undeveloped.
- The area became a focus for residential development during the late 18th and 19th centuries, as Manchester grew as an industrial and commercial centre.
- The Oaks (Behrens Hall) was gifted to the University of Manchester in 1906 and became halls of residence for female students.
- Much of the land in the area was redeveloped from the mid 20th century in connection with the establishment of the Fallowfield Campus.
- The Site, formerly occupied by the Fallowfield Stadium, became a surface car park in 1994. This use continues to the present day.

3. Heritage Assets

Heritage Assets

- 3.1 The NPPF (2023) defines a heritage asset as:

*“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing)”.*³

- 3.2 This Statement addresses built Heritage Assets only and does not include consideration of the archaeological resource or below ground heritage assets.

Designated Heritage Assets

- 3.3 Designated heritage assets are those which possess a level of heritage interest that justifies designation and are then subject to particular procedures in planning decisions that involve them. Designated heritage assets include (amongst others) conservation areas and listed buildings.

Listed Buildings

- 3.4 While the Site does not contain any listed buildings, the grade II listed Ashburne Hall (Lees, Mary Worthington, Ward and Central Block), including the Alice Barlow memorial gates and Ashburne Hall Lodge (referred to hereafter as ‘Ashburne Hall’) is located to the west of the Site and has the potential to be affected by the Proposed Development. Ashburne Hall was listed on 8th June 2012 under list entry number 1401670.
- 3.5 Further listed buildings located near to the Site are unlikely to experience effects arising from the Proposed Development due to the below considerations and have therefore not been taken forward for assessment:
- The nature and extent of their significance (including functional or historic connections);
 - Lack of visual relationship between the asset and the Proposed Development due to intervening development;
 - The orientation of view and the way in which a heritage asset is experienced and the contribution made by setting; and/or
 - The existing context that characterises their setting in which the Proposed Development would also be experienced.

³ DLUHC (2023) *National Planning Policy Framework*, Annex 2: Glossary

Conservation Areas and other designated heritage assets

- 3.6 The Site does not form part of a Conservation Area or any other area-based designation and there are no further designated heritage assets with the potential to be affected by the proposed development.

Non- Designated Heritage Assets

- 3.7 The NPPF clarifies that heritage assets include both designated heritage assets and assets identified by the local planning authority (including local listing) – these are referred to as non-designated heritage assets.
- 3.8 Historic England’s guidance on ‘Managing Significance in Decision Taking in the Historic Environment’ (2015) states that:

“Non-designated heritage assets include those that have been identified in a Historic Environment Record, in a local plan, through local listing or during the process of considering the application.”⁴

- 3.9 MCC does not maintain a Local List of non-designated heritage assets and there are no identified non-designated heritage assets within the Site or surrounding area that are likely to experience effects arising from the Proposed Development.

⁴ Historic England (2015) *Historic Environment Good Practice Advice in Planning Note 2, Managing Significance in Decision Taking in the Historic Environment*. Paragraph 5

4. Significance of Heritage Assets

- 4.1 The NPPF defines the significance of a heritage asset as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”⁵

Listed Buildings

- 4.2 Listed buildings are defined as designated heritage assets that hold special architectural or historic interest. The Principles of Selection for Listed Buildings⁶ are published by the Department of Digital, Culture, Media and Sport and supported by Historic England’s Listing Selection Guides for each building type.

Non-designated Heritage Assets

- 4.3 The latest national Planning Practice Guidance (‘PPG’) relating to the historic environment defines non-designated heritage assets as:

“... buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets.”

Setting

- 4.4 The NPPF defines the setting of a heritage asset as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”⁷

- 4.5 Historic England has published guidance⁸ in respect of the setting of heritage assets, providing detail on understanding setting and the associated assessment of the impact of any changes. The guidance confirms that:

“setting is not a heritage asset, nor a heritage designation, rather its importance lies in what it contributes to the significance of the relevant heritage asset itself.”

- 4.6 The guidance sets out a step-by-step process for proportionate assessment of the significance of a heritage asset that may be affected by a proposal.

⁵ DLUHC (2023) *National Planning Policy Framework*, Annex 2: Glossary

⁶ DDCMS (2018) *Principles of Selection for Listed Buildings*.

⁷ DLUHC (2023) *National Planning Policy Framework*, Annex 2: Glossary

⁸ Historic England (2017) *Good Practice Advice Note 3: The Setting of Heritage Assets*

- 4.7 Further guidance on the definition of setting and how it should be taken into account is set out in the latest PPG relating to the historic environment which sets out that:

“The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places”.

- 4.8 The Catesby Estates Ltd v Steer (2018) EWCA Civ 1967 confirmed that historic, social and economic connections are relevant in assessing the contribution made by the setting of heritage assets.

Assessment

- 4.9 This section provides an assessment of the significance of grade II listed Ashburne Hall. The assessment is intended to be proportionate to the importance of the heritage asset and to be sufficient to understand whether any potential impacts from the Proposed Development arise. They have been informed by a site visit carried out in April 2024, historic map regression and existing published information.

Grade II Listed Building – Ashburne Hall (Lees, Mary Worthington, Ward and Central Block), including the Alice Barlow memorial gates and Ashburne Hall Lodge

Architectural and Historic Interest

- 4.10 Ashburne Hall is one of the earliest surviving purpose-built women’s hall of residence built for the University of Manchester between 1910 and 1933. A comprehensive description of the history, architectural configuration and reasons for designation of the building is provided in the List Entry (**Appendix 2**).
- 4.11 The listing includes the original Mary Worthington Wing (1910), the Central Block and Ward Wing (1925) and Lees Wing (1933), as well as ancillary structures including the Alice Barlow memorial gates (1924) and an entrance lodge (1926). The building complex is large and has an irregular plan form, with a roughly reverse L-shaped ensemble of buildings arranged around a grassed quadrangle. A modern detached block, Sheavyn House, was added in 1994 to complete the original vision of a quadrangle and is excluded from the listing.
- 4.12 The accommodation ranges are generally two storeys in height and of brown brick construction with stone and clay tile detailing beneath slate roofs. They share a distinctive early 20th century Arts and Crafts style which borrows Georgian and Tudor motifs. The asymmetry of the plan form is carried through in the arrangement and size of gables, chimneys and rooflines, giving the building a semi-informal character. The overarching style and high quality of the building contributes architectural interest.
- 4.13 The Mary Worthington Wing (**Figure 4.1**) was designed by renowned Manchester architect Sir Percy Scott Worthington. The memorial gates (**Figure 4.2**) and entrance lodge (**Figure 4.3**) were designed by Percy’s half-brother Sir John Hubert Worthington.

The complex derives architectural interest from the associations with these individuals and the prominent local architectural firm Thomas Worthington & Son.

Figure 4.1: View of the Mary Worthington Wing of Ashburne Hall from the east on Whitworth Lane.



Figure 4.2: View of the Alice Barlow memorial gates from the west on Wilmslow Road (the Central Block can be seen through the gates in the distance).



Figure 4.3: View of the Entrance Lodge to Ashburne Hall from the north west on Old Hall Lane.



- 4.14 Ashburne Hall is also of special historic interest as an early example of a purpose-built hall of residence and one of the first of its kind for women in England and in respect of the broader theme of the history of women's education. The building is also associated with prominent individuals, including the liberal politician John Morley, 1st Viscount of Blackburn (University Chancellor 1908-1923). Morley bequeathed his book collection to the hall upon his death in 1923, which prompted the construction of the Central Block to include a library and also a large dining hall. Noteworthy residents of the hall include the celebrated children's author, Alice Jane Uttley, who in 1906 became the second woman to graduate with honours in physics at the university.
- 4.15 The various components of the listed building, including the gates and lodge, have strong value as a group having been designed to complement each other and illustrate the phased expansion of the halls of residence in a relatively short period of 23 years. Furthermore, the continued use of the building for its intended purpose (albeit now for all genders) also allows its significance and historical association with the university to be appreciated.

Contribution made by Setting

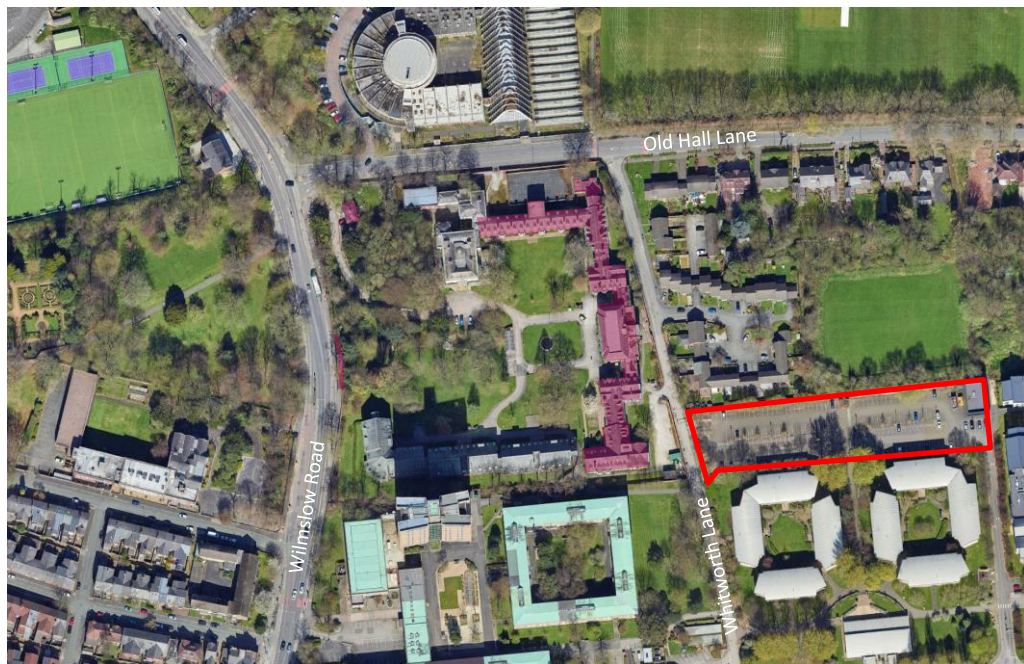
Physical Surroundings

- 4.16 Ashburne Hall is located within landscaped grounds in the north west corner of the University of Manchester Fallowfield Campus. The grounds are bounded to the west by Wilmslow Road, to the north by Old Hall Lane, to the east by Whitworth Lane and to the south by a part of the campus known as Owens Park (**Figure 4.4**). The wider surroundings of Ashburne Hall feature a mixture of suburban housing and larger scale

university buildings, sports pitches and other open spaces including Platt Fields to the west.

- 4.17 The grade II listed Behrens Hall (List Entry No. 1246273) adjoins the western end of the Lees Wing of Ashburne Hall, forming part of the quadrangle and standing opposite to the modern Sheavyn House to the south.

Figure 4.4: Annotated aerial view of Ashburne Hall and its surrounding context. Ashburne Hall is shaded in pink and the Site is bounded in red (Google Earth).



Experience of the Asset

- 4.18 Ashburne Hall is principally experienced from within the quadrangle, which affords views of the main elevations of the building alongside Behrens Hall and Sheavyn House. The landscaping within the quadrangle accentuates the western elevation of the Central Block as the principal architectural focus of the listed building. This elevation is also visible in a designed view through the memorial gates on Wilmslow Road (refer to **Figure 4.2**). Views of the listed building from within the quadrangle emphasise the collegiate character and use of the listed building and contribute to its significance. These views are generally contained by the surrounding buildings and mature landscaping, creating a strong sense of seclusion which is interrupted only by the Owens Park Tower to the south, which is visible above Sheavyn House, and the so-called 'Toast Rack' to the north, visible above the Lees Wing.
- 4.19 Ashburne Hall is also experienced from the immediate surrounding streets, notably Old Hall Lane to the north and Whitworth Lane to the east. From Old Hall Lane, the northern elevation of the Lees Wing is visible and set between the rear adjuncts to Behrens House and the Mary Worthington Wing, which has also been extended to the north (**Figure 4.5**). The building is set back from Old Hall Lane behind a brick boundary wall which continues around the corner and along Whitworth Lane. These views gradually reveal the architectural character of the listed building and its relationship

with neighbouring Behrens House. However, the views are of secondary elevations and do not include the full building complex in the same way as the views that are available from within the quadrangle. These views are also of a lesser quality in terms of composition than those from within the quadrangle as they take in later extensions and surrounding buildings and therefore do not generate a sense of seclusion.

Figure 4.5: View of the Lees Wing of Ashburne Hall from the north on Old Hall Lane.



- 4.20 A similar conclusion can be drawn in regard to views of the listed building taken along Whitworth Lane. These views are of the secondary, rear elevations of the Mary Worthington Wing, the Central Block and the Ward Wing, which form a long continuous frontage set behind a brick boundary wall and small area of open space that widens at its southern end. The scale, form and architectural character of the building is revealed in kinetic views taken along this street (refer to **Figure 4.1** and **Figures 4.6 and 4.7**) and the views are therefore considered to contribute to the significance of the building. As with views from the north on Old Hall Lane, views from Whitworth Lane also take in surrounding streets and buildings and do not benefit from the same sense of seclusion or quality of composition as those taken from within the quadrangle.

Contribution of the Site

- 4.21 The Site is located to the east of the Ward Wing on the opposite side of Whitworth Lane and comprises a broadly rectangular area of surface car parking with a three storey rectilinear building at its eastern end. The Site is experienced alongside Ashburne Hall in views taken from Whitworth Lane (refer to **Figure 4.7**, which is taken from the western edge of the Site) and also affords views towards the Ward Wing and Central Block from within the existing surface car park (**Figure 4.8**).

Figure 4.6: View of the Central Block of Ashburne Hall from the north east on Whitworth Lane.



Figure 4.7: View of the Ward Wing of Ashburne Hall from the east on Whitworth Lane.



Figure 4.8: View towards the Ward Wing and Central Block of Ashburne Hall from the east within the Site.



- 4.22 While visible in conjunction with the listed building, the Site is experienced as part of the wider suburban/university campus context and does not contribute to the significance of the building. Views of the Ward Wing and Central Block taken from within the Site are fortuitous and have no historical basis, being the result of the demolition of the Fallowfield Stadium and the establishment of the car park in 1994. The Site therefore makes a neutral contribution to the significance of Ashburne Hall.

5. Impact Assessment

Introduction

- 5.1 Under s66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, Manchester City Council, in determining the submitted application for full planning and listed building consent has a statutory duty to pay special regard to the desirability of preserving listed buildings, their setting or any features of special interest they may possess.
- 5.2 Case law has confirmed that Parliament's intention in enacting s66(1) was that decision-makers should give considerable importance and weight to the desirability of preserving the special interest and setting of listed buildings, where 'preserve' means 'to cause no harm'.⁹
- 5.3 Paragraph 203 of the NPPF states that in determining applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.
- 5.4 Paragraph 205 requires when considering the impact of development on the significance of a designated heritage asset that great weight should be given to the asset's conservation. 'Conservation' is defined by the NPPF as the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.¹⁰
- 5.5 Paragraphs 207 and 208 differentiate between 'substantial' and 'less than substantial harm' and provide a framework for the consideration of harm to the significance of designated heritage assets where it arises, bearing in mind the considerable importance and weight that must be given to the statutory duties of the 1990 Act.
- 5.6 Paragraph 212 requires that local planning authorities look for opportunities for new development within the setting of heritage assets to better reveal their significance. It states that proposals that preserve those elements of setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.
- 5.7 The relevant heritage legislation, policy and guidance context for consideration of the Proposed Development is set out in full in **Appendix 1**.

The Proposed Development

- 5.8 The Proposed Development will combine the University's Catering Central Processing Unit (CPU), Maintenance Services Unit (MSU), Environmental Services Unit (MSU) and Residences Team to form a facility consisting of facility management stores and

⁹ East Northamptonshire DC v SSHCLG [2014] Civ 137 and South Lakeland DC v SsFE [1992] 2 AC 141

¹⁰ DLUHC (2023) *National Planning Policy Framework*, Annex 2: Glossary

workshops, catering facilities, staff workspaces and storage facilities. Full details of the design of the Proposed Development are contained in the Design & Access Statement prepared by Buttress.

- 5.9 The proposed facility would be set back from Whitworth Lane, running parallel with the northern Site boundary and formed in two main sections with an overall rectangular footprint. The western section would be single storey in height with a shallow dual pitched roof and would mostly comprise storage areas, as well as containing internal plant. The eastern section would be two storeys in height with a flat roof and parapet and would contain plant, office spaces, workshops, food preparation areas and staff facilities.
- 5.10 The exterior of the building is proposed to be finished in matt black metal cladding with a repeated vertical detail, supplemented by a warm copper tone to the main entrance, expressed external stair and fenestration (**Figure 5.1**). The areas to the south and west of the proposed facility would remain as hardstanding and continue to be used for vehicle parking and circulation in a revised layout.

Figure 5.1: Visualisation of the Proposed Development (Buttress)



Impact on Significance

Impact on Ashburne Hall (Lees, Mary Worthington, Ward and Central Block), including the Alice Barlow memorial gates and Ashburne Hall Lodge – Grade II Listed Building

- 5.11 As set out previously, Ashburne Hall is of significance as an early purpose-built halls of residence for women which has historical associations with notable individuals linked to the University of Manchester. The listing includes a collection of buildings and structures built in a unified and high quality Arts and Crafts style between the years 1910 and 1933. The closest buildings to the Site, the Ward Wing and Central Block,

were constructed in 1925 and their rear (east) elevations present a long, continuous frontage to Whitworth Lane. In spite of its close proximity, the Site does not contribute to the significance of the listed building.

- 5.12 The Proposed Development would introduce a new part one, part two storey building to the Site in an area which is presently free from built form. The remaining existing areas of hardstanding within the Site would be retained and a revised car parking and circulation arrangement would be introduced (refer to **Figure 5.1**).
- 5.13 The Proposed Development is of a scale and form which is commensurate with nearby Ashburne Hall and other neighbouring buildings and would not compete with or distract from the listed building. This is reinforced by the siting of the proposed facility, which would be set back from Whitworth Lane to allow the retention of open space around the listed building. Views of the rear (western elevation) of the listed building from Whitworth Lane will be largely unaffected, with the Proposed Development forming a peripheral element of the views. As such, the architectural interest of the rear elevations and the form and phased development of the complex of buildings will continue to be appreciable.
- 5.14 While the Proposed Development is of a contemporary architectural character and material palette which contrasts with the traditional Arts and Crafts style and materiality of Ashburne Hall, this approach would enable the proposed facility to be experienced as part of the existing and varied ensemble of late 20th and 21st century campus buildings located to the south and east of the listed building. In this respect, the Proposed Development will reinforce the existing modern and varied character of the listed building's setting and would maintain the architectural primacy of the building and the legibility of the phased development of the campus.
- 5.15 The Proposed Development would not impact upon the historic interest of Ashburne Hall as an early purpose-built women's halls of residence, its historical associations with notable individuals or the ability to appreciate them. There would also be no impact upon the key views of the listed building, from within the quadrangle and which is generally enclosed by built form and vegetation, or from other views such as those available from Old Hall Lane and Wilmslow Road.
- 5.16 For these reasons, the Proposed Development will have a neutral effect on the setting of grade II listed Ashburne Hall and will sustain its significance as a designated heritage asset.

Statutory Duties and NPPF

- 5.17 Based on our assessment of Ashburne Hall, it is concluded that there would be no harm to the significance of the grade II listed building. MCC can therefore be satisfied in granting planning permission that the statutory duty under s.66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 has been met.

Local Planning Policy

- 5.18 Based on our assessment, the Proposed Development also satisfies the requirements of Policy JP-P2 of the Places for Everyone Joint Development Plan Document, Policies

CC 9 and EN 3 of the Core Strategy Development Plan Document and extant Unitary Development Policy DC 19.1.

6. Summary and Conclusions

- 6.1 This Heritage Statement (the 'Statement') has been prepared by Turley Heritage on behalf of University of Manchester (the 'applicant') in connection with a full planning application for the proposed redevelopment of the University's existing catering facility located on Fallowfield Campus, University of Manchester (the 'Site').
- 6.2 The Site contains no built heritage assets and does not form part of an area-based heritage designation. It is however located in close proximity to the grade II listed Ashburne Hall (Lees, Mary Worthington, Ward and Central Block), including the Alice Barlow memorial gates and Ashburne Hall Lodge.
- 6.3 A review of the history and development of the Site and surrounding area has been undertaken in Section 2 and the significance and setting of Ashburne Hall has been described in Section 4. Section 5 provides an assessment of the impact of the Proposed Development on the significance of Ashburne Hall, in light of relevant legislation, national and local planning considerations.
- 6.4 Based on our assessment, it is concluded that there would be no harm to the significance of Ashburne Hall. MCC can therefore be satisfied in granting planning permission that the statutory duty under s.66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 has been met. The Proposed Development also satisfies the requirements of Policy JP-P2 of the Places for Everyone Joint Development Plan Document, Policies CC 9 and EN 3 of the Core Strategy Development Plan Document and extant Unitary Development Policy DC 19.1.

Appendix 1: Legislation, Policy and Guidance

Legislation

The Planning (Listed Buildings and Conservation Areas) Act 1990

In determining full planning applications affecting statutory listed buildings and their settings, the following duty is placed on the decision maker:

“s. 66 (1) In considering whether to grant planning permission for development which affects a listed building or its setting, 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.”

Case law has confirmed that Parliament’s intention in enacting section 66(1) was that decision makers should give *“considerable importance and weight”* to the desirability of preserving the special interest and setting of listed buildings, where *“preserve”* means to *“do no harm”*. The presumption is therefore that development proposals should not give rise to harm to the special interest of a listed building. This duty must be borne in mind strongly when considering cases where harm may be considered to accrue, and then in the balancing of such harm against public benefits as required by national planning policy.

National Planning Policy

National Planning Policy Framework (NPPF) (2023)

The National Planning Policy Framework provides a statement of Government planning policies with regard to the protection of all heritage assets. One of the core planning principles of the NPPF is that planning should:

“conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.”

Chapter 16 outlines the Government’s guidance regarding conserving and enhancing the historic environment.

Paragraph 200 outlines the information required to support planning applications affecting heritage assets, stating that applicants should provide a description of the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset’s importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 203 states that with regard to determining planning applications planning authorities should take account of the desirability of sustaining and enhancing the significance of the heritage assets, and putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 205 confirms that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation and the more important the asset, the greater the weight should be.

Paragraph 206 confirms that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Any harm to, or loss of, significance of a designated heritage asset should require clear and convincing justification.

Paragraph 207 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- (a) The nature of the heritage asset prevents all reasonable uses of the site; and
- (b) No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- (c) Conservation by grant-funding or some form of not-for-profit, charitable or public ownership is demonstrably not possible; and
- (d) The harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 208 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 209 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.

Paragraph 212 states that local planning authorities should look for opportunities for new development within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of setting that make a positive contribution to or reveal the significance of a heritage asset should be treated favourably.

National Guidance

National Planning Practice Guidance (PPG) (2023)

Whilst not planning policy, Planning Practice Guidance provides a clear indication of the Government's approach to the application of national policy contained in the NPPF. Where there is a conflict between the guidance in the PPG and earlier documents, the NPPF will take precedence.

Historic England Good Practice Advice in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment (2015)

GPA Note 2 provides information to assist in implementing historic environment policy in the NPPF and the related guidance given in the PPG. These include assessing the significance of heritage assets; using appropriate expertise; historic environment records; recording and furthering understanding; neglect and unauthorised works; marketing and design; and distinctiveness.

Historic England Good Practice Advice in Planning Note 3 (Second Edition) 'The Setting of Heritage Assets' (2017)

Historic England recently published revised guidance relating to the setting and views of heritage assets. The document gives general advice on understanding setting and how it may contribute to the significance of heritage assets. It also provides advice on how views play a part in setting. It suggests a staged approach to taking decisions on the level of the contribution which setting and related views make to the significance of heritage assets.

Local Policy

Places for Everyone Joint Development Plan Document, March 2024

Policy JP-P2: Heritage states:

"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 transport routes including the canal network, industrial buildings and structures including textile mills, farmsteads and other sites, buildings and areas of identified archaeological, artistic and/or historic value.

Development proposals affecting designated and non-designated heritage assets and/or their settings will be considered having regard to national planning policy. Where heritage assets have been identified as being at risk, Local Plans should identify specific opportunities for them to contribute to regeneration and placemaking, and they should set out strategies for their repair and re-use. Development proposals which will help safeguard the significance of and secure a sustainable future for Greater Manchester's heritage at risk will be supported in principle, provided they are not contrary to national policy or other policies in the development plan.

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."

This policy supersedes paragraph 2 of Policy EN3 of the Manchester Core Strategy.

Manchester City Council: Core Strategy Development Plan Document (July 2012)

Policy CC 9 Design and Heritage

"Design of new buildings will need to be of the highest standard in terms of appearance and function. The standards and guidance explained in other LDF policies should be the basis for the approach to design, with particular attention to be given to the City Centre context and character.

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 Council will support high density and mixed use development in the City Centre, but developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form. New development must support the range of uses the

Council expects to see in the City Centre and contribute to a coherent and integrated physical environment.”

Policy EN 3 Heritage

“Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre.

New developments must be designed so as 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, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.”

Manchester City Council: Extant Unitary Development Policies

Policy DC19.1 Listed Buildings

“In determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:

- (a) Not grant listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;*
- (b) Not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;*
- (c) Not permit any external or internal alteration or addition to a listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;*
- (d) Seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;*
- (e) Permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;*
- (f) Not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.”*

Appendix 2: List Entry Description

Ashburne Hall (Lees, Mary Worthington, Ward and Central block), including the Alice Barlow memorial gates and Ashburne Hall Lodge

Listed on the National Heritage List for England.

[Search over 400,000 listed places \(https://historicengland.org.uk/listing/the-list/\)](https://historicengland.org.uk/listing/the-list/)

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List Entry

Name:

**Ashburne
Hall (Lees,
Mary
Worthington,
Ward and
Central
block),
including the
Alice Barlow
memorial
gates and
Ashburne
Hall Lodge**

Statutory

Address 1:

**Ashburne
Hall, Old Hall
Lane**

Statutory

Address 2:

**Ashburne
Hall,
Wilmslow
Road**

This List entry helps identify the building designated at this address for its special architectural or historic interest.

Unless the List entry states otherwise, it includes both the structure itself and any object or structure fixed to it (whether inside or outside) as well as any object or structure within the curtilage of the building.

For these purposes, to be included within the curtilage of the building, the object or structure must have formed part of the land since before 1st July 1948.

[Understanding list entries](https://historicengland.org.uk/listing/the-list/understanding-list-entries/) (<https://historicengland.org.uk/listing/the-list/understanding-list-entries/>)

[Corrections and minor amendments](https://historicengland.org.uk/listing/the-list/minor-amendments/) (<https://historicengland.org.uk/listing/the-list/minor-amendments/>)

Location

Statutory Address:**Ashburne Hall, Old Hall Lane**

Statutory Address:**Ashburne Hall, Wilmslow Road**

The building or site itself may lie within the boundary of more than one authority.

District:**Manchester (Metropolitan Authority)**

Parish:**Non Civil Parish**

National Grid Reference:**SJ8573794382**

Summary

A purpose-built women's hall of residence by Sir Percy Scott Worthington, 1910-1933, including the Alice Barlow memorial gates, 1924, and Ashburne Hall Lodge, 1926, both by Sir (John) Hubert Worthington.

Reasons for Designation

Ashburne Hall, a hall of residence by Sir Percy Scott Worthington, 1910-1933, including the Alice Barlow memorial gates, 1924, and Ashburne Hall Lodge, 1926, both by Sir (John) Hubert Worthington, are designated at Grade II for the following principal reasons: * Historic interest: as an early example of a purpose-built Hall of Residence and

one of the first women's halls of residence in England, it also has interest in the history of women's higher education; * Architectural interest: as high quality examples of the work of both Sir Percy Scott Worthington and Sir (John) Hubert Worthington, two of the most successful architects of this prolific and renowned architectural dynasty; * Group value: the halls, gates and lodge form a functional group, the separate parts of which have been designed to complement each other, as well as the pre-existing Behren's House (c.1830, Grade II); * Historic association: the hall has connections with historic figures of note including Viscount Morley of Blackburn, whose collection of books is housed in the library, and celebrated children's author Alice Uttley.

History

The origins of Ashburne Hall began in 1899, when a public meeting was held at Manchester Town Hall to discuss the growth in the number of female university students and the lack of accommodation for them. It was decided that a hall of residence for women should be established and a constitution was drawn up. Ashburne House, located in Victoria Park, was opened for this purpose on 27th January 1900. The Halls moved to the present site in Fallowfield in 1906 when Edward Behrens and his wife Abigail left their house The Oaks to the University on Edward's death (now known as Behren's House, c.1830, Grade II). The purpose built halls were placed to the east of The Oaks. The first to be constructed was the Mary Worthington Wing, to designs by the renowned Manchester architect, Sir Percy Scott Worthington (1864-1939). It was officially opened on the 22nd October 1910, making it one of the earliest women's Halls of Residence in the country. Mary Worthington was the daughter of a Derbyshire mill owner and a great contributor to the cause of education for women; she regularly donated money following the establishment of the Women's Department of the University.

When the liberal politician Lord Morley of Blackburn (University Chancellor 1908-1923) died in 1923, he bequeathed his book collection to Ashburne Hall. The Central block was erected in 1924 to include a library which housed this collection and also a large dining hall; this was opened on the 20th May 1925. The Ward wing was constructed at the same time, providing some symmetry to the group. The single-storey projection to the north end of Mary Worthington wing, housing the nurse's room and surgery, was also erected during this period. Lees wing was constructed in 1933, replacing the 'tin tunnel'; a makeshift hallway which connected Behrens House to the remainder of the buildings. The addition of Lees necessitated the creation of new openings to connect this block with Behren's House and the Mary Worthington wing. A modern detached block, Sheavyn House, was added in 1994 to complete the original vision of a quadrangle; this does not form part of the listing.

Noteworthy residents of the Hall include Alice Jane Uttley (1884-1976), author, who in 1906 became the second woman to graduate with honours in Physics at the University.

In 1924 memorial gates were given to Ashburne Hall by Annie E. F. Barlow in memory of her sister, Alice Barlow

MA, of Girton College, Cambridge. These were designed by Sir (John) Hubert Worthington (1886-1963) of Thomas Worthington and Son; Percy's half brother. An entrance lodge was added in 1926; this was also designed by Hubert Worthington. It is in the Regency style, matching Behren's House; this was originally the Manager's house. For some time it was rented out to the Greater Manchester Police, however it has recently been refurbished to become a staff training academy.

The Halls were renovated during the 1990s. This included the insertion of a reception area to the north section of the Central block. The ceilings to the ground and first floor corridors in Lees, Mary Whitworth and Ward wings were dropped; it is not known whether features survive above. Bedroom doors were also replaced due to fire regulations, although some have re-used handles.

Details

Materials: Brick with stone and clay tile detailing and slate roofs.

Plan: Irregular. The hall buildings form a roughly reverse L-shaped ensemble with blocks arranged around a grassed quadrangle. Lees wing sits to the north aligned west-east, its south-west corner attached to Behren's House. It has a projection to the centre of its north elevation. The Mary Worthington wing is attached to the east side of Lees, running north-south with a reverse L-shape projection to the north. The width of the north part is slightly greater than that to the southern half of the north-south section. There is a block to its south end which is aligned west-east, which projects eastwards from the remainder of its building line; this is connected to the Central block on the east side of its south elevation. The Central block also runs north-south. Its central section is stepped forward to the west, flanked by recessed sections to the north and south. Ward wing is attached to the south of the Central block. It mirrors the footprint of the Mary Worthington wing almost exactly, aside from at its south end where it has a block running east-west projecting on either side of the building line. The memorial gates sit to the west side of the site, aligned north-south along Wilmslow Road. The lodge sits to the north-west corner of the plot; it is rectangular plan with a small rear projection.

Exterior:

The accommodation blocks are of two storeys plus attic, in the Arts and Crafts style with Georgian and Tudor motifs. The composition is roughly symmetrical to the east side, with the Ward wing constructed to mirror the Mary Worthington wing either side of the symmetrical Central block. The Lees wing and the southernmost section of Ward wing break the symmetry, although the east section of Lees is similar in style to that of the corresponding section of Ward wing. A subtle variation in the size of gables, chimneys and rooflines means the arrangement is not formal. Thin bricks have been used to face the buildings throughout, and the use of brick

string courses and tile detailing has been used to all wings in differing effects. Almost all windows are original multi-paned sashes, and almost all half-glazed multi-paned external doors remain in-situ. All flat-headed openings have brick wedge-lintels.

Central block: The library and dining hall form the central section of the Central block; this has a double-height second storey with tall windows. The ground floor has rusticated brick bands and rusticated brick wedge lintels to the windows; these details continue to the returns. The central five bays project slightly. Brick quoins have been used to these and the peripheral corners. The roof is hipped and flat in parts, with a projecting hipped roof to the central section. This section is flanked by two recessed wings with flat roofs and parapets. The ground floors are pierced by three round-headed entrances with multi-paned double doors and fanlights. The second floors are set back to provide a balcony; these house flat-headed windows (one to the south is blind) and decorative brick roundels. The rear elevation has a curved, full-height entrance bay with parapet to the centre, incorporating a tall round-headed recess with a multi-paned door, tall 16-over-16 window and a date stone reading 'AD 1924' above. Flanking wings have numerous flat-headed windows. Access to the cellar is via stone steps with an attached hoist.

Mary Worthington: This incorporates numerous flat-headed and half-hipped dormer windows and large chimney stacks; the south stack has decorative round-arched recesses and stone banding. There are two entrances recessed behind large arches with tile detailing, in order to create a covered seating area. This incorporates hexagonal floor tiles and fixed wooden benches to the north and south. The south section aligned west-east has a stone plinth. Two paired gables face the quadrangle and there are two full-height stone polygonal bays to the south return. The rear elevation has numerous half-hipped dormers, chimney stacks and flat-headed windows and doors. A gable with segmental-arched window and attached stack sits to the centre of the southern block, overlooking the north-south range. To the north end there is a single-storey, flat roof block with flat-headed windows.

Ward: The form of Ward wing mirrors that of Mary Worthington, with replicated details such as the full-height stone bays, paired gables and large arches. Where it differs is in the southern east-west block. Here the east gable end incorporates two windows recessed behind a round-headed opening, while the west gable end has a round-headed recess with multi-paned door and window with a date stone reading 'AD 1924' above. The south elevation incorporates two full height brick polygonal bays with flat tops which rise above eaves level to its west side. These have tile detailing between the wedge lintels at first floor level. Round-headed niches with tile detailing sit between them at ground and first floor level. The roofs incorporate slate tile-hung half-hipped dormers and substantial stacks with tile detailing.

Lees: This has full-height brick polygonal bays with flat tops which rise above eaves level to its south elevation.

The gabled roof is punctuated at regular intervals with slate tile-hung half-hipped dormer windows and large stacks with clay tile detailing. The rear, north-facing elevation has numerous flat-headed windows and half-hipped dormers in a similar style to the front elevation. There is a three bay square projection to the centre with parapet. The east end of the building has been subsumed into the later rear extension to Behren's House.

Interior:

All bedroom doors are renewed, although the multi-paned fanlights survive above those with round-headed openings. A number of original internal doors remain in-situ to other areas. The flooring is mainly parquet, although some areas have wooden boards and the service areas are tiled. Original flooring is thought to survive in most places aside from in the dining hall, although carpeted over in places. Window seats and stair landing benches have been incorporated sporadically within all wings.

Central block: The central section houses the library with dining hall above to the west. The library is panelled and lined with fitted and half-height projecting shelves, all inscribed with Roman numerals. The southern end is part screened by full-height bookshelves and decorative partitions. All recessed windows incorporate window seats. A librarian's office sits to the north; this was not inspected internally. A quote from Lord Morley dated 1923 has been inscribed above the door. The ceilings incorporate a periphery band of foliage design plasterwork. The central corridor to the ground floor is spacious and incorporates a coffered ceiling, round-headed niches and Greek key friezes. A double return stair sits opposite the entrance to the library. This has wide, shallow stone steps and is flanked by round-headed niches and iron handrails. Spiral newels sit on either side of the half landing, at which point the returns become open string, with ironwork balustrading incorporating triple balusters and splat balusters in spiral and foliage designs; these are topped by a wooden handrail. There is a roundel top light above, surrounded by foliage design plasterwork. The dining room has a dais with fluted Doric columns to its north end. This area is lined with panelling and the ceiling incorporates decorative geometric plasterwork, including Greek Key designs. The dining room has a deeply-coved ceiling. The cornice incorporates geometrical designs in the plasterwork, while the ceiling has bands of plasterwork with foliage designs. The bays are separated by pilasters. There are three glazed multi-panel double doors leading to the corridor and the kitchen (former servery). An honours board sits to the east. Common rooms sit to the first floor east. The senior Common Room is to the north of the stair; this is lined with fitted shelves to the west and retains its panelled chimneybreast and fireplace with marble detailing. This gives access through to the dais area of the dining hall via small rooms and some steps to the north. The service areas for Ashburne Hall were housed to the ground floor rear of the central and south section of the Central block; these areas are mostly faced with glazed brick. The former laundry has been converted to a common room, although it retains its airing cupboards. The former kitchen retains its dumb waiter which accesses the former servery above. The north section of the Central block houses a modern reception area to its ground floor, although fitted cupboards and a recessed niche with a fixed

mirrored wooden coat, hat and umbrella stand has been retained. The first floor houses a room lined with fitted cupboards and glazed bookshelves.

Mary Worthington and Ward: These contain approximately 60 rooms each, accessed via round-headed doorways with fanlights off spine corridors to the ground and first floors. Rooms are to one side only on the attic floor, accessed via flat-headed doors. Almost all ground and first floor rooms retain their fire surrounds incorporating tiles with recessed wooden shelving above; the grates have however been lost. The attic rooms appear to have never had fireplaces. A good proportion of rooms also retain their cupboards with brass fittings; those to Mary Worthington are round-headed. Bedrooms to Mary Worthington have had vestibules inserted for fire safety. The north-west room of Ward wing houses a common room; this has a window seat to the bay and a Moderne style fireplace. Each wing incorporates a large stair hall within its northern end. These have an open-well closed-string wooden stair, with wooden balusters grouped into alternate triple stick balusters and single splat balusters. The splat balusters are plain to Ward wing, but shaped and pierced to Mary Worthington; the latter also has ramped handrails. The ceilings are vaulted and incorporate large multi-paned skylights. Two sides of the stairwells are panelled with half-glazed wooden screens; these have necessitated the loss of some balustrading. The turned pillars to the corners have however survived. Modern glazed partitions have been added to the ground floor section of the Ward wing stair. The equivalent section of Mary Worthington remains open, aside from the highly-polished wooden Tuscan columns beneath the stair. This wing once incorporated a shop to the ground floor off the stair hall; the hatch has been blocked although it is still evident.

Lees: This is accessed internally from the Mary Worthington wing on all three floors; there is also a knock through to Behren's House on the west end. Rooms sit to the south and are accessed via flat-headed doorways from the corridor which runs along its length to the north. The projection to the north houses bathroom and toilet facilities, accessed via multi-paned doors. This block also has cleaners' rooms to each floor with glazed bricks, terrazzo flooring and sluices. Ground and first floor rooms have similar fireplaces to the other wings, although those to the attic rooms have been removed; cupboards do however survive.

Subsidiary features:

Alice Barlow Memorial Gates: These are elaborate gates which sit to the centre of the boundary wall along Wilmslow Road, aligned to face the Central block. They have rubbed brick curved piers with ornamental stone urns. The gates are of wrought iron, with the insignia of the University (a snake) and the date 1924 in gold. A slate plaque with inscription is situated on the side of the southern pier.

Ashburne Hall Lodge: This is Regency in style, of stuccoed brick with a hipped slate roof with central stack. The main elevation is to the west, of two storeys with a central entrance under a porch with chamfered columns.

Windows are six-over-six pane sashes and the front door is six-panelled. It has been modernised internally, with a kitchen inserted to the ground floor. One internal door survives, although all fireplaces have been removed.

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Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.



Map

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