

Town & Country Planning Act 1990

Planning (Listed Building and Conservation Areas) Act 1990

Appeal by

The Union of Shop, Distributive and Allied Workers (USDAW),

Watkin Jones Group Ltd and Wilmslow Road Manchester Ltd

OAKLEY, 188 WILMSLOW ROAD, FALLOWFIELD, MANCHESTER, M14 6LJ

Council Reference: 2020/01795/PA

HERITAGE APPEAL STATEMENT

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A. INTRODUCTION

1. This Heritage Appeal Statement ('statement') deals with the heritage issues arising in the appeal by The Union of Shop, Distributive and Allied Workers (USDAW), Watkin Jones Group Ltd and Wilmslow Road Manchester Ltd (the 'Appellant') against the Manchester City Council ('the 'Council') for refusal of planning permission in respect of the proposed redevelopment of the Appeal Site for student accommodation at Oakley, 188 Wilmslow Road, Fallowfield, Manchester, M14 6LJ (the 'Appeal Site').
2. This statement accompanies the Statement of Case prepared by Turley Ltd.
3. This statement focuses solely on the heritage issues arising in Reason 3 of the Refusal of Planning Permission (2020/01795/PA) ('Reason for Refusal'). The statement and has been prepared by Stephen Levrant of Stephen Levrant Heritage Architecture Ltd ('SLHA'), a specialist practice of conservation architects, surveyors, planners and heritage consultants which works exclusively in the historic environment.
4. SLHA prepared the Heritage Statement (HS) submitted in the application.
5. The proposal comprises: Partial demolition of existing buildings (removal of 20th Century extensions), conversion and extension of retained building (the former Oakley villa) and new development to accommodate student residential accommodation and amenity / management facilities, with hard and soft landscaping, parking and access arrangements.
6. The application was refused by the Council on 2nd September 2021, and the third reason for refusal (RfR) will be addressed herein:

The scale and massing of the proposed development in close proximity to lower scale residential buildings and the non-designated heritage asset of Oakley House, would give rise to an overbearing visual impact and provide a significant urbanising effect on the edge of Platt Fields Park. It would form an over-dominant feature within the street scene and area, which would have a detrimental effect on visual amenity and character of the area. It is therefore considered to be contrary to policies SP1, EN1, EN2, EN3 and DM1 of the Manchester Core Strategy, guidance contained in the

*Guide to Development in Manchester Supplementary Planning Document
and Guidance and the NPPF.*

7. Platt Fields Park comprises a large, 36 hectare urban park which opened in 1910. The park is not protected under any known national or local designations, but is recognised as retaining some, minor historic value by virtue of its character and historic associations. The park and its setting have therefore been considered within the heritage statement, with supporting views taken from within the park to assess the capacity for change.
8. The statement offers a commentary intended to evaluate the issues regarding the impact of the proposal on the setting of the Appeal Site raised within the Reason for Refusal and will address the points of contention raised in the officers' Planning Committee Report ('Committee Report').
9. The wider Planning issues will be addressed in the Statement of Case by Turley Ltd.
10. I, Stephen Levrant, am a chartered architect and principal of SLHA. I have obtained wide experience in all matters relating to built heritage, with over 40 years of experience.
11. I attained membership to the Royal Institute of British Architects in 1977, having graduated from the Architectural Association School of Architecture in 1975. I attained a further Diploma in Conservation from the Architectural Association in 1979 and have been a member of the Institute of Historic Building Conservation since its inception, having previously been one of the relatively few private practice members of the Association of Conservation Officers, which preceded it. I have been elected a Fellow of the Royal Society of Arts, and of the Association for Studies in the Conservation of Historic Buildings and served on the latter committee for many years.
12. I have spent my professional career in conservation of historic buildings, in both the public and private sectors of the profession.
13. Initially, I was at the Directorate of Ancient Monuments and Historic Buildings, where I worked in the Crown Buildings Advisory Sections, which included many of the country's finest public buildings and was seconded to the Property Services

Agency to establish and run the PSA Conservation Unit responsible for the Government's historic estate.

14. I then joined the Frizzell Partnership (established c1948) in 1984 and after taking over the practice, the work evolved to include planning and legislative matters including important commissions in the realm of urban planning and regeneration.
15. The work of SLHA includes conservation projects of architectural and heritage consultancy work. We work across a broad range of projects in both the private and public sectors, from finely detailed conservation work and architectural projects to heritage impact assessments for large new developments in sensitive contexts. I have been called upon to provide specialist professional conservation opinions and evidence at many appeal hearings and public inquiries.
16. SLHA has carried out innumerable heritage significance appraisals within various legislative environments since commencing practice and have made a particular speciality of addressing the requirements of the National Planning Policy Framework (NPPF) and the National Planning Practice Guidance (NPPG) as well its predecessors.

B. THE SITE

17. The Appeal Site's location is in Fallowfield, Manchester, and is bounded by Wilmslow Road to the east, Langley Road to the south, and Platt Fields Park to the north and west.
18. There are no statutorily listed buildings within the vicinity of the Appeal Site, which is also not within a designated conservation area or near the boundaries of any designated conservation areas.
19. The nearest statutorily designated heritage asset is the Nico Ditch Scheduled Monument, and the nearest statutorily listed building is the Grade II listed Unitarian Chapel, some 110-120 metres at the nearest point. See Figure 1 for the identified designated heritage assets within a 250m radius of the Appeal Site.

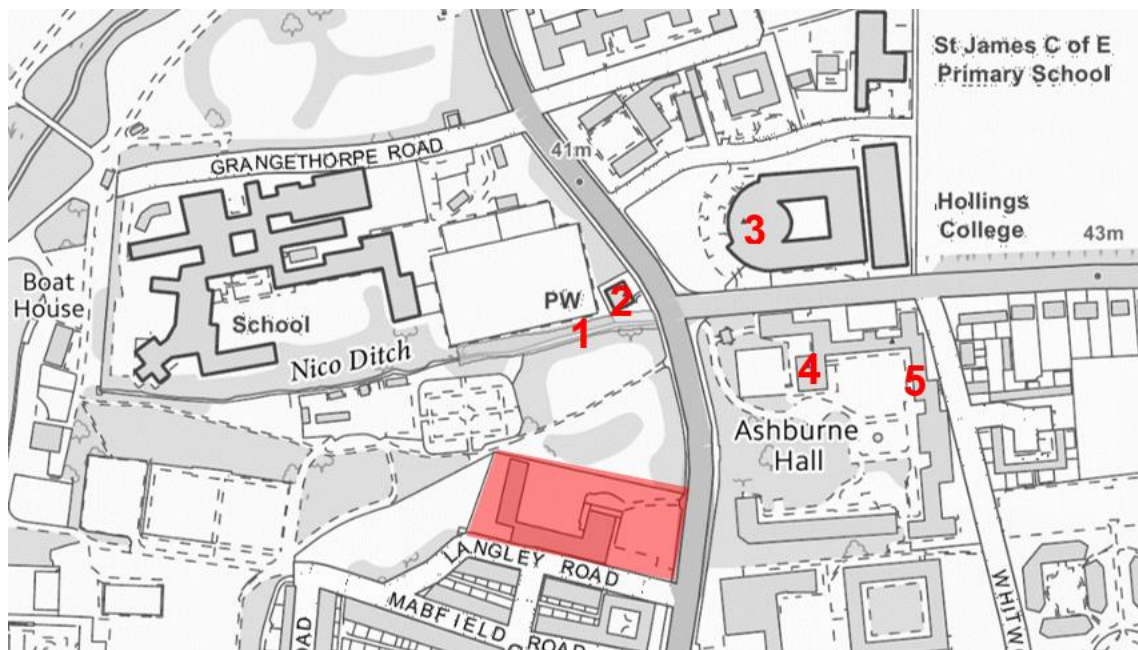


Figure 1: Plan illustrating the location of the designated heritage assets within a 250m radius of the Appeal Site. 1 = Nico Ditch (Scheduled Monument), 2 = Platt Chapel (Grade II listed), 3 = Hollings Building at Manchester Metropolitan University (Grade II listed), 4 = Behrens Hall (originally 'The Oaks') (Grade II listed), and 5 = Ashburne Hall (Lees, Mary Worthington, Ward and Central block), including the Alice Barlow memorial gates to Wilmslow Road and Ashburne Hall Lodge (Grade II listed).

20. The conclusion of the HS was that the identified designated heritage assets (listed buildings), within 250m of the Appeal Site would not be subject to any visual impact as a result of the Appeal Scheme. As heritage impact of designated heritage assets has not been cited in the RfR, it is understood that the Council is in agreement with these conclusions.
21. Within the Appeal Site is a former residential villa dating to the c.1830s that was converted into offices for USDAW in the 1920s. It is known as 'Oakley'. Whilst under USDAW's use and ownership, the villa was extended in the 1930s, 1950s and 1970s/ 80s within the former gardens to the south and west. The Appeal Site retains its former garden space to the east, onto Wilmslow Road (although altered with the introduction of a surface car park). See Figures 2 and 3 below.



Figure 2 (above) plan of the Appeal Site in c.1845 outlined in red illustrating the extent of the former gardens and how the former villa was the principal, standalone structure within the Appeal Site originally.

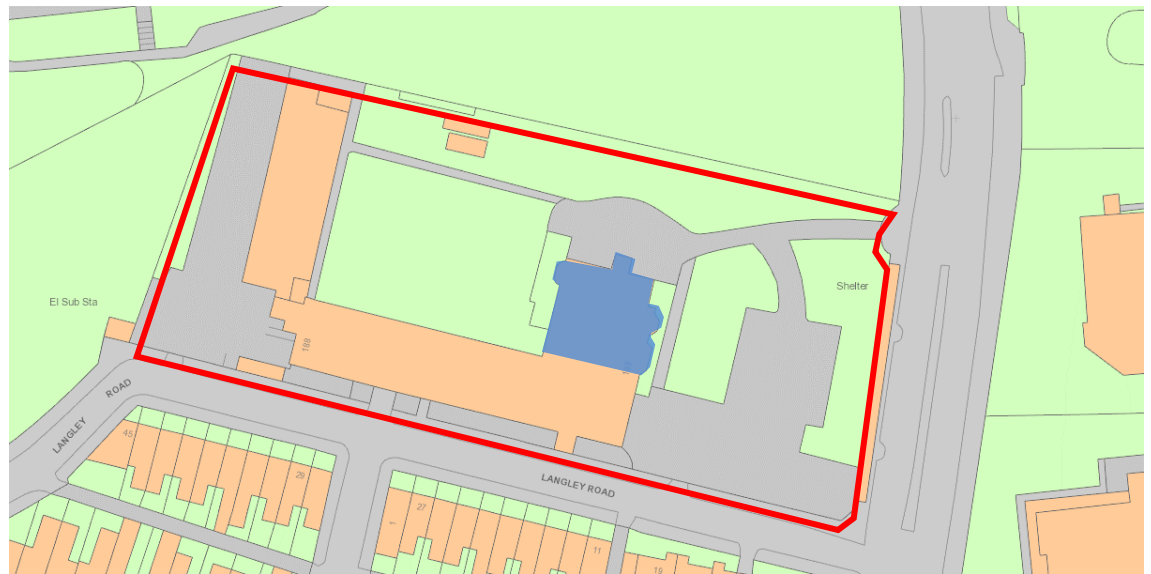


Figure 3 (above) plan of the Appeal Site today, outlined in red, illustrating how the original villa (highlighted in blue) building has been dominated by later extensions to the south and west (peach colour) which have resulted in the loss of the former gardens to the south and west sides of the original villa. The area of the original gardens to the east of the house remains largely undeveloped.

22. The Appeal Site is not a designated heritage asset and there are no designated heritage assets within the immediate area that would be affected by the Appeal Scheme. Due to the local heritage interest of the villa within the Appeal Site, the attribution of which is explored in this statement, it is considered to be a non-designated heritage asset. The reasons for this are explained further below.

C. RELEVANT LEGISLATION AND PLANNING POLICY

23. Full details of the various policies are contained in the Statement of Case by Turley. However, the relevant heritage policies and guidance relevant to this Statement are:

Local Policies and Guidance - Manchester City Council Core Strategy

24. EN3 – Heritage. This policy states that the Council will “*encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods... 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 building of acknowledged importance, including Scheduled Ancient Monuments, Listed Buildings, Registered Parks and Gardens, Conservation Areas and archaeological remains*”.

National Policies and Guidance- NPPF (National Planning Policy Framework) 2021

25. The NPPF is now the principal policy guidance on the application of the 1990 Act for decision taking, and provides the most relevant criteria for testing of applications for the development of heritage assets and other properties within the historic environment.
26. Paragraph 194 of NPPF states 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 also be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on that significance*’.
27. Paragraph 203 is of particular relevance, as it directly addresses the effect of an application on the significance of a non-designated heritage asset. The

NPPF stresses that a “*balanced judgement*” is required “*having regard to the scale of any harm or loss and the significance of the heritage asset*”.

28. It is important to distinguish ‘*designated heritage assets*’ from ‘*non-designated heritage assets*’ as they are subject to different legislative and policy evaluation requirements at both national and local level. Designated Heritage Assets are defined as:

“World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or a Conservation Area designated under the relevant legislation”. NPPF Annex 2: Glossary

29. Non-Designated Heritage Assets are defined 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. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing)”. NPPG 039 Reference ID: 18a-039-20190723

NPPF Planning Practice Guidance (PPG) – Section 18: Conserving & enhancing the historic environment – (July 2019)

30. On 6 March 2014 the Department for Communities and Local Government (DCLG) launched a suite of Planning Practice Guidance (PPG) as a web-based resource.
31. This guidance covers all sections of the NPPF and provides guidance in the application of the NPPF and also defines various elements within the guidance.
32. Of particular relevance in is the PPG’s commentary upon the importance of “significance” in decision taking (Paragraph 007, Reference ID: 18a-007-20190723). This section advises that: “*being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals.*”

33. Also, of relevance is Paragraph 013 (Reference ID: 18a-013-20190723) which aims to define setting as a term and to explain how it should be taken into account in the assessment of proposals. Paragraph 013 defines the setting of a heritage asset as “...*the surroundings in which an asset is experienced [which] may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive...*”. It goes on to note that “*the extent and importance of setting is often expressed by visual considerations*” however setting also includes “*our understanding of the historic relationship between places*”. This highlights the requirement for proportionate research into the development of the area.

ICOMOS AND HISTORIC ENGLAND GUIDANCE

34. Historic England’s 2008 ‘Conservation Principles, Policies and Guidance’ responds to the need for a clear, over-arching philosophical framework of what conservation means at the beginning of the 21st Century. The six high-level principles and guidance are considered throughout this report. These are:
- The historic environment is a shared resource
 - Everyone should be able to participate in sustaining the historic environment
 - Understanding the significance of places is vital
 - Significant places should be managed to sustain their values
 - Decisions about change must be reasonable, transparent and consistent
 - Documenting and learning from decisions is essential
35. Historic England’s Advice Note 12, ‘*Statements of Heritage Significance: Analysing Significance in Heritage Assets*’ (October 2019) is important guidance that calls for a staged approach, which provides relevant and proportionate information sufficient to inform decision-making by the Council; the assessment of significance and in turn impact on this significance is set out below (Sections D and E) to demonstrate how the staged approach has been undertaken.

36. In 2015 Historic England released Good Practice Advice notes supporting the implementation of national policy and the related guidance in the PPG. The advice notes do not constitute a statement of Government policy itself, nor do they seek to prescribe a single methodology or particular data sources. *Good Practice Advice Note 2 (Managing Significance in Decision-Taking in the Historic Environment – March 2015)* and *Good Practice Advice Note 3 (The Setting of Heritage Assets – as amended December 2017)* were both utilised as part of this assessment in order to gain a full understanding of the relevant issues, alongside the NPPF and PPG.
37. Historic England's *Listing Selection Guide – Domestic 3: Suburban and Country Houses*, 2017, provides additional criteria in which to assess the level of heritage significance of the building typology relevant to the Appeal Site in order to understand if this significance is at a nationally important level.
38. In January 2021, Historic England issued a revised guidance note on *Local Heritage Listing: Identifying and Conserving Local Heritage, Advice Note 7* (2nd Edition). This guidance recommends Local Planning Authorities (LPA) prepare local lists of heritage assets to identify non-designated heritage assets in their area. These local lists identify structures which are not significant enough to qualify for statutory designation, but which the LPA considers to have some local significance.
39. The exhortation to compile local lists has existed since the c1990s¹. They are recognised as an effective vehicle for highlighting the significance of particularly distinctive assets with individual resonance to the locality. However, it wasn't until 2010, with the issue of Planning Policy Statement 5 (PPS5), that compiling a local list as part of an evidence base for local plans was recommended and became good practice.
40. Even though more than a decade has passed since the introduction of PPS5 Manchester City Council has yet to publish a local list nor has the Council identified the criteria to be used for deciding what structures qualify as non-designated heritage assets. Consequently, reference to the criteria provided by

¹ Para.6.16 of PPG15. September 1994.

Historic England's guidance for local listing has been utilised in assessing the heritage significance of the Appeal Site.

41. ICOMOS *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* (2011), makes specific reference to designated, locally listed and historic (unlisted) buildings and provides an objective method to assess heritage significance (value) and impact, even where sites have no formally identified heritage status. The relevant methodology has therefore been utilised as part of the following assessment (see Section D below).

D. SIGNIFICANCE APPRAISAL

42. The Appeal Site comprises the original early-19th century villa, known as Oakley, along with three large office extensions constructed for USDAW in the 1930s, c.1950s and the c.1970s/ 80s (see Figure 4 below). To the centre of the site is a remaining area of open space which was formally part of the gardens to the house; to the east of the site the original footprint of the former gardens survives and includes the original stone and brick boundary walls and gate posts (see Figure N in Appendix 1).



Figure 4 - Chronological Site development: **Red** - c1837, **Blue** - 1937, **yellow** – c.1950s, **Green** – 1970s/80s

43. The first known record of the Site is in the Electoral Register for 1837.
44. The Appeal Site was then auctioned off in 1866 and auction details were advertised in the Manchester Guardian on the 14th April 1866 that demonstrate the extent of former outbuildings and gardens that originally existed in the 19th Century.
45. The auction notice states that the Appeal Site then contained the standalone villa, coach houses, stables, loose boxes, shippon, gardener's house, and various outbuildings, green houses and hot houses, pleasure grounds, set in approximately ten acres of grounds.

46. None of these features survive today as they would have been within the former grounds/ garden to the south and west side of the villa which was redeveloped throughout the 20th Century with the buildings for USDAW.
47. Following the 1866 auction, the villa was altered internally by its new owners. Alterations appear to include the redecoration of the north-west ground floor reception room with the addition of plaster decorations to the frieze and ceilings and the insertion of the current inglenook fireplace inscribed with the date “1887”. A further reception room to the centre of the east elevation of the ground floor also displays a plaster frieze decoration that appears to date to the c1880s stylistically. Other alterations appear to include the current carved staircase with stained glass internal window/surround to its base (see Figures V, W, X, AA, CC, DD, EE, HH, Appendix 1)
48. From the early 1900s Oakley was then used as a private club before becoming a private hotel until it was sold in 1921 to USDAW (then known as the Amalgamated Union of Co-operative Employees).
49. In 1937 a large new extension was proposed to Oakley in order to accommodate offices and other facilities for the Union. The new extension was designed by the in-house Co-op architect, W. A. Johnson, and was designed in a simple Moderne style with subtle Art Deco decoration (see Figures B, G, H, Appendix 1).
50. It appears that a number of alterations to the building had already been undertaken prior to the 1937 extensions, as the 1937 plans show that a number of the current, inserted window openings to the east elevation of Oakley existed at the time of the extension meaning they were possibly undertaken when the Union took over the building in 1920 (see Figures I, J, K, L, M, Appendix 1).
51. Other alterations which formed part of the 1937 scheme included the addition of glazed bookcases to a number of internal rooms in Oakley, and the partial re-panelling/alteration to some of the reception rooms (see Figures Y, BB, Appendix 1).
52. Later developments to the Site comprised a further extension extending from the western elevation of the 1937 block in the c1950s (see Figures E and F –

Appendix 1), and a third extension from this block in the late-1970s/early-1980s, which formed a partial quadrangle arrangement (see Figure F Appendix 1).

53. Appendix 1 provides a gazetteer of the building's exterior and interior highlighting the alterations that have taken place externally, and the extent of surviving high quality internal features that remain.

ANALYSIS OF SIGNIFICANCE

54. Significance is a guiding principle of heritage-related planning policy, of relevance to all forms of heritage asset across the continuum of designated to non-designated. Annex 2: Glossary of the NPPF defines it as "*the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic*". It may derive "*not only from a heritage asset's physical presence, but also from its setting*". Conservation is the process of maintaining and managing change to heritage assets in a way that sustains and, where appropriate, enhances their significance.
55. The analysis of heritage significance allows for an assessment of the current integrity and authenticity of the Appeal Site.
56. The assessment of heritage significance is a comparative process, and for this reason it relies heavily on the analysis of a range of information, including professional knowledge. It aims to establish whether a component of the area is of local, regional, national or international significance, and therefore merits appropriate consideration in the Planning process.
57. In line with Historic England's methodology outlined in its 2019 document, "*Statements of Heritage Significance*", heritage significance is determined by an analysis of the relevant aspects of the following:
- **Archaeological Interest:** There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
 - **Architectural and Artistic Interest:** These are interests in the design and general aesthetics of a place. They can arise from conscious

design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture.

- **Historic Interest:** An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

58. The following heritage spectrum, in Table 1 below, has also been used to categorise the perceived heritage status of the Site, utilising the values outlined in Appendix 3A: Example Guide for Assessing Value of Heritage Assets, from *Guidance on Heritage Impact Assessments for Cultural World Heritage properties*, ICOMOS.

Table 1: Definition of significance terms used in appraising heritage significance

Very High / Exceptional heritage significance
Buildings or fabric components of international architectural and historic interest and importance. These play a major role in reflecting their archaeological, architectural, artistic or historic interest.
High heritage significance
Buildings or fabric components of national architectural and historic importance and interest. These play a fundamental role in reflecting their archaeological, architectural, artistic or historic interest.
Medium heritage significance
Regional architectural and historic importance and interest. These play an important role in reflecting their archaeological, architectural, artistic or historic interest.
Low heritage significance
Local architectural and historic heritage importance and interest. These play a minor role in reflecting their archaeological, architectural, artistic or historic interest.
Negligible heritage significance
Buildings or fabric components which have been extensively altered, eroding or compromising their architectural and historic interest
Unknown heritage potential
Buildings/sites where the potential importance interest requires determination

STATEMENT OF SIGNIFICANCE

59. This statement of significance provides a summary of the Appeal Site's special interest in heritage terms.
60. The villa was originally constructed in c.1830s in the Gothic style, set within its own landscaped grounds.
61. The historic, domestic setting of the villa still partially survives to the east side of the Appeal Site, including the gate piers, garden/ boundary walls, driveway, paths and gardens. The former extensive original grounds and gardens to the south and west of the villa have been eroded through the redevelopment of the Appeal Site throughout the 20th Century (see Figure 2, above and Figure N in Appendix 1).
62. Platt Fields Park provides an extended setting to the Appeal Site in which short-range views of the 1970s/ 80s extension and the brick boundary wall can be experienced only. The wider park setting does not contribute to the significance

of the non-designated heritage asset, as the historic setting of the villa has been eroded to the west side and is no longer understood or appreciated. It is the immediate 'domestic' setting of the villa to the east side that contributes to its significance.

63. Platt Fields Park became a municipal park following the sale of the Platt Hall Estate in 1908. Platt Hall and its grounds are over 600m to the north of the Appeal Site. The Park was enlarged to the south (to the north and west of the Appeal Site) following the acquisition and demolition of the neighbouring Ashfield House in the 1920s, which was to the north. It should be noted that the Shakespeare Gardens, within Platt Fields Park, was originally part of the gardens to Ashfield House and is not associated, or indeed understood or appreciated as being part of the setting of the villa within the Appeal Site.
64. Further to this, the ability to understand or appreciate the historic setting of the villa is adversely affected by the 47 metre (approximately) long bus shelter that is adjacent to the boundary wall along Wilmslow Road (see Figure N1 Appendix 1) which largely screens the Appeal Site from view.
65. Consequently, owing to the erosion of the historic setting of the villa and the limited ability to understand or appreciate the surviving elements, due to existing development, the contribution of the villa's setting to its significance is considered to be low. The conclusion of a 'low' value equates to a setting which has been subject to various phases of alteration and redevelopment and as a consequence, does not contribute to the ability to understand or appreciate the significance of the heritage asset to anything above a low degree.
66. The 1930s, c1950s and c1970s/ 80s extensions are not considered to yield any heritage interest in their own right as they are of typical construction and design for their ages. In the case of the 1930s extension, the building has been extensively altered externally and internally which has eroded any architectural interest it once had: the windows have been replaced, the entrance has been altered and the interior has been refurbished wholesale.

67. The existing extensions detract from the heritage interest of the villa as they envelope and dominate it. The form of the original villa is not fully understood which adversely affects the ability to appreciate its architectural interest.
68. Externally, the villa has been subject of alterations that have affected its special interest: the original fenestration arrangement has been altered with the removal of stone mullion details and replacement with uPVC units. In addition, the loss of the extensive former outbuildings to the south and west of the villa and the replacement with large office extensions has resulted in the original architectural form and orientation of the villa being lost.
69. Further to this, the external architectural treatment of the building displays a rather plain and austere use of the Gothic style that is distinctly pedestrian.
70. The exterior of the villa is considered to be of low architectural interest.
71. In contrast to the exterior, the interior of the original house retains a high number of original, good quality, Gothic revival features, fixtures and fittings. These are located primarily to the ground floor level. Later, c1880s decorations, in the Aesthetic Movement style, can be found within two ground floor reception rooms and the main staircase (see Figures P - JJ Appendix 1).
72. The south side and first floor of the villa have been substantially altered through the adaptations to accommodate the later office extensions and office use which has eroded the historic plan form of the building and removed any historic fixtures, fittings or features of interest.
73. The interior of the villa yields medium architectural and artistic interest through its surviving good quality internal decorative schemes, primarily to the ground floor level. The conclusion of medium value reflects the greater level of importance of the interiors compared to the exterior due to their survival and quality.
74. The villa also yields medium historic interest through the number of prominent previous owners and tenants who lived at the villa throughout the 19th century, and the Site's long links with USDAW as its headquarters. This historic interest is of local significance (see Appendix 2).

75. However, as will be demonstrated further within the following section, despite the extent of historic fabric survival internally, overall, due to the low architectural interest of the villa externally, alongside its low value setting, the cumulative heritage value of the villa is low and of local interest only.

ASSESSMENT OF SIGNIFICANCE IN NATIONAL CONTEXT

76. HE's Listing Selection Guide - Domestic 3 states that domestic buildings surviving before - 1850, which "*retain a significant proportion of their original fabric*" will most likely warrant listing, although some selection is necessary. The key criteria for assessment are:

- the degree of survival of fabric,
- the quality of the original design,
- the materials, surviving examples of craftsmanship; and,
- the strength of the historic associations.

77. Whilst it will be clear that the former villa meets most of these selection criteria, there are a number of reasons why the building would not merit statutory listing:

- The building is not built to the design of a named architect;
- The building does not convey the hand of an experienced architect. It is not of architectural quality being plain and without architectural flourish;
- The building has been altered externally through inappropriate extensions (20th century extensions by USDAW in conversion to use as offices), alterations to the fenestration arrangement (removal of stone mullions), and the replacement of all the original windows.
- Development of the original site, alongside the 20th century extensions to the building, has resulted in the loss of the building's original extensive garden setting, outbuildings, and garden features.
- Better examples of villas from this date exist in surrounding areas, such as Victoria Park (the special interest of the villas in this area have been recognised through statutory listing and conservation area designation).

- Although historic interest is yielded by the number of prominent previous owners and tenants throughout the 19th century, and the Site's long links with USDAW as its headquarters, this is of interest at a local level only.

ASSESSMENT OF SIGNIFICANCE IN A LOCAL CONTEXT

78. Historic England's (HE) Advice Note 7: *Local Heritage Listing: Identifying and Conserving Local Heritage*, provides commonly applied selection criteria for assessing the suitability of assets for inclusion in a local heritage list (page 11). Such criteria are often adapted from those used for national designations, but it is noted that it is important that the local community develops criteria which respond to the local heritage of their area. that criteria are therefore given here as a suggestion of the kind of matters which those leading the development of a local heritage list may wish to consider, with further suggestions below.
79. The guidance notes that the national listing selection guides and supporting documents published by Historic England set out further information on the types of criteria that can be adapted to local heritage listing.
80. The guidance stresses that the criteria for the selection of non-designated heritage assets, and the quality thresholds they should meet, should be made publicly available; good practice would suggest that they are included with the published list so that it is clear how the significance of the buildings and sites on the local heritage list have been judged, as well as information on their location. This is further supported by paragraph 193 of the NPPF which states: "*Local planning authorities should make information about the historic environment, gathered as part of policy-making or development management, publicly accessible*".

Criterion	Description
Asset type	Although local heritage lists have long been developed successfully for buildings, all heritage asset types, including monuments, sites, places, areas, parks, gardens and designed landscapes may be considered for inclusion.
Age	The age of an asset may be an important criterion, and the age range can be adjusted to take into account distinctive local characteristics or building traditions.
Rarity	Appropriate for all assets, as judged against local characteristics.
Architectural and Artistic Interest	The intrinsic design and aesthetic value of an asset relating to local and/or national styles, materials, construction and craft techniques, or any other distinctive characteristics.
Group Value	Groupings of assets with a clear visual design or historic relationship.
Archaeological Interest	The local heritage asset may provide evidence about past human activity in the locality, which may be in the form of buried remains, but may also be revealed in the structure of buildings or in a designed landscape, for instance. Heritage assets with archaeological interest are primary sources of evidence about the substance and evolution of places, and of the people and cultures that made them.
Historic Interest	A significant historical association of local or national note, including links to important local figures, may enhance the significance of a heritage asset. Blue Plaque and similar schemes may be relevant. Social and communal interest may be regarded as a sub-set of historic interest but has special value in local listing. As noted in the PPG: 'Heritage assets ... can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity'. It therefore relates to places perceived as a source of local identity, distinctiveness, social interaction and coherence, contributing to the 'collective memory' of a place.
Landmark Status	An asset with strong communal or historical associations, or because it has especially striking aesthetic value, may be singled out as a landmark within the local scene.

81. Table 2, above, from HE's Advice Note 7, provides the commonly applied selection criteria for assessing the suitability of assets for inclusion in a local heritage list.
82. Whilst the extent of alteration to the original fabric of the villa has eroded its architectural interest to the extent that it would not merit statutory listing, and utilising the criteria in Table 2, the villa's low architectural and historic interest would meet the standards for 'local listing' and consequently it is considered a non-designated heritage asset.
83. It is noted that the PCR does not acknowledge or provide any detail on the nature and or extent of the heritage interest of the site, beyond stating it is a NDHA.

E. SCHEME ASSESSMENT/ IMPACT ASSESSMENT

84. The application was refused by the Council on 2nd September 2021. There was one RfR that related to heritage and townscape matters to which this section will respond:

The scale and massing of the proposed development in close proximity to lower scale residential buildings and the non-designated heritage asset of Oakley House, would give rise to an overbearing visual impact and provide a significant urbanising effect on the edge of Platt Fields Park. It would form an over-dominant feature within the street scene and area, which would have a detrimental effect on visual amenity and character of the area. It is therefore considered to be contrary to policies SP1, EN1, EN2, EN3 and DM1 of the Manchester Core Strategy, guidance contained in the Guide to Development in Manchester Supplementary Planning Document and Guidance and the NPPF.

SCOPE OF POTENTIAL IMPACT

85. In the interests of proportionality, and recognising the low heritage status of the Appeal Site, the following heritage impact assessment provides a narrative description of the proposed works and the potential direct and indirect impacts of these works on the heritage interest of the Site.
86. The aim of this assessment is to demonstrate the cumulative impact of the proposed alterations to the villa and its setting as a whole. Thus, the key purpose of the impact assessment is to consider changes and the cumulative impact that the proposals will have on the villa's heritage significance. In accordance with planning policy, the proposals aim to balance the degree of change, to deliver both a continued and sustainable use while contributing to wider conservation objectives established in national and local policy.
87. There is no recognised standard methodology for the appraisal of impact on heritage assets. Therefore, the method used below is a synthesis of the policy requirements of the NPPF (which requires that new development should be

demonstrably ‘sustainable’), Historic England’s guidance, and the ICOMOS methodology for evaluating impact.

88. The current proposals aim to minimise the loss or compromise of the villa’s significance. However, it is evident that (in accordance with Historic England guidance) the sustainable re-use of a heritage asset requires a degree of intervention and change. Consequently, in evaluating the overall impact of the works, careful consideration has been given to the balance of benefits in order to reach a proportionate and justifiable conclusion.

ASSESSMENT METHODOLOGY

89. The impact of the proposals on the overall integrity and significance of a building’s components may be measured as: adverse; negligible; neutral or beneficial.
90. The scale of the overall impact of the proposed works on the significance of the fabric of the building and its grounds is assessed utilising the criteria set out in Table 3 (adapted from the criteria in Appendix 3B: Example Guide for assessing magnitude of impact, *Guidance on Heritage Impact Assessments for Cultural World Heritage properties*, ICOMOS).

Table 3: Criteria for defining the effect and degree of direct and indirect heritage impact.		
Definition of magnitude and nature of heritage impact.	Direct heritage impacts (physical alteration or change to the site’s character)	Indirect heritage impact (visual change to the experience or setting of the site and its context).
Major adverse Impact. <i>Substantial harm of this nature, which results in total loss of significance or fundamentally affects the significance of defined heritage assets, should normally be avoided.</i>	Development resulting in demolition of a significant historic fabric component which results in total loss of significance, or fundamental compromises the setting of a designated heritage asset.	Substantially harmful change to the fabric and character of a designated heritage asset, or the setting of the identified designated heritage assets. Where the development severely erodes the heritage interest of the identified heritage assets in the view, or the ability to appreciate those values and thus results in total loss of significance.
Moderate Adverse Impact. <i>Less-than-substantial harm will</i>	Development resulting in extensive harmful alterations (but not total demolition) of a designated	Less than substantial harm to the fabric and character of a designated heritage asset, or the setting of the identified

<i>need to be demonstrably mitigated and justified by clear public benefits.</i>	heritage asset or its setting.	designated heritage assets. Where the development erodes to a clearly discernible extent the heritage interests of the heritage assets in the view, or the ability to appreciate those values.
Minor Adverse Impact. <i>The negative impact on the setting or overall character will need to be clearly balanced by appropriate mitigation.</i>	Development resulting in alterations to a designated heritage asset which result in minor compromise of its fabric or erosion of its character.	Minor compromise to the fabric and character of a designated heritage asset, or the setting of the identified designated heritage assets. Where the development erodes to a minor extent the heritage interests of the assets in the view, or the ability to appreciate those values.
Negligible adverse impact. <i>This does not mean that there will be no physical or visual change, rather that the resultant difference would not diminish the value of the heritage assets' significant physical fabric, their settings or significance to any appreciable degree.</i>	Development resulting in negligible direct impact on a designated heritage asset which results in the removal of a minor, original fabric component, but avoids diminishing its character and its special architectural or historic interest.	Negligible perceptible change to the character of a designated heritage asset, or the experience and understanding of its special interest. The degree of change would alter, but not diminish, the intrinsic values of the identified heritage assets, or the experience and appreciation of the buildings or the designated area to any appreciable degree.
Neutral Impact. <i>This does not necessarily mean that there will be no physical or visual change, rather that the resultant difference will be imperceptible or appropriately balanced.</i>	Development which comprises an imperceptible physical impact resulting in no apparent change or achieved by removing a component of no heritage interest which detracts from the special interest of the building fabric.	Imperceptible change to the fabric and character of a designated heritage asset, or the setting of the identified designated heritage assets. A neutral impact occurs when the development does not affect the values of the heritage assets in the view, or the ability to appreciate its significance.
Negligible beneficial impact. <i>The resultant difference will be imperceptible but have a positive impact on the understanding or appreciation of the heritage asset.</i>	Development resulting in a negligible beneficial direct impact on a designated heritage asset which results in the removal of a minor non-original fabric component which detracts from the character and its special architectural or historic interest.	Negligible perceptible change to the character of a designated heritage asset, or the experience and understanding of its special interest. The degree of change would imperceptibly enhance the intrinsic values of the identified heritage assets, or the experience and appreciation of the buildings or the designated area.
Minor Beneficial Impact. <i>The proposed change would result in a demonstrable improvement to the overall character or setting of a heritage asset.</i>	Development resulting in alterations to a built heritage asset which deliver a minor beneficial physical impact or enhancement of the site's special interest.	Minor enhancement to the fabric and character of a designated heritage asset, or the setting of the identified designated heritage assets. Where the development enhances to a minor extent the values of the heritage assets in the view, or the ability to

		appreciate its significance.
Moderate Beneficial Impact. <i>The proposed change would result in a considerable improvement to the overall character and appreciation of a heritage asset with clear beneficial enhancement of its heritage interests.</i>	Development resulting in alterations to a built heritage asset resulting in moderate beneficial physical impact, or an enhancement of the site's character.	Evident improvement of the fabric and character of a designated heritage asset (or the setting of the identified designated heritage assets) resulting in an enhancement of its cultural heritage interests. Moderate enhancement to the setting of the built heritage asset. Where the development will enhance to a clearly discernible extent the heritage interests of the heritage assets in the view, or the ability to appreciate its significance.
Major beneficial Impact. <i>The proposed change would result in substantial improvement to the overall character and appreciation of a heritage asset, revealing and/or enhancing important characteristics of its heritage interests.</i>	Development resulting in restoration or alterations to a designated heritage asset which comprises substantial restoration of its fabric and historic character and an enhancement of its cultural heritage interests.	Substantial improvement of the fabric and character of a designated heritage asset (or the setting of the identified designated heritage assets) resulting in a significant enhancement of its cultural heritage interests. Substantial restoration or enhancement of the setting of the built heritage asset where the development will enhance to a fundamental extent the heritage interests of the heritage assets in the view, or the ability to appreciate its significance.

ASSESSMENT OF HERITAGE IMPACT (DIRECT AND INDIRECT)

91. The non-designated heritage asset within the Appeal Site has been demonstrated to be of low heritage value, overall. As detailed in this statement, the focus of the heritage interest of this local heritage asset is the historic and the artistic interest of the interiors. The external architectural expression of building is not of architectural quality, and its setting only contributes to the significance of the heritage asset to a low extent. Although the Appeal Scheme will result in more of the Appeal Site being built on, the proposed new build elements will be located within the former garden area to the south and west which has been developed previously.
92. It is proposed to retain the existing historic villa for amenity/ management use thereby retaining its surviving plan form and all internal fixtures, fittings, and features which are of heritage significance. Consequently, the heritage interest of the interior of the building will be preserved and the Appeal Scheme will have

a neutral direct impact on the artistic and historic interest of the non-designated heritage asset.

93. The Appeal Scheme will remove the existing, two-storey, 1930s extension from the south and west elevations of the former villa, replacing it with a single storey extension. This will enable the south and west elevations of the villa to be partially restored and will better reveal the original architectural form of the building, thereby enhancing the ability to understand and appreciate the architectural interest of the non-designated heritage asset to a minor extent. The proposed development will consequently result in a minor beneficial direct impact on the architectural interest of the non-designated heritage asset.
94. By removing the 20th century extensions, the Appeal Scheme will also reinstate the former villa as a standalone element within the Appeal Site for the first time in over 90 years allowing for the original orientation of the building, with its principal façade to the north, to be appreciated again.
95. The most important part of the villa's setting is the surviving former domestic garden setting to the east. The Appeal Scheme will enhance this through the hard and soft landscaping proposals which will utilise and reactivate the historic entrance from Wilmslow Road, to the north-east of the Appeal Site, reduce the area used for car parking, and reintroduce paths and areas of ornamental planting. This will have a minor beneficial direct impact on the artistic interest of the non-designated heritage asset and will enhance the contribution the setting of the villa makes to its significance.
96. The villa will become part of a collegiate style building group, and this new use is signalled by the tower element of the scheme which echoes the height and form of the student accommodation tower to the Fallowfield Campus site across the road (refer to visuals and detailed information included within the Hearing Statements on the Architecture and Design, by Tim Groom, and the Townscape Visual Impact Assessment, by Joanna Ede).
97. The tower element of the Appeal Scheme will be seen from localised views on Wilmslow Road, Langley Road, and from within Platt Fields, and it will be read as a new contemporary addition to the area, signalling the location of additional student facilities.

98. Visual conjunction between the villa and tower element of the Appeal Scheme will not compromise the heritage interest of the non-designated heritage asset as views of the villa will not be affected. This is because the heritage interest of the villa is not best understood or appreciated within any of the views where there is visual conjunction. This is due to the low value attributed to the villa's setting and because the primary focus of the villa's heritage interest is attributed to the artistic and historic interest of its interior.
99. Similarly, the proposed block to Langley Road, which is of a comparable scale, height and mass to the existing extensions, will not adversely affect the setting of the villa as it will be understood as a separate built form that address the streetscape to Langley Road rather than over dominating the villa, as the existing extensions currently do.
100. Consequently, the Appeal Scheme will have a negligible beneficial indirect impact on the non-designated heritage asset as it would encourage a greater sense of appreciation of the heritage interest of the Appeal Site through the wider proposals and the increased use.
101. Overall, the Appeal Scheme will have a beneficial impact on the non-designated heritage asset.

DISCUSSION

102. The Appeal Scheme has been demonstrated to not incur an “*overbearing visual impact*” on the non-designated heritage asset, as asserted within the RfR because it has been established that:
- (i) the existing setting of the villa only contributes to its significance to a low extent,
 - (ii) the ability to understand and appreciate the external form of the former villa will be enhanced by the removal of the existing extension that currently abuts it, and
 - (iii) the proposals to the former garden to the east will enhance the setting of the villa to a minor beneficial extent.

103. Indeed, whilst it is clear that the PCR does not consider the aspects of the heritage interest of the Appeal Site as a NDHA, other than recognising that it is a NDHA, it is somewhat confusing that it acknowledges that “*Its retention, refurbishment and re-purposed use is a benefit of the proposals*”.
104. With reference to the local planning policy regarding heritage, cited in the RfR; Policy EN3I; it states that the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods. Further to this it states that new developments must be designed to preserve or, where possible, enhance the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance. As has been demonstrated, the Appeal Scheme will enhance the heritage interest of the local historic environment of the Appeal Site and is therefore demonstrably in accordance with this policy.
105. The Appeal Site has been recognised as a NDHA, which means the site’s heritage status is placed at the lower end of the heritage significance spectrum when assessed on a national scale. As stated within the ‘heritage spectrum’ table (Appendix 3A: Example Guide for Assessing Value of Heritage Assets, from *Guidance on Heritage Impact Assessments for Cultural World Heritage properties*, ICOMOS), this relates to “*unrecorded buildings, structures, or designed landscape features, which demonstrably retain a degree of heritage value due to their: architectural design, historic, communal, or townscape interest*”. In line with recognised ICOMOS guidance on assessing the value of heritage assets, the building within the Appeal Site is deemed to yield low heritage interest at national level.
106. Manchester City Council have not yet published a local list, nor the criteria used for deciding on what structures qualify as non-designated heritage assets. The significance assessment within this statement, which has been carried out with reference to the criteria provided by Historic England and ICOMOS, thereby provides the only existing assessment of the heritage interest of the Appeal Site.
107. Stating the Appeal Scheme will have an overbearing visual impact on the NDHA suggests that the contribution of setting to the significance and or the architectural interest of the Appeal Site is higher than it is. The PCR states: “*It*

is considered that the building would have a detrimental impact on the setting of the retained Oakley House....It is considered that the proposed 13 storey building would have a poor relationship with the retained Oakley House, a non-designated heritage asset.”; and “the proposed construction of a 13 storey building in close proximity is considered to give rise to harm to its setting and its appreciation within the area”.

108. This conclusion of overbearing impact, as outlined within the RfR, is in direct contrast to the impact assessment outlined within this statement - the latter of which is supported by a clear evidence base and supported by recognised ICOMOS and Historic England methodology.
109. Further to this, in reaching a conclusion of the impact of the Appeal Scheme, in line with NPPF 203, there should have been a balanced judgment made that considered the enhancements to heritage interest of the Appeal Site as a result of the Appeal Scheme. Whilst there is acknowledgement of the fact that the “*retention, refurbishment and re-purposed use*” of the villa “*is a benefit of the proposals*”, there is not any evidence that this has been taken into consideration and that a balanced judgment has been made.

F. SUMMARY AND CONCLUSION

SUMMARY

110. The assessment within this statement has concluded that the Appeal Site is of low heritage interest overall, as a non-designated heritage asset. This conclusion of relative 'value' accords with the terminology outlined with ICOMOS Guidance (*Guidance on Heritage Impact Assessments for Cultural World Heritage properties*, ICOMOS). The focus of the heritage interest of this local heritage asset is its historic interest and the artistic interest of the interiors. The external architectural expression of the villa is not of particular architectural quality or merit, and its setting only contributes to the significance of the heritage asset to a low extent.
111. The Appeal Scheme proposes to retain the existing historic villa for amenity/management use thereby retaining its surviving plan form and all existing, significant internal fixtures and fittings. Consequently, the heritage interest, both artistic and historic, will be preserved.
112. Although the proposals will result in more of the Appeal Site being developed, the development is focused on the former garden area which has been redeveloped previously. The most important part of the villa's setting is the former domestic garden setting to the east, and the Appeal Scheme will enhance this through the hard and soft landscaping proposals which will utilise and reactivate the historic entrance from Wilmslow Road, to the north-east of the Appeal Site, reduce the area used for car parking, and reintroduce paths and areas of ornamental planting.
113. Visual conjunction between the villa and tower element of the Appeal Scheme will not compromise the heritage interest of the non-designated heritage asset as views of the villa will not be affected. This is because the heritage interest of the villa is not best understood or appreciated within any of the views where there is visual conjunction, due to the low significance of the setting to the villa's significance, and because the focus of the villa's heritage interest is yielded by its interior.
114. Consequently, the Appeal Scheme will have a negligible beneficial indirect impact on the non-designated heritage asset as it would encourage a greater

sense of appreciation of the heritage interest of the Appeal Site through the wider proposals and the increased use.

115. Overall, the Appeal Scheme will have a beneficial impact on the non-designated heritage asset.

CONCLUSION

116. A key objective of the Appeal Scheme has been to minimise adverse impacts on the heritage interest of the non-designated heritage asset whilst facilitating the safe and sustainable use of the building and wider Appeal Site.
117. As demonstrated, the heritage interest of the former villa will be enhanced by the Appeal Scheme through retaining the existing interior of the former villa as existing, removal of later extensions from the south-west corner of the building and restoring its garden setting to the east.
118. The tower element will be seen from localised views on Wilmslow Road, Langley Road, and from within Platt Fields, however it will be read as a new contemporary addition to the local area, signalling the location of additional student facilities.
119. Visual conjunction between the villa and tower element of the Appeal Scheme will not compromise the heritage interest of the non-designated heritage asset due to the low contribution the setting makes to the significance of the local heritage asset, the fact that the external architectural form and setting will be enhanced by the Appeal Scheme and because the siting and orientation of the new build elements will be physically separated from the former villa.
120. Overall, I consider the Appeal Scheme result in a beneficial cumulative impact on the heritage interest of the NDHA.
121. I therefore consider that there are no justified heritage reasons to withhold the grant of permission.

G. EXPERT DECLARATION

122. I, Stephen Levrant, understand that my duty is to help the Inspector on matters within my expertise and that this duty overrides any obligation to the Respondent from whom I have received instructions and by whom I am paid and I have complied with this duty.
123. I believe that the facts stated in this report are true and that the opinions expressed are correct.

Signed.....

Dated

H. APPENDIX 1 – PHOTOGRAPHIC GAZETTEER



Figure A – The original entrance to the principal north elevation. Note the uPVC windows which detract from the appearance of the former house.



Figure B – The east elevation of Oakley (right) showing the 1937 extension to the left. Note

the uPVC windows which detract from the appearance of the former house.



Figure C – The west elevation. Note the insertion of uPVC windows which detracts from the appearance of the house and the 1930s extension to the right which dominates the historic building.



Figure D – The west elevation, showing the 1937 extension to the right.



Figure E – The north elevation of the 1937 extension (left), the c1950s extension (middle right) and the low level c.1970s/80s extension (far right). These extensions sit on the former outbuildings and gardens of the Oakley Villa



Figure F – The 1970s/80s extension to the west of the Site which cuts across the former gardens of the house.



Figure G – The 1937 former main entrance on Langley Road which has been blocked off.



Figure H – The Langley Road elevation of the 1937 extension.



Figure I – 1937 west elevation plan showing the original Gothic stone mullion windows to the ground floor level of Oakley (left) and fenestration pattern to the upper floors.



Figure J – The same view as seen in 2020, showing the subsequent removal of the stone

mullions from both ground floor windows and poor quality uPVC windows that detracts from the architectural appearance of the house.



Figure K – A c1900 view of the east elevation of Oakley, showing the original Gothic stone mullioned windows to the first floor.



Figure L – The same view as detailed in the 1937 plans, showing the proposed alteration of the original first floor windows to the left, and the already altered first floor windows to the centre and right. Note the original Gothic stone mullioned windows to the centre and right of the ground floor are still present at this time.



Figure M – The east elevation as seen in 2020 showing the subsequent removal of the original Gothic stone mullions to both ground floor bay windows.



Figure N - The former entrance to Wilmslow Road with stone gate piers, boundary wall, driveway and former gardens to the east of the house



Figure Ni - The eastern boundary wall facing Wilmslow Road; note the modern bus shelter structure that screens the gardens and Appeal Site.

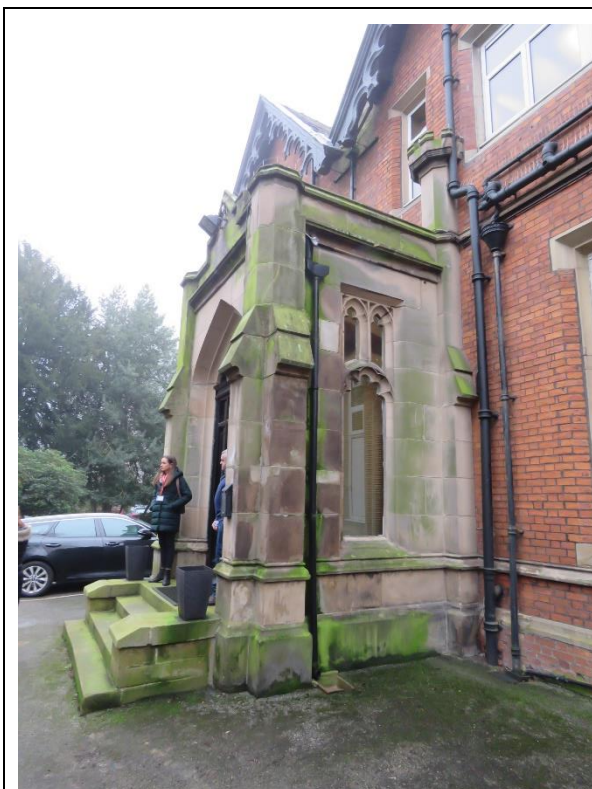


Figure O – The original c1837 Gothic entrance porch, showing similar surviving Gothic tracery windows which would have been a feature of the east elevation.



Figure P – Inside the entrance porch, showing the original Gothic plaster decoration.



Figure Q – The original vaulted roof with carved boss to the entrance porch and 1930s lamp shade.



Figure R – Looking into the entrance hall from the porch.



Figure S – Looking into the entrance hall from the porch.



Figure T – Looking north towards the entrance porch from the stairs. Note the fireplace to the right and original high-quality joinery (skirtings, doorframes, ceiling etc)



Figure U – The main staircase, which appears on stylistic grounds to have formed part of the c1880s alterations.



Figure V – The main staircase and hallway.

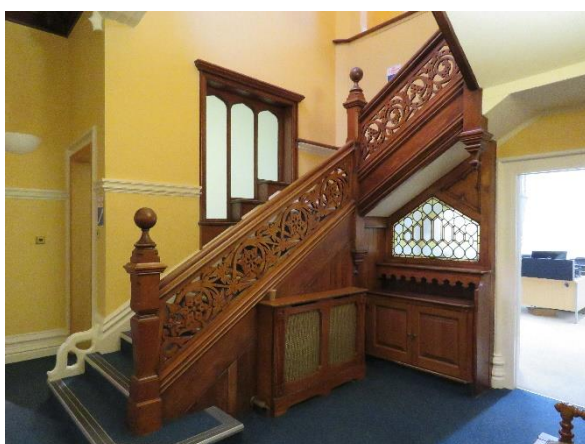


Figure W – The main staircase and stained-glass internal window/cupboard.



Figure X – The inside face of the internal window, which appears to have been inserted in the c1880s.



Figure Y – The current board room, showing the inserted 1937 bookcases and panelling around the original c1837 fire surround.



Figure Z– An original carved stone fireplace dating to the c.1830s.



Figure AA – The north-west reception room, showing the inglenook fire surround and cupboards installed in 1887 – note the decorative frieze to the upper part of the walls and ceiling (see Figure CC). The panelling appears to have been altered/ extended in the 1930s. The inset tiles and fire are modern reproductions.



Figure BB – The bay window to the north-west reception room. The panelling to the left and right of the window dates to the 1930s.



Figure CC – The 1887 inglenook fire surround, featuring the year “1887” carved into the left and right corner spandrels. The panelling above the cupboards either side of the fire surround dates to the 1930s. The inset tiles are modern reproductions.



Figure DD – The decorative ceiling and frieze plasterwork.



Figure EE – An original polished slate fire surround and over-mantle mirror to the east elevation of the ground floor, showing original c1837 Gothic ceiling plasterwork, and c1887 plaster frieze.



Figure FF – A detail of the fire surround. The inset glazed tiles are modern reproductions.



Figure GG– The original Gothic ceiling.



Figure HH – The first floor landing, showing the c 1880s carved timber balustrade.



Figure II – A detailed view of the balustrade.



Figure JJ – internal stained glass windows to the main stairs c.1890s

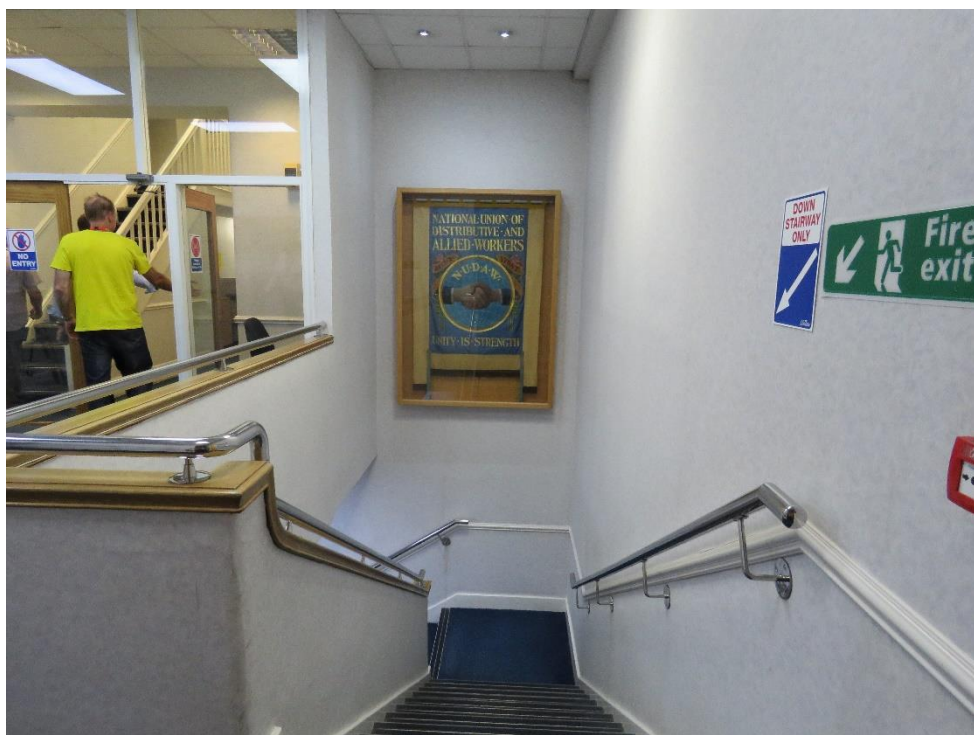


Figure KK – The stairs within the 1937 extension where it joins the c.1837 villa. Note the original attic stairs to the left of the photo.



Figure LL – typical office room to the first floor

I. APPENDIX 2 – HISTORY OF THE VILLA

Francis Roger Hodgson Esq & family – 1837-1852

The first record of the Site is in the Electoral Register for 1837, where Richard Hodgson's son; Francis Roger Hodgson, is recorded as being the occupier of 'Oakley'. Francis Hodgson is again recorded as living in the property in the Manchester & Salford trade directory of 1841. The subsequent Electoral Registers for 1841, 1845 and 1850 continue to record Francis Roger Hodgson as occupying Oakley.

Francis Hodgson was a merchant in Manchester and also held high-ranking social positions in Manchester such as Police Commissioner in Manchester in 1829, a church warden of the parish of Manchester in 1836, and a Magistrate between the 1820s and 1850s.

In 1851 Hodgson is recorded as living at Oakley with his wife, three sons, three daughters and four servants, and passed away soon after in November 1851 aged 49.

John Barratt Esq – 1852-1868

Following Hodgson's death Oakley was purchased in 1852 by John Barratt (1806-1887), who is recorded in the Manchester and Salford trade directory of 1863 as being a corn merchant of 'Barratt, Trueman & Co' in Manchester.

The deeds for Barratt purchasing the estate in 1852 record the seller as being the owner of the large neighbouring Platt Hall Estate; Charles Carril Worsley Esq, suggesting that it was Worsley family that may have been responsible for building Oakley.

The Electoral Registers for 1855 and 1860 continue to record Barratt as living at 'Oakley House', with a relative, possibly his son, James Reynal Barratt, recorded as also living at Oakley in the Electoral Register of 1860.

After fourteen years at Oakley, Barratt auctioned the estate in 1866 due to a move to the south of England.

Robert Barnes Esq & family – 1868-1873

Oakley was purchased in 1868 by Robert Barnes Esq (1800 – 1871 – Figure 9) who is first recorded as living there in an article in the Manchester Courier and Lancashire General Advertiser dated the 5th February 1869.

The Electoral Register for 1870 records Barnes as occupying "Oakley House".

Robert Barnes was a successful, Manchester-based textile mill owner and noted Mancunian philanthropist and was Mayor of Manchester for two terms between 1851-52 and 1852-53.

Barnes held a series of local high-ranking positions for the city but was primarily noted for his public and private philanthropy both during his life and following his death. Barnes was the founder of the charitable organisation, 'Barnes Children's homes'.

Robert Barnes passed away at Oakley on Christmas morning 1871 aged 71.

The contents of the house were auctioned upon his death on his request to support the children's home charity. An article placed in the Manchester Courier on the 26th December 1871 describes Barnes's life and works.

William Leech Esq – 1873-1885

Following Robert Barnes' death, Oakley was sold by his widow Louisa Mabel Barnes to William Leech Esq in 1873. Leech is recorded as living at Oakley at the time of his marriage soon after on the 4th March 1873 (Manchester Evening News).

During the 1870s a number of articles in leading gardening and horticulture publications detail the amazing collection of orchids William Leech's gardener Mr Swan grew in the greenhouses and hothouses at Oakley and was noted at the time as cultivating the first flowering Cymbidium Parishii Orchid in Britain in 1876.

Leech is last recorded as occupying Oakley in the 1885 Electoral Register, followed by the estate being auctioned again on the 25th June 1885. An advertisement was placed in the Manchester Courier and Lancashire General Advertiser on the 13th June 1885 which noted that the sale was due to William Leech moving away.

William Valentine Blake McGrath & family c1886 -c1895

William Valentine Blake McGrath (Born c1843 – died 1925) was an export merchant shipper, and partner in the firm of Messrs Escombe Brothers and Co (and Escombe, McGrath & Company Limited), ship & insurance brokers & forwarding agents.

Oakley is not registered in the Manchester and Salford Trade Directory for 1886, meaning it is likely the house was empty at this time. An advert was placed in the Manchester Courier and Lancashire General Advertiser the following year on the 8th July 1887 advertising the sale of the greenhouses at Oakley by "Mr McGrath".

It appears that a number of alterations were carried out to Oakley during McGrath's occupancy of the house. Alterations appear to include the redecoration of the north-west ground floor reception room with the addition of plaster decorations to the frieze and ceilings and the insertion of the current inglenook fireplace inscribed with the date "1887". A further reception room to the centre of the east elevation of the ground floor also displays an example of Aesthetic Movement plaster frieze decoration dating to the c1880s.

The 1891 census states that William lived at Oakley (numbered '122 Wilmslow Road') with his wife, their two sons and daughter, eight servants, a teacher and two visitors

Sigmund Baerlein & family – c1895-1902

Sigmund Baerlein (1846–1910) was a yarn merchant and partner with his brother Maximilian in the firm 'Maximilian Baerlein & Co'.

Sigmund is recorded as living at Oakley in the Manchester and Salford Trade Directory for 1895, where the house is numbered as '122 Wilmslow Road'. Also in 1895, a letter from Sigmund's son, Henry Philip Bernard Baerlein was included in an article in Manchester Courier and Lancashire General Advertiser, having been sent from Oakley. Sigmund's daughter Edith Anna Baerlein was married in 1898, stating her place of residence as being Oakley.

On the 21st June 1902 Oakley was advertised for auction in the Manchester Courier and Lancashire General Advertiser.

The auction article stated that Oakley was to be sold or let, and that it could be divided to suit a tenant. The house is described as having five entertaining rooms, a billiard room, eleven bedrooms, two dressing rooms, three bathrooms, servants' bedrooms, stabling for six horses, three loose boxes, a coach house, coachman's and gardener's cottages. The grounds are noted to contain a conservatory, a vinery, greenhouse and outbuildings.

Oakley Club – 1902-1904/5

Following the auction in June 1902, it appears that Oakley was let to the "Oakley Club Limited". The limited company had been set up in order to purchase the property and grounds, however, records show that the estate stayed in the hands of the Baerlein family.

An article in the Manchester Courier and Lancashire General Advertiser on the 26th November 1902 stated that – “Oakley Club Limited has been formed for the purpose of acquiring the family residence and grounds, with cottages and outbuildings, known as Oakley at Fallowfield, Manchester, and the establishment there of a high-class residential and social club for a gentleman.

The newly formed Oakley Club converted the former villa into a social and residential golf club. Activities included billiard’s matches, lawn tennis, bowling, croquet, polo and baseball, a 70 acre golf course located in the adjacent grounds, and garden parties, fund raisers and concerts held in the grounds.

The club opened in January 1903 and offered bedrooms and private sitting rooms to guests, with breakfast, lunch and dinner. The requirement for membership was acquiring at least a £5 share in the Oakley Club Limited.

The venture of the Oakley Club Limited was short lived, and after three years the Baerlein family took the Oakley Club Limited to court resulting in the company being wound up.

The family once again attempted to auction Oakley on the 19th September 1905, where the estate was advertised as a going concern.

Interestingly, the Electoral Register for 1905 states that Sigmund Baerlein once again lives at 122 Wilmslow Road, meaning he either retained part of the house as his home while it was being let as a club, or he moved back temporarily following him winning the court case and taking back tenancy of the estate.

Oakley Hotel – c1905-c1920

It appears that the 1905 auction did not result in a sale, and Oakley was instead let to become a boarding house/hotel. An article placed in the Manchester Guardian on the 24th January 1906 advertised Oakley as offering: “Board and residence: large house and ground: billiards, stabling, garage: late dinner: separate tables, Apply manager, Oakley”.

Interestingly, the 1910 Electoral Register again records Sigmund Baerlein as living at 122 Wilmslow Road, possibly suggesting that he retained part of the house for his own use.

A notice was placed in the Manchester Guardian on the 30th June 1911 advertising the hotel: "Manchester - Oakley, Fallowfield. Tennis, Billiards, Stabling and Garage. Moderate inclusive terms".

The 1911 census states that Oakley had 27 rooms and was known as 'Oakley Private Hotel'. George Simmons was recorded as being the boarding housekeeper, along with his wife who assisted in the business. The couple lived at Oakley with their son, along with a cook, waitress, two housemaids and a boot keeper, and six boarders. A further advertisement of the hotel was placed in the Manchester Evening News on the 13th March 1917, stating the name of the building as being "Oakley Hotel, Fallowfield".

National Union of Distributive and Allied Workers – 1920- present

On the 14th January 1921 the Oakley estate was sold by Anna and Arthur Baerlein to the Amalgamated Union of Co-operative Employees. Due to the amalgamation of the two Unions, the ownership of Oakley was transferred between the Trustees of the Amalgamated Union of Co-operative Employees to the Trustees of the National Union of Distributive and Allied Workers on the 7th December 1923, both having offices in Oakley at the time.

The union was formed in the late-19th century, during a period of great economic and social change in Great Britain. These developments were to transform the retailing trades, with big department stores and multiple chain stores beginning to replace the traditional family draper or grocer.

The wages, hours and working conditions of those employed in these establishments were among the worst experienced by the employed population, with unemployment, sickness and old age not yet being commonly provided for by the State.

As a result of these social changes, the representatives of 11 shop assistants' organisations met to form the National Union of Shop Assistants on the 18th March 1891.

In 1893 the Union changed its name to the National Union of Shop Assistants, Warehousemen and Clerks (NUSAW&C) and five years later joined with the United Shop Assistants Union to form the National Amalgamated Union of Shop Assistants, Warehousemen and Clerks (NAUSAW&C).

The union was formed in 1947 by the merger of the National Union of Distributive and Allied Workers and the National Union of Shop Assistants, Warehousemen and Clerks.

Some other unions have since merged in, including the Amalgamated Society of Boot and Shoe Makers and Repairers in 1955, and the Scottish Union of Bakers and Allied Workers in 1978.

In 1937 a large new extension was proposed to Oakley in order to accommodate offices and other facilities for the Union. The new extension was designed by the in-house Co-op architect, W. A. Johnson, and was designed in a simple Moderne style with subtle Art Deco decoration.