

Heritage Statement

1NQ, Tariff Street, Manchester, M1 2FF

November 2022

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Client

Marco Living 2 Ltd and Axis-RE Ltd

Our reference

AXIH3000

November 2022

1. Introduction

1.1 This Heritage Statement has been prepared by Turley Heritage on behalf of Marco Living 2 Ltd and Axis-RE Ltd in connection with a full planning application for residential development on land at Tariff Street, Manchester ('the Application Site').

1.2 The full description of the development is as follows:

“Full planning permission for the demolition of an existing building on site and the erection of two residential apartment buildings (Use Class C3) including a part 9, part 10 (with set back amenity level) and a separate stand-alone 12 storey building (comprising of 267 dwellings in total), with ground floor commercial units (Use Class E), associated resident’s amenity space, cycle parking, landscaping, access, street loading and other associated works

1.3 The Proposed Development is situated within a wider area covered by the Piccadilly Basin Strategic Regeneration Framework (SRF). The Proposed Development adheres to the principles set out in the SRF whilst also responding to changes that have occurred as development has been progressed on other adjacent sites.

1.4 The Application Site is located close to a number of listed buildings and non-designated heritage assets, and just to the east of the boundary of the Stevenson Square Conservation Area, the eastern boundary of which runs along Brewer Street.

1.5 In determining the submitted full planning application, Manchester City Council (MCC) has a statutory duty under the Planning (Listed Building and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the special interest and setting of listed buildings¹. The National Planning Policy Framework (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 identifies the relevant designated and non-designated heritage assets with potential to be affected by the Proposed Development and Section 3 provides an overview of the history and development of the Application Site and surrounding area.

1.7 The significance and setting of the identified designated and non-designated heritage assets is described in Section 4 and an assessment of the impact of the Proposed Development, with reference to relevant legislation, national and local planning policy considerations is set out in Section 5.

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

² MHCLG (2019) National Planning Policy Framework (NPPF), Paragraph 194

2. The Heritage Assets

- 2.1 The National Planning Policy Framework (NPPF) 2021 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

Designated Heritage Assets

- 2.2 Designated heritage assets are those which possess a level of heritage interest that justifies designation under the relevant legislation and are then subject to particular procedures in planning decisions that involve them.

Listed Buildings

- 2.3 There are a number of listed buildings near the Application Site. Those with potential to be affected by the Proposed Development are listed at Table 2.1. The location of these assets is shown on the Heritage Asset Plan at **Appendix 2**, and their significance and setting is assessed in Section 4 of this report. Assets are grouped where relevant, based upon their proximity, group value and shared setting considerations.

Table 2.1: Listed Buildings with potential to be affected by the Proposed Development

Heritage Asset No(s).	Listed Building	Grade
12	Fourways House	II
17	Bradley House	II
45	Newton Buildings	II
32	35, Dale Street	II
29	Brownsfield Mill	II*
36	45, 47 And 47a, Hilton Street	II
54	50-62 Port Street	II
48	Rochdale Canal Lock Number 83, To the East of Tariff Street	II
51	Former Rochdale Canal Warehouse	II*
53	Rochdale Canal Towpath Footbridge and Associated Ramps Opposite Brownsfield Mill	II

³ Ministry of Housing, Communities & Local Government (2021) National Planning Policy Framework. Annex 2: Glossary

Conservation Area

- 2.4 The Application Site is located just to the east of the eastern boundary of the Stevenson Square Conservation Area (the boundary runs along Brewer Street). There is no formal Character Appraisal or Management Plan for the Stevenson Square Conservation Area. MCC has described the history and character of the designated area on its website, and reference has been made to that description, as appropriate, in preparing this Heritage Statement, supplemented and supported by additional assessment.
- 2.5 The Ancoats Conservation Area lies to the north east of the Application Site, on the northern side of Great Ancoats Street. The area is characterised by large cotton mills and industrial buildings constructed following the creation of the Rochdale Canal which enabled easy transport of materials. The Proposed Development would be visible only from a limited number of locations within the Conservation Area, seen beyond the approved development to the immediate north east which extends to 33 storeys in height and is intended to create a new focal point within this area of the city. Taking into account this baseline, it is not considered that the Proposed Development would affect the character and appearance or significance of the Ancoats Conservation Area, and it is therefore not considered further within the assessment.

Non-Designated Heritage Assets

- 2.6 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
- 2.7 Two buildings which are recorded on the Greater Manchester Historic Environment Record (HER) have been considered in this Assessment. The locations of these assets is shown on the Heritage Asset Plan at **Appendix 2** and their details are set out in **Table 2.2** below.

Table 2.2: Buildings identified on the HER with the potential to be affected by the Proposed Development

Heritage Asset No.	Non-Designated Heritage Asset Name	HER Reference
65	Rochdale Canal Road Bridge (Great Ancoats Street)	6456.1.0
74	Rochdale Canal	1386.2.0

- 2.8 The designated and non-designated heritage assets assessed in this Statement are those identified as having potential to be affected by the Proposed Development. This

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

is based on a series of judgements including the nature of their significance and relative contribution of setting, their proximity to and relationship with the Application Site, potential visibility of the Proposed Development and any known functional or historic associations.

- 2.9 Due to the scale of the proposals it is possible that the proposed buildings will be visible from other heritage assets not individually assessed within the Statement. In accordance with the NPPF and Historic England guidance the judgements made are based on the effect of the Proposed Development on the **significance** of the identified assets, rather than whether the development will be visible from them, although this is also a consideration.

3. Summary of History and Development of the Application Site

- 3.1 The Application Site comprises an area of land within Manchester city centre which is currently a surface carpark of approximately 0.31 hectares in size. It is bounded by Port Street to the north, and Tariff Street to the south. A small, three-bay width unroofed building is located at the north-eastern corner.

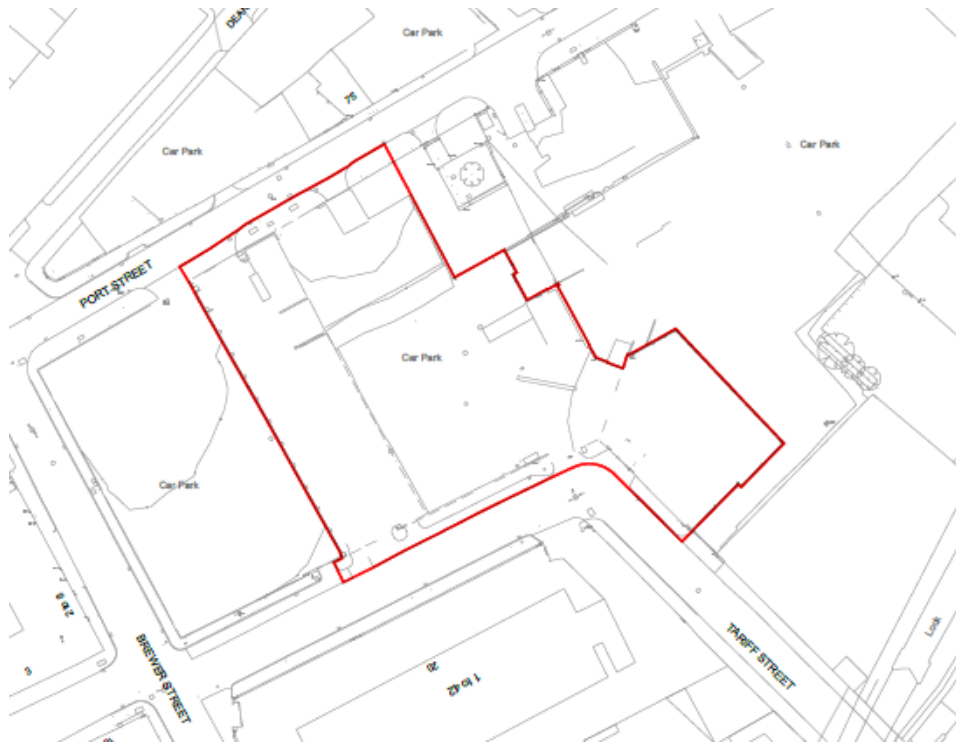


Figure 3.1: Location Plan showing the extent of the Application Site

Historic Development

- 3.2 The population of Manchester grew rapidly from c. 10,000 in 1717 to 75,000 in 1800 and became the third most populous town in England⁵ at that time. At the start of the 18th century the area of the Northern Quarter was largely agricultural land under the ownership of the Lever Family. Initial development of the area during the 1750s and 1760s occurred some distance to the west of the Site with the establishment of Church Street, Turner Street, Birchinn Street and Union Street (see Figure 3.2).



Figure 3.2: Tinker's A Plan of Manchester and Salford in the County Palatine of Lancaster (1772). The line of 'The Intended Street' indicates the route of Oldham Street. The area further to the east (including the Application Site) remained undeveloped at this time.

- 3.3 From 1780 onwards, development was extended further east (to the east of Oldham Street) following the sale of land from Sir Ashton Lever to William Stevenson, a local landowner turned developer. A grid plan of streets extending between Piccadilly to the south and Ancoats Lane to the north was laid out, with the intention of creating a unified scheme for the area. In reality, development was gradual, and a plan by Thornton, begun in 1787 and 1794 (Figure 3.3) shows that a number of undeveloped plots remained. The land further to the west (including the Application Site) remained undeveloped and was under the ownership of Mr Daniel Leech. The plan also appears to show the anticipated routes of new roads (unshaded areas) cutting through the Application Site.

⁵ Taylor, S. & Holder, J. (2008) *Manchester's Northern Quarter. The greatest meer village*. English Heritage

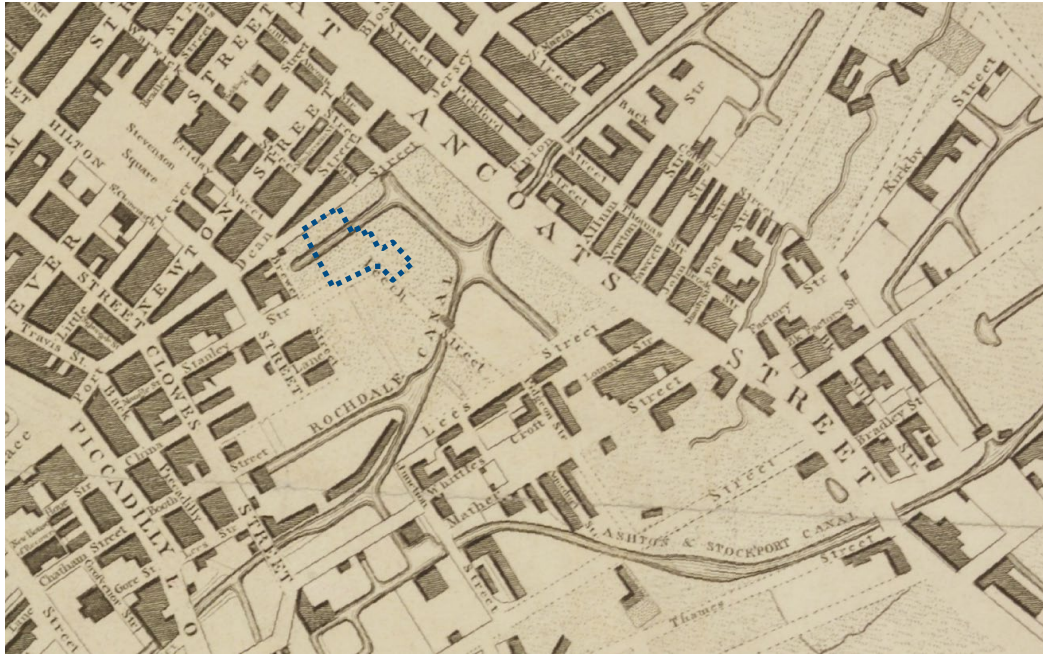


Figure 3.4: Extract from Pigot's 1813 plan showing the route of the Rochdale Canal and its associated basins within the Application Site. The projected line of Leech Street (known today as Tariff Street is also marked). The approximate location of the Application Site is marked in blue.



Figure 3.5: Extract from Pigot's 1836 plan showing the route of the Rochdale Canal and its associated basins which were located within the Application Site. Some buildings situated adjacent to the canal basins within the Application Site are shown by this time. The approximate location of the Application Site is marked in blue.

- 3.5 Later plans, such as Pigot's map of 1836 (Figure 3.5) show that additional buildings were gradually constructed close to the canal and its basins, including within the area of the Application Site.
- 3.6 The 1851 Edition of the Ordnance Survey plan (Figure 3.6) is the first to show former buildings within the Application Site in detail. It shows a row of 'Iron Warehouses' fronting onto Port Street, to the north east of which was a Timber Yard. The area on the southern side of the canal basin comprised a Lime and Sand Wharf, with various features including a Smithy, Weighing Machine and Saw Pit individually marked. The 1888 Goad Fire Insurance plan (Figure 3.7) shows similar detail.

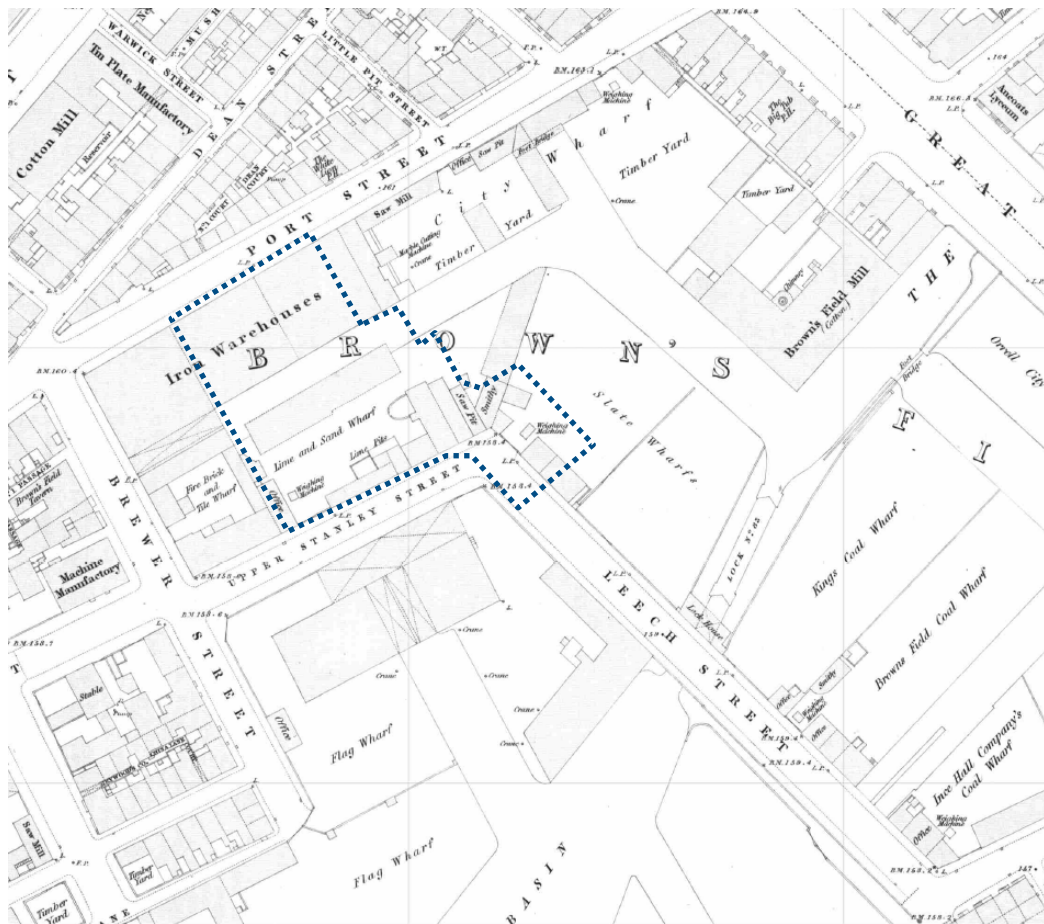


Figure 3.6: 1851 Ordnance Survey Plan showing the location of use of buildings within the Application Site, the approximate extent of which is marked in blue.



Figure 3.7: 1888 Goad Fire Insurance Plan (Manchester Volume 2, Sheet 31) showing the buildings within the Site at this time, with the approximate extent of the Application Site marked in blue. N.B. North is towards the top left corner of this map extract.

- 3.7 Limited change to the layout of buildings within the Application Site, other than gradual expansion is evident until the 1931-32 Edition of the Ordnance Survey plan (Figure 3.8) which shows that the south-eastern part of the canal basin had been

infilled or culverted and a large building built over its former area. In addition, the area to the immediate south west of the Site had been redeveloped as a single large warehouse or industrial building.

- 3.8 The 1952 Ordnance Survey plan (Figure 3.9) provides additional detail on the use of these buildings. The two buildings within the north of the site, fronting onto Port Street are annotated as a Furniture Warehouse and a Paintworks. The large new building, built over the canal basin, was used as a garage. Buildings at the southern edge of the Application Site, fronting onto Upper Stanley Street (now known as Tariff Street) are unannotated, but assumed to have also been in industrial use.

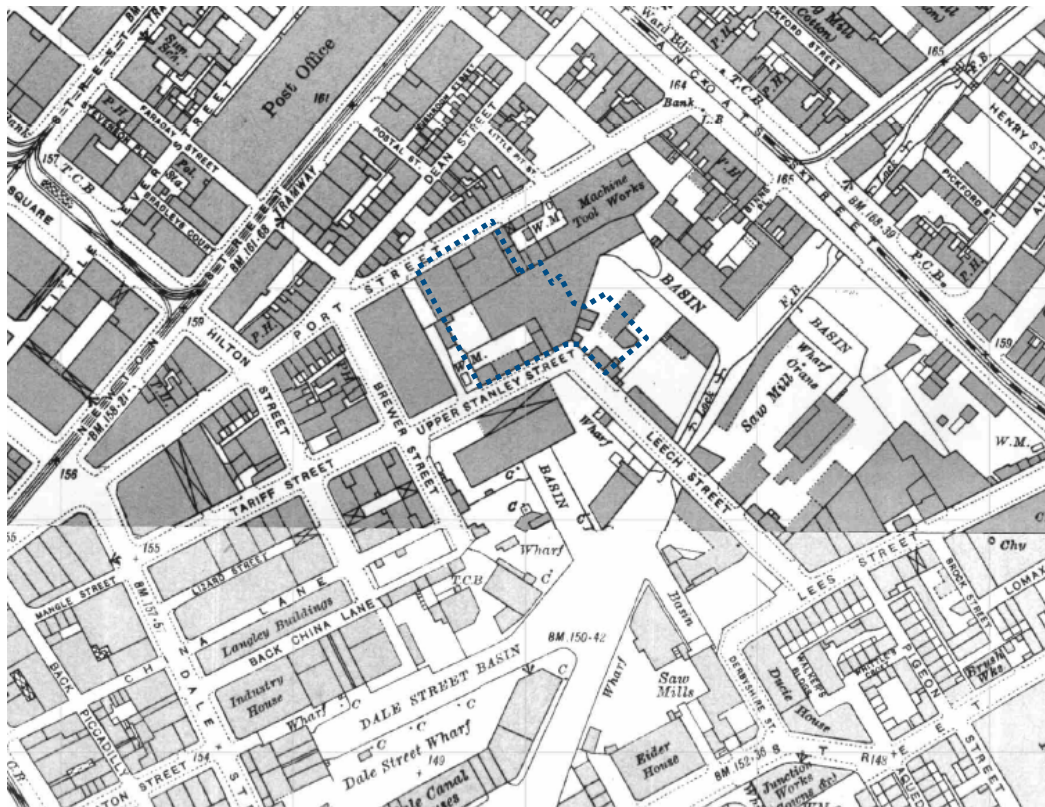


Figure 3.8: 1931-32 Ordnance Survey Plan showing the location of use of buildings within the Application Site, the approximate extent of which is marked in blue.

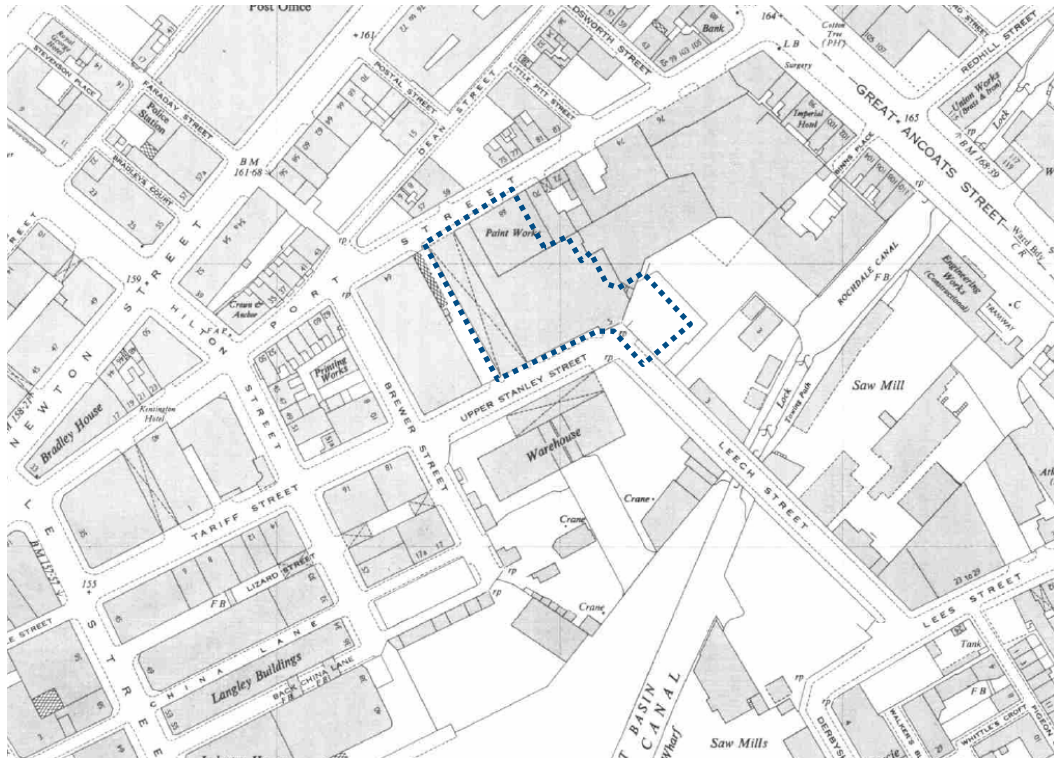


Figure 3.10: 1969 Ordnance Survey Plan showing the location of buildings within the Application Site, the approximate extent of which is marked in blue.



Figure 3.11: Historic photograph dating from 1966 and showing the view looking south west along Tariff Street, and showing the garage buildings on the north-eastern side of the street.



Figure 3.12: Historic photograph dating from 1966 looking north east along Tariff Street, from its junction with Brewer Street. Brownsfield Mill is visible in the distance, with lower height and more recent garage and industrial buildings visible within the foreground (within the Application Site).

- 3.10 The buildings within the area of the Application Site were cleared in c. 2017 and the area has since been used for surface car parking. Today, only a single small unroofed building remains within the north-eastern corner of the Application Site.

4. Assessment of Significance

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.
- 4.5 In preparing this section we have referred to the description of the history and character of the Stevenson Square Conservation Area which is included on the MCC website, as well as to the findings of additional assessment, in particular considering whether and how the Application Site relates and contributes to the conservation area, as part of its setting.

Setting

- 4.6 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 neutral⁶.”

- 4.7 Historic England has published guidance⁷ 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

⁶ DDCLG (2021), National Planning Policy Framework (NPPF) – Annex 2: Glossary

⁷ Historic England (2017) Good Practice Advice Note 3: The Setting of Heritage Assets (2nd edition)

asset, nor a heritage designation, rather its importance lies in what it contributes to the significance of the relevant heritage asset itself.

- 4.8 Further guidance on the definition of setting and how it should be taken into account 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 Application Site has also been considered.

Assessment of Significance

Bradley House, 33 Dale Street (Grade II Listed Building), Newton Buildings (Grade II Listed Building), and 35, Dale Street (Grade II Listed Building)

- 4.9 Bradley House comprises a later 19th century shipping warehouse which is believed to have been built for Kessler & Co., merchants. The building is of sandstone ashlar at ground floor level, with the remainder of the building of red brick, with blond sandstone ashlar banding between second and third floor levels and at cornice level. The building occupies an unusual wedge-shaped plan area between Newton Street and Port Street with a very narrow frontage to Dale Street, and its primary detailing is to this narrow elevation, including an altered entranceway and tripartite windows at all levels, including an ashlar surround at first floor level. The building, designed in a simple plain late Georgian style is of significance as part of the surviving grouping of warehouse buildings within this part of Manchester, which together provide evidence of the evolution of industrial and warehouse buildings over time.
- 4.10 Newton Buildings is located to the north east of Bradley House. It comprises a building of four storeys plus attic and mansard attic dating from c. 1900 and originally constructed as a hat manufacturers' premises. The building which is constructed with an iron frame and concrete floors is clad in ashlar and red brick with buff terracotta dressings and a slate roof. It occupies a trapezoidal plan area at the junction of Hilton Street, Port Street and Newton Street. All three elevations of the building include similar architectural detailing, although the inclusion of two storey canted oriels enriched with swags to the second and fourth bays of the five bay Hilton Street elevation emphasises that this was considered to be the buildings' primary elevation. Newton Buildings is of significance as part of the surviving grouping of warehouse and manufacturers buildings within the Northern Quarter of Manchester, which together provide evidence of the evolution of industrial and warehouse building typologies over time.
- 4.11 35 Dale Street was constructed in c. 1900 as a cotton manufacturer's warehouse, probably for Richard Howarth & Co. The building which is constructed utilising steel columns and girders, has a cladding of polished grey granite, red brick and pink terracotta and is designed in an eclectic style with some Elizabethan detailing. The primary frontage of the building is to the south east, the design incorporating chamfered corners each forming an entrance to the building. The elevations to Port Street and Tariff Street are of identical five-bay design, and include a loading entrance at the north-easternmost bay. 35 Dale Street is of significance as an example of an early 20th century manufacturer's warehouse building, of steel column and girder construction, with external architectural detailing reflective of the confidence of cotton manufacturers during this period.

Contribution of Setting to Significance

- 4.12 Bradley House is situated within a narrow wedge-shaped plot at the junction of Newton Street and Port Street with a very narrow primary frontage to Dale Street. It is seen within an area of other warehouse buildings, generally of slightly later date and incorporating greater levels of architectural detailing. The use of red brick and blond sandstone ashlar detailing is found in other buildings within the area, and the densely built-up area is comprised primarily of five and six storey height buildings. The ability to view, understand and appreciate Bradley House in relation to these neighbouring buildings and this area of historic townscape contributes to its significance.
- 4.13 Newton Buildings occupies a trapezoidal plot at the junction of Newton Street, Hilton Street and Port Street. Its north elevation, fronting onto Hilton Street is the primary elevation of the building. Like Bradley House, the building is seen within an area of other warehouse buildings, generally of slightly later date and incorporating greater levels of architectural detailing. The use of red brick and blond sandstone ashlar detailing is found in other buildings within the area, and the densely built-up area is comprised primarily of five and six storey height buildings. The ability to view, understand and appreciate Newton Buildings in relation to these neighbouring buildings contributes to its significance.
- 4.14 35 Dale Street is situated within a block bounded by Dale Street to the south west, Port Street to the north east and Tariff Street to the south east. It is set within an area of other warehouse buildings, including simpler earlier buildings, and buildings of a similar date which include greater levels of architectural detailing. The use of red brick and blond sandstone ashlar detailing is found in other buildings within the area, and the densely built up area is comprised primarily of five and six storey height buildings. The ability to view, understand and appreciate 35 Dale Street in relation to these neighbouring buildings contributes to its significance.

Brownsfield Mill (Grade II* Listed Building)

- 4.15 Brownsfield Mill dates to the early to mid-19th century (c.1825) and is a former spinning mill. The building is roughly L-shaped in plan form and is seven storeys in height and constructed from red brick. Of the two wings, the eastern wing is the earliest and extends to seven storeys and 12 bays. It has a series of small rectangular windows with stone sills and brick heads and there is a circular stair tower and privy tower. The later western wing is of six storeys with seven bays and has loading bays in the second bay. The building has been converted to residential use and includes some modern additions, including an escape stair on the building's north-eastern elevation.
- 4.16 The building is of significance as a steam powered cotton spinning mill with a timber frame construction and an internal engine house, unusual for its underground boilers and chimney contained within the stair tower. It is noted for being the oldest mill of this arrangement in Manchester. It has an internal canal arm at its northern end and a covered courtyard. The listed building entry for the building notes that the building is a rare surviving example of a type of construction employing heavy timber and cast iron, a system which provided load-bearing strength (well-suited to room-and-power mills in which upper floors would also be used for very heavy machinery) and slow-burn properties. The 19th century mill building of Brownsfield Mill provides evidence for the evolution of industrial buildings that played a part in the history of Manchester.

Contribution of Setting to Significance

- 4.17 Brownsfield Mill was constructed following the creation of the Rochdale Canal. The spatial relationship between the mill and the adjacent Rochdale Canal contributes to its significance, enabling understanding of the important inter-relationship between the creation of the canal and the establishment of industry within this area.
- 4.18 When originally constructed Brownsfield Mill would have been of notably greater height than the majority of the adjacent buildings, and was indicative of the commercial confidence of Manchester investors following construction of the Rochdale Canal. The surrounding area, including the Site to the north became developed for industrial purposes, but generally with buildings of lower height scale and massing, meaning that Brownsfield Mill would have retained some local prominence. The large height, scale and massing of the mill building, in combination with the current cleared nature of much of the surrounding area (including the Application Site) means that it is a notable feature within the local townscape, particularly when seen from Tariff Street and from proximate parts of Great Ancoats Street. Increasingly, taller modern developments within the surroundings are changing this setting, and the consented 33-storey building (to the immediate north east of the Application Site) will further change this setting.

45, 47 And 47a, Hilton Street (Grade II Listed Building) and 50-62 Port Street (Grade II Listed Building)

- 4.19 45, 47 and 47a Hilton Street comprise a pair of small dwellings dating from the late 18th century, which have been altered and reduced over time from their original three storey height to now be of two storey height. The buildings are constructed of brown brick in Flemish bond with some sandstone dressings and slate roofs. The list entry notes that the Manchester Early Dwellings Research Group reported that the buildings do not have internal communication to their basements, which were therefore either used as workshops or cellar dwellings, and that as such the buildings are a rare surviving example of this type of building design.
- 4.20 50 – 62 Port Street comprises a row of seven small dwellings, dating from the late 18th or early 19th century, which were probably originally constructed for domestic industry, with retail premises at the ground floor level. No. 54 has a fustian weavers' horizontal sliding sash window at eaves level. The buildings are constructed of brown brick in Flemish bond with slate roofs, and are of low three storey height.
- 4.21 The buildings at Hilton Street and Port Street are of significance as surviving examples of small dwellings incorporating space for domestic industry, the building type established in this area prior to the construction of larger factory buildings in the 19th century. These buildings were among the earliest to be built within the Northern Quarter area, when Hilton Street and Port Street were first laid out.

Contribution of Setting to Significance

- 4.22 The buildings at Hilton Street and Port Street are situated within an area which has undergone considerable change since their original construction. The buildings are differentiated from others in the surrounding area due to their contrasting small scale. This also evidences their historic interest and age. The buildings represent the earliest phase of development within the area, in advance of the establishment of larger scale

factory buildings and warehousing. The ability to view the buildings at Hilton Street and Port Street within these wider surroundings makes some contribution to their significance, enabling understanding of their position within the historic development of the area. The location of the two sets of buildings within the same block means they have group value with one another.

Rochdale Canal Lock Number 83, To the East Of Tariff Street (Grade II Listed Building), Rochdale Canal Towpath Footbridge and Associated Ramps Opposite Brownsfield Mill (Grade II Listed Building), Rochdale Canal (HER Site) and Rochdale Canal Road Bridge (Great Ancoats Street) (HER Site)

4.23 The route of the Rochdale Canal runs in an approximately north-east to south-west orientation to the east of the Application Site. Canal Lock 83 and the Towpath footbridge, which are located on the course of the canal, and to the east of the Application Site are designated as grade II listed buildings. The Rochdale Canal, although not designated, is recorded in the HER, along with a road bridge which carries Great Ancoats Street over the course of the canal.

- The grade II listed building of Canal Lock 83, dates from c. 1800 and was constructed for the Rochdale Canal Company as part of the overall construction of the canal. The lock is of coursed squared sandstone, wooden gates. Chamber of 14-foot width with pairs of gates, ladder in centre of north side.
- The Towpath Footbridge dates to the early 19th century (c.1804) and is constructed from brick ramps with cobbled surfaces and stone slab outer walls with rounded tops. The wooden bridge has been rebuilt.

4.24 These assets form a group of assets all associated with the Rochdale Canal, and are of functional and historic significance as elements of this early 19th century transport route attributed to the Rochdale Canal company. Brownsfield Mill, which lies to the west also forms part of this grouping, the mill dating from the early to mid-19th century having been built in this location in order to utilise the canal as a means of transporting raw materials and milled products.

Contribution of Setting to Significance

4.25 These features form a grouping all located in relation to the route of the Rochdale Canal. The surroundings of the canal have undergone considerable change over time, including the infill of the canal basin which formerly extended north-west into the Application Site (by the 1930s), and due to extensive clearance of industrial buildings, including those within the Site, during the late 20th and early 21st centuries.

4.26 The features of the canal including the canal lock, and the tow path footbridge and associated ramps (both Grade II listed buildings) are best viewed and appreciated from the canal towpath itself, where the functional and architectural details of these features and the manner in which they relate to the course of the canal and each other can best be appreciated.

Former Rochdale Canal Warehouse (Grade II* Listed Building)

4.27 The Former Rochdale Canal Warehouse was constructed in 1836 (and has a datestone included on its south parapet). The former warehouse, which is of a long-narrow plan (aligned east-west) and six-storey height, is of brown brick construction with sandstone

dressings. Two adjacent semi-circular shipping holes, dressed in sandstone and with raised keystones, are incorporated at ground floor level in bay seven to nine of the building, and would have enabled direct access for barges from the canal into the ground floor of the warehouse. The rear (northern) elevation of the building has three multi-stage loading slots, the two outermost of which retain their crane gear. When originally constructed, the building, which was of considerably greater scale than earlier buildings in the area, was a demonstration of the innovation and prestige of the new Rochdale Canal and the commercial aspirations of those responsible for its construction.

- 4.28 The building has been subject to later alterations, including most recently conversion works during the 21st century to create residential properties. Key changes have included the balanced addition of glass clad stair cores at the north-eastern and south-western ends of the building, the alteration of windows and for domestic use, and modern dormer style additions at roof level.
- 4.29 The Former Rochdale Canal Warehouse is of significance as an example of an early 19th century warehouse building which provides evidence for the evolution of industrial buildings that played a part in the history of Manchester.

Contribution of Setting to Significance

- 4.30 The spatial relationship of the former Rochdale Canal Warehouse to the adjacent canal and canal basin (to the immediate south) contribute to its significance, enabling understanding of the important inter-relationship between the creation of the waterway and the establishment of industry in this area. Recent new residential development has respected this relationship, whilst introducing new buildings of up to seven storey height to the south of the listed building. These buildings have been designed such that it remains possible to distinguish between the historic and modern elements of the building, and so that the spatial relationship between the warehouse and the canal and basin remain legible. It is this element of the setting of the former Rochdale Canal Warehouse which contributes to its significance.
- 4.31 At the time of its original construction, the warehouse would have been of notably greater scale than the majority of surrounding buildings, and was an indicator of the confidence of the investors responsible for the construction of the new Rochdale Canal. The surrounding area, including the Site to the north became developed for industrial purposes, but generally with buildings of lower height scale and massing, meaning that the former Rochdale Canal Warehouse would have retained some local prominence.
- 4.32 The wider surroundings of the former Rochdale Canal Warehouse building have undergone notable change over time, since the original construction of the building in the early 19th century. The current cleared nature of much of the surrounding area (including the Application Site) means that the building is visible and prominent over a larger area of the local streetscape than it would have been historically, in particular in views from Tariff Street and Port Street. These views to the building were not an intentional element of its design and are the inadvertent result of late 20th and early 21st demolitions, they do not therefore meaningfully contribute to the significance of the listed building.

Fourways House (Grade II Listed Building)

- 4.33 Fourways House is a six storey over basement packing warehouse, designed by architect James William Beaumont and constructed in 1906. The building is constructed of red brick and situated on a low stone plinth with ashlar sandstone dressings and moulded brick detailing. The building has a repeated fenestration pattern, with flat-topped windows arranged in pairs, threes or fours and arched windows following the same fenestration pattern at the uppermost storey. The same level of architectural detailing has been applied to Hilton Street, Tariff Street and Brewer Street elevations of the building. The listed building entry notes that internally the frame of cast iron columns and metal cross beams which form the building can be seen, these are supported by the load-bearing external walls. The survival of service lifts and original staircases is also noted.
- 4.34 Fourways House is of significance as a little-altered example of a packing warehouse building, designed by a notable Manchester architect. It forms part of a wider grouping of commercial buildings within the Northern Quarter area, and in relation to the Rochdale Canal.

Contribution of Setting to Significance

- 4.35 Fourways House is designed in relation to its location occupying the full width of the block bounded by Hilton Street, Tariff Street and Brewer Street, which all form primary streets within the street layout of this area. The same level of architectural detailing is included on all of these three elevations of the building, with only the rear elevation to China Lane being of prosaic design. The original secondary nature of China Lane has become less legible due to the demolition of buildings to the south-east of Fourways House and the subsequent use of this area for surface parking, meaning that the enclosed secondary nature of China Lane can no longer be understood, and giving this elevation of the building an unintended visibility within the townscape. The key element of the setting of Fourways House which contributes to its significance is the manner in which the design of the building and its architectural elevations can be understood in relation to the surrounding street pattern.
- 4.36 Fourways House is located within an area of other warehouse, packaging and manufacturing buildings, the majority of which are of similar height creating a generally dense and confined streetscape. The use of red brick is found across many other buildings within the area. The ability to appreciate Fourways House in relation to these neighbouring buildings which represent the evolution of warehouse building within Manchester contributes to its significance.
- 4.37 Although there are a number of historic warehouse buildings in proximity to Fourways House the area has also undergone notable modern change, including construction of modern residential and office buildings, alteration to historic buildings (such as the adjacent Former Rochdale Canal Warehouse) and the removal of buildings creating areas of open space (including the Application Site) which are currently mainly in use for surface car parking.

Stevenson Square Conservation Area

- 4.38 The Stevenson Square Conservation Area conservation was originally designated in 1987 and was bounded by Oldham Street, Great Ancoats Street, Spear Street, Faraday

Street, Brewer Street, China Lane, Hilton Street, Dale Street, Lena Street and Piccadilly. It was extended later that year to include the area bounded by Spear Street, Houldsworth Street, Lever Street and Faraday Street.

History and Development

- 4.39 William Stevenson bought the majority of the land now within the conservation area from Sir Ashton Lever in the mid-18th century, intending to develop it as a polite residential area. However, the sale of land in small plots meant that development occurred more gradually, with entrepreneurs developing on a street-by-street basis, their names often commemorated in street names.
- 4.40 The original intention that the area would be a residential area did not succeed. In 1794 an Act of Parliament authorising the construction of the Rochdale Canal was obtained, and the establishment of the canal to the east of the conservation area meant that development within the Stevenson Square area soon came to have a commercial focus.
- 4.41 Oldham Street, which runs through the centre of the conservation area, was originally a private lane, but became a public road in 1772. At the north-eastern boundary of the conservation area Ancoats Lane, originally a cart track connecting Shudehill to the cattle drover's highway of Ashton Old Road, was renamed Great Ancoats Street in 1788, reflecting its increasing economic importance, and the increasing commercial success of the area. By the late 19th century the majority of properties within the conservation area had been replaced by solely commercial buildings.

Character and Appearance

- 4.42 Many earlier buildings within the boundary of the present day conservation area were replaced in the latter half of the 19th century with larger purpose built commercial or warehouse premises, reflecting the wealth of the cotton industry. As a result, the conservation area retains very few 18th century buildings. Those that have survived only did so through adaptation for alternative commercial use. Most buildings of architectural or historic interest within the conservation area are of Victorian or early 20th century date and comprise warehouses, shops, showrooms or workshops commonly associated with the textile industry and other commercial buildings, such as public houses.
- 4.43 Due to the way in which the area developed, there is little uniformity to the architecture or overall planning in the conservation area and the buildings exhibit a variety of architectural styles, typologies and materials.
- 4.44 Most buildings are of stone or brick with stone dressings, a number of which have now been painted or rendered. There are also examples of terracotta facades which became a popular material at the start of the 20th century. There are no specific dominant buildings within the area, and views within, into and from the conservation area are largely incidental. Buildings within the conservation area are almost always situated to align with the back of the pavement creating straight building lines along most streets.

- 4.45 The street hierarchy is evident throughout the conservation area. Secondary streets have a differing character and are often narrower and enclosed by buildings. Many retain historic surface materials.

Contribution of Setting to Significance

- 4.46 Stevenson Square Conservation Area is located within the north-eastern part of Manchester City Centre and adjacent to two other conservation areas, Smithfield, which lies to the north and Ancoats which lies to the north-east. The surviving character and appearance of these three areas, demonstrates the development and expansion of the northern part of Manchester during the 18th and 19th centuries as a result of the expansion of the cotton spinning industry, and by the construction of the Rochdale Canal, which runs in an approximately north-south orientation to the east of these areas. The construction of the large commercial buildings within the Stevenson Square conservation area is connected with the success of the cotton spinning mills within the Ancoats area. The Smithfield area was the former market area of Manchester incorporating a number of 19th century market and commercial buildings. Historic functional and spatial connections therefore exist between the Stevenson Square conservation area and the adjacent Ancoats and Smithfield conservation areas, and the nearby Rochdale Canal.
- 4.47 When considered in terms of visual connections, there is a less clear connection between the Stevenson Square Conservation Area and its surroundings. There are no intentionally created key views into or out of the conservation area, and the densely developed tall commercial buildings within the area mean that there are limited views out of the area, other than along grid street alignments. It is therefore the historic functional and spatial connections between the Stevenson Square conservation area and the adjacent Ancoats and Smithfield conservation areas and the nearby Rochdale Canal which contribute to the ability to understand the area's significance.

Contribution made by the Application Site to the Significance of the Identified Heritage Assets

- 4.48 The Site first became developed following the authorisation for the construction of the Ashton Canal in 1792 and the subsequent authorisation for the construction of the Rochdale Canal in 1794 which catalysed the construction of cotton spinning wheels to the north in Ancoats, and the building of industrial premises further south adjacent to the canal and the Site. The Rochdale Canal ran in an approximately north-east to south-west orientation to the east of the Site, and a basin extended into the Application Site. Industrial and commercial buildings were soon built to exploit the canal and its basin; historic plans show that these were generally of no more than three storey height, lower than the large warehouse and mill buildings such as the Former Rochdale Canal Warehouse and Brownsfield Mill immediately adjacent to the canal.
- 4.49 By the 1930s the canal basin within the Site had been infilled or culverted and a large building built over its former area; this low, large footprint building was used as a garage. Further redevelopment had occurred by the late 1960s, with former buildings within the northern part of the Site being replaced. In c.2017 all buildings within the

Site were cleared, with the exception of a single unit at the north-eastern corner of the Site.

- 4.50 The character of the Application Site as seen today is therefore the result of several successive periods of redevelopment. The Application Site currently comprises a predominantly cleared open area used for surface level carparking. The e Application Site is uncharacteristic of the surrounding area and its historic layout and appearance. It contributes to the fragmentation of this area on the edge of the Stevenson Square conservation area and does not contribute to the significance of any of the identified assets.

5. Assessment of Impacts

- 5.1 Under s66 (1) of The Planning (Listed Buildings and Conservation Areas) Act 1990, MCC, in determining the submitted full planning application has statutory duties to have special regard to the desirability of preserving the special interest and setting of listed buildings.
- 5.2 Case law has established that 'considerable importance and weight' should be given to this duty.
- 5.3 Paragraph 197 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 into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.
- 5.4 Paragraph 199 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.'
- 5.5 Paragraphs 201 and 202 differentiate between 'substantial' and 'less than substantial harm' and provide a framework for the consideration of harm to the significance of designated heritage assets where it arises, bearing in mind the considerable importance and weight that must be given to the statutory duties of the 1990 Act.
- 5.6 Paragraph 203 requires that the effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. It states that a balanced judgement will be required when considering applications which directly or indirectly affect non-designated heritage assets, the judgement having regard to the scale of any harm or loss and the significance of the asset.
- 5.7 Paragraph 206 requires that local planning authorities look for opportunities for new development within the setting of heritage assets to better reveal their significance. It states that proposals that preserve those elements of setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.
- 5.8 The relevant heritage legislation, policy and guidance context for consideration of the Proposed Development is also set out in full in Appendix 2.
- 5.9 The key heritage issues to be taken into consideration in assessing the Proposed Development are the effect of the Proposed Development on the significance of nearby designated and non-designated heritage assets, as a result of development within their setting.

The Proposed Development

- 5.10 The Proposed Development is situated within a wider area covered by the Piccadilly Basin Strategic Regeneration Framework (SRF). The Proposed Development adheres to the principles set out in the SRF whilst also responding to changes that have occurred as development has been progressed on other adjacent sites. The area to the immediate north-east of the Application Site has a recently approved planning consent for the construction of residential development ranging between 11 and 33 storeys in height (Ref:132489_FO_2021).
- 5.11 The Proposed Development comprises a high-quality apartment proposal comprising two buildings of varying heights, along with associated communal amenity space, hard and soft landscaping, servicing, plant and secure residents' cycle parking.
- 5.12 The Proposed Development will be comprised of two blocks:
- Block 1 at the north-west corner of the Site will comprise a block of ten storey height with a set back eleventh storey, a total of 211 apartments. The primary access to the building will be from the western end of Tariff Street, with an additional access point for residents from Port Street.
 - Block 2 within the south-eastern part of the Site will comprise a block of twelve storey height, providing a total of 56 apartments. Access will be from Tariff Street and the design incorporates a glazed active ground floor frontage to the street.
- 5.13 Each block is designed to include a two-storey podium at street facing the streets, above which the buildings use a regular fenestration pattern. The proposals have been designed with smaller but taller windows which reflect the more traditional window openings found on historic buildings within the vicinity. By grouping windows together into two storey elements, the proposals reduce the appearance of the scale of the buildings.
- 5.14 The larger and more linear Block 1 building will be faced in red brown brick work. The Block 2 building, is a two-storey taller building which seeks to define the new pedestrian access from Great Ancoats through to Tariff Street, and will be faced with a contemporary yellow brickwork. Brick banding (formed by double or triple soldier courses of stack bonded bricks) at every other floor level seek to break up the height of the building, and intermediate banding further breaks up the brickwork in between.
- 5.15 An area of private open space is incorporated to the rear (east) of Block 1), whilst an area of communal open space is included between Blocks 1 and 2. This would connect with the communal open space associated with the approved development to the north-east enabling a pedestrian connection between Great Ancoats Street and Tariff Street. A small western courtyard will form a private open at the western side of the development adjacent to the new road which will run parallel to Brewer Street.

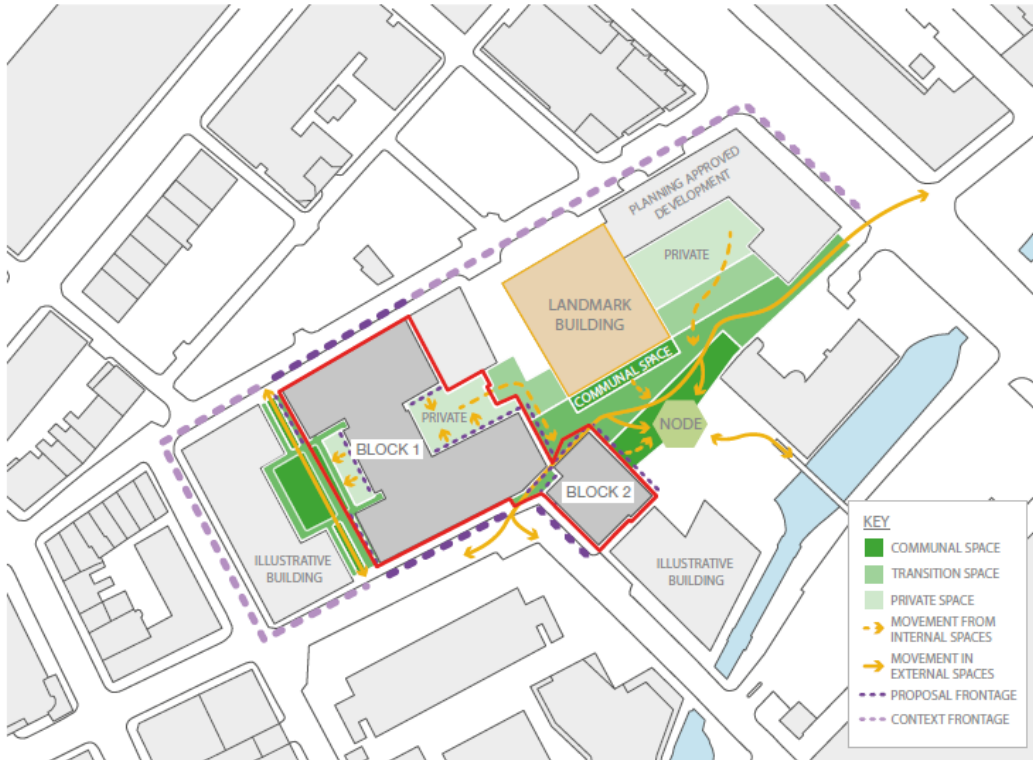


Figure 5.1: Site Layout Plan as taken from Section 6 of the Design and Access Statement (Leach Rhodes Walker Architects 2022)

- 5.16 Full details of the design of the Proposed Development are set out in the Design and Access Statement (Leach Rhodes Walker Architects, November 2022) and application drawings.

Impact Assessment

- 5.17 The following impact assessment has been prepared taking into account the assessment of significance for each heritage asset as set out in Section 4 above. Where relevant, it makes reference to modelled viewpoints as set out in Section 7 of the Design and Access Statement. These modelled views show how the scale and massing of the Proposed Development will appear in context and illustrate it in rendered detail. The adjacent buildings proposed as part of the SRF and the consented scheme to the north-east are shown in white.

Bradley House, 33 Dale Street (Grade II Listed Building), Newton Buildings (Grade II Listed Building) and 35 Dale Street (Grade II Listed Building)

- 5.18 The Application Site is located to the north east of Bradley House, Newton Buildings, and 35 Dale Street on the southern side of Port Street. Bradley House, Newton Buildings and 35 Dale Street are of significance as examples of late 19th and early 20th century warehouse and manufacturing buildings which together provide evidence of the evolution of industrial and warehouse building typologies over time.
- 5.19 The Proposed Development would be visible in combination with these assets, seen in the distance in views north-east along Dale Street. The built form as seen in this view is

of varied height, including both historic warehouses and contrasting smaller earlier dwellings, the buildings being unified through their red brick construction materials.

- 5.20 Block 1 of the Proposed Development would front onto Port Street and be of ten storey height with a set back 11th storey. This building height is notably taller than the current closest buildings, the dwellings to the south-east side of Dale Street. It would add to an area of buildings of increasing height to the north-east towards Great Ancoats Street. Block 2 of the Proposed Development would reinstate the building line on the south-eastern side of Port Street. Its use of red brick cladding and regular fenestration pattern would mean the building would fit with the general character of these surroundings, whilst also being legible as a modern addition to the townscape.
- 5.21 View 12 as included in the Design and Access Statement (Page 46) shows a model of the Proposed Development from a location on Port Street at the western side of Bradley House. This view shows the intended nine storey block to the south-west of the Application Site (at the junction Brewer Street and Port Street), as agreed in the SRF. In the event that this building is constructed, the view shows that this south-western nine storey block would screen views to the Proposed Development from this location. View 12 also shows the approved 33 storey proposal to the north east of the Proposed Development, showing that this building, if constructed, would form a new landmark building within the local area and a focal point in the view along Port Street, visible beyond the Proposed Development. View 20 as included in the Design and Access Statement shows a similar view from part way along Tariff Street, close to the rear of 35 Dale Street. The view shows that if constructed, the intended nine storey block to the south-west of the Application Site (at the junction Brewer Street and Port Street), as agreed in the SRF, would largely screen views of the Proposed Development with only part of Block 2 being visible at the right-hand side of the street. Block 1 of the Proposed Development would be visible if this intended block was not constructed. The approved 33 storey block would be visible beyond Block 1 of the Proposed Development.
- 5.22 The Proposed Development will introduce new development within the surroundings of Bradley House, Newton Buildings and 35 Dale Street, visible beyond the buildings in views north-east along Port Street, and beyond 35 Dale Street when looking north-east along Tariff Street. The Proposed Development has been designed to be clad in red brick such that although taller than the historic buildings within this area, it would blend with the local character whilst also being legible as a new modern addition to the surroundings. The Proposed Development would not affect the key elements of the setting of Bradley House, Newton Buildings or 35 Dale Street. Their design which gives them prominence and stature at the junctions of Newton Street, Hilton Street, Port Street and Tariff Street would be sustained. The significance of the buildings as examples of late 19th and early 20th century warehouse and industrial buildings, incorporating distinctive architectural detailing, and the ability to understand their situation within a wider area of similar warehouse and industrial buildings would also not be affected by the Proposed Development. It is therefore concluded that the Proposed Development would not affect the significance of Bradley House or Newton Buildings and 35 Dale Street.

Brownsfield Mill (Grade II* Listed Building)

- 5.23 The Application Site is located to the west of Brownsfield Mill. The mill is of significance as a surviving steam powered cotton spinning mill situated in relation to the Rochdale Canal, and providing evidence for the evolution of industrial buildings which played an important role in the history and development of Manchester.
- 5.24 Block 2 of the Proposed Development would be situated to the west of Brownsfield Mill, with Block 1 situated further beyond it. The Proposed Development would be seen in combination with Brownsfield Mill from locations on Great Ancoats Street, and from locations on Port Street, Brewer Street and Tariff Street. The Proposed Development would introduce new buildings of greater height scale and massing than both the Mill building and the industrial buildings which historically occupied this area. As such, there would be some effect upon the historic, notably greater, height and resulting local prominence of the Mill building within the local townscape. Incidental views to the mill building from Brewer Street, Tariff Street and Port Street which are currently achievable due to the cleared open nature of the Application Site would also be altered as a result of the Proposed Development, with the mill building largely hidden from view from these locations.
- 5.25 View2 in the DAS shows how the Proposed Development would be seen to the south-west of Brownsfield Mill in views from Great Ancoats Street (close to the current Aldi Car Park entrance). The 12 storey Block 2 element of the Proposed Development would be visible beyond the roofline of the Mill building. The use of contemporary yellow brickwork for Block 2, as well as the modern fenestration style, means that whilst broadly corresponding to the character of the surroundings, the Proposed Development would also be clearly distinguishable from the Mill building, and would be legible as a more recent addition to the surroundings.
- 5.26 View 2 also shows how the consented 33 storey tower would also be seen beyond the roofline of Brownfield Mill, introducing a building of substantially greater height to the surroundings. In addition, the SRF includes an 11-storey building to the south-west of Brownsfield Mill which if constructed would further add to emerging modern surroundings of the Mill as an area primarily comprised of buildings of taller height.
- 5.27 The Proposed Development would not affect the relationship between Brownsfield Mill and the adjacent Rochdale Canal which forms a key element of its setting. The significance of the building as a 19th century steam powered cotton spinning mill, and the oldest example of a mill incorporating an internal engine house, underground boilers and chimney contained within the stair tower would also not be affected by the Proposed Development.
- 5.28 The Proposed Development would introduce new buildings, of greater height than were historically present to the west of Brownsfield Mill. The design of the buildings of the Proposed Development, utilising brick materials and regular fenestration patterns would fit with the general character of the area. The simple roof-form of Block 2 of the Proposed Development means that although it would be seen beyond the roofline of Brownsfield Mill in views from some locations on Great Ancoats Street, it would have a limited effect upon the skyline and would not be excessively prominent. The Proposed

Development would have little effect upon the ability to understand the situation of the Mill building and its significance and the changes would not harm its significance.

- 5.29 Brownsfield Mill occupies a mixed setting, with modern taller buildings already present to the north-east and south-west along Great Ancoats Street. In the event that the Proposed Development were constructed in combination with the other consented 33 storey building to the north-east and with the 11-storey building to the south-east of the Brownsfield Mill building which forms part of the SRF, the effect upon the setting and significance of the building would be greater. The introduction of both of these additional buildings would further detract from the original state of the Brownsfield Mill building as one of the buildings of greatest height scale and massing within this part of the townscape, and if all buildings were constructed in combination it is therefore considered that they would cause some harm to the significance of Brownsfield Mill due to reduction in the ability to understand its historic status as one of the buildings of greatest height, scale and massing within this part of the townscape.

45, 47 And 47a, Hilton Street (Grade II Listed Building) and 50-62 Port Street (Grade II Listed Building)

- 5.30 The Application Site is located to the north east of the listed dwellings at Hilton Street and Port Street and is separated from them by Brewer Street and a currently undeveloped plot to the immediate north of Brewer Street which is currently used as surface carparking. The SRF includes for a nine-storey block to be constructed within this plot to the south-west of the Application Site. The listed buildings at Hilton Street and Port Street are of significance as unusual surviving examples of domestic buildings incorporating space for domestic industry, constructed in the late 18th century. They provide evidence of the early industrial development within this part of Manchester prior to the introduction of much larger commercial and warehouse buildings following the construction of the Rochdale Canal.
- 5.31 The Proposed Development would be seen in combination with these buildings when moving along Port Street. The 10 storey buildings to Port Street would be of notably taller height than the listed dwelling buildings. The design of the Proposed Development, utilising brick materials and regular fenestration patterns would fit with the general character of the surroundings which is primarily comprised of late 19th and early 20th century brick-built warehouse buildings. It would remain possible to understand and appreciate the contrasting design, scale and building typology of the earlier dwellings on Hilton Street and Port Street, and thus their position with the historic development of the surrounding area.
- 5.32 Views 13 and 14, as included in the Design and Access Statement, show views along Port Street, looking north east towards the Application Site. The views show that the intended nine storey block which is included in the SRF would largely screen views of the Proposed Development when moving along Port Street, until coming into closer proximity (view 14) when the Port Street elevation of the Proposals would become visible. Both the intended nine storey block from the SRF and the 10 storey Block 1 of the Proposed Development would be visible beyond the listed dwelling buildings on Port Street, contrasting with their diminutive domestic heights. Beyond this the consented 33 storey landmark building would also be visible. In the event that all of these proposals were constructed there would be notable change to the surroundings

of the listed dwelling buildings on Port Street and Hilton Street, with considerably taller modern buildings seen beyond the diminutive listed buildings. Assuming sensitive design of the intended nine storey block to the south of the Proposed Development, these changes in combination would not affect the ability to understand the contrasting design, scale and building typology of the earlier dwellings buildings on Hilton Street and Port Street and thus their earlier date and different position within the phases of historic development which have occurred within this part of Manchester. Overall, it is considered that the significance of these listed buildings would not be unacceptably affected by the Proposed Development, or by the Proposed Development and the other consented and intended developments within the SRF area.

Rochdale Canal Lock Number 83, To the East Of Tariff Street (Grade II Listed Building), Rochdale Canal Towpath Footbridge and Associated Ramps Opposite Brownsfield Mill (Grade II Listed Building), Rochdale Canal (HER Site) and Rochdale Canal Road Bridge (Great Ancoats Street) (HER Site)

5.33 The Application Site is located to the west of the grouping of listed buildings and HER sites associated with the Rochdale Canal. The buildings are of functional and historic significance as elements of the early 19th century transport corridor as constructed by the Rochdale Canal company.

5.34 Block 2 of the Proposed Development would be situated to the west of Brownsfield Mill, with Block 1 situated further beyond it. The Proposed Development would be seen in combination with the assets from locations on Great Ancoats Street (as shown in Viewpoint 2 in the DAS). Despite this change to the wider setting, the localised setting and inter-relationships between the heritage assets associated with the Rochdale Canal would be unaffected by the Proposed Development. The relationship between the canal and its features and the adjacent Brownsfield Mill would also be unaffected, meaning that there would be no change to the elements of setting which contribute to the significance of these assets. The functional and historic significance of the assets as elements of the Rochdale Canal system would not be affected.

Former Rochdale Canal Warehouse (Grade II* Listed Building)

5.35 The Application Site is located to the north west of the former Rochdale Canal Warehouse. The Former Rochdale Canal Warehouse is of significance as an example of an early 19th century warehouse building which provides evidence for the evolution of industrial buildings that played a part in the history of Manchester.

5.36 Block 2 of the Proposed Development would be situated to the north-east of the Former Rochdale Canal Warehouse, and Block 1 would be located to the north on the opposite side of Tariff Street. The Proposed Development would be seen in combination with the Former Canal Warehouse from a limited number of locations, including some locations on the Rochdale Canal Towpath, and in views along Tariff Street. The Proposed Development would introduce new buildings of greater height scale and massing than both the Former Canal Warehouse building and the industrial buildings which historically occupied this area. As such, there would be some effect upon the historic notably greater height and resulting local prominence of the Mill building within the local townscape. Incidental views to the mill building from Brewer Street, Tariff Street and Port Street which are currently achievable due to the cleared

open nature of the Application Site would also be altered as a result of the Proposed Development, with the former canal warehouse building becoming largely hidden from view from these locations.

- 5.37 View 18 as included in the Design and Access Statement shows the view from the Rochdale Canal Towpath towards the former Rochdale Canal Warehouse. The uppermost storeys of Block 2 of the Proposed Development would be visible beyond the newly constructed residential building to the south-east of the listed former warehouse, and a small part of the uppermost storey of Block 1 of the Proposed Development would be visible beyond the altered roofline of the listed Canal Warehouse. The use of red brickwork for Block 1 means that, although seen beyond the altered roofline of the Canal Warehouse it would not be a prominent new addition to the skyline, and would blend with the general appearance of the area in this view.
- 5.38 View 8 shows how the changes resulting from the Proposed Development would be seen within a wider area of modern redevelopment, including the recently constructed buildings to the south-east of the listed Canal Warehouse and alongside the consented 33 storey block which would be visible beyond this.
- 5.39 In the event that the Proposed Development as well as the other consented and intended developments included within the SRF were all constructed, this would introduce considerable change within the surroundings of the listed building, including the introduction of new buildings of greater height than were historically present to the north of the Former Canal Warehouse building. The introduction of all of these new buildings would diminish, to a degree, the impression of the scale, stature and prominence of the Former Canal Warehouse. It is therefore considered that the Proposed Development and the Proposed Development in combination with the other consented and intended proposals within the SRF would cause some harm to the significance of the former Canal Warehouse building. Key functional and spatial relationships between the former Canal Warehouse building and the canal and its canal basin would not be affected.

Fourways House (Grade II Listed Building)

- 5.40 The Application Site is located to the north-east of Fourways House, on the opposite (western) side of the adjacent street block. The Proposed Development could not be seen in combination with the primary elevations of the listed building, which are to Hilton Street, Tariff Street and Brewer Street, and would have no effect upon the ability to view and appreciate these elevations of the building in relation to the surrounding streetscape.
- 5.41 The Proposed Development would be seen within the context of the forthcoming development within the plot to the immediate north-east of Brewer Street which will likely be of nine storey height. When moving north-east along Brewer Street towards the listed building and Application Site, the Proposed Development would be largely screened from view by the glazed staircase addition to the Former Rochdale Canal Warehouse and the assumed nine storey block (from the SRF) at the junction of Brewer Street and Tariff Street (as shown in Views 3 and 4 in the Design and Access Statement).

- 5.42 Although the Proposed Development will introduce new development within the surroundings of Fourways House, the height scale and massing of the Proposed Development is such that the setting of the listed building in relation to other adjacent historic buildings within the surrounding streetscape would not be affected. The use of brick materials for the Proposed Development will also help to make sure that the new buildings blend with the character of the surrounding area. The Proposed Development would not affect or diminish the ability to understand the significance of the building as a little altered example of a packing warehouse building, designed by a notable Manchester architect. The design of the building and its architectural detailing in relation to the primary and secondary streets of the local street pattern, would also remain appreciable. The ability to understand Fourways House as part of a wider surrounding area of warehouse and industrial buildings would also be unaffected, and it is concluded that the Proposed Development would not affect the significance of the building.

Stevenson Square Conservation Area

- 5.43 The Application Site is located outside and to the east of the Stevenson Square Conservation Area. It currently comprises a cleared area in use for surface parking and makes a neutral contribution to the significance of the conservation area.
- 5.44 The Proposed Development would introduce a new building (Block 1) within the northern part of the Application Site, which would be of nine and ten storey height. This new building would reinstate the straight street frontage to the primary street of Port Street, improving and creating greater definition to the experience on the approach to the conservation area along Port Street. Block 2 of the Proposed Development (within the south-eastern corner of the Application Site) would also reinstate a defined straight street frontage on the north-eastern side of Tariff Street.
- 5.45 The buildings of the Proposed Development will be faced with red brown brick (Block 1) and yellow contemporary brick (Block 2); the use of these materials in combination with the simple modern design of the buildings will mean that the Proposed Development will blend with the character of the adjacent conservation area, whilst remaining clearly legible as a new addition to the townscape.
- 5.46 The Proposed Development will introduce new development within the wider surroundings of the conservation area, but will not affect the ability to understand the significance of the grouping of the buildings within the conservation area as a whole. The Proposed Development will redevelop an area which is currently a fragmented and discordant part of the setting of the conservation area, which results from clearance in the early 21st century, but was historically densely developed with industrial buildings. Through improving the nature of the approach to the conservation area, in particular the approach along Port Street, the distinctive dense townscape character will be reinforced, and the contrasting surviving 18th century buildings, such as the dwelling houses on Port Street and Hilton Street will be further highlighted, enhancing the ability for the historic development of the area over time to be understood. Overall, it is considered that the Proposed Development will have a limited positive effect upon the significance of the conservation area, in particular through improving the experience on approach to the conservation area along Port Street.

Statutory Duties and National Planning Policy

- 5.47 Based upon our assessment of nearby heritage assets it is concluded that there would be no harm to the significance of Bradley House; Newton Buildings; 35 Dale Street; 45,47 and 47a Hilton Street; 50-62 Port Street; Rochdale Canal Lock Number 83; Rochdale Canal Towpath footbridge and Associated Ramps; Rochdale Canal; Rochdale Canal Road Bridge; or Fourways House.
- 5.48 It is concluded that there would be some positive effects upon the experience of the approach to the Stevenson Square Conservation Area, when approaching along Port Street through the reinstatement of a straight building line to the street, and the use of sensitively chosen red brick building materials for Block 1 of the Proposed Development.
- 5.49 It has been established that the Proposed Development would cause a limited degree of harm to Brownsfield Mill and the Former Rochdale Canal Warehouse (Grade II* listed buildings). The level of harm is considered to be 'less than substantial'.
- 5.50 Paragraph 202 of the NPPF is therefore 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."*
- 5.51 PPG confirms that public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the NPPF. Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit.
- 5.52 A full review of the public benefits of the Proposed Development, and the balancing of identified harm with those benefits is undertaken in the accompanying Planning Statement prepared by Avison Young, bearing in mind the considerable importance and weight that must be given to the statutory duty of the Planning (Listed Buildings and Conservation Areas) Act 1990.

6. Summary and Conclusions

- 6.1 This Heritage Statement has been prepared by Turley Heritage on behalf of Marco Living 2 Ltd and Axis-Re Ltd in connection with a full planning application for residential development on land at Tariff Street, Manchester ('the Application Site').
- 6.2 The Application Site is located close to a number of listed buildings and non-designated heritage assets, and just to the east of the boundary of the Stevenson Square Conservation Area, the eastern boundary of which runs along Brewer Street.
- 6.3 In determining the submitted full planning application, Manchester City Council (MCC) has statutory duties under the Planning (Listed Building and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the special interest and setting of listed buildings⁸. The National Planning Policy Framework (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."*⁹

- 6.4 Based upon our assessment of nearby heritage assets it is concluded that there would be no harm to the significance of Bradley House; Newton Buildings; 35 Dale Street; 45,47 and 47a Hilton Street; 50-62 Port Street; Rochdale Canal Lock Number 83; Rochdale Canal Towpath footbridge and Associated Ramps; Rochdale Canal; Rochdale Canal Road Bridge; or Fourways House.
- 6.5 It is concluded that there would be some positive effects upon the experience of the approach to the Stevenson Square Conservation Area, when approaching along Port Street through the reinstatement of a straight building line to the street, and the use of sensitively chosen red brick building materials for Block 1 of the Proposed Development.
- 6.6 It has been established that the Proposed Development would cause a limited degree of harm to Brownsfield Mill and the Former Rochdale Canal Warehouse (Grade II* listed buildings). The level of harm is considered to be 'less than substantial'.
- 6.7 Paragraph 202 of the NPPF is therefore 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."

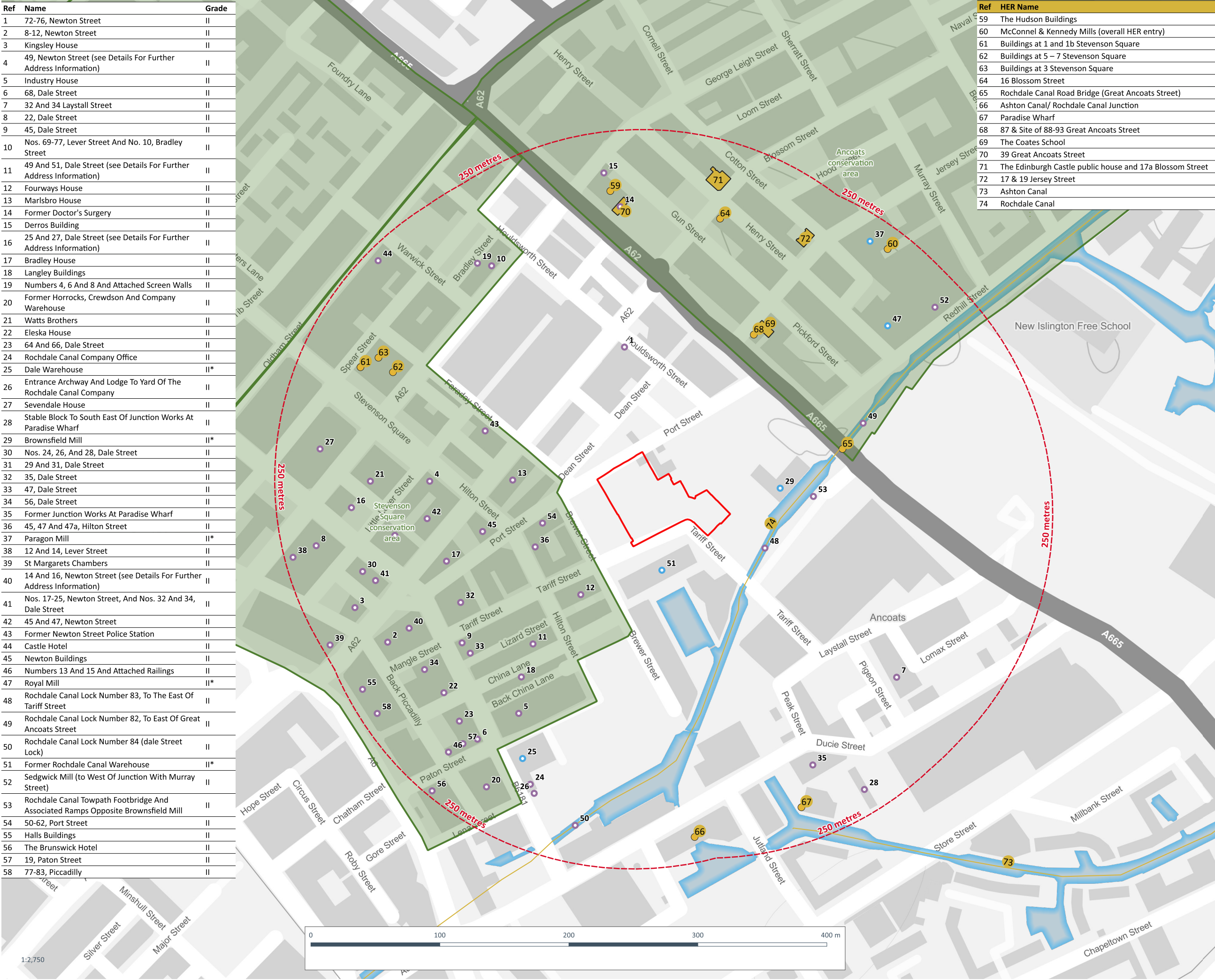
⁸ s66(1) Planning (Listed Buildings and Conservation Areas) Act 1990

⁹ MHCLG (2019) National Planning Policy Framework (NPPF), Paragraph 194

- 6.8 PPG confirms that public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the NPPF. Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit.
- 6.9 A full review of the public benefits of the Proposed Development, and the balancing of identified harm with those benefits is undertaken in the accompanying Planning Statement prepared by Avison Young, bearing in mind the considerable importance and weight that must be given to the statutory duty of the Planning (Listed Buildings and Conservation Areas) Act 1990.

Appendix 1: Heritage Asset Plan

Ref	Name	Grade
1	72-76, Newton Street	II
2	8-12, Newton Street	II
3	Kingsley House	II
4	49, Newton Street (see Details For Further Address Information)	II
5	Industry House	II
6	68, Dale Street	II
7	32 And 34 Laystall Street	II
8	22, Dale Street	II
9	45, Dale Street	II
10	Nos. 69-77, Lever Street And No. 10, Bradley Street	II
11	49 And 51, Dale Street (see Details For Further Address Information)	II
12	Fourways House	II
13	Marlsbro House	II
14	Former Doctor's Surgery	II
15	Derros Building	II
16	25 And 27, Dale Street (see Details For Further Address Information)	II
17	Bradley House	II
18	Langley Buildings	II
19	Numbers 4, 6 And 8 And Attached Screen Walls	II
20	Former Horrocks, Crewdson And Company Warehouse	II
21	Watts Brothers	II
22	Eleska House	II
23	64 And 66, Dale Street	II
24	Rochdale Canal Company Office	II
25	Dale Warehouse	II*
26	Entrance Archway And Lodge To Yard Of The Rochdale Canal Company	II
27	Sevendale House	II
28	Stable Block To South East Of Junction Works At Paradise Wharf	II
29	Brownsfield Mill	II*
30	Nos. 24, 26, And 28, Dale Street	II
31	29 And 31, Dale Street	II
32	35, Dale Street	II
33	47, Dale Street	II
34	56, Dale Street	II
35	Former Junction Works At Paradise Wharf	II
36	45, 47 And 47a, Hilton Street	II
37	Paragon Mill	II*
38	12 And 14, Lever Street	II
39	St Margarets Chambers	II
40	14 And 16, Newton Street (see Details For Further Address Information)	II
41	Nos. 17-25, Newton Street, And Nos. 32 And 34, Dale Street	II
42	45 And 47, Newton Street	II
43	Former Newton Street Police Station	II
44	Castle Hotel	II
45	Newton Buildings	II
46	Numbers 13 And 15 And Attached Railings	II
47	Royal Mill	II*
48	Rochdale Canal Lock Number 83, To The East Of Tariff Street	II
49	Rochdale Canal Lock Number 82, To East Of Great Ancoats Street	II
50	Rochdale Canal Lock Number 84 (dale Street Lock)	II
51	Former Rochdale Canal Warehouse	II*
52	Sedgwick Mill (to West Of Junction With Murray Street)	II
53	Rochdale Canal Towpath Footbridge And Associated Ramps Opposite Brownsfield Mill	II
54	50-62, Port Street	II
55	Halls Buildings	II
56	The Brunswick Hotel	II
57	19, Paton Street	II
58	77-83, Piccadilly	II



Ref	HER Name
59	The Hudson Buildings
60	McConnel & Kennedy Mills (overall HER entry)
61	Buildings at 1 and 1b Stevenson Square
62	Buildings at 5 – 7 Stevenson Square
63	Buildings at 3 Stevenson Square
64	16 Blossom Street
65	Rochdale Canal Road Bridge (Great Ancoats Street)
66	Ashton Canal/ Rochdale Canal Junction
67	Paradise Wharf
68	87 & Site of 88-93 Great Ancoats Street
69	The Coates School
70	39 Great Ancoats Street
71	The Edinburgh Castle public house and 17a Blossom Street
72	17 & 19 Jersey Street
73	Ashton Canal
74	Rochdale Canal

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Application Site

Study Area

Conservation Area

Listed Buildings

I

II*

II

Non-designated assets (HER sites)

CLIENT:
Marco Living 2 Ltd

PROJECT:
1NQ, Tariff Street, Manchester

DRAWING:
Heritage Asset Plan

PROJECT NUMBER:
AXIH3000

DRAWING NUMBER:
GIS_100

CHECKED BY:
HT

REVISION:
1.0

STATUS:
Final

DATE:
November 2022

SCALE:
1:2,750 @ A3

Appendix 2: Legislation, National and Local Planning Policy Considerations

Legislation

The Planning (Listed Buildings and Conservation Areas) Act 1990

In determining applications for planning permission affecting the setting of statutory listed buildings, the following duty is placed on the decision maker:

“s.66 (1) In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”

In relation to conservation areas, the s.72(1) of the Act states that:

“special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.”

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

The same principles apply for conservation areas and the application of s72(1) of the 1990 Act. Whilst the setting of conservation areas is not specifically mentioned in the primary legislation, the NPPF states that the setting of a designated heritage asset can contribute to its significance.

National Planning Policy

National Planning Policy Framework, 2021

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

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

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

Paragraph 194 outlines the information required to support planning applications affecting heritage assets, stating that applicants should provide a description of the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 197 states that with regard to determining planning applications planning authorities should take account of the desirability of sustaining and enhancing the significance of the heritage assets, and putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 199 confirms that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation and the more important the asset, the greater the weight should be. It is also confirmed that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Any harm to, or loss, of significance of a designated heritage asset should require clear and convincing justification.

Paragraph 202 is applicable where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset. In these circumstances, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Paragraph 203 considers how the effects of an application upon the significance of a non-designated heritage asset should be taken into account. It states that

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

Paragraph 206 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 or better reveal the significance of a heritage asset should be treated favourably.

Paragraph 207 identifies that not all elements of a conservation area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution should be treated either as substantial harm under paragraph 201 or less than substantial harm under paragraph 202, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the conservation area as a whole.

National Guidance

National Planning Practice Guidance (PPG) (2021)

Whilst not planning policy Planning Practice Guidance provides a clear indication of the Government's approach to the application of national policy contained in the NPPF. Where

there is conflict between the guidance in the PPG and earlier documents the PPG will take precedence.

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

This Good Practice Advice (GPA) note is not a statement of Government policy, but supports the implementation of national government policy. It provides advice on assessing the significance of heritage assets and the impact of proposals on that significance.

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

Historic England has recently revised its guidance relating to setting and views of heritage assets. The guidance advocates a staged approach to assessment involving identification of the affected assets and setting, an assessment of the degree to which setting and views contribute to the significance of the assets, an assessment of the effects of the proposed development, exploration of ways to maximise enhancement and avoid or minimise harm and the monitoring of outcomes.

The revised guidance clarifies that there is a distinction between views that contribute to heritage significance and views that might be valued for reasons of landscape character or visual amenity. It states that the extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places.

The guidance makes it clear 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. The guidance sets out the need for a systematic and staged approach to assessing the impact of development proposals in the setting of a heritage asset. It confirms that such assessment should be based on an understanding of the significance of the heritage assets affected and then the contribution of setting to that significance. Guidance is provided on what potential attributes of setting may or may not make a contribution to the significance of a heritage asset, noting that in any one instance a limited selection of the attributes will be of particular relevance to an asset. These attributes can include:

- The asset's physical surroundings;
- Experience of the asset;
- An asset's associative relationships with other heritage assets.

It is identified that views which contribute more to understanding the significance of a heritage asset include the following:

- Those where the composition within the view was a fundamental aspect of the design or function of the heritage asset
- Those where town- or village-scape reveals views with unplanned or unintended beauty

- Those with historic or cultural associations
- Those where relationship between the asset and other heritage assets or natural features or phenomena are particularly relevant.

When assessing the effect of a proposed development on the significance of a heritage asset through effects on setting, matters of location and siting of development; the form and appearance of development; wider effects of the development; and, permanence are highlighted.

The guidance highlights a series of other considerations that are relevant to consideration of the proposed development including 'change over time', 'cumulative change', 'access and setting', 'designed settings', 'setting and urban design' and 'setting and economic viability'.

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

This Good Practice Advice (GPA) note is not a statement of Government policy, but supports the implementation of national government policy. It provides advice on assessing the significance of heritage assets and the impact of proposals on that significance.

Local Planning Policy

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 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 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:

“d) seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features...”

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