

Heritage Statement

Victoria Point, Manchester

May 2024

Turley

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Client

Empiric (Manchester Victoria Point) Limited

Our reference

EMPH3000

May 2024

1. Introduction

1.1 This Heritage Statement has been prepared by Turley (Heritage, Townscape and Landscape) on behalf of Empiric (Manchester Victoria Point) Limited in connection with a full planning application for purpose-built student accommodation (PBSA) (hereafter referred to as the 'Proposed Development') on land off Hathersage Road in Manchester (hereafter referred to as the 'Site').

1.2 The formal description of development is as follows:

"Redevelopment of existing student accommodation blocks (6 in total) to include the phased demolition and extension of existing buildings at a maximum height of 12 storeys for Purpose Built Student Accommodation (Use Class Sui Generis), including associated ancillary internal and external amenity space, ground floor community/commercial space (Use Class E, F1 and F2), hard and soft landscaping and associated highway works".

1.3 The grade II* listed Victoria Baths is adjacent to the Site, and there are other listed buildings within the surrounding area, with potential to be affected by the Proposed Development (as a result of development within their setting). Therefore, in determining the submitted full planning application, Manchester City Council (MCC) has a statutory duty to have special regard to the desirability of preserving the special interest and setting of listed buildings¹.

1.4 The Victoria Park Conservation Area, located approximately 80 metres to the south of the Site, also has the potential to be affected by the Proposed Development, as a result of development in its setting. Whilst the setting of a conservation area is not protected by primary legislation, the National Planning Policy Framework (NPPF) does state that the setting of a designated heritage asset (including conservation areas) can contribute to its significance.

1.5 The NPPF provides the Government's national planning policy on the conservation of the historic environment. In respect of information requirements for applications, it sets out that:

*"In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any 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 provides a broad description of its history and development. Heritage assets with the potential to be affected by the Proposed Development are identified in Section 3 (with reference to a Heritage Asset Plan at **Appendix 1**). The significance and setting of

¹ s66(1) Planning (Listed Buildings and Conservation Areas) Act 1990

² MHCLG (2023) National Planning Policy Framework (NPPF), Paragraph 200

these assets is described in Section 4 and an assessment of the impact of the Proposed Development is set out in Section 5. The Statement concludes at Section 6.

- 1.7 This assessment has been undertaken on the basis of published information, archival research and on-site visual survey. It has been prepared in accordance with Historic England Good Practice Advice on 'Managing Significance in Decision Taking in the Historic Environment' (GPA 2) and 'The Setting of Heritage Assets (GPA 3). '

2. The Site, its History and Development

- 2.1 The Site occupies an area of Manchester originally developed during the early to mid-19th century. The increasing industrialisation and associated growth of the city due to the Industrial Revolution made it an unhealthy and unpleasant place to live, and wealthier residents began to seek accommodation in outlying areas. Demand amongst the emerging merchant and manufacturing classes for villa residences and larger terraced properties was high and a wave of expansion into south Manchester began.
- 2.2 Historic maps included at **Figures 2.1 to 2.6** provide an overview of the history and development of the Site. During the mid-1800s this area of Manchester, to the south of the expanding city centre, was still semi-rural in character. Historic mapping from the 1840s (**Figure 2.1**) shows the extent of undeveloped land at the time, including the Site, with evidence of speculative development and the burgeoning residential suburb of Victoria Park visible to the south.
- 2.3 With the exception of the southern arm, lining Bax Road, the Site was undeveloped for a considerable period, surrounded by 19th century residential development, in a combination of terraced housing and larger detached and semi-detached villas, in more substantial plots. Historic mapping from the late 1800s (**Figure 2.2**) clearly shows increasing development within the area, including the arrangement of dwellings lining the northern side of Hathersage Road (then called High Street). The land, now occupied by Victoria Baths, became a tennis ground and the southern part of the Site was occupied by a large villa in spacious grounds. Mapping and photographs (at **Figures 2.7, 2.8 and 2.9**) show that the villa formed part of a terrace of four dwellings and may have been enlarged. It extended to three storeys in height, was finished in stucco render, and is likely to have been of similar style and stature to those that remain on Hathersage Road, to the east of the Baths. Land to the rear of the villa was developed with a row of smaller terraces, lining Bax Road, between 1893 and 1908. The construction of Victoria Baths commenced in 1903.
- 2.4 A comparison between the Maps at Figures 2.4 and 2.5 shows that the body of the Site was initially developed between 1922 and 1933, as an electricity mains depot. Aerial photography from the 1940s and early 1950s (**Figures 2.7 and 2.8**) shows that this comprised a complex of varied and functional buildings, including long linear ranges with pitched roofs and associated infrastructure.
- 2.5 The former villa in the southern part of the Site and the Bax Road terraces were demolished during the 1970s and Octagon House was built around the same time, as a HQ building for United Utilities, associated with the depot on the Site, to the rear. It is understood that the depot was operated by United Utilities until the extant buildings were demolished and the existing arrangement of student accommodation was built in circa 2010.

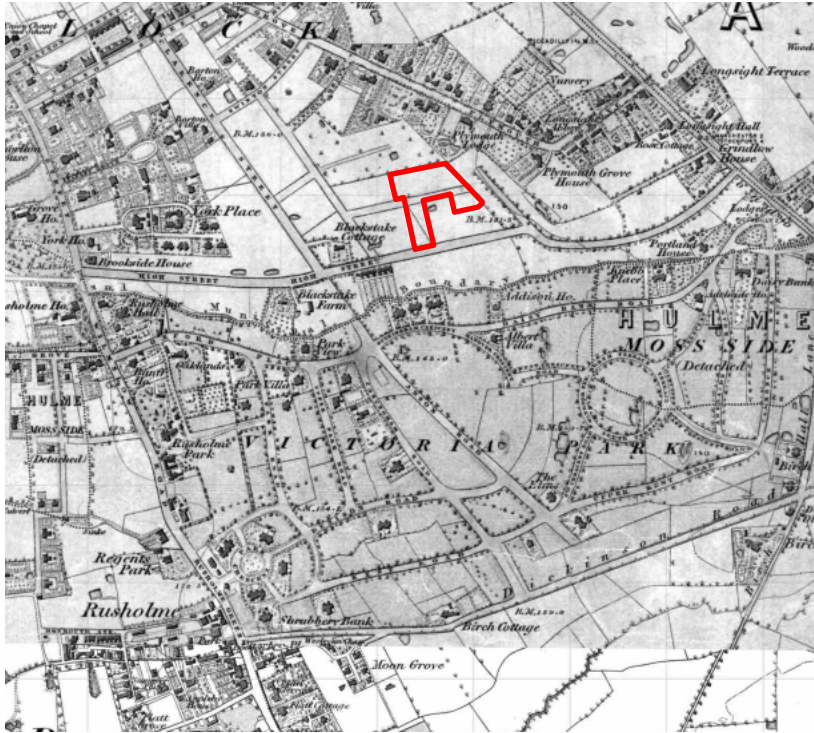


Figure 2.1 - 1848 to 1849 OS Map

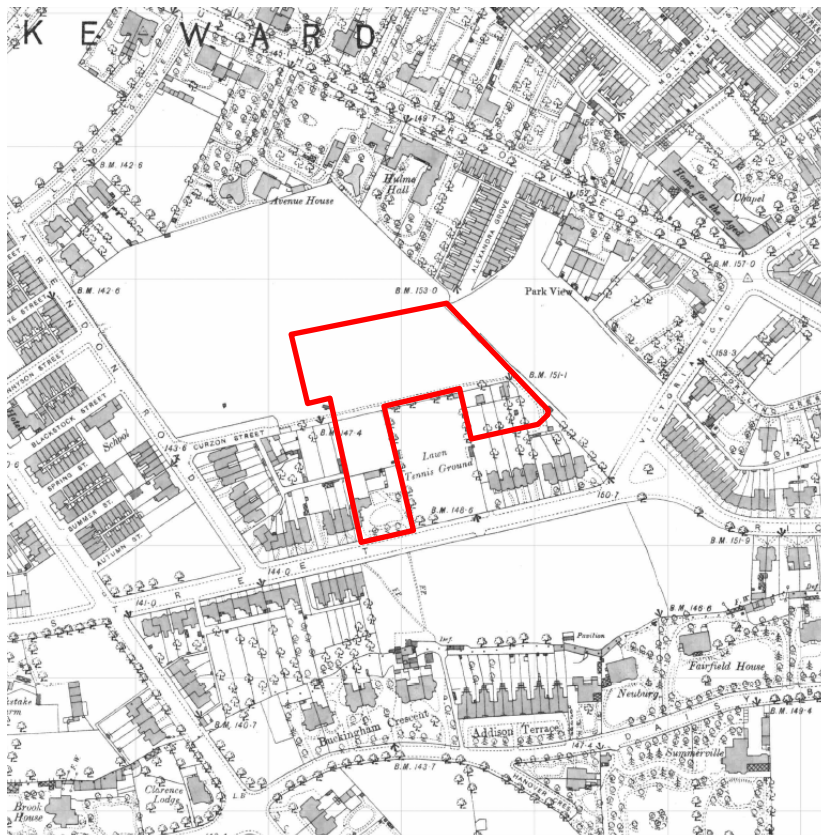


Figure 2.2 - 1893 OS map

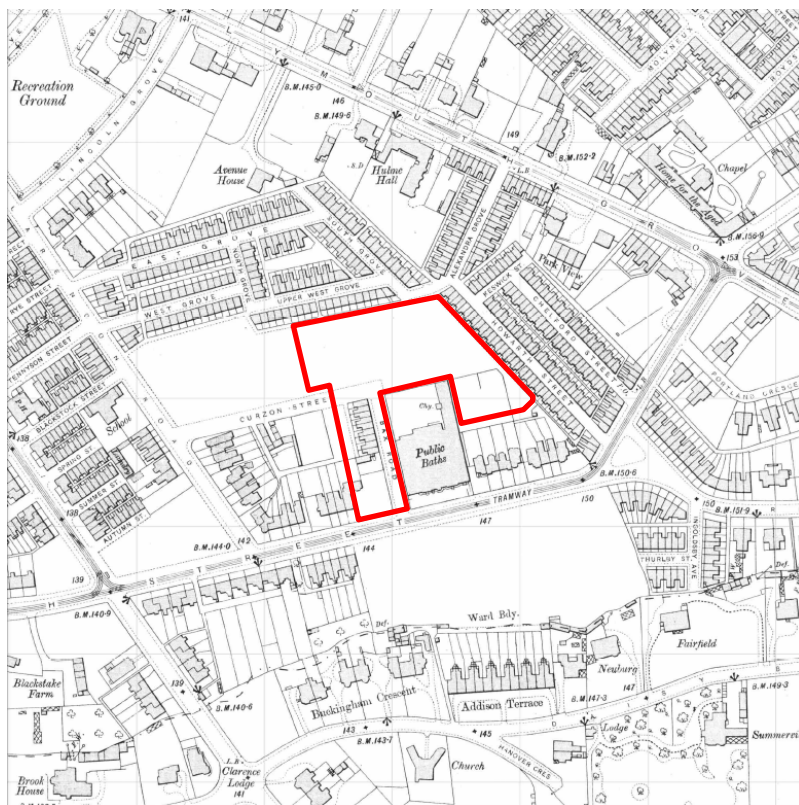


Figure 2.3 - 1908 OS map

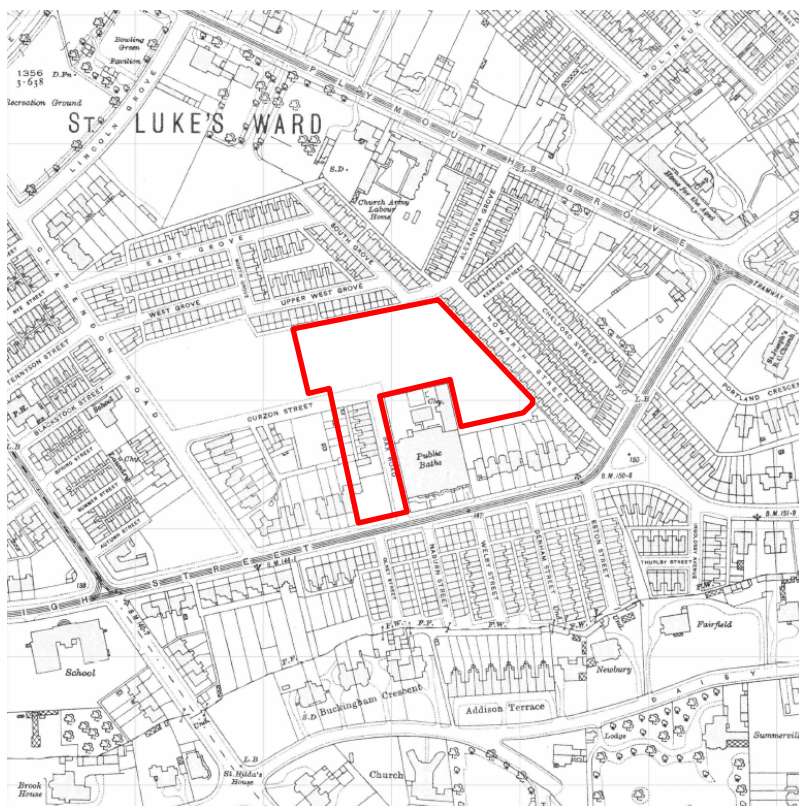


Figure 2.4 - 1922 OS map

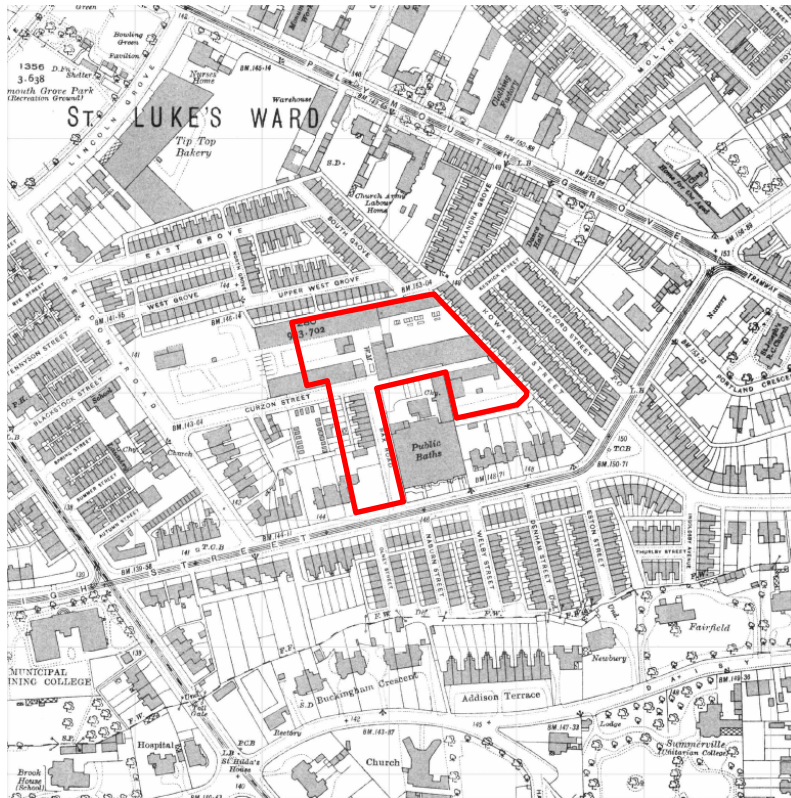


Figure 2.5 - 1933 OS map

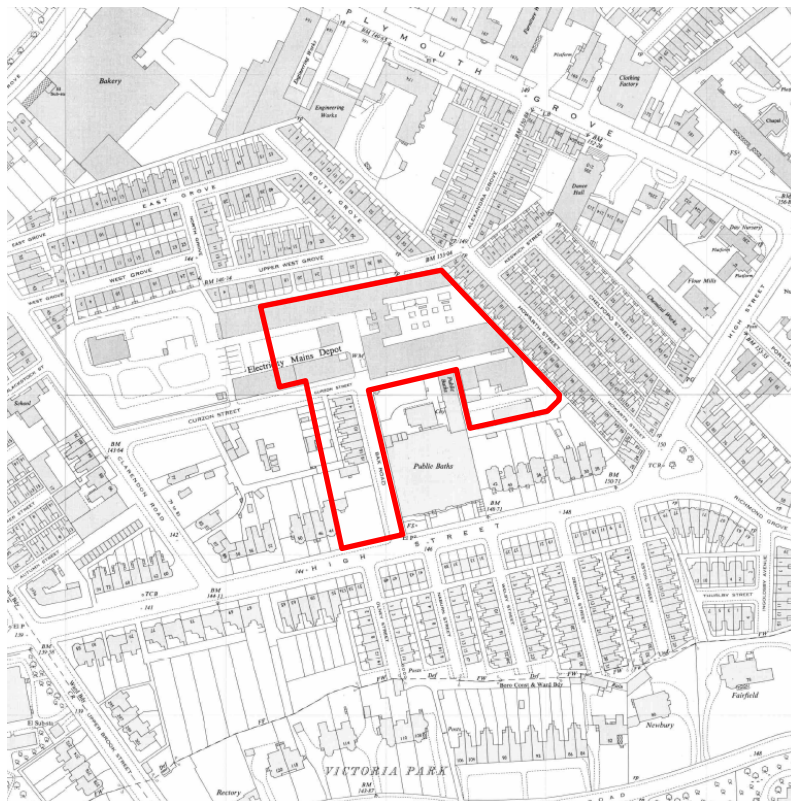


Figure 2.6 - 1950 OS map



Figure 2.7 - Historic England Aerial Photography 1946



Figure 2.8 - Historic England Aerial Photography 1953



Figure 2.9 - View of Victoria Baths and former Villa within Site

3. The Heritage Assets

3.1 The National Planning Policy Framework (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”³

Study Area

- 3.2 In defining an appropriate Study Area, best practice guidance, professional experience and judgement, and a review of the potential effects of the proposed development on built heritage, has been applied. The nature and extent of the Proposed Development and likely inter-visibility, as informed by a Zone of Theoretical Visibility (ZTV) (**included at Appendix 2**) and site visits, has assisted in informing the extent of the Study Area.
- 3.3 All designated and non-designated heritage assets within a 350m Study Area from the site boundary have been identified and the potential effect of the Proposed Development on these assets has been considered. The following factors have been taken into consideration:
- The nature and scope of the Proposed Development;
 - The proximity of heritage assets to the Proposed Development;
 - The degree of inter-visibility between heritage assets and the Site taking into consideration, for instance, changes in topography as well as interposing townscape and landscape features (informed by the ZTV and site visits); and
 - The significance of the relevant heritage assets and the contribution made by their setting, including any known historic or functional relationships.
- 3.4 The Proposed Development, due to its height, may be visible from beyond the Study Area. It is therefore possible that it would be visible from other heritage assets not individually assessed in this document. It is concluded that the significance of these assets would not be affected and they have been scoped out of assessment. They are identified at Paragraph 3.8. In accordance with the NPPF and Historic England guidance, the judgements made in this Assessment are based on the effect of the proposed development on the **significance** of heritage assets, rather than whether the development will be visible from them, although this is also a consideration.
- 3.5 Site visits, together with consideration of the above factors, has affirmed that the proposed 350m Study Area is appropriate. The designated and non-designated heritage assets within the Study Area and with potential to be affected are discussed and evaluated in this Assessment. All heritage assets within the Study Area are illustrated on a Heritage Asset Plan at **Appendix 1**.

³ Ministry of Housing, Communities & Local Government (2023) National Planning Policy Framework. Annex 2: Glossary

Designated Heritage Assets

- 3.6 Designated heritage assets are those which possess a level of heritage interest that justifies designation under relevant legislation.

Listed Buildings

- 3.7 The following listed buildings are outside of the Site boundary but have the potential to be affected by the Proposed Development. These assets are shown on the Heritage Asset Plan contained in **Appendix 1**.

Table 3.1: Listed Buildings with potential to be affected by the Proposed Development

Asset. No.	Name	Grade
2	Victoria Baths	II*
13	Roman Catholic Church of St Joseph	II
14	Ukrainian Club	II
3	Mrs Gaskells House, 84, Plymouth Grove	II*
15	Court Nursing Home	II
5	Buckingham Crescent, 108-112, Daisy Bank Road	II
12	Buckingham Crescent, 114-116, Daisy Bank Road	II
17	Buckingham Crescent, 118-120 , Daisy Bank Road	II
11	Addison Crescent	II
10	Newbury	II
1	Former First Church of Christ, Scientist	I
20	Arched Gateway to Former First Church of Christ, Scientist	II
4	Church of St Chrysostom	II
22	Brook House (former Park View) and associated entrance walls and piers	II

- 3.8 There are other listed buildings within the surrounding area that have been excluded from assessment as no impact on their significance is anticipated to result from the Proposed Development. These are as follows (including corresponding reference numbers from the **Heritage Asset Plan** at **Appendix 1**):

- The Rampant Lion Public House and Attached Screen Wall (HAP 6)
- Eaglesfield (HAP 7)
- 2 Conyngham Road (HAP 8)
- Dalton Hall with Attached Forecourt Walls (HAP 8)

- High Elms (HAP 16)
- Summerville (HAP 18)
- Greygarth Hall (HAP 19)
- Holy Trinity Armenian Apostolic Church and Vicarage (HAP 21)

Conservation Areas

- 3.9 The **Victoria Park Conservation Area** is located approximately 80 metres to the south of the Site and has the potential to be affected by the Proposed Development, as a result of development in its setting. The Conservation Area was designated in March 1972. There is no formal published character appraisal of the designated area, however MCC has published on its website an overview of its history, a description of its buildings, guidance on the control of development and has identified opportunities for improvement and enhancement. This has been referred to in the preparation of this Heritage Statement, supplemented by our own research and observations.

Non-Designated Heritage Assets

- 3.10 The NPPF identifies that heritage assets include both designated heritage assets and assets identified by the local planning authority (including local listing). 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

- 3.11 MCC does not have a published list of locally important buildings. Building entries on the Greater Manchester Historic Environment Record (HER) have been reviewed and there is one non-designated built heritage assets with potential to be affected by the Proposed Development; this is Shepherd's House (formerly Auldgirth; HAP 23).

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

Introduction

- 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”.

Designated Heritage Assets

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 Buildings (2018) are published by the Department for Digital, Culture, Media and Sport and supported by Historic England’s Listing Selection Guides for each building type.

Conservation Areas

- 4.3 Conservation areas are *“areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.”*
- 4.4 Historic England has published Good Practice Advice (GPA) on ‘Managing Significance in Decision-Taking in the Historic Environment’ to assist in assessing the significance of heritage assets. This guidance has informed the following assessments of significance.

Setting

- 4.5 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 neutral⁵.”

- 4.6 Historic England has published guidance⁶ 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 at paragraph 9 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.
- 4.7 Further guidance on the definition of setting and how it should be considered is set out in National Planning Practice Guidance. In assessing the contribution of setting to the significance of the following identified assets the role of the Site has also been considered.

⁵ DDCLG (2021), National Planning Policy Framework (NPPF) – Annex 2: Glossary

⁶ Historic England (2017) Good Practice Advice Note 3: The Setting of Heritage Assets (2nd edition)

Assessments of Significance

Grade II* Listed Victoria Baths | Architectural and Historic Interest



Figure 4.1: Victoria Baths (grade II*)

- 4.8 The Site is adjacent to the grade II* listed Victoria Baths.
- 4.9 The building is eclectic in style and is in striped, red Ruabon brick and pale terracotta. It is symmetrical in massing and outline to Hathersage Road, with steep shaped gables with swan-neck pediments and tourelles, a lower central gable with a projecting canted bay at ground floor, and two lower flanking wings. Stained glass windows exist throughout, in arched openings at ground floor and in square headed openings at first floor – all are in deep reveals. A tall central clock tower rises from the roof in the form of a cupola. It is a well-preserved example of a public baths from the period, retaining its plan form (with each class of user having a dedicated entrance from Hathersage Road), ancillary buildings and forecourt with walls, gates and a tall chimney on an industrial scale. It has a surviving interior decorative scheme of ornate stained glass, decorative tiling, mosaic floors, conserved pool halls and suites of Turkish and Russian Baths. It now operates as a visitor attraction and commercial venue.
- 4.10 Plans to provide ‘baths’ for this area of Manchester were first considered by the Baths and Wash Houses Committee of Manchester Corporation in 1897 and land for Victoria Baths was acquired in 1899. It was built between 1903 to 1906 and was designed by the City Architect of the time, Henry Price, based on earlier designs of the City Surveyor. It is described in the Pevsner Architectural Guide for Lancashire: Manchester and the South-East as “The most opulent Edwardian municipal baths to survive anywhere in England.”

Setting | Physical Surroundings and Experience of the Asset

- 4.11 The setting and physical surroundings of the Baths has evolved. Although still occupying a predominantly residential area, its setting now has greater variety through the introduction of institutional uses and buildings of varied height. The terraces of stuccoed villas to the east pre-date the Baths but are representative of the residential community that developed in this area during the mid to late 19th century. They, together with the other Victorian and Edwardian terraces in the area, provide a context for the building and resonate with the status of the Baths.
- 4.12 Victoria Baths is principally experienced and appreciated from Hathersage Road. It is a highly distinctive building that contrasts with its neighbours and has retained prominence due to the colour, pattern and quality of its materials, its eclectic architectural style and decoration, the articulation of its façade and roofscape and its width, height and scale, accentuated by shaped gables, the clock tower and chimney. It is set back and enclosed from Hathersage Road by a low brick and terracotta wall, broken by decorative cast iron gates leading to stepped entrances.
- 4.13 Although less pronounced, the decorative quality of the façade is continued on Bax Road. The eastern elevation is devoid of windows and plainer where it has a close adjacency with residential properties. The overall scale of the complex and functional aspects are appreciable from Bax Road and from the rear, where the complex is enclosed by a plain brick wall.

Grade II Roman Catholic Church of St Joseph | Architectural and Historic Interest



Figure 4.2: Roman Catholic Church of St Joseph (grade II)

- 4.14 The grade II listed building is located to the north east of the Site. It is a substantial red brick Church with sandstone dressings and a slate roof. Built in the Arts and Crafts

style and with Art Nouveau details, the building is asymmetric and has an irregular plan form comprised of a five bay nave, with a north porch, north east tower, aisles and a south chancel. The pointed gable to Plymouth Grove has flanking buttresses, with a tall central tripartite window with intricate tracery. A low embattled porch extends northwards and contains the principal entrance in a deep splayed arch, in red sandstone. The prominent north east tower, described in the local 'Buildings of England' Guide⁷ as 'striking', is square in plan, with plain diagonal full-height buttresses and a steeply pitched pyramidal roof. The clerestory of the nave has tall narrow paired windows, with traceried heads in alternating patterns.

4.15 The Church dates to 1914-15 and was designed by Lowther and Rigby.

Setting | Physical Surroundings and Experience of the Asset

- 4.16 The Church occupies part of a wider area of land bounded by Plymouth Grove, Hathersage Road and Portland Crescent. It has a defined churchyard and formal setting comprised of paths, areas of lawn, trees and shrubbery, enclosed by a combination of dwarf walls, fencing and a low hedge. The building has been extended to the rear and there is modern single storey detached community centre in red brick to the west. Beyond the churchyard, there are educational and institutional uses to the north and north west, beyond Plymouth Grove, and the wider area is dominated by residential development of differing forms, styles and ages.
- 4.17 The Church has localised prominence and stature due to the scale of the building, the distinctiveness of its architectural style, in contrast to neighbouring buildings, and the landmark quality of its tower. It is principally experienced within a setting of residential character, where there is a verdancy created by trees and shrubbery. It was designed to address and be principally experienced from Plymouth Grove, but the island site means it is experienced more widely and from the traditional dwellings arranged around it, which although altered and pre-date the Church, have a degree of resonance with it as an area of traditional townscape. Although taller buildings have been introduced to the north, they do not compete with the grade II listed Church, given the degree of separation.

⁷ Clare Hartwell, Matthew Hyde, and Nikolaus Pevsner, 2004, 'The Buildings of England, Lancashire: Manchester and the South East'

Grade II Listed Ukrainian Club | Architectural and Historic Interest



Figure 4.3: Ukrainian Club (grade II)

- 4.18 The former Ukrainian Club at 9 Plymouth Grove is located to the north east of the Site. It dates to the early 19th century and was originally built as a villa. It is of red brick construction on a stone plinth and with an altered slate roof. It is of two storeys and a cellar and has a symmetrical five bay façade of tall windows, those to the first floor retaining multi pane sliding sashes. There is a central stepped/raised entrance within a projecting doorcase with an entablature and cornice, flanked by ionic columns. The central bay projects and the outer bays are flanked with pilasters. Stone sill bands and a string course have been painted and it has a deep eaves cornice, with gable chimneys. Side elevations are plainer with irregular fenestration and the former villa has been substantially extended to the rear, in multiple phases.
- 4.19 The listed building is of historic interest as a likely late Georgian early 19th century villa, before being converted for community and institutional use.

Setting | Physical Surroundings and Experience of the Assets

- 4.20 The grade II listed former villa occupies a rectangular plot and is set back from Plymouth Grove West, behind a low dwarf wall, surmounted by metal railings. There are two sets of retained stone gate piers that appear to be original and are carved with the name 'Richmond', suggesting this was the name of the original dwelling. Extension of the building to the rear means that it now occupies a confined plot, largely finished with hardstanding, but with an area of lawn along the northern boundary. Beyond the plot itself, the building occupies a mixed setting containing a blend of modern housing in differing formats, including of increased, scale, mass and height, and modern and traditional education and institutional buildings.

- 4.21 The former villa is principally experienced from Plymouth Grove West where the principal façade of the listed building (and where its special interest and significance is invested), is appreciable, in combination with formal boundary treatments and retained gate piers. These aspects of setting, in addition to retained mature trees contribute to the significance of the asset. The listed building possesses a degree of distinction and formality, in contrast with neighbouring modern development, albeit a common palette of brick has been used.

Grade II* Mrs Gaskells House | Architectural and Historic Interest



Figure 4.4: Mrs Gaskell's House (grade II*)

- 4.22 The former residence of Elizabeth Gaskell is a late Georgian/early Victorian Classical detached villa. It is two storeys with a basement and has a square double fronted plan, with a coach house attached. It is built of brick with a pale stucco finish and has a shallow hipped slate roof, with four chimneys. The villa is orientated northwards and the principal elevation, facing Plymouth Grove, is of three bays, separated by tall pilasters with lotus leaf capitals and this arrangement is repeated on other elevations. The main entrance is raised, with stepped access and is within a projecting rectangular porch with engaged columns beneath a frieze and cornice. All windows are multi-pane sliding sashes, those to the ground floor with cornices on consoles. It has a large bow window in the rear elevation. The attached coach house and extension are in contrasting exposed brick. The interior of the building is also of interest and restoration works have been undertaken.
- 4.23 The grade II* listed building dates to the 1830s or 40s and is of historic interest as the home of the novelist Elizabeth Gaskell between 1850 and her death in 1865. Notes

added to the Historic England list entry description for the building state that house has been restored, is now a literary centre to celebrate her life and work and is open to the public.

Grade II Listed Court Nursing Home | Architectural and Historic Interest



Figure 4.5: Court Nursing Home (grade II)

- 4.24 The Court Nursing Home was originally built as a pair of dwellings. It dates to the early to mid-19th century, is two storeys, with a basement, and is built of red brick with sandstone dressings. It has a rectangular principal plan but both side elevations have outer double or single storey curved bow window bays. Original entrances into the two separate dwellings are centrally positioned within the east and west facing elevations, set within recessed porches with Tuscan columns. All elevations are three or four bays, with retained multi-pane sash windows. There is a continuous stone sill band at first floor, the building has a shallow cornice at eaves level, and a raised shaped pediment, similar in form to the neighbouring grade II* listed building.
- 4.25 The listed building is of historic interest as a former villa, housing a pair of dwellings and dating to the late Georgian/early Victorian period.

Setting | Physical Surroundings and Experience of the Assets

- 4.26 Although both listed buildings are of differing orientation, there are similarities to their setting and they have been grouped, for the purposes of this description, whilst acknowledging they are of different grades of listing and there are variations in their special interest and significance.

- 4.27 The two listed buildings occupy neighbouring plots and are former villas within private gardens. The garden to Elizabeth Gaskell's former house has been landscaped and maintained, the garden to Court Nursing Home is overgrown and less defined. Both dwellings have formal boundary treatments in the form of walls and railings, with gate piers. Mature trees line Swinton Grove, and although not their primary aspect, both dwellings overlook Swinton Grove Park. The setting of both buildings is predominantly residential in character. The surrounding area contains a mix of terraced and semidetached dwellings and modern apartment blocks, interspersed with other uses.
- 4.28 Both villas are experienced and appreciated from perimeter streets and there is a spaciousness to their setting that contributes to their significance, created by the position of the dwellings within their plots, their private gardens and the Park. Although there is variation there is a broadly consistent datum to building heights within their immediate setting and the two villas draw prominence and distinction from their scale, and architectural distinction, in contrast to surrounding modern development.

Grade II Listed Buckingham Crescent (Nos 108 – 112, 114 – 116, and 118 – 120) | Architectural and Historic Interest



Figure 4.6: Buckingham Crescent (grade II)

- 4.29 Buckingham Crescent comprises three separately listed buildings that are broadly contemporary in age, and stylistically similar.
- 4.30 All are within the Victoria Park Conservation Area and are to the south of the Site. All three buildings were built as semi-detached dwellings (two or three) and front, but are

set back from, Daisy Bank Road. They are of brick construction but finished in render or roughcast and are two principal storeys in height. All present formal symmetrical facades to Daisy Bank Road and are arranged with a hall and cross wing plan form, with projecting outer bays, expressed as tall gables. Nos 114 to 116 and 118 to 120 are smaller, with a four bay façade, Nos 108 to 112 have a wider front elevation of five bays. It has a central entrance, in combination with side entrances in porches, with stepped access. Nos 114 to 116 and 118 to 120 have only side entrances, in porches. All have box or canted bay windows at ground floor and a range of window types exist across the grouping, including sashes that are original, or in the original style.

- 4.31 There is evidence that the former villas have been converted into apartments. Nos 108 to 112 and Nos 118 to 120 have been altered to the rear. Nos 118 to 120 has a substantial rear extension.
- 4.32 These listed buildings are of historic interest as high status mid-19th century villas. All three were built by the late 1840s (appearing on OS Maps from 1848/49 onwards) and formed part of the prestigious Victoria Park estate.

Grade II listed Addison Terrace | Architectural and Historic Interest



Figure 4.7: Addison Terrace (grade II)

- 4.33 The listed building dates to circa 1848 and is a linear terrace of 12 dwellings, arranged in pairs. It is built of brick with a white stucco finish and slate roofs and extends to two storeys with attic floors. The building has a series of projecting gables and although the entire terrace is arranged symmetry, there is variation, and two pairs have a flatter façade, with a projecting gable in the roof, housing a larger arched window opening.

All have large vertical windows, those at ground floor within box bays. Entrances to the individual houses are paired and adjoining, set within Tudor arched doorways and there is Tudor Gothic detailing across the terrace in the form of lancet arches, tracery and hoodmoulds above windows.

- 4.34 The terrace is of historic interest as one of a number of early to mid-19th century dwellings, built as part of the speculative and prestigious Victoria Park estate. No.102 has a plaque above the door recording that Charles Halle (founder of the Halle Orchestra) and Ford Madox Brown (painter) lived there.

Grade II listed Newbury | Architectural and Historic Interest



Figure 4.8: Newbury (grade II)

- 4.35 Newbury is a substantial, detached, Gothic dwelling, now converted into a hostel. It is two storeys, with three principal bays to the main elevations and is brick built, finished in painted stucco with slate roofs. It has an irregular plan form, created by two storey projecting canted bays on the south and east facing elevations and is asymmetric. The building has a combination of round and square headed windows and articulation and decoration is provided by deep reveals, coupled pilasters at the base of the canted bays and bracketed eaves. Historic maps suggest that the principal entrance may have always been in the east facing elevation, where it remains within an altered porch, but the ground floor window in the central bay of the façade to Daisy Bank Road may have originally been a door. There is a 20th century extension to the west and the west and north facing elevations are plain.
- 4.36 The former villa is of historic interest as a substantial mid-19th century villa, built as part of the speculative and prestigious Victoria Park estate.

Setting | Physical Surroundings and Experience of the Assets

- 4.37 The Buckingham Crescent listed buildings, Addison Terrace and Newbury are all located to the north of Daisy Bank Road and form part of the Victoria Park Conservation Area. They do not follow a unified building line but all have a pronounced set back from the road and are separated from it by a combination of lawned gardens and areas of hardstanding. All have formal front boundary treatments in a combination of low walls, railings and hedging. Daisy Bank Road meanders and they are surrounded by a variety of other traditional villas, characteristic of the Victorian estate, modern apartments, housing, apartments and student accommodation, the distinctive grade I listed First Church of Christ, Scientist and rows of traditional terraced housing, to the north.
- 4.38 The listed buildings have an associative relationship and group value. Their setting is strongly residential in character, and despite demolition and redevelopment within their setting, it has retained a spaciousness and verdancy and the characteristics of the former high status estate remain evident. Mature trees enhance their setting, as does the independence of their design. They are principally experienced and appreciated from Daisy Bank Road and some views are filtered by vegetation and trees.

Grade I Listed Former First Church of Christ, Scientist and Grade II Listed Arched Gateway | Architectural and Historic Interest



Figure 4.9: Former First Church of Christ, Scientist (grade I) and Arched Gateway (grade II)

- 4.39 The grade I listed Church is highly distinctive and differentiates from all others in the conservation area, and beyond. It is designed in a free Expressionist style, with both Arts and Crafts and Art Nouveau detailing. It has an unusual Y-shaped plan and form,

comprised of a tall main linear nave running perpendicular to Daisy Bank Road, with differing lower splayed wings projecting to the front. There is a low cylindrical turret with a conical roof tucked between the gable of the main range and western flanking wing and a tall rectangular chimney. The Church is built of red brick and the main north facing façade is rendered. It has a steeply pitched tiled roof and there are a series of gabled dormer windows in both pitches of the nave. It has a wide semicircular-headed doorway with splayed sandstone sides and above this a cruciform window feature with arched centre light and two-light arms, all in a stone surround, and with a plain stone pilaster breaking through the apex. A porch or porte cochere with a segmental-headed arch projects from the rear of the west elevation.

- 4.40 A separate grade II listed Art Nouveau arched gateway or lychgate sits centrally within the boundary of the church complex, lining Daisy Bank Road. Although also distinct, it is stylistically similar to the Church and comprised of a segmental arch with a steeply pitched gable, containing a small oriel window, and with canted side buttresses with flat tops. It is built of red brick with sandstone detailing and patterning.
- 4.41 The Church dates to 1903-4 and was designed by Edgar Wood. It is of significance as the first purpose built church for the Christian Scientists in Britain, and the second in Europe. It is described in the local 'Buildings of England' Guide⁸ as one of the most original buildings for the time and Edgar Woods masterwork.

Setting | Physical Surroundings and Experience of the Assets

- 4.42 The Church occupies a private and spacious setting, sitting deep within its plot and set back from Daisy Bank Road. In this respect, it echoes the relationship of a Victoria Park villa with its domestic garden. To the east, west and south are modern student accommodation blocks, to the south west is a pair of semidetached red brick villas, and to the north are the listed buildings at Buckingham Crescent, Addison Terrace and Newbury.
- 4.43 Its setting is residential in character, but the Church has local landmark status and draws strong distinction from its form and expressive style. Although modern buildings within its setting deviate from the traditional character of Victoria Park, the robust character of the listed building means that they do not detract from its significance. The upper stages of the Church are visible from Daisy Bank Road and it is glimpsed through the Lychgate, but the high enclosing hedges provide a degree of privacy.
- 4.44 The Lychgate has group value with the Church and resonates stylistically.

⁸ Clare Hartwell, Matthew Hyde, and Nikolaus Pevsner, 2004, 'The Buildings of England, Lancashire: Manchester and the South East'

Grade II Listed Church of St Chrysostom | Architectural and Historic Interest



Figure 4.10: Church of St Chrysostom (grade II)

- 4.45 The Church of St Chrysostom is in yellow coursed sandstone rubble, with a slate roof and is early English in style. The nave and chancel are combined, with east and west aisles, with a tower in the angle of the east aisle and a porch at the northern end of the west aisle. There is a chapel attached. The north gable forms the principal façade and has buttresses flanking a shallow gabled porch with a deeply chamfered entrance. There are two tall arched windows with tracery above, with a statue of St John Chrysostom between. The nave has buttresses breaking through the roofs of the aisles. The south east tower has a buttressed octagonal belfry with louvred lancets, and a short spire. All furnishings and the roof post-date a fire in 1904 and are attributed to John Ely.
- 4.46 The Church was originally built in 1874-7 by G.T. Redmayne on the site planned for a church in the original plans for the Victoria Park estate.

Setting | Physical Surroundings and Experience of the Asset

- 4.47 The grade II listed Church occupies a prominent location at the junction of Anson Road with Oxford Place and Conyngham Road. It does not have a private or well defined churchyard but occupies lawned gardens with planting and trees. The surrounding area contains a blend of traditional dwellings, halls of residence and modern student accommodation and the setting of the Church is influenced by heavy traffic on Anson Road, one of the main routes to and from Manchester city centre. It is an urban church, but there is a verdancy to its setting created by planting and street trees. It forms part of Victoria Park Conservation Area.

- 4.48 The listed building is principally experienced from perimeter streets but is also appreciable in longer views on Anson Road, in particular. Although taller buildings have been added within its setting, it retains a local landmark presence due to its scale, form and stone construction.

Grade II Listed Brook House (former Park View) and associated entrance walls and piers | Architectural and Historic Interest



Figure 4.11: Brook House (Grade II)

- 4.49 Brook House is a Gothic Villa. It was listed in 2022 and the Historic England List Entry Description provides a clear summary of the architectural and historic interest of the building, as follows:

“Architectural interest:

** as a villa of around 1836 enhanced by additions of 1897, with both phases of high quality for the period; * as a rare surviving example of domestic work by Richard Lane, and a good example of the work of George Faulkner Armitage; * surviving with relatively little alteration and retaining substantial internal features of interest, in particular the suite of work by Armitage.*

Historic interest:

** as a surviving early villa of Victoria Park, one of the earliest gated planned suburbs in the country, developed in response to the flight of professionals from the centre of Manchester, the world’s first industrial city.*

Group value:

** with other surviving early villas of the suburb, thought to be by Richard Lane, in particular the listed 2 Conyngham Road, Victoria Park Hotel (2, 4 and 6 Park Crescent) and Park House (2 Lower Park Road)."*

Setting | Physical Surroundings and Experience of the Asset

- 4.50 Brook House currently occupies an expansive plot, extending from Oxford Place in the south to Hathersage Road to the north. Planning permission was granted (ref: 114471/FO/2016) for redevelopment of land around and to the rear of the listed building with a hospital in 2017, and previous buildings within this area have been demolished. The setting of the former villa is similar to the nearby Church of St Chrysostom and other dwellings within Victoria Park. It forms part of the Victoria Park Conservation Area and its setting is largely residential in character, although is also influenced by the presence of Manchester University.
- 4.51 Historic mapping suggests that the setting of Brook House has changed considerably since it was built, originally intended to occupy a more modest garden plot, with land to the east, west and north within separate demise. Dwellings to the east and west were never built and land to the north was successively redeveloped. The current open, and expansive plot is therefore a modern construct through amalgamation of land and demolition of former buildings.
- 4.52 Brook House is currently experienced and appreciated in heavily filtered and restricted views from Oxford Place, due to dense vegetation between the villa and southern boundary. A section of the perimeter wall and entrance has associative value and forms part of the grade II listing.

Victoria Park Conservation Area | Character and Appearance

General Character, Location and Uses

- 4.53 The conservation area is located to the south of the Site and encompasses a large expanse of urban townscape extending from Daisy Bank Road in the north to Oxford Place, Kent Road East and Rusholme Grove in the south. To the west it extends to Oxney Road and to the east to Anson Road, Laindon Road and Langdale Road.
- 4.54 Principal roads bisect the area north to south including Anson Road in the east of the designated area and Lower and Upper Park Road to the west.
- 4.55 The conservation area was originally predominantly residential in character but today contains a mix of uses, including housing and institutional uses, many of which are associated with Manchester University.

Historic Interest

- 4.56 In 1836 the architect Richard Lane was commissioned to design Victoria Park in the then independent township of Rusholme to the south of Manchester, with eight prominent men founding a company (later known as the Victoria Park Company) to purchase the land required. Victoria Park was one of the earliest planned gated residential estates in the country and the first in Manchester.

- 4.57 The 70-acre estate was planned to incorporate formal crescents and circular parklands, and to integrate detached and semi-detached villas set in large plots. By 1837 entrance lodges, boundary walls, roads and planting had been completed and by 1848 much of the estate was completed. By the late 19th century, the growth of the area had slowed and some of the remaining plots to the east had been developed as traditional suburban streets. During the 20th century the area changed and the original layout and consistency of the scheme was partially eroded by infill and redevelopment of plots.

Architectural Interest and Built form

- 4.58 Despite a number of former dwellings being sub-divided, converted and extended for institutional use, the strong residential character of the conservation area prevails and is influenced by a mix of detached, semi-detached and terraced houses. These are generally 2 to 2.5 storeys in height and set back from the street frontage in generous gardens.
- 4.59 The early villas of Victoria Park are predominantly designed in a traditional Victorian style, incorporating elements of Italianate and Gothic and principally in yellow or red stock brick or stucco with dressings, sash windows and pitched Welsh slate roofs. They often have pronounced and ornate entrances, projecting timber eaves with brackets and prominent gables and chimneys.
- 4.60 **Summerville** is a grade II listed Victorian villa dating to 1850 and Italianate in style. It is one of the earlier buildings of the Victoria Park estate and reflects the general intended building style, type and size of the original dwellings. It is of white-painted stuccoed brick with a slate roof. It is set back from the road frontage and unusually faces west, designed with aspect over its former expansive gardens. The grade II listed **Newbury** to the north west is also a mid-19th century stucco villa with prominent bracketed eaves and ridge chimneys.
- 4.61 To the north side of Daisy Bank Road is **Addison Terrace** (grade II) and **Buckingham Crescent** (three individually listed grade II buildings). Although a terrace of townhouses, a pair of semi-detached properties and an individual villa, they are each designed in the Gothic style with rendered facades, prominent gables, sash windows, pitched tiled roofs, tall brick chimney stacks and other details.
- 4.62 To Anson Road is the grade II listed **Eaglesfield**, a three storey square plan former Victorian villa, built in the mid-19th century and now in use as a hall of residence. The dwelling has a symmetrical three bay façade with large, rusticated stone quoins, bracketed eaves and a central porch with a round-arched doorway. Opposite Eaglesfield is the grade II listed **Rampant Lion Public House**, of architectural interest as a mid to late-19th century elaborate Gothic villa. It is in red brick in a mix of bonds with sandstone dressings. The central doorway and all windows have segmental pointed heads.
- 4.63 The 1903 former **First Church of Christ, Scientist** on Daisy Bank Road (grade I) and the 1874 **Church of St Chrysostom** (grade II) are landmark buildings. Whilst they post-date the original Victoria Park layout and are distinct from the Victorian dwellings of much of the Park, they contribute to a varied and high quality townscape with legible phases. The First Church of Christ, Scientist and associated Lychgate are particularly distinctive and were designed by Edgar Wood in an Expressionist style with Arts and Crafts and Art

Nouveau influences. In common with many of the traditional villas of the conservation area, the church is set in a spacious plot with trees to the boundaries.

Streets and open space, parks and gardens, trees

- 4.64 The original layout of Victoria Park remains legible particularly to Oxford Place, Daisy Bank Road and Lower Park Road, as well as in Conyngham Road. Generally, the routes within the Park are spacious and verdant in character, with broad carriageways combined with generous verges and street trees.
- 4.65 There is evidence of gardens being eroded by areas of hardstanding and car parking, however buildings in the eastern part of the conservation area are generally separated from the street frontage by broad front gardens, occupy spacious plots and can be partially screened from view by trees. Traditional brick and stone boundary walls line the road frontages with occasional gate piers.
- 4.66 The setting of the identified listed buildings varies but many have group value with each other and are appreciated in their spacious plots with mature trees and grassed lawns. They are often enclosed by low walls and are approached by formal driveways. These aspects of setting reinforce their former status and historic character.

Summary

- 4.67 The significance of the Victoria Park Conservation Area can be summarised as follows:
- The historic interest and remaining legibility of Victoria Park as one of the earliest planned gated residential estates in the country and the first in Manchester.
 - The low density arrangement of dwellings set back from the street frontage in spacious plots and the residential character created by a combination of detached, semi-detached and terraced dwellings.
 - The verdant character and spaciousness created by broad streets, verges, trees and gardens.
 - The quality and richness of townscape and architecture created by the combination of Victorian villas and distinctive landmark buildings.

Setting | Physical Surroundings and Experience of the Assets

- 4.68 Beyond the boundary of the conservation area, the lower density and spaciousness of the designated area is generally contrasted with the built form of densely developed late 19th and 20th century semi-detached and terraced houses, interspersed with blocks of apartments, commercial and institutional uses and open space.

Non-designated Shepherd's House (formerly Auldgirth) | Architectural and Historic Interest



Figure 4.12: Non-designated Shepherd's House (formerly Auldgirth)

- 4.69 Shepherd's House is a large, detached, villa in the Arts and Crafts and Tudor Revival style. It has an irregular plan form and is built of red brick, sandstone and render with a clay tiled roof. The south elevation is asymmetrical and is tile hung to the first floor and features imitation timber framing to the south east first floor and gable. The central porch has a projecting stone entrance with round-arched doorway flanked by Ionic pilasters. The building consists of a range of windows, including stone mullion and transom windows, timber framed windows, dormers and oriel windows.
- 4.70 Shepherd's House is of local historic interest as a substantial early 20th century dwelling. The building illustrates the continuation of the design intentions of this early garden suburb.

Setting | Physical Surroundings and Experience of the Asset

- 4.71 Shepherd's House is located to the north of Oxford Place within the Victoria Park Conservation Area. The plot is delineated by brick boundary walls following its original plot layout. To the north is a garden. Mature trees surround the building to the south, west and north. Clarence Lodge, a late-19th century villa, is situated to the east. Beyond this, to the south, is a modern four-storey residential tower block.
- 4.72 It has an associative relationship and group value with the surrounding villas within Victoria Park. Its setting is residential in character, and despite redevelopment in its setting, it has retained a sense of spaciousness characteristic of the former high status estate. Although the plot of Shepherd's House is not one of those shown on the original prospectus of the planned residential suburb, both it and the house are approximately the size of the intended plots and villas. Mature trees and boundary walls enhance its residential character. Trees screen views towards the building from

further distances and, as such, the building is principally experienced and appreciated in close views from Oxford Place and within its delineated plot of land.

Contribution made by the Site

- 4.73 The Site is not an aspect of the setting of Victoria Baths that has historically or currently contributes to its significance. It was largely open land when the Baths was originally built, before being used as a mains electricity depot and later developed with a range of modern linear student accommodation blocks. Octagon House, to the west, is a larger block of unusual plan and form. It is a competing element within the setting of the listed building, however Block 6 within the Site has a mediating effect. The existing student accommodation ranges currently have a negative relationship with the Baths. Although of relatively neutral design and form, the condition of the existing materials and external appearance of the buildings has deteriorated, they do not present active frontages to Hathersage Road or Bax Road, and there is limited soft landscaping. The façade of Block 6 has deteriorated and has a negative impact on principal views of the Baths from Hathersage Road.
- 4.74 The Site is located to the north of Victoria Park Conservation Area, separated from it by Victoria Baths, Hathersage Road, trees, and intervening development including a modern apartment building (Tatton House) and terraced housing extending southwards from Hathersage Road. Although forming part of the physical surroundings of the conservation area, the Site is not currently clearly appreciable from it and does not influence the character, appearance or significance of the designated area. It has a similar relationship with the identified and assessed listed buildings and non-designated heritage asset within the conservation area. It neither contributes to, nor enhances the significance of these assets, and is neutral.
- 4.75 The Site has a similar relationship with the Roman Catholic Church of St Joseph, the Ukrainian Club, Mrs Gaskells House, 84, Plymouth Grove and Court Nursing Home. It forms part of the wider physical surroundings of these assets, but makes no specific contribution to their significance.

5. Impact Assessment

- 5.1 Under s66(1) of The Planning (Listed Buildings and Conservation Areas) Act 1990, MCC, in determining the submitted planning application has a statutory duty to have 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 The setting of conservation areas is not expressly protected by primary legislation. However, the NPPF states that the setting of a designated heritage asset (including conservation areas) can contribute to its significance.
- 5.4 Paragraph 203 of the NPPF states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them to viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.
- 5.5 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.'
- 5.6 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, and the balancing of public benefits, bearing in mind the considerable importance and weight that must be given to the statutory duties of the 1990 Act.
- 5.7 Paragraph 209 requires that the effect of an application on the significance of a non-designated heritage asset is 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.
- 5.8 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.

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

- 5.9 The key heritage issue to be taken into consideration in determining the submitted full planning application is the impact of the Proposed Development on the significance of the identified heritage assets, as a result of development within their setting.
- 5.10 The proposals have been informed by pre-application engagement with MCC and Historic England.

The Proposed Development

- 5.11 Full planning permission is sought for:

“Redevelopment of existing student accommodation blocks (6 in total) to include the phased demolition and extension of existing buildings to a maximum height of 12 storeys, including associated ancillary internal and external amenity space, ground floor community/commercial space (Use Class E, F1 and F2), hard and soft landscaping and associated highway works”.

- 5.12 The Proposed Development comprises six buildings (numbered 1-6), ranging from 4 to 12 storeys in height, each providing purpose-built student accommodation along with student amenity and support space at ground floor. A mix of studios, 2 bed cluster, 3 bed cluster and 4 bed cluster apartments.
- 5.13 The primary entrances to all buildings are re-configured from the current layout to provide access directly off Bax Road. The principal reception to the development is within Block 6.
- 5.14 As part of the re-configuration of the site new public realm is integrated to create improved quality shared public spaces and a series of private external amenity gardens and courtyards for student use.
- 5.15 The Proposed Development involves a blend of partial retention, alteration and extension of existing blocks, demolition of Blocks 4 and 6 and new development. A block by block summary of the new build proposals is noted below:
- Block 1 – A new build extension is proposed to the north of the existing retained block. This extension provides additional rooms and an additional staircase to comply with fire regulations.
 - Blocks 2 and 3 – A new build extension is proposed to the south of the existing retained block. This extension provides a new primary stair and lift core, additional rooms, a new entrance and bin store. To the north of the existing retained block, an additional escape staircase is added to comply with fire regulations.
 - Block 4 – An entirely new block this L-shaped block provides new communal spaces at ground floor, a new reconfigured basement with appropriate plant and sprinkler provision and additional rooms above it within a part four, part nine storey building.
 - Block 5 – A two storey roof extension to the retained structure.

- Block 6 – A new build block of four storeys to the street with a 12 storey block between this and Block 5. This block interfaces and connects with the retained Block 5, to the north.

Impact Assessment

Victoria Baths (Grade II* Listed)

- 5.16 The early 20th century Victoria Baths is of significance for its eclectic architecture, and its surviving decorative interior scheme. It has been described as the most opulent Edwardian municipal baths to survive anywhere in England. Although with a changed setting, the building has retained dominance and presence on Hathersage Road. It now exists in an area still predominantly characterised by residential development but with the influence of modern development and alternative uses. The existing Site, as it is currently developed is not an aspect of the setting of the Baths that has historically or currently contributes to its significance. The existing student accommodation ranges currently have a negative relationship with the Baths, as described as paragraph 4.73.
- 5.17 The Proposed Development constitutes a combination of the replacement, alteration and extension of existing buildings within the setting of the listed building. The new replacement Block 6 adopts the same building line as Victoria Baths and the existing Block, set back from Hathersage Road and ensuring it does not impede views of the Baths. This Block is expressed as two elements. The front block extends to four storeys and is broadly consistent with the height of the existing building it would replace. It has an alternative pitched roof form, that although more complex than the existing flat roof structure, is more characteristic of roof forms found in the area and would resonate with the articulated silhouette of the Baths, without being competitive. An active frontage is proposed to Hathersage Road, that would provide more positive engagement with the street and the façade of the adjacent listed building.
- 5.18 The taller element of Block 6, to the rear, extends to 12 storeys and connects Block 6 to Block 5, where there is currently a break in built form. This, in itself, is not considered harmful. The existing area comprises a small area of surface level car parking containing a single storey reception building, enclosed by a low concrete wall surmounted by railings. Although the current arrangement is more open and enables views through to Octagon House, these views are not complementary or contributory to the heritage significance of Victoria Baths. Block 5 is narrower than Block 6 and is set back further, ensuring the facades to Bax Road are not read as a continuous single elevation on the same building line. The proposed arrangement creates more definition and enclosure to Bax Road, as opposed to the existing fragmentation.
- 5.19 During initial design development, additional height was originally envisaged along the Hathersage Road frontage, however in response to heritage and townscape advice, this was repositioned further north to reduce conflict with the presence and eclectic façade of the listed building. The 12 storey element exceeds the height of Octagon House and Victoria Baths and verified views have been prepared to provide an understanding of this relationship.



Figure 5.1: Proposed Viewpoint 2.2 | Hathersage Road

- 5.20 Proposed Viewpoint 2.2 (**Figure 5.1**) illustrates the way in which the Proposed Development will interact with Victoria Baths in views from the east. In these views, the rear of Block 6 will rise above the listed building, appearing as a backdrop and resulting in loss of the silhouette of the existing clock tower and varied roof form. Although not obscuring or impeding visibility of the Baths, the taller rear section of Block 6 would comprise a distracting element and diminish the prominence and dominance of the listed building in these views westwards and this is considered harmful to the significance of the listed building. This interaction does however evolve and change along Hathersage Road due to the kinetic nature of these views. The uninterrupted silhouette of the Baths will still be appreciable in closer range and more distant views and this is illustrated in two non-verified images, generated by 5Plus Architects using Vu.City (**Figures 5.2 and 5.3**).



Figure 5.2: Vu.City view from Hathersage Road (non-verified)



Figure 5.3: Vu.City view from Hathersage Road (non-verified)



Figure 5.4: Proposed Viewpoint 6 | Naburn Street

- 5.21 This relationship between the Proposed Development and Baths is also illustrated by Proposed Viewpoint 6 (**Figure 5.4**). This more clearly shows the relationship of the Baths with the front and rear components of the new Block 6, the lower front block with its varied roof sitting more comfortably with the scale, height and varied façade of the Baths, with the additional height to the rear, set back, and reducing impact. This image also provides a clearer understanding of the separated form of the taller element, not expressed as a single mass, and stepping down towards Octagon House.
- 5.22 The height of Block 5, to the rear of Block 6, would be increased to seven storeys and Block 4 would be replaced with a part four and part nine storey building.
- 5.23 Although also creating additional, scale, height and mass it is not considered that the proposed extensions to Blocks 1, 2, 3 and 4 would be harmful to the significance of Victoria Baths. Built development of increased height, scale and mass will be brought closer to the rear of the Baths, however the rear of the grade II* listed complex is more functional in significance, characterised by ancillary buildings. The rear of the complex is well defined and enclosed by a brick wall, providing a clear differentiation and visual separation between the listed building and the Proposed Development. The visual impact of additional built form would not influence the way in which these functional and ancillary buildings operate, are understood or appreciated and, although also of heritage significance and importance (and fundamental to the historic operation of the Baths), they are less visually sensitive to change than the embellished principal and side elevation to Bax Road. The additions to Blocks 1, 2, 3 and 4 will reduce the extent to which the roofscape of the listed building complex is appreciable from surrounding streets, views will not be eliminated and these effects are not considered harmful to the significance of the listed building.
- 5.24 There will however be a cumulative effect arising from the increased height of Block 5, in combination with the 12 storey height of Block 6 that will influence the way in which

the Baths is appreciated and experienced from more direct views from Hathersage Road and within Bax Road. This is likely to have the combined and cumulative harmful effect of reducing the visual impact, presence and scale of the Baths, but only to a limited extent, given that only two additional floors are proposed to Block 5 and that this block is set back.

- 5.25 A contextual approach has been taken to the design and materials of the Proposed Development. Red brick is proposed throughout, but with variety of bonds, size of brick and textures. Although there is variation within the surrounding area, red brick remains the predominant building material and this selection is considered appropriate. Repetitive and ordered elevations are proposed to provide a simple backdrop to Victoria Baths, with judicious use of glazed bricks and ceramic tiles to provide accent and accentuate building entrances. The colour palette has been influenced by the interior of the Baths. Full brick reveals are proposed to provide depth and articulation to the elevations and cills, heads and spandrel panels are expressed. Subject to specification and agreement of details with MCC, the proposed approach can improve the appearance and quality of the existing and proposed buildings and complement the Baths. The design team comprises two different architects' practices and there is variation between the approach to Blocks 1 to 4 and Blocks 5 and 6. Additional decoration has been added to Block 6 to reflect the higher status of the Hathersage Road frontage and the formal façade of the Baths, that also continues along the Bax Road elevation of the listed building.
- 5.26 There is an existing narrow range of hard landscaping materials within the Site and limited soft landscaping. This will be replaced with materials of improved quality and a cohesive landscaping strategy including a combination of public realm planting and rain gardens.
- 5.27 Overall, the Proposed Development will have a combination of effects on the adjacent grade II* listed Victoria Baths. The replacement of Block 6 with a frontage building of broadly equivalent height and of enhanced design will improve the setting of the listed building on Hathersage Road and more generally the enhanced quality, design and landscaping of the development will improve the setting of the Baths.
- 5.28 The increased height of the taller element of Block 6 and in combination with the enlarged Block 5 will cause harm to the significance of the listed building, particularly due to the conflict with the silhouette of the building in views westwards from Hathersage Road. This will diminish, to a degree the prominence and stature of the building in these views of the principal façade and cause less than substantial harm. Moving this height northwards within the Site and away from the primary frontage and taking into consideration the design and appearance of the development, it is concluded that the level of harm would be 'moderate', within the less than substantial category.

Victoria Park Conservation Area

- 5.29 The significance and character and appearance of the conservation area is invested in the remaining legibility of Victoria Park as one of the earliest planned gated residential estates in the country and the first in Manchester. Beyond the boundary of the designated area, the lower density and spaciousness of Victoria Park is generally

contrasted with the built form of densely developed late 19th and 20th century semi-detached and terraced houses, interspersed with blocks of apartments, commercial and institutional uses and open space.

- 5.30 A ZTV at **Appendix 2** indicates that the Proposed Development would not be visible from a large part of the conservation area. Exceptions are where there are more open areas of land or where there are breaks in the built form close to the northern boundary of the conservation area, on Daisy Bank Road. This has been illustrated in a verified view (**Figure 5.5**). Proposed Viewpoint 9 shows that the Proposed Development, in particular the taller element of the new Block 6, would be clearly visible between the large villas lining the street. It shows that the scheme would not breach the roofline of the existing villas and would be viewed in the background, and in combination with modern rear extensions to the listed buildings and other more recent development of increased height, including the seven storey Tatton House.
- 5.31 The conservation area already has a mixed setting, the area beyond the designated area characterised by a greater blend of development, including buildings of increased height, scale and mass, in combination with dwellings of varying age. The Proposed Development will only be visible from limited areas and in combination with existing modern development. It will be experienced as a backdrop and the proposed use of red brick and simple ordered aesthetic of the south facing elevations will ensure that this visual impact is not intrusive. For these reasons, it is concluded, that although visible from the designated area, the Proposed Development, within the setting of the conservation area, would not harm the character of the residential estate, defined by the low density arrangement of dwellings set back from the street frontage, its verdancy and spaciousness created by broad streets, verges, trees and gardens or the quality and richness of its townscape and architecture.



Figure 5.5: Proposed Viewpoint 9 | Daisy Bank Road

Roman Catholic Church of St Joseph (Grade II Listed)

- 5.32 The grade II listed building is located to the east of the Site and is a substantial Church, built in the Arts and Crafts style and with Art Nouveau detailing. Its setting contains educational and institutional uses and residential development of differing forms,

styles and ages. The Church has localised prominence, in contrast to neighbouring buildings.

- 5.33 The ZTV indicates that the Proposed Development is unlikely to be visible from Plymouth Grove in combination with the principal façade of the Church but would be visible from its setting. At this distance, any visibility would be restricted to the upper stages of the tallest part of the development and it would be viewed, at a distance and in combination with intervening buildings. It is not considered that at this distance the Proposed Development would diminish or challenge the prominence or localised landmark quality and presence of the listed building. It would not impair appreciation of the principal façade in views from Plymouth Grove and any visibility from the surrounding churchyard and land associated with the neighbouring community centre would be filtered by trees. The grade II listed building has an urban setting containing a mix of buildings of varying ages, styles, scale, mass and height. Although of increased height and visible from its setting, the significance of the grade II listed Church, defined by a combination of its architectural and historic interest, would be unaffected by the proposals. Proposed Viewpoint 2.3 (**Figure 5.6**) provides an illustration of likely visual impact from the vicinity of the Church.



Figure 5.6: Proposed Viewpoint 2.3 | Junction of Plymouth Grove and Hathersage Road

Court Nursing Home (Grade II Listed) and Mrs Gaskells House, 84, Plymouth Grove (Grade II* Listed)

- 5.34 These two listed buildings are late Georgian/early Victorian Classical former villas. The villa occupying the corner of Plymouth Grove and Swinton Grove is the former residence of Elizabeth Gaskell. Both occupy private gardens, are experienced and appreciated from perimeter streets and there is a spaciousness to their setting, accentuated by their relationship with Swinton Grove Park.
- 5.35 They are located to the north of the Site and separated from it by residential development, a school complex and the public park. It is expected that the Proposed Development would be visible from the Park and Proposed Viewpoint 1 at **Figure 5.7** shows the proposed view southwards from the southern extent of the Park. Although

filtered by trees and beyond intervening built form, the Proposed Development may also be visible from Swinton Grove and from the setting of the former villas. In these views the development would be partially appreciable, at a distance, and in combination with existing built development. The two listed buildings already occupy an urban setting that although predominantly characterised by other dwellings of a similar height and datum, also contains other forms of development. Existing modern buildings associated with Manchester Royal Infirmary and of increased scale, mass and height are currently visible from the eastern extent of Swinton Grove.

- 5.36 It is not considered that the level of visual impact and the nature of the change created by the Proposed Development would diminish the significance of either listed building. Both will continue to be experienced and appreciated within their gardens and from perimeter streets. The spaciousness of their setting would be unaffected, neither would the prominence and distinction they derive from their scale, and architectural distinction, in contrast to surrounding modern development. Their architectural and historic interest will be unaffected and the contribution made by their setting would be unchanged.



Figure 5.7: Proposed Viewpoint 1 | Swinton Grove Park

Ukrainian Club (Grade II Listed)

- 5.37 The former Ukrainian Club is located to the north east of the Site and is a former early 19th century villa with a symmetrical façade. It has been extended to the rear and now occupies a confined plot, beyond which its setting is mixed and contains a blend of modern housing in differing formats, including of increased, scale, mass and height, and modern and traditional education and institutional buildings. It is principally experienced from Plymouth Grove West.
- 5.38 The ZTV confirms that there is likely to be very limited visibility of the Proposed Development from Plymouth Grove West and this has been confirmed by site visits. Any visibility would be partial and the Proposed Development would be viewed at a distance. The grade II listed villa occupies a changed and evolving setting and is close to the A6, where a range of modern development has been introduced. The listed building already has a relationship with modern development of increased scale, mass and height, yet its significance as a late Georgian or early Victorian villa is sustained.

The special interest and significance of the listed building, experienced and appreciated in views southwards from Plymouth Grove West would not be harmed. The aspects of setting that contribute to the asset, including its formal boundary treatment, retained gate piers and mature trees would be unaffected by the Proposed Development.

Buckingham Crescent, 108-112, Daisy Bank Road, Buckingham Crescent, 114-116, Daisy Bank Road, Buckingham Crescent, 118-120 , Daisy Bank Road, Addison Crescent and Newbury (Grade II Listed)

- 5.39 This grouping of grade II listed buildings are located to the north of Daisy Bank Road and possess significance as early to mid-19th century semi-detached, terraced or detached villas that were originally built as part of the speculative and prestigious Victoria Park estate and now form part of the conservation area. As well as being of individual special interest, they have an associative relationship and group value. Their setting is strongly residential in character, and despite demolition and redevelopment within their setting, it has retained a spaciousness and verdancy, and the characteristics of the former high status estate remain evident.
- 5.40 Observations from site visits and the ZTV at Appendix 2 have confirmed that the Proposed Development would be visible from Daisy Bank Road and, in particular, through the gap between the listed buildings that comprise Buckingham Crescent. This visual impact is shown in Proposed Viewpoint 9 (**Figure 5.5**). Although visible in combination with these listed buildings and from within their setting, the Proposed Development will be viewed alongside an existing rear extension to Nos 118 to 120 and the seven to eight storey modern Tatton House student accommodation development. It will be viewed as a backdrop and the distance between the listed buildings and the Proposed Development lessens the visual impact.
- 5.41 These listed buildings are principally experienced from Daisy Bank Road and the Proposed Development will be visible to varying degrees. Due to the character of their existing setting, the presence of existing modern development apartments, the degree of separation and distance between these listed buildings and the Proposed Development, it is not considered that their significance would be harmed. Their individual architectural interest, historic interest, group value and the significance they derive from their setting as part of the Victoria Park estate would be unaffected.

Former First Church of Christ, Scientist (Grade I Listed) and Arched Gateway to Former First Church of Christ, Scientist (Grade II Listed)

- 5.42 The grade I listed Church is a highly distinctive building, designed in the free Expressionist style, by Edgar Wood. It has an unusual Y-shaped plan and form, comprised of a tall main linear nave running perpendicular to Daisy Bank Road, with differing lower splayed wings projecting to the front. It has a separately listed grade II listed Art Nouveau arched gateway or lychgate providing access to the listed building from Daisy Bank Road. The Church occupies a private and spacious setting, sitting deep within its plot and echoing the relationship of Victoria Park villas in their domestic gardens. Its setting is residential in character, but the Church has local landmark status and draws strong distinction from its form and expressive style. It is unlike any other building.

- 5.43 The grade I listed building and grade II listed Archway are positioned to the south of Daisy Bank Road and this means that they are principally experienced in views southwards, orientated away from the Proposed Development. The ZTV and verified views confirm that the Proposed Development would be visible in kinetic views from Daisy Bank Road, in gaps between the existing villas and only partially visible. In these views, although taller than existing building heights, it would appear as a backdrop, and in combination with existing modern development, beyond the boundary of the conservation area. Taking into consideration the way in which the Church and Archway are experienced and appreciated in views southwards (in the opposing direction from the Site), the distance between the listed building and the proposed development and the existing character of the setting of the building, neither its significance nor the significance of the associated Lychgate would be affected by the Proposed Development. The robust character of the Church and Archway, their highly distinctive design, occupying a setting characterised by the prestigious Victoria Park estate, will be unaffected.

Church of St Chrysostom (Grade II Listed)

- 5.44 The grade II listed Church of St Chrysostom is located to the south east of the Site. It is a large stone built early English Church with a combined nave and chancel, east and west aisles, a tower in the angle of the east aisle and a porch at the northern end of the west aisle. There is a chapel attached. The grade II listed building occupies a prominent location at the junction of Anson Road with Oxford Place and Conyngham Road. The surrounding area contains a blend of traditional dwellings, halls of residence and modern student accommodation and the setting of the Church is influenced by heavy traffic on Anson Road, one of the main routes to and from Manchester city centre.
- 5.45 The Church is a substantial and robust building, with local presence and stature created by the scale of the building, its tall tower and projecting spire and prominent siting. Any visibility of the Proposed Development from the setting of the designated heritage asset would be restricted to the upper stages of Block 6. The Church is already experienced in a mixed setting and it is not considered that partial visibility, at a distance would detract or distract from the appreciation or experience of the Church. Its significance, derived from both its architectural and historic interest would be unaffected. Its local landmark presence would be unchanged.

Brook House (former Park View), associated entrance walls and piers (Grade II Listed) and Shepherd's House (Non Designated)

- 5.46 Brook House is a Gothic Villa, originally dating from the 1830s, and designed by Richard Lane and George Faulker Armitage. It is described in the Historic England list entry description as a 'surviving early villa of Victoria Park'. The neighbouring Shepherd's House is of local interest as a large, detached villa in the Arts and Crafts and Tudor Revival style. Both the listed building and neighbouring non-designated heritage asset occupy an expansive plot, enlarged over time and created by the demolition of former buildings. Planning permission has been granted for redevelopment of this area. Both villas form part of the Victoria Park Conservation Area and their setting is largely residential in character, although is also influenced by the presence of Manchester University. The current open, and expansive plot is therefore a modern construct through amalgamation of land and demolition of former buildings.

- 5.47 The ZTV indicates that the Proposed Development may be visible from the area of open land around these heritage assets, by virtue of it currently being undeveloped, and it is likely that visibility would be lost should the proposals that have planning permission be built. At this distance, the Proposed Development would only be partially visible, as a backdrop, and in combination with existing buildings. It would also be filtered by trees within the enlarged plot of the two villas. Based on distance and the limited extent of visual impact it is not considered that the Proposed Development would affect the significance of the listed building or the neighbouring non-designated heritage asset. Their significance, invested in their architectural and historic interest, their group value and role within the Victoria Park estate, would be unaffected.

Statutory Duties and the NPPF

- 5.48 Based on an assessment of the identified heritage assets with the potential to be affected by the Proposed Scheme, it is concluded that there would be no harm to the significance of the Roman Catholic Church of St Joseph, the Ukrainian Club, Mrs Gaskells House, Court Nursing Home, Buckingham Crescent, 108-112, Daisy Bank Road, Buckingham Crescent, 114-116, Daisy Bank Road, Buckingham Crescent, 118-120 , Daisy Bank Road, Addison Crescent, Newbury, the Former First Church of Christ, Scientist, the Arched Gateway to Former First Church of Christ, Scientist, the Church of St Chrysostom, Brook House, or Victoria Park Conservation Area.

- 5.49 For the reasons set out above, it is considered that the Proposed Scheme, whilst also enhancing aspects of the setting of the listed building, would cause a degree of harm to the significance of the grade II* listed Victoria Baths. The level of harm is considered to be 'less than substantial', and at a moderate level within this scale. Accordingly, Paragraph 208 of the NPPF is engaged which states the following:

"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."

- 5.50 The NPPF is also clear that in applying 'great weight' to the conservation of heritage assets, the more important the asset, the greater the weight should be, irrespective of the level of harm. The grade II* listed status of Victoria Baths should therefore be taken into consideration in the planning balance.
- 5.51 PPG confirms that public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the NPPF.
- 5.52 A review of the public benefits of the Proposed Development and the balancing of identified heritage harm with those public benefits as required by paragraph 208 of the NPPF is undertaken in the accompanying Planning Statement prepared by Turley, bearing in mind and having regard to the considerable importance and weight that must be given to any heritage harm consequent upon the s.66 statutory duty under the Act, set out above.

- 5.53 The Proposed Development would not affect the significance of the non-designated Shepherd's House (or any other non-designated assets) and paragraph 209 of the NPPF is not engaged.

Local Planning Policy

- 5.54 In accordance with Policies EN2 and EN3 of the Manchester Core Strategy and Policy DC18.1 of the saved Citywide Development Control Policies, the Proposed Development will sustain the significance of the historic environment, including nearby listed buildings and the Victoria Park Conservation Area. It complies with Policy DC19 by preserving those elements of setting that contribute to the significance of the identified listed buildings.
- 5.55 The identified harm to Victoria Baths should be addressed in accordance with the statutory duty of the 1990 Act and requirements of the NPPF.

6. Summary and Conclusions

- 6.1 This Heritage Statement has been prepared by Turley (Heritage, Townscape and Landscape) on behalf of Empiric (Manchester Victoria Point) Limited in connection with a full planning application for purpose-built student accommodation (PBSA) development (hereafter referred to as the 'Proposed Development') on land off Hathersage Road in Manchester (hereafter referred to as the 'Site').
- 6.2 The grade II* listed Victoria Baths is adjacent to the Site, and there are other listed buildings within the surrounding area, with potential to be affected by the Proposed Development (as a result of development within their setting). Therefore, in determining the submitted full planning application, Manchester City Council (MCC) has a statutory duty to have special regard to the desirability of preserving the special interest and setting of listed buildings¹⁰.
- 6.3 The Victoria Park Conservation Area, located approximately 80 metres to the south of the Site, also has the potential to be affected by the Proposed Development, as a result of development in its setting. The setting of a conservation area is not protected by primary legislation, the National Planning Policy Framework (NPPF) does however state that the setting of a designated heritage asset (including conservation areas) can contribute to its significance.
- 6.4 The Site is not an aspect of the setting of Victoria Baths that has historically or currently contributes to its significance. It was largely open land when the Baths was originally built, before being used as a mains electricity depot and later developed with a range of modern linear student accommodation blocks. It is separated from Victoria Park Conservation Area, by Victoria Baths, Hathersage Road, trees, and intervening development including a modern apartment building (Tatton House) and terraced housing extending southwards from Hathersage Road. Although forming part of the physical surroundings of the conservation area, the Site is not currently clearly appreciable from it and does not influence the character, appearance or significance of the designated area. It has a similar relationship with the identified and assessed listed buildings and non-designated heritage asset within the conservation area. It neither contributes to, nor enhances the significance of these assets, and is neutral. It forms part of the wider physical surroundings of the Roman Catholic Church of St Joseph, the Ukrainian Club, Mrs Gaskells House, and Court Nursing Home, but makes no specific contribution to their significance.
- 6.5 Based on an assessment of the identified heritage assets with the potential to be affected by the Proposed Scheme, it is concluded that there would be no harm to the significance of the Roman Catholic Church of St Joseph, the Ukrainian Club, Mrs Gaskells House, Court Nursing Home, Buckingham Crescent, 108-112, Daisy Bank Road, Buckingham Crescent, 114-116, Daisy Bank Road, Buckingham Crescent, 118-120, Daisy Bank Road, Addison Crescent, Newbury, the Former First Church of Christ, Scientist, the Arched Gateway to Former First Church of Christ, Scientist, the Church of St Chrysostom, Brook House, or Victoria Park Conservation Area.

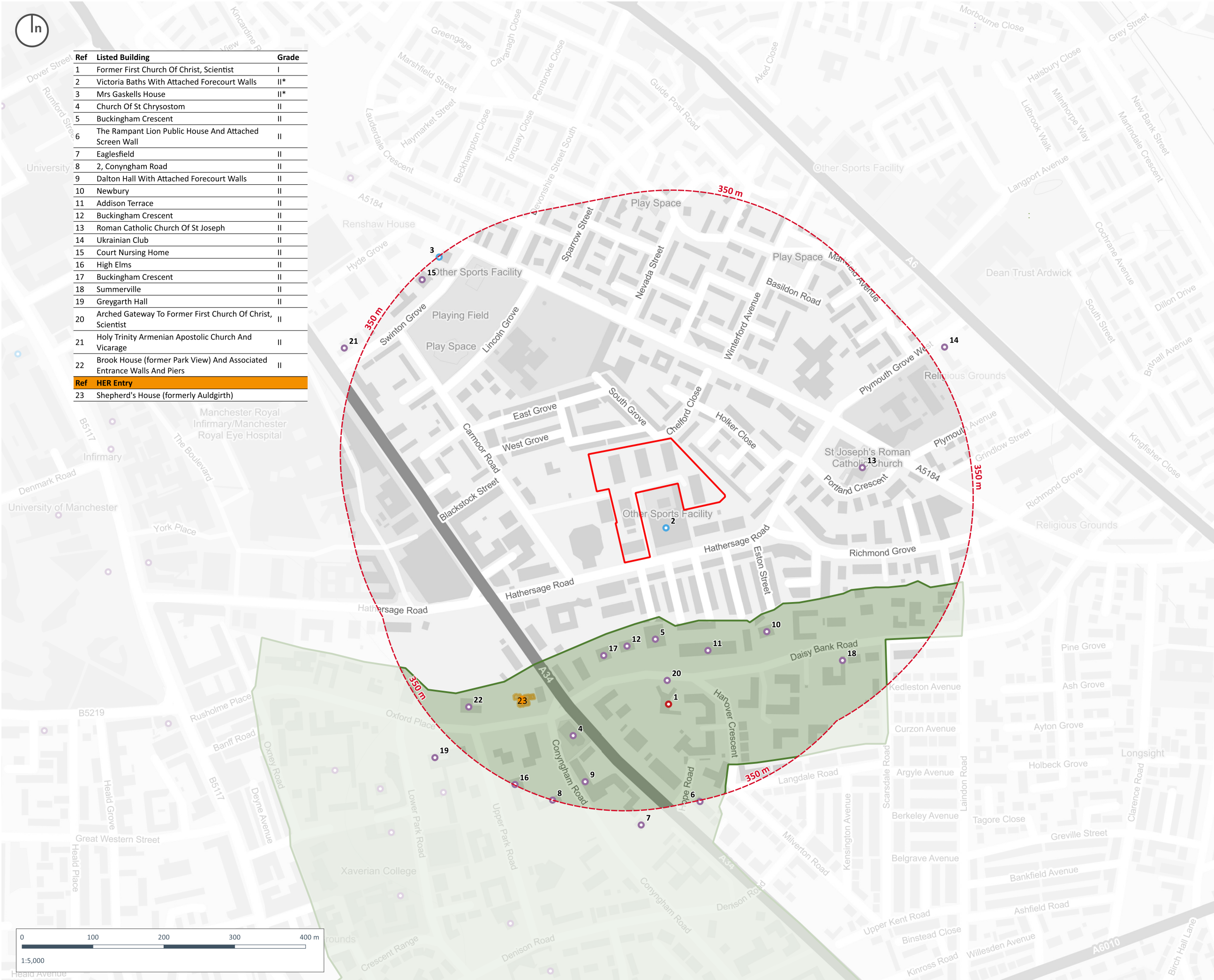
¹⁰ s66(1) Planning (Listed Buildings and Conservation Areas) Act 1990

- 6.6 For the reasons set out above, it is considered that the Proposed Scheme, whilst also enhancing aspects of the setting of the listed building, would cause a degree of harm to the significance of the grade II* listed Victoria Baths. The level of harm is considered to be 'less than substantial', and at a moderate level within this scale. Accordingly, Paragraph 208 of the NPPF is engaged, which states the following:

"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."

- 6.7 The NPPF is also clear that in applying 'great weight' to the conservation of heritage assets, the more important the asset, the greater the weight should be, irrespective of the level of harm. The grade II* listed status of Victoria Baths should therefore be taken into consideration in the planning balance.
- 6.8 PPG confirms that public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the NPPF.
- 6.9 A review of the public benefits of the Proposed Development and the balancing of identified heritage harm with those public benefits, as required by paragraph 208 of the NPPF, is undertaken in the accompanying Planning Statement prepared by Turley, bearing in mind and having regard to the considerable importance and weight that must be given to any heritage harm consequent upon the s.66 statutory duty under the Act, set out above.
- 6.10 The Proposed Development would not affect the significance of the non-designated Shepherd's House and paragraph 209 of the NPPF is not engaged.

Appendix 1: Heritage Asset Plan



Ref	Listed Building	Grade
1	Former First Church Of Christ, Scientist	I
2	Victoria Baths With Attached Forecourt Walls	II*
3	Mrs Gaskells House	II*
4	Church Of St Chrysostom	II
5	Buckingham Crescent	II
6	The Rampant Lion Public House And Attached Screen Wall	II
7	Eaglesfield	II
8	2, Conyngam Road	II
9	Dalton Hall With Attached Forecourt Walls	II
10	Newbury	II
11	Addison Terrace	II
12	Buckingham Crescent	II
13	Roman Catholic Church Of St Joseph	II
14	Ukrainian Club	II
15	Court Nursing Home	II
16	High Elms	II
17	Buckingham Crescent	II
18	Summerville	II
19	Greygarth Hall	II
20	Arched Gateway To Former First Church Of Christ, Scientist	II
21	Holy Trinity Armenian Apostolic Church And Vicarage	II
22	Brook House (former Park View) And Associated Entrance Walls And Piers	II
Ref	HER Entry	
23	Shepherd's House (formerly Auldgirth)	

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Application Site

Study Area

Conservation Area

HER Entries

Listed Buildings

I

II*

II

CLIENT:

Empiric (Manchester Victoria Point) Ltd

PROJECT:

Victoria Point, Hathersage Road, Manchester

DRAWING:

Heritage Asset Plan

PROJECT NUMBER:

EMPH3000

DRAWING NUMBER:

GIS_100

CHECKED BY:

KL

REVISION:

1.0

STATUS:

Draft

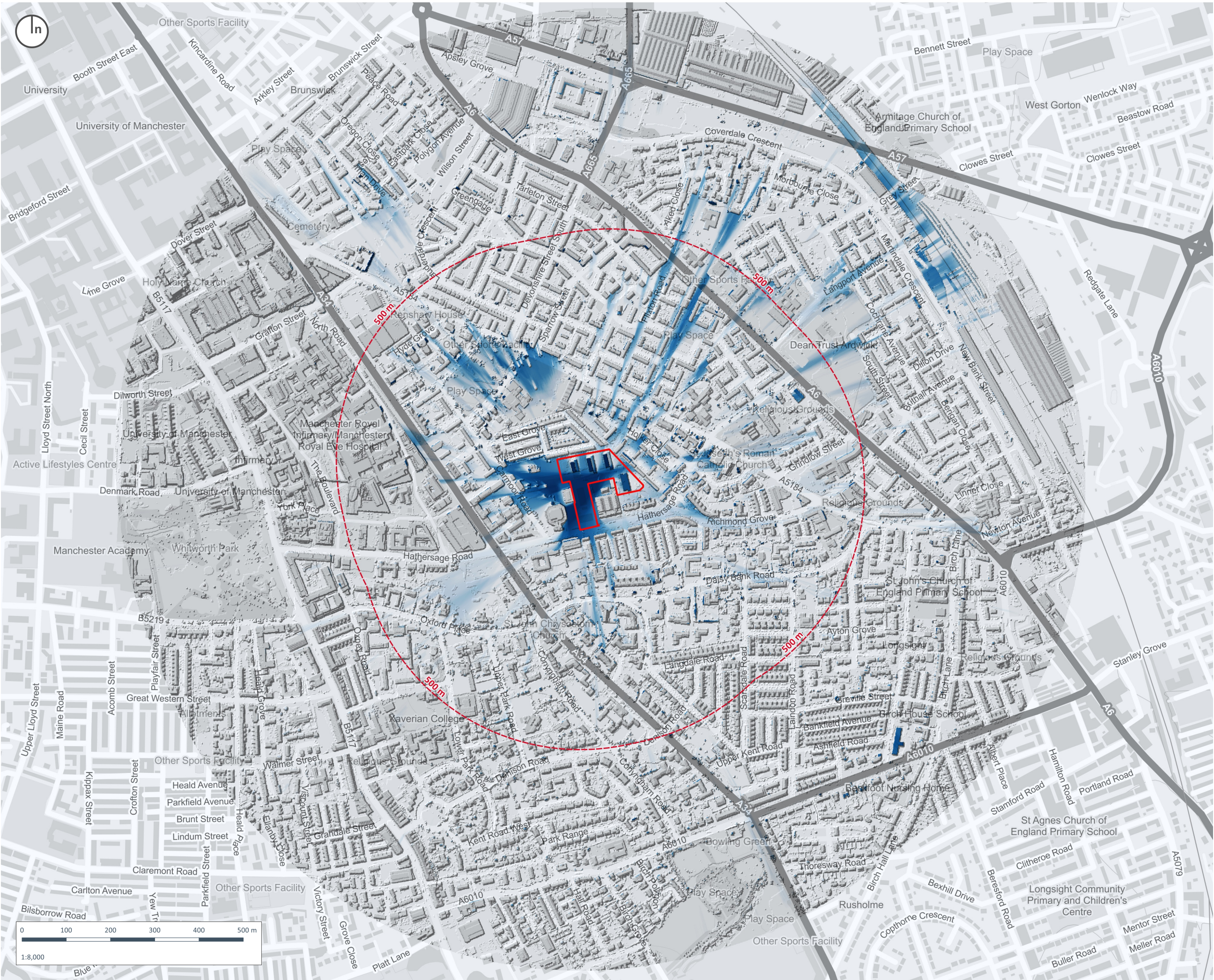
DATE:

April 2024

SCALE:

1:5,000 @ A3

Appendix 2: Zone of Theoretical Visibility



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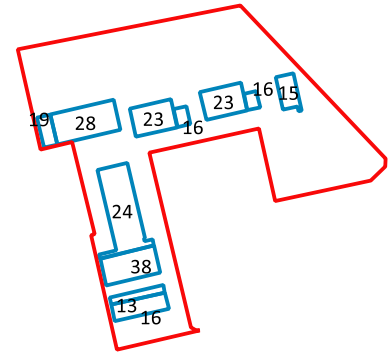
Site boundary

Study Area

Zone of Theoretical Visibility

Low Potential Visibility

High Potential Visibility



CLIENT:
Empiric (Manchester Victoria Point) Ltd

PROJECT:
Victoria Point, Hathersage Road, Manchester

DRAWING:
Figure 2 - Zone of Theoretical Visibility

PROJECT NUMBER:
EMPH3000

DRAWING NUMBER:
02

CHECKED BY:
CW

REVISION:
1.0

STATUS:
Draft

DATE:
April 2024

SCALE:
1:8,000 @ A3

Appendix 3: Legislation, Planning Policy and Guidance

Statutory Duties

The Planning (Listed Buildings and Conservation Areas) Act 1990

Section 66 (1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

“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”.

The concept of ‘preserve’ has been interpreted through case law to mean ‘to cause no harm.’ Recent case law¹⁶ has confirmed that Parliament’s intention in enacting section 66(1) of the 1990 Act was that decision-makers should give ‘considerable importance and weight’ to the desirability of preserving the setting of listed buildings, where ‘preserve’ means to ‘to do no harm’. This duty must be borne in mind when considering any harm that may accrue and the balancing of such harm against public benefits as required by national planning policy. The Secretary of State has confirmed that ‘considerable importance and weight’ is not synonymous with ‘overriding importance and weight’. Importantly, the meaning of preservation in this context, and for both listed buildings and conservation areas, as informed by case law, is taken to be the avoidance of harm.

National Planning Policy

National Planning Policy Framework, 2023

The National Planning Policy Framework (NPPF) is the full statement of Government planning policies. Chapter 16 outlines the Government’s guidance regarding the conservation and enhancement of the historic environment.

Paragraph 200 of the NPPF outlines the information required to support planning applications affecting heritage assets, stating that applicants should describe the significance of any heritage assets affected, including any 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.

Paragraph 203 of the NPPF states that planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 205 states 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. Conservation is defined as:

“The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.”

Paragraph 206 confirms 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 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:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- 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 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 the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

In weighing applications that directly or indirectly affect non-designated heritage assets, Paragraph 209 of the NPPF states that a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Manchester Core Strategy (2012-2027)

Manchester Local Plan

The Manchester Local Plan is formed of the Core Strategy 2012-2027 and Proposals Map, the extant Unitary Development Plan (UDP) Policies and relevant Development Plan Documents (DPDs).

Policy EN 2 of the Core Strategy relates to tall buildings, which are defined as 'buildings which are substantially taller than their neighbourhoods and/or which significantly change the skyline'. It further states that proposals for tall buildings will be supported where it is demonstrated that they:

- *“Are of excellent design quality,*
- *Are appropriately located,*
- *Contribute positively to sustainability,*

- *Contribute positively to place making, for example as a landmark, terminating a view, or by signposting a facility of significance, and*
- *Will bring significant regeneration benefits.”*

Policy EN 3 (Heritage) of the Core Strategy states that:

‘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...’

Policy DC6.2 states that in the case of development within a Conservation Area, development will not be permitted unless the built form and surrounding spaces maintain or enhance the character of the area.

Policy DC18.1 confirms that the Council will give particularly careful consideration to development proposals within Conservation Areas. It states the following:

“a) The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:

- i) the relationship of new structures to neighbouring buildings and spaces;*
- ii) the effect of major changes to the appearance of existing buildings;*
- iii) the desirability of retaining existing features, such as boundary walls, gardens, trees, (including street trees);*
- iv) the effect of signs and advertisements;*
- v) any further guidance on specific areas which has been approved by the Council.*

b) The Council will not normally grant outline planning permission for development within Conservation Areas.

c) Consent to demolish a building in a conservation area will be granted only where it can be shown that it is wholly beyond repair, incapable of reasonably beneficial use, or where its removal or replacement would benefit the appearance of character of the area.

d) Where demolition is to be followed by redevelopment, demolition will be permitted only where there are approved detailed plans for that redevelopment and where the Council has been furnished with evidence that the development will be undertaken.

e) Development proposals adjacent to Conservation Areas will be granted only where it can be shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of Conservation Areas.”

Policy DC19 of the UDP relates to the determination of planning applications for development which involve or have an impact on buildings of Special Architectural or Historic Interest. It states that the Council will have regard to protecting their general setting. In giving effect to this policy, the Council will:

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...”

Other Guidance and Material Considerations

National Planning Practice Guidance (NPPG)

National Planning Practice Guidance (NPPG) was first issued by the Government in 2014 as a living web resource, including a category on conserving and enhancing the historic environment. This is intended to provide more detailed guidance and information with regard to the implementation of national policy set out in the NPPF, and has been updated to reflect policy and case law changes.

Department of Culture, Media and Sport Circular: Principles of Selection for Listing Buildings 2018

The Principles of Selection for listing buildings sets out the general criteria for assessing the special interest of a building in paragraph 16, as below:

“Architectural Interest. To be of special architectural interest a building must be of importance in its architectural design, decoration or craftsmanship; special interest may also apply to nationally important examples of particular building types and techniques (e.g. buildings displaying technological innovation or virtuosity) and significant plan forms;

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

When making a listing decision, paragraph 17 sets out that the Secretary of State may also take into account:

“Group value: The extent to which the exterior of the building contributes to the architectural or historic interest of any group of buildings of which it forms part, generally known as group value. The Secretary of State will take this into account particularly where buildings comprise an important architectural or historic unity or a fine example of planning (e.g. squares, terraces or model villages) or where there is a historical functional relationship between the buildings.

Sometimes group value will be achieved through a co-location of diverse buildings of different types and dates.

Fixtures and features of a building and curtilage buildings: The desirability of preserving, on the grounds of its architectural or historic interest, any feature of the building consisting of a man-made object or structure fixed to the building or forming part of the land and comprised within the curtilage of the building.

The character or appearance of conservation areas: In accordance with the terms of section 72 of the 1990 Act, when making listing decisions in respect of a building in a conservation area, the Secretary of State will pay special attention to the desirability of preserving or enhancing the character or appearance of that area.”

General principles for selection are also set out in this advice, in paragraphs 18-23. These include: Age and rarity; Buildings less than 30 years old; Aesthetic merits; Selectivity; and National interest, although State of repair will not usually be a relevant consideration.

In addition to the criteria and general principles set out in the guidance, a number of Selection Guides for different building types have been published by Historic England, first in 2011 and then later updated. These Selection Guides provide further information regarding each building type, and demonstrate what features are considered significant and likely to make a building of special architectural or historic interest when assessing each building type.

Equivalent Selection Guides for registered parks and gardens of historic interest have also been published by Historic England regarding each landscape type.

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

This document provides advice on the implementation of historic environment policy in the Framework and the related guidance given in the PPG. For the purposes of this report, the advice includes: assessing the significance of heritage assets; using appropriate expertise; and also historic environment records.

It provides a suggested staged approach to decision-making where there may be a potential impact on the historic environment:

- “1. Understand the significance of the affected assets;*
- 2. Understand the impact of the proposal on that significance;*
- 3. Avoid, minimise and mitigate impact in a way that meets the objectives of the Framework;*
- 4. Look for opportunities to better reveal or enhance significance;*
- 5. Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change;*
- 6. Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historical interest of the important elements of the heritage assets affected.”*

With particular regard to design and local distinctiveness, advice sets out that both the NPPF (section 7) and NPPG (section ID26) contain detail on why good design is important and how it can be achieved. In terms of the historic environment, some or all of the following factors may influence what will make the scale, height, massing, alignment, materials and proposed use of new development successful in its context:

- (a) The history of the place*
- (b) The relationship of the proposal to its specific site*
- (c) The significance of nearby assets and the contribution of their setting, recognising that this is a dynamic concept*
- (d) The general character and distinctiveness of the area in its widest sense, including the general character of local buildings, spaces, public realm and the landscape, the grain of the surroundings, which includes, for example the street pattern and plot size*
- (e) The size and density of the proposal related to that of the existing and neighbouring uses*
- (f) Landmarks and other built or landscape features which are key to a sense of place*
- (g) The diversity or uniformity in style, construction, materials, colour, detailing, decoration and period of existing buildings and spaces*
- (h) The topography*
- (i) Views into, through and from the Site and its surroundings*
- (j) Landscape design*
- (k) The current and historic uses in the area and the urban grain*
- (l) The quality of the materials*

Historic England: Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets 2017 (2nd Edition)

GPA Note 3 provides information to assist in implementing historic environment policy with regard to the managing change within the setting of heritage assets, and also now views analysis. This also provides a toolkit for assessing the implications of development proposals affecting setting and views. A series of stages are recommended for assessment, these are:

- (m) Step 1: identifying the heritage assets affected and their settings*
- (n) Step 2: assessing whether, how and to what degree these settings make a contribution to the significance of the heritage asset(s)*
- (o) Step 3: assessing the effect of the Proposed Scheme*

(p) Step 4: maximising enhancement and minimising harm

(q) Step 5: making and documenting the decision and monitoring outcomes.

Historic England: Advice Note 1: Conservation Area Designation, Appraisal and Management 2019 (2nd Edition)

This Historic England Advice Note supports the NPPF and NPPG, and is intended to set out ways to manage change in a way that conserves and enhances historic areas through conservation area designation, appraisal and management. It seeks to offer advice to all those involved in managing conservation areas so that the potential of historic areas worthy of protection is fully realised, the need for community and owner consultation examined, and the benefits of management plans to manage change, and achieve regeneration and enhancement, fully exploited. Advice on appraisal of conservation areas is also given, as assistance in demonstrating special interest and articulating character, guiding investment, and in developing a management plan.

Historic England: Advice Note 12: Statements of Heritage Significance 2019

This Historic England Advice Note provides general advice regarding preparation of statements of heritage significance and analysing of significance for the full range of heritage assets. This is designed primarily for applicants proposing changes to heritage assets, and accords with the Framework as revised.