

Heritage Statement

68 – 70 Oldham Street; 61 - 65 Spear Street,
Manchester ('Larard's Still')

September 2022

Contents

1.	Introduction	3
2.	Site Context and Historic Development	5
3.	The Heritage Assets	19
4.	Assessment of Significance	21
5.	Assessment of Impact	29
6.	Summary and Conclusions	41
Appendix 1: Legislation, National and Local Planning Policy		43

Client

Jadebricks Manchester Limited

Our reference

JADM3000

September 2022

1. Introduction

1.1 This Heritage Statement has been prepared on behalf of Jadebricks Manchester Limited in connection with a full planning application for the partial demolition, alteration and extension of existing buildings and erection of a new building ('the Proposed Development') at 68 – 70 Oldham Street and 61 - 65 Spear Street in Manchester ('the Application Site').

1.2 The formal description of development is as follows:

"Partial demolition of existing buildings, conversion of existing warehouse building, rooftop extension and new building of 10 storeys to create aparthotel (sui generis) and commercial uses (use class E)."

1.3 The Application Site is located within the Stevenson Square Conservation Area, close to the boundary of the Smithfield Conservation Area. The grade II listed Castle Hotel adjoins 68 Oldham Street and there are other listed buildings within the surrounding area. Manchester City Council (MCC) therefore, in determining the submitted planning application, has statutory duties under the Planning (Listed Buildings and Conservation Areas) Act 1990 to 'pay special attention' to the desirability of preserving or enhancing the character or appearance of the conservation area and to 'have special regard' to the desirability of preserving the special interest and setting of nearby listed buildings. Case law has determined that these are matters to be given 'considerable importance and weight' in the planning process.

1.4 The NPPF provides the Government's national planning policy on the conservation of the historic environment. In respect of information requirements for applications, Paragraph 194 states the following:

'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'¹.

1.5 To comply with these requirements, Section 2 of this statement introduces the Application Site and describes its broad history in the context of the growth and development of this area of Manchester. Heritage assets with potential to be affected by the Proposed Development are identified in Section 3 and the significance and setting of assets with potential to be affected is described in Section 4. An assessment of the impact of the Proposed Development is set out in Section 5 and the Statement concludes with a summary and conclusions at Section 6.

1.6 This assessment has been undertaken on the basis of published information, proportionate archival research and has been informed by site visits. It has been prepared in accordance with Historic England Good Practice Advice on 'Managing

¹ MHCLG (2021) National Planning Policy Framework (NPPF) - para. 194

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

2. Site Context and Historic Development

Site Location and Context

- 2.1 The Application Site is broadly L shaped and bounded by Oldham Street to the north west, Warwick Street to the north east, Spear Street to the south east and a narrow yard access and adjacent buildings to the south west. It comprises a complex of buildings including two commercial properties fronting Oldham Street with extensions to the rear and a warehouse occupying the corner of Spear Street and Back Spear Street.

Historic Development

- 2.2 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 England² at that time. At the start of the 18th century the area of the Northern Quarter (including the future location of Oldham Street) was largely agricultural land under the ownership of the Lever Family. Initial development of the area during the 1750s and 1760s occurred to the west of the Site with the establishment of Church Street, Turner Street, Birchin Street and Union Street (see Figure 2.1).



Figure 2.1: 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.

- 2.3 The intention to create Oldham Street was identified ('The Intended Street'), aligned approximately north-east to south-west. It seems that the route already existed, but

² Taylor, S. & Holder, J. (2008) *Manchester's Northern Quarter. The greatest meer village*. English Heritage

as a private rather than public road. Mention is made in notes of a town's meeting held on November 26th 1772 that a proposal was made to *"give up to the use of the public a new road called Oldham Street, leading betwixt the top of Market Street Lane and the Ancoats Lane"*³. The note states that a decision on this matter was adjourned until 3rd December. The street was named after Adam Oldham a wealthy feltmaker. His house was one of the first buildings to be constructed along its length.



Figure 2.2: Extract from A Plan of Manchester and Salford. Drawn from an actual survey by William Green. Begun in the year 1787 and completed in 1794. Engraved by J. Thornton. The approximate location of the Site is marked in red. ©Manchester Archives and Local Studies

- 2.4 In 1780 a parcel of land to the east of Oldham Street was sold by Sir Ashton Lever to William Stevenson, a local landowner turned developer. He laid out a grid plan of streets centred on Stevenson Square, including Great Lever Street and Newton Street and extending between Piccadilly to the south and Ancoats Lane to the north. Although development within the area was begun according to a plan with the intention to create a unified scheme, historic plans show that building took place gradually. A plan by Thornton begun in 1787 and completed in 1794 (Figure 2.2) shows that whilst development had occurred along the key streets of Oldham Street and Great Ancoats to the north, there were a considerable number of undeveloped plots further west, including around Stevenson's Square and along Lever Street.

³ Note of meeting contained within Procter, R.W. (1874) *Memorials of Manchester Streets*. p.273

- 2.5 The plan (Figure 2.2) shows buildings present on the Site at this time. It is difficult to discern any detail, however it appears that larger properties fronted onto the wider primary street of Oldham Street, with smaller premises addressing Spear Street and Warwick Street.



Figure 2.3: Extract from A Pocket Plan of Manchester and Salford with the Latest Improvements. Published 1800. ©Manchester Archives and Local Studies. The approximate location of the Site is marked in red

- 2.6 Later plans (Figures 2.3 – 2.5) show that the wider area was gradually developed. Stevenson seems to have sold off relatively small parcels of land without development restrictions to individual builders or developers, leading to a slow rate of build progress and a lack of uniformity to building design across the area⁴. However, by 1813 (Figure 2.5) the area is shown to be almost entirely developed, with the exception of empty plots around Stevenson Square.

⁴ Taylor, S. & Holder, J. (2008) *Manchester's Northern Quarter. The greatest meer village*. English Heritage p20



Figure 2.4: Extract from Roper, J. A Plan of Manchester and Salford. Published 1807. ©Manchester Archives and Local Studies. The approximate location of the Site is marked in red



Figure 2.5: Extract from Pigot, J., Plan of Manchester and Salford. Published 1813. ©Manchester Archives and Local Studies. The approximate location of the Site is marked in red

- 2.7 Piecemeal development of the area meant that Stevenson's original intention for Stevenson Square and the surrounding area as a polite residential suburb was soon lost, with industrial uses quickly being introduced. However, in contrast, Oldham

Street seems to have maintained a higher status than many of the surrounding streets and an account from 1823 describes the street as follows:

“Oldham-Street is very spacious, and contains some very elegant shops and houses: the residence of some of our first professional men.”⁵

- 2.8 The text describes many of the different traders present on the street at that time, including a combination of residential and retail premises. Many houses on Oldham Street no longer generating adequate income from rents were converted for commercial use, or converted into public houses. No. 66 Oldham Street (now known as the Castle Hotel), and situated to the immediate south of the Site, is an example of this.



Figure 2.6: Extract from Pigot, J., Plan of Manchester and Salford. Published 1824. ©Manchester Archives and Local Studies. The approximate location of the Site is marked in red

⁵ Butterworth, J. (1823) A Complete History of the Cotton Trade: Including Also, that of the Silk, Calico-printing, & Hat Manufactories; with Remarks on Their Progress in Bolton, Bury, Stockport, Blackburn, and Wigan, to which is Added an Account of the Chief Mart of These Goods, the Town of Manchester.

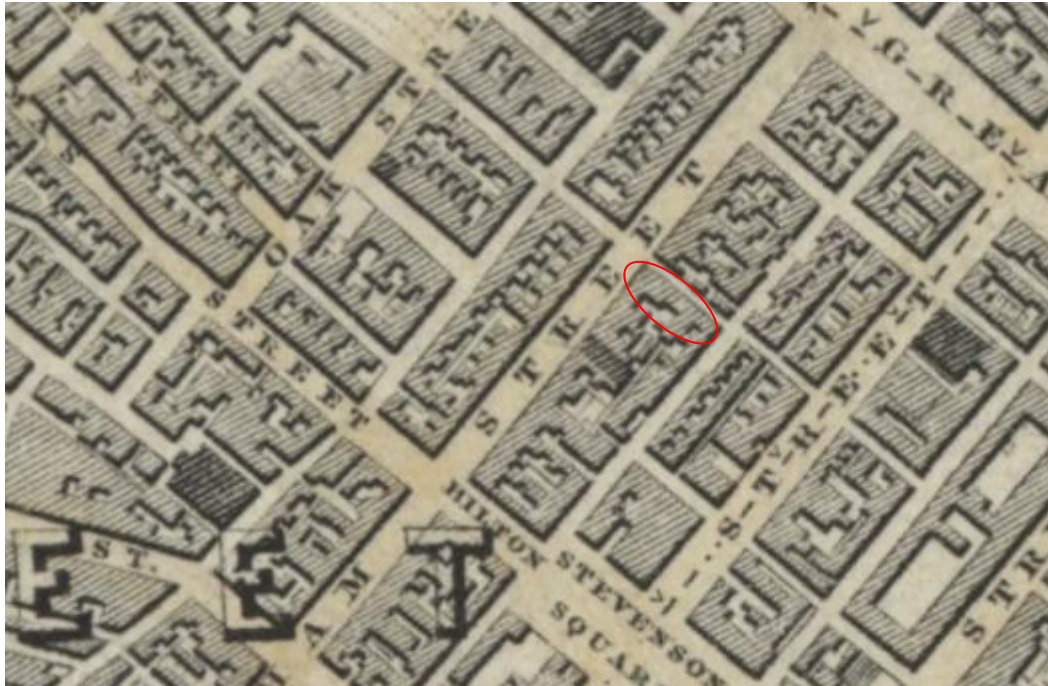


Figure 2.7: Ordnance Survey, Lancashire Sheet CIV (Manchester), Surveyed 1845, published 1848. 6" to 1 mile. The approximate location of the Site is marked in red

- 2.9 The Ordnance Survey Town Plan of Manchester, surveyed in 1848 (Figure 2.8) is the first plan to show the Site in detail. It shows 70 Oldham Street to be occupied by a public house known as The Cobden Arms. The adjacent property of 68 Oldham Street is not annotated and its use is unclear. To the rear, facing onto Warwick Street there are five separate properties marked, as well as a covered alleyway leading to a yard area to the rear. Three properties front onto Spear Street, the southern two with small yard areas at the rear, accessed from Back Spear Street.



Figure 2.8: Ordnance Survey, Town Plan of Manchester, Surveyed 1848 Published 1850, Sheets 24 & 29, Five foot to one mile. The approximate location of the Site is marked in red

- 2.10 Adshead's plan dating from 1851 (Figure 2.9) provides further information on how the buildings were used. No. 68 Oldham Street is marked as being in use as a warehouse or place of business. No. 70 Oldham Street is annotated as Larard's Still Vaults, and is shaded pink indicating use as a hotel, inn or public house. The adjacent property on Warwick Street to the rear has consistent shading and may have formed part of the same premises. The three central properties (nos. 4 – 8) fronting onto Warwick Street and the southern property fronting onto Spear Street were dwellings and all other buildings were warehouses or places of business.



Figure 2.9: Extract from 'Exchange Ward' sheet from Adshead's 24 illustrated maps of the township of Manchester: divided into municipal wards: Corrected to the 1st May 1851. The approximate location of the Site is marked in red. The key for the plan notes that pink shading denotes hotels, inns and public houses, black hatching warehouses and places of business and grey shading private houses.

- 2.11 Over the course of the 19th century Oldham Street had gradually developed from having wide range of retail premises, primarily occupying former domestic properties, to having a number of purpose built retail premises with eye-catching facades. Many 'warehouse' buildings were established, the term meaning a large retail premises rather than implying a wholesale function. This changed the grain of Oldham Street and surrounding streets, with the establishment of larger and often taller properties, including large windows for display and showrooms. The highest level of change occurred at the southern end of Oldham Street. Around the turn of the 20th century it

became common for property speculators to capitalise on the retail boom and to construct large purpose built shop premises, and gradually Oldham Street and the surrounding streets became dominated by haberdashers and drapers. By the beginning of the 20th century Oldham Street had become established as a key retail street within the city, with more clothing shops than any other street.

- 2.12 The Ordnance Survey surveyed in 1888 (Figure 2.10) shows that by this time the southern part of the Site fronting Spear Street had been redeveloped. The south western extent was occupied by a larger format rectangular building (comprised of two adjoining parts) and to the north-east of these was a rectangular plan building slightly set back from the street. To the north of this were two small square plan buildings (assumed to have been dwellings), an L-shaped building to the north west on Warwick Street and what is assumed to be an additional dwelling to the rear of the public house.
- 2.13 When the Ordnance Survey plan is compared with Adshead's plan of 1851, it is also clear that by 1888 the public house building fronting onto Oldham Street had been extended to the rear and established a longer elevation to Warwick Street.



Figure 2.10: Ordnance Survey, Lancashire Sheet CIV.7 (Manchester), Surveyed 1888 to 1891, published 1893. 25" to 1 mile. The approximate location of the Site is marked in red.

- 2.14 The 1888 GOAD insurance plan shows the arrangement of buildings within the Site and differs from the detail of the 1888 OS Map. 68 Oldham Street is shown to be occupied by a shop, with an area of glass roof to the rear. The extended public house at No. 70 Oldham Street is evident and, together with the neighbouring shop, is three storeys in height. No detail is given on the use of 6 Warwick Street, which is also marked as being three storeys in height and of stone or brick build. 8 Warwick Street was a shop and the buildings lining Spear Street from south to north were in use as a Bedding

Factory (61 Spear Street), an Underclothing Factory and Warehouse (63-65 Spear Street), a Rug Factory (67 Spear Street) and a plumbing business (69 & 71 Spear Street).

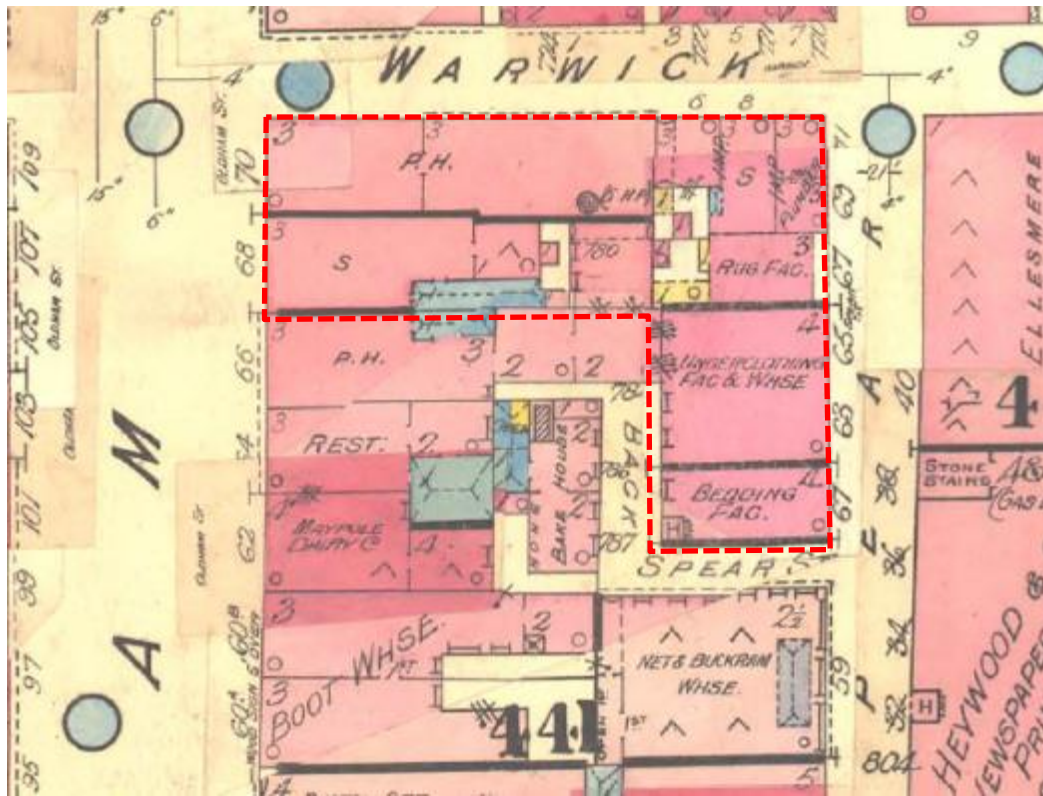


Figure 2.11: Goad Insurance Plan, Manchester, Vol. II. March 1888, with revisions to 1901. The extent of the Site is outlined in red.



Figure 2.12: Ordnance Survey, Lancashire Sheet CIV.7 (Manchester), Revised 1905, published 1908. 25" to 1 mile. The extent of the Site is outlined in red.



Figure 2.13: Ordnance Survey, Lancashire Sheet CIV.7 (Manchester), Revised 1915, published 1922. 25" to 1 mile. The extent of the Site is outlined in red.



Figure 2.14: Ordnance Survey, Lancashire Sheet CIV.7 (Manchester), Revised 1931-1932, published 1934. 25" to 1 mile. The extent of the Site is outlined in red.

- 2.15 The 1909 and 1922 editions of the Ordnance Survey plan (Figure 2.12 -2.13) show no evidence of change to the buildings within the Site, however by the 1930s (Figure 2.14) 68 and 70 Oldham Street had been amalgamated. The Goad Insurance plan of 1928 (Figure 2.15) provides further details of these changes and shows 68 and 70 Oldham Street used as a drapery at ground floor. Nos 2 and 4 Warwick Street are identified as 'Warwick Chambers' with the upper storeys occupied by offices and 6-8 Warwick Street was in use as a restaurant. Nos 61 and 63-65 Spear Street were amalgamated and utilised as a gown factory, 67 Spear Street was a shirt factory and 69 and 71 Spear Street was a shop.

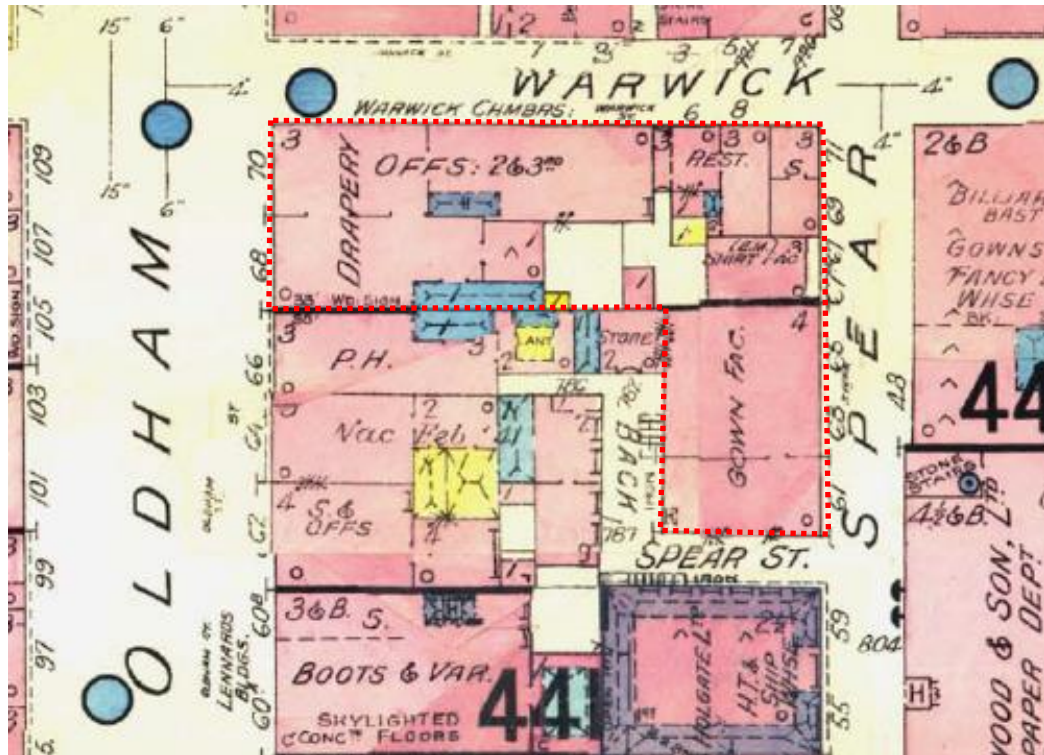


Figure 2.15: Goad Insurance Plan, Manchester, Vol. II. March 1928, with revisions to February 1943. The extent of the Site is outlined in red.

- 2.16 The 1965 edition of the Ordnance Survey plan is the first to show 68 and 70 Oldham Street as a single property extending to Spear Street. It is assumed therefore that the modern brick buildings within this part of the Site date to the mid-20th century.
- 2.17 Photographs of the Oldham Road elevation of the Site taken during the 1970s evidence that there have been no substantial changes since then.



Figure 2.16: Photograph showing the Castle Hotel in 1970. Taken from Manchester Libraries. Identifier GB127.m49388. Part of 68 Oldham Street is visible at the left hand side of the image.



Figure 2.17: The eastern side of Oldham Street in 1978. Taken from Manchester Libraries image identifier GN127.m03788. 70 Oldham Street is visible at the right hand side of the image, the ground floor of the property is occupied by Hardy & ?

- 2.18 During the 1970s the closure of Smithfield Market (to the west of Oldham Street) and development of the Arndale Centre shifted the retail focus of the city, resulting in the slow decline of the area and a high level of vacancy. More recent strategies have sought to reinvigorate the area, with many former retail premises converted for residential and other uses.



Figure 2.18: The eastern side of Oldham Street in 1985. Taken from Manchester Libraries image identifier GB127.M850/3/2/m95007. 68 & 70 Oldham Street is visible beyond the van towards the left hand of the image. The ground floor of the property bears signage which describes it as 'SHOE JR MARKET'

Summary

- 2.19 Historic map regression indicates that there were buildings on the Site from at least the late 1700s. At that time those fronting Oldham Street were likely to have been residences, with a combination of smaller dwellings and possibly commercial properties lining Warwick Street and Spear Street.
- 2.20 It is likely that the two existing buildings (68 and 70 Oldham Street) date from the mid to late 19th century. They are commercial in character, of increased height when

compared with earlier buildings on Oldham Street, and the detailing to 68 Oldham Street in particular appears stylistically Victorian. The warehouse replaced earlier buildings in the 1880s.

- 2.21 This pattern of development is consistent with the evolution of this area of Manchester and the creation of purpose-built retail premises with 'eye-catching facades' and warehouses during the 19th century.
- 2.22 Further analysis of the existing buildings within the Application Site and their contribution to the Stephenson Square Conservation Area is set out in Section 3.

3. The Heritage Assets

- 3.1 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”

Designated Heritage Assets

- 3.2 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.

Conservation Areas

- 3.3 The Site is adjacent to the northern boundary of the Stevenson Square Conservation Area, opposite the southern boundary of the Smithfield Conservation Area. Due to the location of the Site and the nature of the emerging proposals, this Statement focusses on the character and appearance (significance) of and impact on the Stevenson Square Conservation Area. Impact on the Smithfield Conservation Area as a result of development within its setting is also proportionately assessed, with reference to verified views.
- 3.4 Whilst there is no formal Character Appraisal or Management Plan for the Stevenson Square or Smithfield Conservation Areas, MCC has described the history and character of the designated areas on its website and reference has been made to those descriptions, as appropriate, in preparing this Statement, supplemented and supported by additional assessment.

Listed Buildings

- 3.5 There are a number of listed buildings near the Application Site. Those with potential to be affected by future development are listed at Table 3.1.

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

Listed Building	Grade
Castle Hotel	II
105 Oldham Street*	II
4, 6 and 8 Bradley Street (and attached screen walls) and	II
69 to 77 Lever Street (including 10 Bradley Street)	II

*105 Oldham Street appears to have been incorrectly listed at this address.

- 3.6 There are other listed buildings at greater distance (i.e. The City Public House to the north east on Oldham Street and 49 to 53 Tib Street to the north). A combination of distance and intervening buildings means that these grade II listed buildings are

unlikely to be affected by future development and they have not been assessed within this Statement.

- 3.7 There are no Historic Environment Records (HER) within the Site (confirmed by GMAAS on 3 August 2020).

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

Conservation Areas

- 4.2 Conservation areas are “areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.”
- 4.3 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.

Listed Buildings

- 4.4 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.

Setting

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

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral⁶.”

- 4.6 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 asset, nor a heritage designation, rather its importance lies in what it contributes to the significance of the relevant heritage asset itself.
- 4.7 Further guidance on the definition of setting and how it should be 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.

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)

The Northern Quarter

- 4.8 Although not a conservation area or formal heritage designation, the Site forms part of the Northern Quarter of Manchester. This provides context to the conservation areas in this part of the city and is a consideration in developing proposals for the Site.
- 4.9 During the 18th century, the area had been planned for middle-class residential development but Manchester's rapid growth at the end of the century brought pressure for industrial and commercial development and working class housing. As a result, the area developed piecemeal and without uniformity; leading to high variety in its character, layout and building typology. Brick-built Georgian townhouses and artisan houses, purpose built warehouses, Victorian pubs, markets, commercial chambers, multi-storeyed steel-framed Edwardian warehouses and post-war office blocks exist in close proximity.
- 4.10 The closure of Smithfield Market in the 1970s and the opening of the Arndale Centre nearby, which separated the Northern Quarter from the city's retail core, started the economic decline of the area. Since the mid-1990s regeneration has made the area an important and distinctive element of Manchester city centre; a process which began around 1987 with the designation of the Smithfield and Stevenson Square conservation areas by Manchester City Council. A Council-commissioned regeneration study (1993) established the name 'Northern Quarter' and the area was targeted as a focus for creative activities and 'alternative' shopping.
- 4.11 In 2008 Historic England published a book on 'Manchester's Northern Quarter' which recorded its built heritage, but also recognised the importance of the area's intangible heritage arising from its idiosyncrasy, cultural associations and *"individual counter-cultural nature."* The publication describes the area as follows:

*"Overall there are a few places where it displays the architectural good manners of its 18th century residential origin, or the functional consistency of Manchester's better known warehouse districts. Rather than purity, the area presents an arresting hotch-potch of form and function that is at once vital, complex and hybrid – the legacy of a rich multi layered past. It is a microcosm of Manchester's history, from its early industrial expansion, through its commercial heyday and decline to a new climate of regeneration."*⁸

Stevenson Square Conservation Area

- 4.12 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

- 4.13 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

⁸ Julian Holder in Historic England (2008) The Northern Quarter

residential area. However, the sale of land in small plots meant that development occurred more gradually. Oldham Street, originally a private lane, became a public road in 1772. It was initially lined by dwellings however low rental values meant that these were soon adapted for commercial use. By the latter half of the 19th century Oldham Street was predominantly a commercial street and was a focus for millinery and drapery shops. It remained a key retail street until the opening of the Arndale Centre in 1975 which shifted the focus of retailing in the city.

Character and Appearance

- 4.14 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 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.
- 4.15 Buildings lining Oldham Street are predominantly three and four storeys in height. There is however variety within that broad datum due to increased floor to ceiling heights and the blend of buildings of different ages and proportions, including Victorian and more recent buildings. The older buildings within the street typically create a finer grain of narrow frontages but there are examples of wider facades, particularly where infill development has taken place or historic plots have been amalgamated/combined.
- 4.16 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. That character is particularly evident and pronounced on Oldham Street where there are occasional older properties such as the Castle Hotel (grade II listed), interspersed with Victorian commercial buildings. The overriding characteristic is of a commercial street.
- 4.17 There is and a wide variety of commercial properties and the overriding impression and characteristic is of a commercial street. Many buildings unfortunately now have large modern shopfronts that dominate and conceal ground floors and influence the streetscape, but the quality of architecture is evident on upper floors. Above ground floor there are many facades with classical decoration, deep articulation, sash windows and occasional shaped gables.
- 4.18 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.
- 4.19 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.

Smithfield Conservation Area

History and Development

- 4.20 The area was originally designated by Manchester City Council in 1987 and abuts Stevenson Square Conservation Area to the east. The Smithfield Conservation Area represents the former market area of Manchester which developed in the 18th and 19th centuries. As with Stevenson Square, this area forms part of the 'Northern Quarter'.

Character and Appearance

- 4.21 This area was known as the centre for Manchester's food markets with various buildings extant from the 19th century including the Craft Centre, Smithfield Market Hall and the wholesale Fish Market. A number of commercial office buildings were constructed during this period, surrounding the market areas. Many of these buildings survive and are typically 3-4 storeys in height and constructed from red brick with sandstone dressings. There is a clear change in character towards Tib Street and Oldham Street with larger scale buildings constructed as part of the growing commercial nature of the area and the development of the cotton industry in the late 19th and early 20th century. Within the side streets of the conservation area are a number of small-scale houses dating from the 18th century, latterly converted for commercial use. More recently, modern infill developments have been constructed in and around the former market halls. As previously described, the Northern Quarter of which the conservation area forms part, is synonymous with creativity and bohemianism which binds together the otherwise varied historic and townscape character.

Listed Buildings

- 4.22 **66 Oldham Street (the Castle Hotel)** adjacent to the Site, is a grade II listed late 18th century house converted into a public house in the 19th century. It is a low and narrow three storey three bay building with a decorative glazed brown terracotta tiled front with Arts and Crafts lettering (associated with Kay's Atlas Brewery) and a symmetrical ground floor of pilasters flanking a central window with two outer doors. The upper stuccoed floors have sash windows in architraves with stone banding separating the floors and it has a modillioned eaves cornice beneath a slate roof. The interior is also of interest and has a 19th century plan and fittings.
- 4.23 The setting of the Castle Hotel is defined by Oldham Street and the predominantly 19th century commercial and highly mixed townscape it forms part of. Although not contemporary with neighbouring buildings it has a degree of group value with adjoining buildings (including the Site). It contributes to the variety of the street and draws distinction from its reduced scale and the simplicity of its upper floors that evidence its older age, in contrast to the other later Victorian and modern buildings in the street.
- 4.24 According to the list entry description for **105 Oldham Street (incorrectly listed at this address)** it was built as a small town house in the late 18th century and is of significance as a rare example of a domestic building close to the city centre. It is of three low storeys and two bays with an altered ground floor and in painted brick. The list

description refers to segmental headed sash windows at first floor and nine pane sash windows at second floor, both with raised sills and exposed boxes.

- 4.25 The setting of this listed building has similar characteristics and attributes to the Castle Hotel. It is differentiated from other buildings in the street and its increased age is evident due to its reduced scale. It is experienced as part of a continuous and mixed frontage lining the northern side of Oldham Street.
- 4.26 Nos **69 to 77 Lever Street** are a row of late 18th century townhouses in brown brick with slate roofs. Each house is of three bays with three floors of sash windows and a doorway positioned to the left with a pedimented Tuscan doorcase (with the exception of No 79 which has a doorcase to the right side). There is a continuous dentilled and modillioned wooden eaves cornice across the row. Connected to rear is No.10 Bradley Street, a three storey five window range.
- 4.27 69 to 77 Lever Street form a group with the separately grade II listed **Nos 4, 6 and 8 Bradley Street** to the rear. This listing comprises six small dwellings (linked by screen walls) that date to the late 18th century and are attributed to Charles Bradley, who was also responsible for the adjoining townhouses. The list description notes that they may have originally formed outriggers to the townhouses and they are identified as a rare survival in the city. An observation is made in the Pevsner Architectural Guide to Manchester about the 'striking' contrast between the small houses on the street frontage and the tiny dwellings behind. It also notes that the whole range was rebuilt in 1996 and 'so it all looks regular and new'.
- 4.28 The setting of these listed buildings is defined by their group value and the relationship they establish to both Lever Street (the townhouses) and Bradley Street (the 'tiny' dwellings). The original setting of the Bradley Street buildings would have comprised a dense residential and commercial area, with views of the dwellings impeded by the narrow street they occupied. Despite their current mixed and changed setting, including modern development (Griffin House and The Hive), the Lever Street terrace remains distinctive due to the length and repetitiveness of the façade (punctuated by the pedimented doorcases) and the effect of the formal town houses contrasted with modern buildings of increased scale. The Bradley Street dwellings have a more fragmented setting. They lost context due to the demolition of former buildings opposite, however a replacement building is currently under construction.

Contribution made by the Application Site

- 4.29 The Application Site comprises a complex of buildings including two to Oldham Street, extensions lining Warwick and Spear Street and a separate standalone warehouse. These buildings are described and their contribution to the Stevenson Square Conservation Area and nearby listed buildings is considered below.
- 4.30 **68 Oldham Street** is a three storey Classical building of brick construction with a painted render/stucco finish. It has a narrow three bay façade separated by pilasters of varying detail and between the first and second floors is a frieze decorated with acanthus leaves and dentilation. The first and second floor windows are in deep reveals. Those at first floor are in arched architraves with a central keystone and the

second floor windows have flat arched heads with a deep cornice above. The building has a flat parapet, broken by a central arched pediment displaying the number 68.

- 4.31 The lower stages of the first floor windows are partially hidden by a large and unsympathetic modern shopfront which extends across the adjacent 70 Oldham Street.
- 4.32 Goad Maps and Slater's Trade Directories suggest that No 68 was a purpose built shop (likely to have been a tailors) before it was combined with No70 to create a large drapery premises.
- 4.33 The adjoining **70 Oldham Street** is a more understated Classical building of painted brick with stone detailing and diminishing proportions. It is also three storeys in height and has a narrow façade of three bays with outer pilasters. There are sash windows at first and second floor in deep reveals with keystones, the central of which at first floor has a triangular pediment. There is dentilation and banding above the first and second floor windows and the building has a plain parapet. The ground floor is covered by the large modern shopfront that unites 68 and 70 Oldham Street and is assumed to originally date from the early 20th century when the two buildings were combined.
- 4.34 No 70 Oldham Street was built as a public house (the 'Cobden Arms' then 'Larards Still') before being converted as part of a larger drapers.
- 4.35 Nos 68 and 70 were built as two separate buildings. The exact date of their construction is not known but they are assumed to both date from the mid to late 19th century. When the two buildings were united internal dividing walls were removed and the floors within No 70 were removed and lowered to align with No 68. The chimney breast and chimney to No 70 was also removed and there is evidence of re-building on the side elevation facing Warwick Street.
- 4.36 **2-4 Warwick Street** and **67-71 Spear Street** is comprised of broadly three phases. The extent of the original building (no 70) with its dentilled eaves is evident at the junction of Oldham Street and Warwick Street, covered by a single hipped roof. Adjacent to this is a lower initial pitched roof extension in banded brick with a single window at first floor (with a separate small extension to the rear of No 68). Connected to this is a modern three bay extension with a pitched roof (with a lean to at the rear) and extending south eastwards on Warwick Street and Spear Street is a large modern flat roofed L-shaped red brick extension, both of which are assumed to date from the mid 20th century when Nos 68 and 70 were first shown as a single building on Ordnance Survey plans. Windows at ground floor level of both the Warwick Street and Spear Street elevations have all been infilled, leaving the original painted concrete upper sills visible. Regularly spaced windows are visible at first floor in thin concrete frames and there is a door at the southern end of the Spear Street elevation.
- 4.37 Historic map regression indicates that there may be elements/components of earlier extensions within the area to the rear of No 68 and 70 Oldham Street and not currently clearly visible from Warwick Street or Spear Street. These have however been altered and subsumed into later extensions that now fill the internal courtyard. These have been identified in the Archaeological Desk Based Assessment prepared by Salford Archaeology and can be viewed and recorded as part of the recommended building recordings.

- 4.38 **61-65 Spear Street** is a four storey brick built warehouse with a largely concealed double pitched roof, dating to the 1880s. It presents six bays of sash windows with painted stone lintels and arched brick window heads to Spear Street. The north west facing elevation has a vertical bay of fixed loading doors (with a curved corner to Back Spear Street and evidence of a hoist cover at roof level) and a cast iron staircase bearing initials.
- 4.39 Banded concrete has been added at ground floor of the Spear Street elevation, together with a large modern office entrance in a stone surround. There is a simple graduated brick detailing at cornice level and there is variation in brickwork at the upper levels of the building that suggests alteration and/or limited rebuilding.
- 4.40 Historic mapping and Goad maps suggest that when originally built the warehouse was comprised of two adjoining premises with a structural dividing wall. The smaller southern portion with loading doors was used as a bedding factory and the adjoining larger unit was an underclothing factory and warehouse. The 1928 Goad Map at Figure 2.15 (revised in 1943) shows that the two units had been connected to create one large gown factory.
- 4.41 More recently the floorplan and internal walls of the building have been altered to create a circulation and lift core to service office accommodation.
- 4.42 The history and development of the Site resonates with the changing characteristics of this part of the conservation area during the mid to late 19th century. The two remaining commercial buildings and warehouse reflect the common building typologies and evolving variety of uses found on Oldham Street and adjoining streets during this time, including public houses and the prevalence of haberdashers, drapers and clothing warehouses.
- 4.43 The differentiation and change in character between the more formal relationship of the commercial buildings on Oldham Street with their 'eye-catching facades' and the narrower and secondary character of Warwick Street, Spear Street and Back Spear Street is a characteristic of the Stevenson Square Conservation Area, the Smithfield Conservation Area and the Northern Quarter.
- 4.44 In townscape and architectural terms, the contribution made by the commercial buildings lining Oldham Street is particularly pronounced, including the classical proportions of both buildings, their contribution as a pair, and the depth and enhanced detailing to No 68, including the shaped pediment. They also contribute to the character and appearance of the adjacent Smithfield Conservation Area in relation to the Oldham Street frontage and its role within the setting of that designated area.
- 4.45 The large modern shopfront that conceals the ground floors of both buildings is negative and dominant and diminishes the contribution they make. The extensions to the rear lining Warwick Street and Spear Street are functional and neutral.
- 4.46 Warehouses are a common and characteristic building typology within the conservation area. Although not having the architectural flourishes or pretension of other warehouses within the designated area (some of which are listed), the Spear Street warehouse is a simple functional building, expressing its former use. Its simple

repetitive windows, curved rear corner, extant loading bay and cast iron stair contribute to its townscape presence and contribution to the conservation area. The concrete rustication of the building at ground floor and modern office entrance conceal the fabric of the building and are negative additions.

- 4.47 The existing commercial buildings at 68 and 70 Oldham Street, although later than the Castle Hotel and 105 Oldham Street, do have a presence and contribute to the character of the street. In this respect they also make a degree of contribution to the significance of these listed buildings, as part of their setting. This relationship is more legible between the Castle Hotel and the existing buildings, albeit diminished by their existing deteriorated state and the modern shopfront and fascia at ground floor.
- 4.48 The Application Site is not visible from 69 to 77 Lever Street and only obliquely from Nos 4, 6 and 8 Bradley Street. The lack of a clear visual connection and no other known historic or functional associations means that the site forms part of the physical surroundings and setting of these listed buildings but is not considered to contribute to their significance.

5. Assessment of Impact

Introduction

- 5.1 Under s72(1) and s66 (1) of The Planning (Listed Buildings and Conservation Areas) Act 1990, MCC, in determining the submitted planning application, has statutory duties to pay special attention to the desirability of preserving or enhancing the character or appearance of the Stephenson Square Conservation Area and to have special regard to the desirability of preserving the special interest and setting of listed buildings.
- 5.2 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.
- 5.3 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.'
- 5.4 Paragraphs 200 and 201 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.
- 5.5 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.
- 5.6 The relevant heritage legislation, policy and guidance context for consideration of the Proposed Development is also set out at **Appendix 1**.

Pre-Application

- 5.7 Detailed pre-application discussions have been held with MCC and Historic England (HE) during development of the scheme proposals.
- 5.8 Key themes from the advice received from HE were as follows:

"The site is located in an area of the city centre which was originally intended to be laid out as an affluent residential district. It gradually began to acquire a more industrial character, with the influx of a number of small industries and businesses, which gave way again in the nineteenth century to the influx of commercial buildings, many of which were associated with clothing and fashion. The area is designated as the Stephenson Square Conservation Area, which is characterised by the quality of the

surviving nineteenth and early twentieth century buildings, and by the variety of their scale, massing and design. This gives it a diverse and organic character. The site provides good evidence of this varied nature, as it is occupied by two striking commercial buildings fronting onto Oldham Street, and a smaller-scale warehouse on the narrower Spear Street to the rear. These buildings also reflect this attractive and varied architectural character, with the former being more ostentatious, and the latter more functional.”

“The buildings fronting onto Oldham Street have considerable architectural ornamentation across their facades. They were clearly intended to be visually arresting and enticing buildings, a conscious result of their commercial function. This contribution to Oldham Street has, however, been partially diminished by the introduction of a large twentieth century shopfront at ground floor level, which cuts across the architectural detailing, and obscures the ability to read them as two separate buildings.”

“To the rear, the surviving three storey warehouse, of probable later nineteenth century construction, is an architecturally robust building, constructed in red brick in a functional but attractive style. The historic use of the building is still clearly legible, and it forms part of a group of smaller scale warehouses and industrial buildings, which make a considerable contribution to our understanding of the evolution of Manchester. This group is also often overlooked when compared to the larger mills which dominate areas of the city centre, but they are widely proliferated, and contribute considerably to the character and appearance of a number of city centre conservation areas.”

- 5.9 HE supported removal of the current modern shopfront from the Oldham Street frontage, reinstatement of subdivision at ground floor and demolition of modern extensions to the rear of 68-70 Oldham Street. Whilst a matter of potential public benefit to be weighed by MCC in the planning process, HE encouraged consideration of how reactivation on Spear Street and Warwick Street could allow the character and appearance of the conservation area to be better and more widely experienced. Retention, integration and conversion of the warehouse on Spear Street was recommended.
- 5.10 Whilst recognising the characteristic variation in building heights and forms within the conservation area, and an approved scheme for buildings of increased height of the adjacent site, HE expressed concerns over the scale of the new proposed building. It was advised that should the proposals proceed at that height, a detailed evidence base would be required, including a robust viability report. It was also requested that further consideration be given to how the massing of the Warwick Street elevation could be broken up further.

The Proposed Development

- 5.11 The Proposed Development can be described in three component parts:
- 5.12 **Oldham Street** – The facades Nos 68 and 70 Oldham Street will be retained with as much internal structure retained as possible. This includes the majority of internal floors at levels 01 and 02 of No 68 with localised repairs, insulation and service and riser penetrations, the party wall to the Castle Hotel and part to No 70, the rear wall, a rear corner nib (likely the existing corner of the original building) and the basement.

The existing single ground floor shopfront and signage spanning both frontages will be removed and the ground floor of both buildings reinstated with a new brick façade comprised of windows, a door and glazed terracotta tiles in a burnt ochre/umber colour. General repairs will be undertaken to the building facades and windows will be replaced with units of suitable specification. It is proposed that a painted finish would be retained but replenished and in a shade of white/cream, to be agreed.

- 5.13 **New Building** – A new light/white brick building is proposed to the rear of the Oldham Street frontage, extending along Warwick Street (with a chamfered corner to Spear Street) and connecting to the existing retained warehouse on Spear Street. The building steps up from six storeys behind the Oldham Street frontage to 10 storeys at its tallest/highest. The building will be rusticated at ground floor with regular window openings and the main entrance in the Warwick Street elevation. Accents are proposed around windows and at the main entrance in the same glazed terracotta tiling as the Oldham Street frontage. All floors up to seventh are expressed with a horizontal string course in precast concrete/GRC and floors four to six have an additional vertical rib. The upper floors (seven to 10) are differentiated in zinc shingle cladding.
- 5.14 **Spear Street Warehouse** – The former warehouse is retained and extended upwards with a three storey extension in red brick with vertical ribs. Existing modern concrete rustication at ground floor will be removed and the elevation made good, with two new entrances created, consistent with the historic arrangement.

Impact on the Stephenson Square Conservation Area

- 5.15 The character, appearance and significance of the Stephenson Square Conservation Area is defined, in summary, by its early origins and history as a polite residential estate, evolving into an area defined by commerce/trade and industry. Although occasional 18th century buildings remain (i.e. The Castle Hotel), 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 and commercial buildings. With the exception of the regular arrangement of streets, there is little uniformity to the conservation area and the buildings exhibit a variety of architectural styles, typologies and materials. That character is particularly pronounced on Oldham Street where the overriding characteristic is of an eclectic commercial street.
- 5.16 It is recognised that the history and development of the Site resonates with the changing characteristics of this part of the conservation area during the mid to late 19th century. The two remaining commercial buildings and warehouse reflect the common building typologies and evolving variety of uses found on Oldham Street and adjoining streets. The differentiation and change in character between the more formal relationship of the commercial buildings on Oldham Street with their 'eye-catching facades' and the narrower and secondary character of Warwick Street, Spear Street, Back Spear Street and the warehouse is also characteristic.

- 5.17 Assessment of the impact of the Proposed Development on the Stephenson Square Conservation Area can be undertaken by considering the component parts of the scheme.

Oldham Street

- 5.18 Nos 68 and 70 Oldham Street have now been vacant for a number of years and this lack of use and associated maintenance has led to their deterioration. The applicant acquired the buildings in 2020 and agreed with MCC a range of urgent repair works to the façade of No 68 to address a risk of falling masonry.
- 5.19 The Proposed Development will enhance the Oldham Street facades through a series of repairs to be specified through planning conditions, including replacement windows of suitable specification. It is proposed to maintain a painted finish to both. Although the facades are likely to have been exposed brick when built, they have been covered for a number of years and it is expected that the quality and appearance of the brickwork underneath would be variable.
- 5.20 The ground floor of both buildings was removed when a substantial shopfront and signage fascia was added in the 20th century. Not only did this unify the two buildings, it also cuts across the base of the first floor windows of No 68 and obscures the lower stages of its façade. By removing and replacing the shopfront and fascia, a series of enhancements can be made. The proposed approach, although also of consistent height, reintroduces the delineation and expression of two separate buildings at ground floor, is of improved proportions, reveals the entirety of the first floor windows of No 68 and exposes the currently concealed lower stages of the façade. It creates new ground floor 'shopfronts', which although contemporary, have a more traditional balance of solid to void when compared with the expansive glazing of the existing.
- 5.21 The use of profiled/glazed terracotta tiles in a rich colour references the traditional retail and pub frontages of Oldham Street and resonates with the commercial character of the route (as one of the city's premier shopping streets during the 19th century) and the host buildings, originally built as a public house and a shop. Although a contemporary interpretation, these works can strongly enhance the Oldham Street façade, when compared with the existing arrangement and their deteriorated state/condition.

New Building

- 5.22 The use of brick as the predominant building material is appropriate and consistent with the character and appearance of both the Stephenson Square and Smithfield Conservation Areas. White/light brickwork is less common or is generally reserved for secondary and rear elevations or lightwells, however it is a means here of referencing the prevailing material of the conservation area. It will also create consistency of approach and simplify the relationship between the retained Nos 68 and 70 Oldham Street and the new build extending behind. A range of accents are proposed that have been influenced by existing buildings of the conservation area and Northern Quarter and can ensure the proposed building contributes to local character and distinctiveness.
- 5.23 HE drew attention to and provided feedback on the expanse of the Warwick Street elevation during pre-application discussions. This element of the scheme has been

revised. It is considered that the increased expression of the base (rusticated), middle and top, the balance of vertical ribs and horizontal banding, and zinc shingle cladding to reflect and lighten the upper stages has broken down and created a more varied elevation. The main hotel entrance on Warwick Street, flanked by glazed tiles, will activate the elevation. Overall, it is considered that the new building respects the simplicity and hierarchy of a secondary street in the conservation area.

- 5.24 The existing buildings fronting Oldham Street extend to three storeys in height. The proposed new building is set back from the existing frontage and is three additional storeys in height. It then steps up again by an additional four storeys, to reach a maximum height of 10 storeys (ground plus nine).
- 5.25 The new building will occupy an area in the eastern part of the conservation area where there are existing and proposed buildings of increased height. The relationship of the Application Site with this existing and emerging context is illustrated at Figure 5.1, taken from the Design and Access Statement. This diagram shows a pattern of taller buildings to the south, diminishing in height towards Oldham Street.

Figure 5.1: Existing and emerging building heights



- 5.26 Whilst there is variety and syncopation to the buildings lining Oldham Street, it is recognised that, with exception of the neighbouring development at 76 to 82 Oldham Street, there remains a broad datum created by buildings of three and four storeys. To respect this townscape and conservation area character, and the presence of the existing retained buildings, the new building of increased height has been set back from the Oldham Street frontage, with increased height stepped towards the southern boundary of the site on Spear Street. The height of the Proposed Development steps down again to seven storeys at the Spear Street warehouse (existing warehouse at four storeys with three additional floors created through rooftop extension).
- 5.27 Although set back from Oldham Street, there will be some loss of the expression of the building envelopes of 68 and 70 Oldham Street by the removal of their separate pitched roofs, the replacement side elevation to No 70 and the upward extension of

the new building. However, it is recognised that it is currently difficult to discern the existing roofscape due to the level of enclosure created by the street pattern and buildings and the pronounced parapet that conceals the existing roof form in views.

- 5.28 A Zone of Theoretical Visibility (ZTV) was produced to understand where in the surrounding townscape the Proposed Development is likely to be visible. This consideration of visibility was used to identify key visual receptors and key views with potential to be affected by the Proposed Development and to inform the selection of representative views.
- 5.29 Ten representative viewpoints were identified to reflect these receptors. An assessment made of the character and quality of the existing view from these viewpoints is set out in the separate Townscape and Visual Impact Assessment (TVIA), prepared by Turley.
- 5.30 The ZTV, used as a guide, illustrates that although taller than the existing buildings within the Application Site and the neighbouring development, at its highest point, the visual impact of the Proposed Development is localised and contained by the density and arrangement of development within the conservation area and neighbouring streets. The ZTV and corresponding verified visualisations show that the Proposed Development will principally be visible from the linear corridors of Oldham Street, Spear Street and the shorter Warwick Street. With the exception of close range views, in a number of other views through the conservation area, including from Stephenson Square, the Proposed Development will be viewed obliquely. Only the upper stages of the new building and warehouse extension will be visible due to the grid street arrangement and level of enclosure created by existing built form. This visual impact, including proposed building materials, is illustrated by Viewpoints 10, 2, 8, 5 and 7 at Figures 5.2 to 5.6.

Figure 5.2: Final Viewpoint 10 | Oldham Street

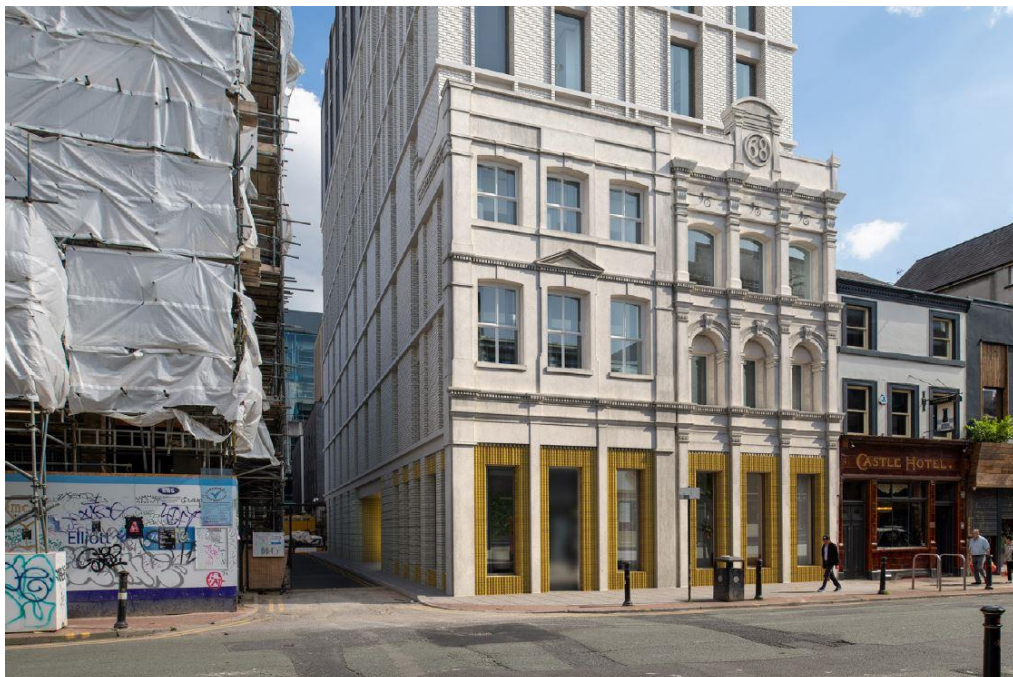


Figure 5.3: Final Viewpoint 2 | Oldham Street



Figure 5.4: Final Viewpoint 8 | Oldham Street



Figure 5.5: Final Viewpoint 5 | Spear Street



Figure 5.6: Final Viewpoint 7 | Spear Street



Spear Street Warehouse

- 5.31 Removal of the rusticated concrete finish from the ground floor and the reinstatement of original door openings in the southern elevation are works of restoration that will enhance the appearance and significance of the former warehouse. A three storey extension is proposed that will result in removal of the existing roof. The proposed extension is in a varied red brick and intended to provide continuity of materials, with both the existing warehouse and the white brick of the new building, beyond. A simple

and ordered extension is proposed with a mix of horizontal and vertical banding and fins, to create a lighter volume in contrast to the weight and robustness of the former warehouse.

- 5.32 Overall, the Proposed Development will have a combination of positive and negative effects on the Stephenson Square Conservation Area. Despite the introduction of buildings of increased height in this part of the conservation area, the Proposed Development, at its maximum of 10 storeys, would exceed these building heights and would therefore be a tall building, within this context. As a result of this deviation from the prevailing character and appearance of the conservation area, and the expected visual impact of this increased height, it is considered that there would be a degree of harm to the significance of the conservation area. Due to the stepped arrangement of the proposed building, together with the expected level of visual impact, informed by the ZTV and professional judgement, and the design and materials of the Proposed Development, the level of harm is considered to be 'less than substantial'. When taken together with the loss of expression of the Oldham Street buildings and the impact of a three storey extension above the existing Spear Street warehouse, harm to the conservation area remains 'less than substantial', but is increased to a moderate level.

Impact on the Smithfield Conservation Area

- 5.33 The Smithfield Conservation Area extends northwards from Oldham Street and includes the northern side of Oldham Street, opposite the Application Site.
- 5.34 The Proposed Development will be clearly visible from the southern boundary of the conservation area, but visual impact from the remainder of the conservation area will be limited. The ZTV included with the TVIA indicates that visibility would be focussed on Oldham Street itself and Warwick Street. From these areas the repaired frontage to Oldham Street would be appreciable, together with the new building behind, in a combination of oblique and more direct views, closer to the site. Although this increased height would also deviate from prevailing building heights of the Smithfield Conservation Area, impact on the designated area as a whole is far more restricted and less than identified in relation to the Stephenson Square Conservation Area. Overall, and taking into consideration its existing mixed setting, it is not considered that this change within the setting of the conservation area would reduce its significance or harm the character or appearance of the designated area.

Impact on Listed Buildings

- 5.35 The grade II listed Castle Hotel fronts Oldham Street and is adjacent to the Application Site. It is considered that the repair of the Oldham Street façade and the removal and replacement of the existing unsympathetic and dominant 20th century shopfront and fascia would result in an improved relationship with the Castle Hotel at street level. The proposed use glazed tiles in a rich colour palette references the arts and crafts lettering and pub frontage of the listed building without creating a competitive replica. Although set back from the Oldham Street façade, the increased height of the Proposed Development would be visible in oblique views from Oldham Street. The Castle Hotel would be experienced in combination with the larger building, and there would be a degree of discord and distraction.

- 5.36 Overall, however it is not considered that the significance of the listed building would be harmed. It is principally experienced in close range views on Oldham Street, where the scale, age and architectural interest of the public house is appreciable. It is not considered that oblique views of the Proposed Development, in combination with the public house, would diminish or harm its significance. It is already experienced as part of an eclectic and characterful street where there are a variety of building styles and ages.
- 5.37 The increased height of the Proposed Development would be visible in oblique views from 105 Oldham Street, however it is not considered that the overall character of the setting of the listed building would change, to the extent that its significance would be harmed. The asset is already experienced in a commercial street of mixed character and including buildings of varying height. The Proposed Development would be taller than prevailing building heights, but it is not considered that the historic or architectural interest of the listed building or the ability to appreciate that significance would be diminished or harmed.
- 5.38 The Proposed Development will be clearly visible from the junction of Lever Street and Warwick Street and is likely to be visible above the roofscape of the grade II listed townhouses at 69 to 77 Lever Street in views northwards from Houldsworth Street. In these views it will be set back beyond The Hive and would be viewed in combination with the development currently being implemented at 76 to 82 Oldham Street. Their group value with the separately grade II listed Nos 4, 6 and 8 Bradley Street to the rear would not be affected, nor would their distinctiveness when viewed and experienced from Lever Street itself. These listed buildings already occupy an urban, mixed and changed setting including modern buildings of increased scale. It is not considered that the Proposed Development would visually impact or change the character of the setting of the townhouses to the extent that their significance would be harmed.
- 5.39 The original setting of the grade II listed Bradley Street dwellings would have comprised a dense residential and commercial area, with views of the dwellings impeded by the narrow street they occupied. It is expected that views of the Proposed Development from Bradley Street would be restricted by the building being constructed on intervening land and that although there would be change within the setting of these assets, their significance, principally attributed to their historic interest, would be unaffected.

Statutory Duties, National and Local Planning Policy

- 5.40 It has been concluded that there would be no harm to the significance of the Castle Hotel, other nearby listed buildings or the Smithfield Conservation Area.
- 5.41 It has been established that the Proposed Development will have a combination of positive and negative effects on the Stephenson Square Conservation Area. Due to deviation from the prevailing character and appearance of the conservation area, and the expected visual impact of increased height, it is considered that there would be a degree of harm to the significance of the conservation area. The level of harm is considered to be 'less than substantial'. When taken together with the loss of expression of the Oldham Street buildings and the impact of a three storey extension

above the existing Spear Street warehouse, harm to the conservation area remains 'less than substantial', but is increased to a moderate level.

5.42 Paragraph 202 of the NPPF is therefore engaged with 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."

5.43 PPG confirms that public benefits (including heritage 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.

5.44 The Proposed Development delivers a range of public benefits. The heritage benefits delivered by the scheme are as follows:

- Re-use and restoration of No 68 Oldham Street and partial re-use and restoration of No 70, both of which are vacant, in a poor state of repair and at further risk of deterioration.
- Removal of an existing dominant and unsympathetic shopfront and fascia and replacement with a reinstated sympathetic ground floor to Nos 68 and 70 Oldham Street.
- The opportunity for long term viable use of the Spear Street Warehouse, which, whilst in current office use, will soon be vacant and does not have strong market appeal.
- Activation of Warwick Street and Spear Street, enlivening and enhancing experience of these routes, whilst also respecting their secondary character.
- Enhancement of the Spear Street Warehouse including removal of ground floor concrete finish and reinstatement of former entrances.

5.45 A full review of the public benefits of the Proposed Development, including heritage benefits, and the balancing of identified harm with those benefits is undertaken in the accompanying Planning Statement prepared by Turley, 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.

Local Planning Policy

5.46 In accordance with Policies EN2 and EN3 of the Manchester Core Strategy and Policy DC18.1 of the saved Citywide Development Control Policies, the Proposed Development will partially sustain the significance of the historic environment, including nearby listed buildings. It complies with Policy DC19 by preserving those elements of setting that contribute to the significance of the identified listed buildings.

- 5.47 There is partial conflict with Core Strategy Policy EN3 insofar as it states that developments must be designed to support the Council in preserving or, where possible, enhancing the historic environment. Given the finding that less than substantial harm will arise, this does not constitute preservation or enhancement. However, the proposals will enable the re-use of the Spear Street warehouse and retention and restoration of the original frontages to Oldham Street, and overall will convey a number of heritage benefits. The proposals do retain, in large part, those elements of the Application Site that contribute to the Stephenson Square Conservation Area, respect the changing characteristics and street hierarchy between Oldham Street, Warwick Street and Spear Street and propose a development that will contribute to local character and distinctiveness.
- 5.48 The identified harm arising from the impact of the height of the Proposed Development, should be addressed in accordance with the statutory duty of the 1990 Act and requirements of the NPPF.

6. Summary and Conclusions

- 6.1 This Heritage Statement has been prepared on behalf of Jadebricks Manchester Limited in connection with a full planning application for the partial demolition, alteration and extension of existing buildings and erection of a new building ('the Proposed Development') at 68 – 70 Oldham Street and 61-65 Spear Street in Manchester ('the Application Site').
- 6.2 The Application Site is located within the Stevenson Square Conservation Area, close to the boundary of the Smithfield Conservation Area. The grade II listed Castle Hotel adjoins 68 Oldham Street and there are other listed buildings within the surrounding area. MCC therefore, in determining the submitted planning application, has statutory duties under the Planning (Listed Buildings and Conservation Areas) Act 1990 to 'pay special attention' to the desirability of preserving or enhancing the character or appearance of the conservation area and to 'have special regard' to the desirability of preserving the special interest and setting of nearby listed buildings. Case law has determined that these are matters to be given 'considerable importance and weight' in the planning process.
- 6.3 It is recognised, that the history and development of the Site resonates with the changing characteristics of this part of the conservation area during the mid to late 19th century. The two remaining commercial buildings and warehouse reflect the common building typologies and evolving variety of uses found on Oldham Street and adjoining streets. The differentiation and change in character between the more formal relationship of the commercial buildings on Oldham Street with their 'eye-catching facades' and the narrower and secondary character of Warwick Street, Spear Street, Back Spear Street and the warehouse is also characteristic.
- 6.4 Detailed pre-application discussions have been held with MCC and HE during development of the scheme proposals.
- 6.5 Based on our assessment of heritage assets with potential to be affected by the Proposed Development, it has been concluded that there would be no harm to the significance of the Castle Hotel, other nearby listed buildings or the Smithfield Conservation Area.
- 6.6 It has been established that the Proposed Development will have a combination of positive and negative effects on the Stephenson Square Conservation Area. Due to deviation from the prevailing character and appearance of the conservation area, and the expected visual impact of increased height, it is considered that there would be a degree of harm to the significance of the conservation area. The level of harm is considered to be 'less than substantial'. When taken together with the loss of expression of the Oldham Street buildings and the impact of a three storey extension above the existing Spear Street warehouse, harm to the conservation area remains 'less than substantial', but is increased to a moderate level.
- 6.7 Paragraph 202 of the NPPF is therefore engaged with states the following:

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

6.8 The Proposed Development delivers a range of public benefits. The heritage benefits delivered by the scheme are as follows:

- Re-use and restoration of No 68 Oldham Street and partial re-use and restoration of No 70, both of which are vacant, in a poor state of repair and at further risk of deterioration.
- Removal of an existing dominant and unsympathetic shopfront and fascia and replacement with a reinstated sympathetic ground floor to Nos 68 and 70 Oldham Street.
- The opportunity for long term viable use of the Spear Street Warehouse, which, whilst in current office use, will soon be vacant and does not have strong market appeal.
- Activation of Warwick Street and Spear Street, enlivening and enhancing experience of these routes, whilst also respecting their secondary character.
- Enhancement of the Spear Street Warehouse including removal of ground floor concrete finish and reinstatement of former entrances.

6.9 A full review of the public benefits of the Proposed Development, including heritage benefits, and the balancing of identified harm with those benefits is undertaken in the accompanying Planning Statement prepared by Turley, 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: Legislation, National and Local Planning Policy

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

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

Paragraph 197 of the NPPF states that planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 199 states that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. Conservation is defined as:

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

Paragraph 200 confirms that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

Paragraph 201 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

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

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

Paragraph 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 the asset (or which better reveal its significance) should be treated favourably.

In weighing applications that directly or indirectly affect non-designated heritage assets, Paragraph 203 of the NPPF states that a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

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

- “Are of excellent design quality,
- Are appropriately located,
- Contribute positively to sustainability,
- Contribute positively to place making, for example as a landmark, terminating a view, or by signposting a facility of significance, and
- Will bring significant regeneration benefits.”

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

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

New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains...’

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

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

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

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

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

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

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

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

“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...”

Guidance

National Planning Practice Guidance

Whilst not planning policy the 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.

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

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

Guidance: Historic England Good Practice Advice in Planning Note 3 (Second Edition) (December 2017) ‘The Setting of Heritage Assets’

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

The guidance clarifies that there can be a distinction between views that are valued for reasons other than their contribution to heritage significance such as 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. It also clarifies that the contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting.

Paragraph 9 of the guidance states that setting is not itself a heritage asset. Its importance lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance.

The guidance highlights a series of other considerations that can be relevant to the assessing the impact of development such as 'change over time', 'cumulative change', 'access and setting', 'buried assets and setting', 'designed settings', 'setting and urban design', and 'setting and economic viability'.

It is identified within the guidance 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 historical associations.
- Those with cultural associations.
- Those where relationships between the asset and other heritage assets or natural features or phenomena are particularly relevant.

As set out above, a staged approach to assessment is advocated involving identification of the assets that may be affected, assessing the degree to which setting makes a contribution to the significance of the heritage asset or allows significance to be appreciated, assessing the effects of the proposed development and exploring ways to maximise enhancement and avoid or minimise harm.

In assessing the degree to which these settings and views make a contribution to the significance of the heritage assets or allow significance to be appreciated, the key attributes of the heritage asset should be addressed and then the following considered:

- The physical surroundings of the asset and its relationship with other assets;
- The asset's intangible associations with its surroundings, and patterns of use;
- The contribution made by noise, smells etc to significance; and
- The way views allow the significance of the asset to be appreciated.

The Step 2 Checklist provides a list of potential setting attributes that may help to elucidate its contribution to significance under the headings 'The asset's physical surroundings' and 'Experience of the asset'. The Step 3 Checklist provides a list of potential attributes of a

development affecting setting that may help to elucidate its implications for the significance of the heritage asset including the 'Location and siting of development', the 'Form and appearance of development', 'Wider effects of the development' and 'Permanence of the development'.

Turley Office
1 New York Street
Manchester
M1 4HD

T 0161 233 7676

Turley