

Former Printworks, Earl Street, Prestwich Heritage Statement



JW | Conservation

**Jenny Wetton Conservation
8 Gorsey Brow
Broadbottom
Hyde
Cheshire
SK14 6EA**

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**Former Printworks, Prestwich
Heritage Statement**

Prepared for Dreams Homes Construction

by

Jenny Wetton Conservation

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Contents

1	EXECUTIVE SUMMARY	4
2	INTRODUCTION	6
2.1	Background to the Report.....	6
2.2	Acknowledgements	6
2.3	Purpose of the Report.....	6
2.4	Copyright	6
3	HISTORY of SITE	7
3.1	History of the Site	7
3.2	Planning History	9
4	ARCHITECTURAL ASSESSMENT	10
4.1	Exterior	10
4.2	Interior: Ground Floor	12
4.3	Interior: First Floor	13
4.4	Interior: Basement.....	15
5	SIGNIFICANCE	17
5.1	Assessing significance	17
5.2	Significance of Former Printworks.....	18
5.3	Summary of Significance	20
5.4	Contribution Made by Setting	20
6	HERITAGE AND OTHER PLANNING CONTEXT	23
6.1	National Planning Policy Framework (2021).....	23
6.2	Bury Unitary Development Plan (1997)	25
7	IMPACT ASSESSMENT	27
7.1	Summary of the Proposals	27
7.2	Impact of Changes on the Significance of the Unlisted Building	27
7.3	Impact of Development of Land at Rear on Significance	30
7.4	Overall Impact on Significance	31
8	CONCLUSIONS	32
9	SOURCES	33

1 EXECUTIVE SUMMARY

This report was commissioned from Jenny Wetton Conservation in 2021 by Dreams Homes Construction. Its purpose is to assess the significance of the former printworks, which is listed on the draft Bury Local List, and to assess the impact of proposals to convert the building to residential use and develop land behind.

Section 3 of this report summarises the development of the site. The building is dated 1897 and was built on land previously a field. It was used initially as a political club but was converted for use as a printworks in the early 1930s and, in the 21st century, as a day nursery and recording studio.

Sections 4 and 5 provide an assessment of the significance of the building and the contribution made by setting. The former printworks is significant for:

- Date stone dated 1897 and its record of the association of the building with Alderman Benjamin Carver, a cotton merchant of local significance;
- Re-fenestration with large windows in the early 1930s, on the conversion for use as a printworks and retention of a projecting chimney on the front, with stepped detailing and projecting brick ridges;
- Internally, a largely open floor plan and one fireplace on the first floor in what may have been an office;
- Locally significant historical association with the *Prestwich and Whitefield Guide*.

The building is considered to be of **medium significance overall and is considered to constitute a non-designated asset in planning terms**. It is listed on the draft Bury Local List and this analysis supports that identification. The added garage at the rear is not considered to have any historic interest.

The Heaton Park Congregational Church to the north of the site is listed at Grade II and is visible in a view north-east from the rough ground at the rear of the former printworks. Although this is considered to form part of the setting of the listed building, only the upper part of a gable and the roof are visible and **the site is only considered to form a minor part of the setting**. The setting is considered to make an overall positive contribution to the significance of the former printworks although the neglected condition of the ground at the rear has a negative effect.

Section 6 outlines the heritage planning policy context and gives guidance on the circumstances in which consent may be required. The 1990 Planning (Listed Buildings and Conservation Areas) Act is the primary legislative document; there is a presumption in favour of preserving and enhancing heritage assets. The NPPF provides national policy on heritage assets and development, and sets out a proportionate approach taking account of significance. Policy 203 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.'

Section 7 assesses the impact of the proposals. Although the proposals will result in minor harm overall to the non-designated heritage asset, they will result in significant public benefits:

- Repairs to the exterior of the building to make it weatherproof;
- A new use for and occupation of the building.

The proposals will largely retain the appearance of the historic building in the streetscape and the design has been significantly altered following specialist advice.

This report acts as a record of the historic buildings and could be added to the Historic Environment Record, in accordance with NPPF Policy 193.

Considered overall, and taking account of the mitigation and benefits outlined above, the proposals are considered to be beneficial to the significance of the non-designated heritage asset which will 'be conserved and their enhancement encouraged, ensuring that they continue to make a positive contribution to the character and identity of the city's neighbourhoods'. With the presumption in favour of sustainable development set out in the NPPF, it is the author's professional opinion that the proposals are compliant with national and local planning policies.

2 INTRODUCTION

2.1 Background to the Report

This report was commissioned from Jenny Wetton Conservation in 2021 by Dreams Homes Construction. Its purpose is to assess the significance of the former printworks, which is listed on the draft Bury Local List, and to assess the impact of proposals to convert the building to residential use and develop land behind. The NPPF requires significance to be assessed when changes are proposed to heritage assets, and for the impact of proposals to be assessed in relation to significance.

2.2 Acknowledgements

The author would like to thank the staff of Bury Local History Library and the Greater Manchester Historic Environment Record for their help with the research for this report.

2.3 Purpose of the Report

The report is designed to provide the author's professional opinion of:

- A summary history of the site;
- An assessment of the significance of the building and the contribution made by setting;
- An assessment of the impact of the proposals.

This report has been written by Jenny Wetton, BA MSc (Arch Cons) IHBC, Consultant, based on evidence from documentary sources and a survey of the site. Jenny Wetton is a full member of the Institute of Historic Building Conservation (IHBC) and appears on the IHBC Database of Accredited Practitioners.

2.4 Copyright

This report is the copyright of Jenny Wetton Conservation and is for the sole use of the organisations to which it is addressed. This document may not be used or referred to in whole or in part by anyone else without the express agreement of Jenny Wetton. She does not accept liability for any loss or damage arising from any unauthorised use of this report.

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3 HISTORY of SITE

3.1 History of the Site

Prestwich was historically part of the ancient parish of Prestwich-cum-Oldham and was largely rural in character until the construction of a new and turnpiked road from Manchester to Bury in 1826. This led to development along the road, with development of large houses for middle-class people at the Prestwich Park estate from the mid-century. Prestwich Conservative Club was founded in 1874 and moved five years later to

'...purpose-built premises on Church Lane [west of the application site], designed by the architect, William Dawes, with a top-lit first floor billiard room. In 1957 the club sold the original premises and moved across the lane to 'Spring Bank', which had been purchased in 1928 as a home for their tennis club. A bowling green had been created in 1902 at the bottom of the huge garden that 'Spring Bank' looked down on¹.'

In 1879, a railway line was constructed from Manchester to Radcliffe, with a station at Heaton Park, leading to further development in the area. By the mid-19th century, the area around the application site to the west of Heaton Park, called Rooden Lane, had two cotton mills, Parkside and Albion.

The application site is shown on the 1891 map as a field, but the site was evidently developed soon after as the building retains a datestone laid by Alderman Benjamin Carver Esq. J.P.C.C. dated Nov. 6th, 1897. In the same year, the local government board was replaced by an urban district council².



1891 OS, Showing Approx. Locn. of Site



Datestone

The building is shown on the 1915 map, facing onto Earl Street which runs nearly north – south from a right-angled turning from the railway bridge. The building is shown on a rectangular ground plan at the southern end of the street, with a bowling green behind. The 1909 Directory lists the Heaton Park Conservative Club on Earl Street, with Thomas Dickinson as secretary.

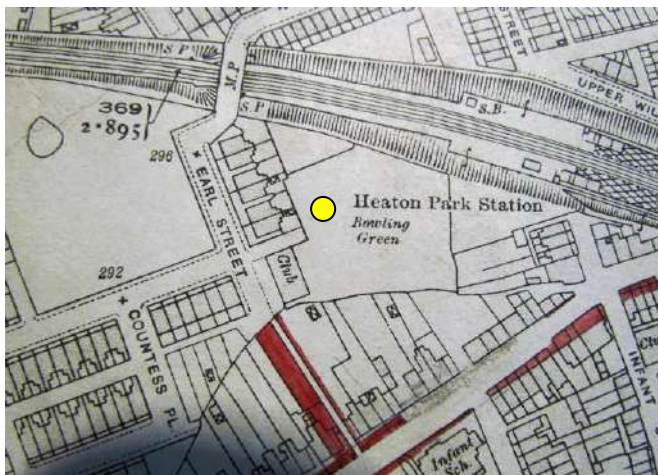
¹ Bury Council. *St Mary's Conservation Area Character Appraisal*, 9-10

² Wilson, J. F. *A History of Prestwich* (private publ. 1979)

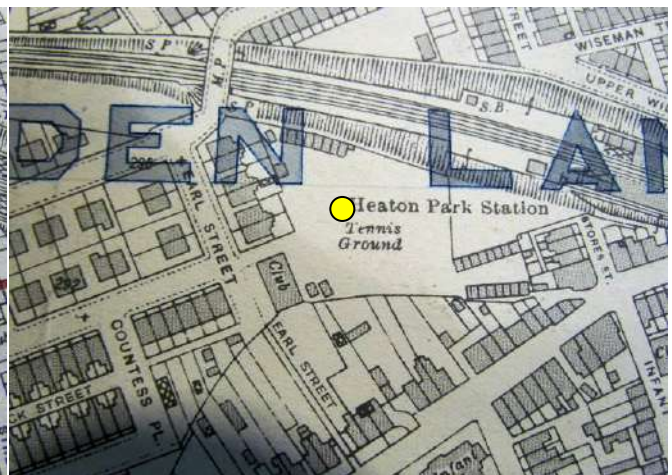
However, the Conservative Club was short-lived³ and the 1929 Directory lists the building as being occupied by George Edward Barlow & Son as a furniture store, although the 1936 map still shows the building as a club. Two small buildings and a tennis ground are shown behind, although there are a number of sheds marked on the northern and eastern boundaries.

In August 1936, the *Daily Mirror* carried a notice of Everywoman's Health Movement classes taking place at the *Prestwich and Whitefield Guide Rooms* in Earl Street, Prestwich⁴. The *Guide* started publication in 1921 as the *Prestwich Guide* under Walter Butterworth, later acquiring the premises of the Eccles Advertiser⁵. In 1937, the *Guide* expanded to include eight pages and added Whitefield to its coverage. It had needed modern machinery to cope with the increased demand for its product and added a penny charge.

After the war, Walter's son, Fred, installed new typesetting equipment, a new printing press, the first electronic engraving machines and made improvements to the old Earl Street building⁶.



1915 OS, Showing Site



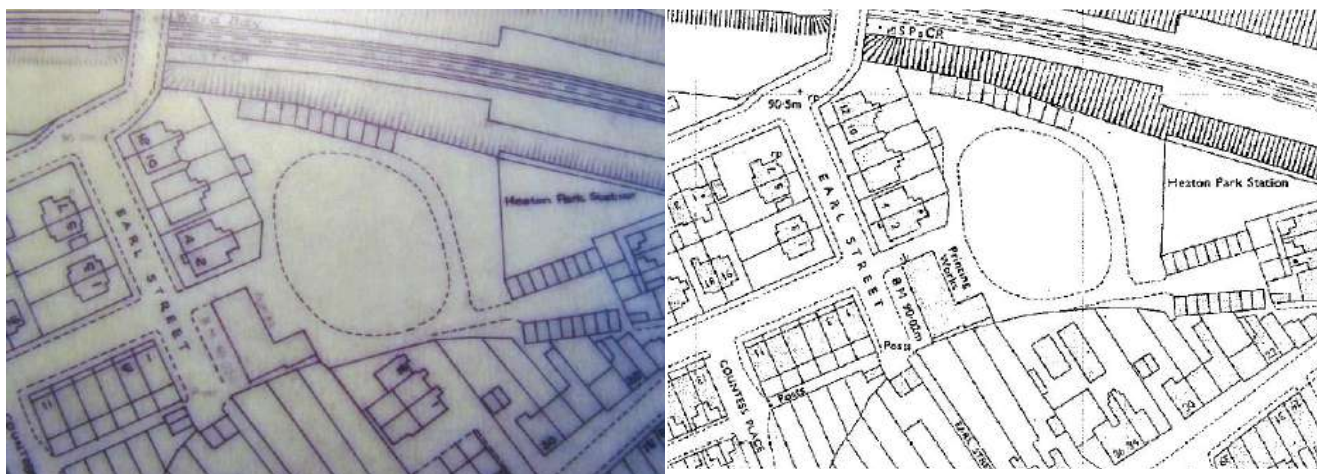
1936 OS Showing Site

³ Coverage in local press ceased in 1914

⁴ *Daily Mirror* Monday 31 August 1936, p22, col.3

⁵ *Prestwich & Whitefield Guide* 1921 (front page only, reprinted in Christmas Special 1999) (Bury Local History Library)

⁶ *Bury Times* Reporter. Former Guide editor dies at 93 [online]. *Bury Times*, 9th May 2007. Available at: <https://www.burytimes.co.uk/news/1386719.former-guide-editor-dies-at-93/> [accessed 29.11.21]



1955-62 OS

1978-88 OS

The building is shown on the 1955-62 map hand-annotated as 'works' and had been extended at the rear. Earl Street is still noted as the printing address on a Guide from 1973. The *Guide* later became part of the Bury Times Group, where Fred's son, Derek Walter, continued to work under the new proprietors.

In 2005, the Freisner day nursery was registered at the building and closed after April 2018. A recording studio is also registered at the address in 2020-21.

In 2017, the *Prestwich & Whitefield Guide* ceased print publication, becoming available as a digital edition only⁷.

3.2 Planning History

There are no applications relating to the site on the Council's planning portal.

⁷ Sharman, D. 'Weekly to cease print publication as publisher considers sister titles' merger', *HoldtheFrontPage.co.uk* [online]. Available at: <https://www.holdthefrontpage.co.uk/2017/news/weekly-to-cease-publication-as-publisher-considers-sister-titles-merger/> [accessed 7.12.21]

4 ARCHITECTURAL ASSESSMENT

4.1 Exterior

Constructed in red brick, the former printworks is two storeys in height with a basement, covered with a pitched slate roof and five bays in width across the front elevation. The front elevation retains a recessed entrance at the north end with a stone lintel fitted with a late 20th century panelled door with an overdoor light. To the right of the door is a 3-light brick-mullioned timber-framed window with a stone head and sill. Other windows on the ground floor are at a higher level, again with stone heads and sills but currently covered with wire shutters which obscure detail. Above the door and to the right are two 2-light brick-mullioned timber-framed windows with stone heads and sills, flanking a chimney projecting from the wall face with stepped detailing and projecting brick ridges and continuing above eaves level. Other windows at first-floor level are timber-framed windows with mid-level casements. Windows beyond the chimney are separated by brick pilasters.



Front Elevation



Front Elevation, North End



North Elevation



South Elevation

The north elevation is laid in English Garden Wall bond, blind and some bricks have been replaced by the roof faces. The south elevation is also laid in English Garden Wall bond and blind but the brickwork at the top of the gable is lighter in colour and laid in random bond, perhaps suggesting that a chimney may have been removed. There is

also a difference in colour between the brickwork on the ends and that of the front and rear elevations.



Rear Elevation



Added Garage and South Part of Rear Elevation



Google Aerial Photo

The rear elevation retains a narrow doorway with a stone head, late 20th century door and an overdoor light. Flanking this are brick-mullioned, 2-light casements with timber frames and stone heads and sills of differing lengths and widths. The windows above are also of varying lengths and widths but all with timber frames and stone heads and sills. Again, the bays are separated by brick pilasters and windows in the centre of the elevation are larger on the ground floor than those on the first floor, but all have timber frames with central casements. At the south end is a smaller but similar window. A projecting element at the south end which continues, covering a staircase, is laid in stretcher bond and covered with a concrete tile roof, was added with the garage extension, between 1936 and 1955, and may have provided a fire escape. The garage is constructed in the same red brick but has been partly painted white and is covered with a pitched corrugated metal roof.

An aerial photograph shows a patch on the roof at the north end, probably where a chimney has been removed, but the south end is obscured.

4.2 Interior: Ground Floor

Internally, the floor plan at ground floor level has been much altered, with the conversion for use by the printworks, but retains a late 19th century staircase at the north end providing access to all floors.

The front access gives onto the stair hall, which retains a timber dog-leg staircase with panelling below, a turned newel post with a square top and acorn finial and a turned handrail; the balusters have been replaced with late 20th century panelling. The stair hall is otherwise quite plain and gives onto a corridor which is also largely plain plastered but retains two moulded door surrounds on the west side, which may date from the late 19th century. The room beyond has been subdivided with a dog-leg partition, possibly at the conversion for the printworks. Toilets and a kitchen on the east side of the corridor are all modern and of no historic interest.

The corridor gives onto a large rectangular room which retains what may be wall stubs, indicating the position of former internal walls. It also retains timber-framed secondary glazing which is similar in colour to the external window frames and which may be contemporary with the windows. The ceiling and the spaces between the external and internal windows have been lined with polystyrene tiles, which appear damp and those on the ceiling are sagging.



Staircase



Historic Door Surrounds in Corridor



Partitioned Room



Main Room



Secondary Glazing



Garage, Looking West



Roof Trusses



Inserted Doorway

An inserted double door on the east side gives onto the garage, added between 1936 and 1955. This is largely plain with painted brickwork but retains steel roof trusses typical of the period. The south side has been lined with modern concrete blocks, indicating that alterations were made to the fire escape.

4.3 Interior: First Floor

The first floor consists largely of two large rooms separated by a thin, timber-framed partition at the south end, with toilets on the east side of the north end and an office in the north-west corner. In the south-east corner is an inserted doorway to the external fire escape.

The larger northern space retains a panelled ceiling with the lower part of timber trusses visible, with metal struts and a moulded cornice fitted around pilasters. The room is otherwise plain, with a modern floor covering and exposed brick walls.

The southern hall is smaller but similar, with exposed brickwork on the end gable.



Northern Hall, Looking South



Northern Hall, Looking North



Detail of Cornice and Truss End



Southern Hall, Looking West



Southern Hall, Looking East



Timber-framed Partition



Room in North-west Corner



Fireplace



Partition over Window

The room in the north-west corner is largely plain and has been partitioned but retains a historic cast-iron fireplace with a red marble surround and inset ceramic tiles with a green glaze. Between this room and the northern hall is a further timber-framed partition, this time running across a window on the west side.

4.4 Interior: Basement

The basement is currently accessed via modern timber steps at the northern end. Much of the basement is plain, with brick walls of which some are painted, and concrete floors throughout. The northern end retains the remains of a lath and plaster ceiling and a barrel archway to a corridor between two rooms, of which one has painted walls and evidence of an infilled opening. The southern part of the basement is different in character, being open with three bays on each side divided by brick walls and may represent a different phase in the construction of the building. The ceiling here is supported by steel joists and appears to be a later replacement as one of these and timber joists run across a set of timber stairs which have been cut.



Steps to Basement



Northern End of Basement



Room at North End of Basement



Southern Part of Basement



Former Stairs

5 SIGNIFICANCE

5.1 Assessing significance

Assessing significance is a key principle for managing change to heritage assets and is embedded within current government policy; NPPF policies 194 and 195 (CLG, *National Planning Policy Framework*, 2021). A key objective in the NPPF is 'the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation ...' (NPPF Para. 197). The NPPF advises that the more significant the heritage asset the greater the presumption in favour of its conservation (policy 199). Historic England issued its guidance, *Statements of Heritage Significance: Analysing Significance in Heritage Assets Historic England Advice Note 12 (2019)*, which allows for values of heritage assets to be expressed as being of archaeological, architectural and historic interest. There are three levels of significance as well as neutral and an intrusive grade:

Exceptional Level of Significance

The element is relatively intact, has a special interest, and makes an important contribution to the wider significance of the site. This would correspond to an individual grade I or II* listing. The NPPF advises that substantial harm should be wholly exceptional.

High Level of Significance

A designated asset important at national and regional level, including Grade II listed buildings. The NPPF advises that substantial harm should be exceptional.

Medium Level of Significance

An undesignated asset important at a local to regional level, including locally (non-statutory) listed buildings and buildings which make a positive contribution to a conservation area. The element has been altered, has less special interest, and its contribution to the wider significance of the site is less important. May include less significant parts of listed buildings. Buildings and parts of structures in this category should be retained where possible, although there is usually scope for adaptation.

Low Level of Significance

An undesignated asset important at a local level. The element has been significantly altered, has a low level of integrity, the special interest has been lost and it makes little contribution to the wider significance of the site. Buildings and parts of structures in this category should be retained where possible, although there is more scope for adaptation.

Neutral

The element is historically unimportant but does not have a negative visual impact on the surrounding buildings. May include insignificant interventions to listed buildings and buildings that do not contribute positively to a conservation area. The removal or adaptation of structures in this category is usually acceptable where the work will enhance a related heritage asset.

Intrusive

The element is historically unimportant and has a negative visual impact on the surrounding buildings. Wherever practicable, removal of negative features should be considered, taking account of setting and opportunities for enhancement.

5.2 Significance of Former Printworks

Following the methodology for assessment of cultural significance set out in the Historic England *Statements of Heritage Significance: Analysing Significance in Heritage Assets* *Historic England Advice Note 12*, the former printworks can be identified to have the following heritage interest:

Archaeological Interest:

The building is dated 1897 and was built on land used as a field. It was used initially as a political club but was converted for use as a printworks in the early 1930s and, in the 21st century, as a day nursery and recording studio; it is understood to have been vacant for around three years.

There is no record relating to the site on the Historic Environment Record, which incorporates data from the draft Local List survey undertaken by UMAU in 2007/08 for Bury Council, and it would appear that the building was not considered for local listing at that time.

Architectural Interest:

The building appears to have been entirely re-fenestrated in the early 1930s, with large windows of which some incorporate mullions and which would have provided light for compositors and printers. Both long elevations retain entrances with over-door lights and smaller windows at the northern end, giving this part of the building a more domestic appearance and perhaps reflecting a historic use as offices. The front elevation retains a projecting chimney with stepped detailing and projecting brick ridges continuing above eaves level. The brick ridge and stepped detailing is typical of commercial properties of the period. The Historic England *Industrial Buildings: Listing Selection Guide* states:

‘From the US the concept of the ‘daylight factory’ was introduced: its major impact was first felt in Trafford Park (Greater Manchester). These long, low, and sleek modern buildings with large areas of glazing, in pleasant grassed settings, account for many of the so-called ‘by-pass modern’ factories.’⁸

Industrial buildings of this type were also planned with large open spaces for machinery. In this case, the former printworks may have been provided with a new and reinforced ground floor to support printing machinery. The only space provided with heating was the office on the first floor and it may be that the rest of the first floor was heated by the machines below.

Political club buildings at the turn of the 20th century were generally in classical revival or gothic styles, to suggest permanence and reliability, and usually had large assembly rooms on the first floor with large windows and billiard, reading and meeting rooms.

⁸ Historic England. *Industrial Buildings: Listing Selection Guide* (Historic England, December 2017), 6

The former printworks looks quite different to a political club building and both the front and rear elevations appear to have been re-built during the conversion.

Internally, the floor plan has been much altered, probably during the conversion to a printworks. The main staircase may date from the 1890s but has been altered with the removal of the balusters. Although there are large open rooms at both ground and first floor levels, wall stubs on the ground floor appear to indicate former internal walls and there is a light timber-frame partition on the first floor. The only other feature of historic interest is the fireplace on the first floor; the roof also appears to have been replaced in the 1930s. The added garage is of no historic interest.

The building is understood to have been vacant for three years and there was much evidence of damp penetration at the time of survey for this report, with collapsed plaster and peeling paintwork on both ground and first floors. The added polystyrene tiles on the ground floor ceiling were bowing considerably and there was evidence of flooding in the basement, with water seeping into the southern wall where the ground level is understood to be above the wall. Repair work needs to take place as matter of urgency to retain the historic interest of the building and the building needs a sustainable new use.



Collapsed Plaster



Peeling Paintwork



Bowing Ceiling



Flooding in Basement

Historic Interest:

The building has a historical association with Alderman Benjamin Carver. According to the Prestwich website, he was a cotton merchant who lived at Polefield House on Poppythorn Lane, to the north-west of the application site. Carver was also a church warden of St Margaret's Church from 1885-1888 and topped off the extension to the church in 1899, donated the bandstand in Prestwich Clough in 1907 and added two treble bells to the peel at St Mary's in 1910⁹.

The building also has a historical association with the *Prestwich and Whitefield Guide*, founded by Walter Butterworth in 1921. It is known to have been printed at Earl Street by 1936 and was still there by 1973.

The building also has social value, having been an important meeting place for local people during its period of use by the Heaton Park Conservative Club, used for women's exercise classes in the late 1930s and during later periods of use as a music recording studio and a nursery.

5.3 Summary of Significance

Key Points of Significance

The former printworks is significant for:

- Date stone dated 1897 and its record of the association of the building with Alderman Benjamin Carver, a cotton merchant of local significance;
- Re-fenestration with large windows in the early 1930s, on the conversion for use as a printworks and retention of a projecting chimney on the front, with stepped detailing and projecting brick ridges;
- Internally, a largely open floor plan and one fireplace on the first floor in what may have been an office;
- Locally significant historical association with the *Prestwich and Whitefield Guide*.

The building is considered to be of **medium significance overall and is considered to constitute a non-designated asset in planning terms**. It is listed on the draft Bury Local List and this analysis supports that identification. The added garage at the rear is not considered to have any historic interest.

5.4 Contribution Made by Setting

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

The former printworks was built in a largely suburban setting, as infill development of a field largely surrounded by development and with the railway to the north. Its setting can be defined as Earl Street in both directions, the eastern end of Russell Street and the grounds behind the building.

⁹ Polefield [online]. Available at: <https://prestwich.org.uk/history/places/polefield.html> [accessed 7.12.21]

There are two listed buildings in the vicinity: the Church of St Hilda, built in 1903-4 to a design by F.P. Oakley, and the Heaton Park Congregational Church built in 1881 to a design by Alfred Waterhouse, who also designed the Manchester Town Hall, the Manchester Museum and the Natural History Museum in London. Both these buildings are now listed at Grade II. The Church of St Hilda is visible in a long view south along Earl Street which includes the site, but only the top of the roof is visible and the site is not considered to form part of its setting. The Heaton Park Congregational Church is also visible in a view north-east from the rough ground at the rear of the former printworks. Although this is considered to form part of the setting of the listed building, only the upper part of a gable and the roof are visible, the railway and houses on Newtown Street lie in between and the site is considered to form a minor part of the setting.

The former printworks is built up to the street, with a narrow entrance to the land behind to the north. Earl Street consists of semi-detached houses with small front gardens, of which those on the east side are contemporary with the initial construction of the application site and those on the west side date from the early 20th century. Russell Street is similarly developed, although with terraced houses on the south side.

The rough ground at the rear retains a children's play area but is otherwise overgrown. Historically, this area was used as a bowling green and later as a tennis ground, latterly as allotments with sheds around the boundary.



View South Along Earl Street Towards Site



View From Site Towards Heaton Park Congregational Church



Russell Street



Ground at Rear, Looking East

The setting is considered to make an overall positive contribution to the significance of the former printworks although the neglected condition of the ground at the rear has a negative effect.

6 HERITAGE AND OTHER PLANNING CONTEXT

6.1 National Planning Policy Framework (2021)

The national legislative framework for development affecting listed buildings and conservation areas is provided by the Planning (Listed Buildings and Conservation Areas) Act 1990; often referred to as the Listed Buildings Act. This sets out the duty on local planning authorities with regard to listed buildings and any buildings or land within a conservation area, when determining applications for planning permission. It is essential that these legal duties are considered, alongside the contents of the NPPF and other planning policies and guidance.

For listed buildings, the planning authority *'shall have special regard to the desirability of preserving the building or its setting or any features of architectural or historic interest which it possesses'* (section 66).

Listed building consent is required for alterations which are likely to affect the character and special interest (significance) of the building. It is not required for like-for-like repairs, nor for alterations to modern fixtures and fittings which will not affect historic fabric, such as the removal of a modern partition.

The National Planning Policy Framework (NPPF) was revised in July 2021 replacing all former planning policy statements (previous edition NPPFs). *The Planning Practice Guide: Conserving and Enhancing the Historic Environment* should be read in the light of the NPPF and does not comprise policy.

The NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development. The Government has three interdependent objectives to sustainable development: economic, social and environmental. The latter objective includes contributing to 'protecting and enhancing our natural, built and historic environment.' So that sustainable development is pursued in a positive way, at the heart of the Framework is a **presumption in favour of sustainable development**. Policies 189-208 are related to conserving and enhancing the historic environment.

The *Planning Practice Guide* states: 'In the case of buildings, generally the risks of neglect and decay of heritage assets are best addressed through ensuring that they remain in active use that is consistent with their conservation. Ensuring such heritage assets remain used and valued is likely to require sympathetic changes to be made from time to time.'

Policy 193 states: 'Local planning authorities should make information about the historic environment, gathered as part of policy-making or development management, publicly accessible.'

Policies 194 and 195 of the NPPF require planning applicants and local planning authorities to assess the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be appropriate to the

assets' importance and no more than sufficient to understand the potential impact of the proposal on their significance. Local planning authorities should take this assessment into account when the potential impact of proposed development to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

Policy 196 states: 'Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision.'

Policy 197 states: 'In determining applications, local planning authorities should take account of:

- a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- c) the desirability of new development making a positive contribution to local character and distinctiveness.'

Policy 199 states: 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.'

Policy 200 states: '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. Substantial harm to or loss of:

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

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

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

The *Planning Practice Guide* gives guidance on how to assess if there is substantial harm:

'In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm¹⁰.'

Policy 202 states: '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.'

Policy 203 states: 'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.'

Policy 205 states: 'Local planning authorities should require developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible. However, the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted.'

6.2 Bury Unitary Development Plan (1997)

EN1/2 - Townscape and Built Design

The Council will give favourable consideration to proposals which do not have an unacceptable adverse effect on the particular character and townscape of the Borough's towns, villages and other settlements. Factors to be considered when assessing proposals will include:

¹⁰ Department for Communities & Local Government. *Conserving and enhancing the historic environment: Decision-taking: historic environment* [online]. Available at:

<http://planningguidance.planningportal.gov.uk/blog/guidance/conserving-and-enhancing-the-historic-environment/why-is-significance-important-in-decision-taking/> [accessed 13.05.15]

- the external appearance and design of the proposal in relation to its height, scale, density and layout;
- the relationship of the proposal to the surrounding area;
- the choice and use of materials;
- access and other design features for the mobility impaired;
- the design and appearance of access, parking and service provision;
- landscaping, including the use of natural landscape features, and open space provision;
- the use of lighting.

7 IMPACT ASSESSMENT

7.1 Summary of the Proposals

Howard & Seddon Architects has designed a scheme for the conversion of the historic building to residential use with development of the land behind.

There are further details in the Design and Access Statement and the drawings which accompany the application.

The former printworks constitutes a non-designated asset in planning terms and a balanced judgement is required.

7.2 Impact of Changes on the Significance of the Unlisted Building

This analysis is based on the guidance given within the Historic England *Advice Note 2: Making Changes to Heritage Assets*. In Chapter 3 *Addition and Alteration*, and under *General Points*, the guidance states:

‘The main issues to consider in proposals for additions to heritage assets, including new development in conservation areas, aside from NPPF requirements such as social and economic activity and sustainability, are proportion, height, massing, bulk, use of materials, durability and adaptability, use, enclosure, relationship with adjacent assets and definition of spaces and streets, alignment, active frontages, permeability and treatment of setting. Replicating a particular style may be less important, though there are circumstances when it may be appropriate. It would not normally be good practice for new work to dominate the original asset or its setting in either scale, material or as a result of its siting.¹¹’

7.2.1 External Alterations

There are several changes proposed to the exterior, principally the removal of the north end of the building. Although the proposal will result in harm to the historic building, this is required to provide a sufficiently-wide entrance to the development at the rear, as required by the local authority Highways Department. The design has been altered, following advice from the local authority’s Conservation Officer, to rebuild the chimney to its current design on the north elevation. Although the proposal will still result in a change to the overall form of the historic building, this will allow the reuse of the rest of the building and the impact of the proposal is considered to be **neutral overall**.

¹¹ Historic England. *Making Changes to Heritage Assets: Historic England Advice Note 2* (Historic England, February 2016), parag. 41



Proposed Front Elevation

The mullioned window on the ground floor will be replaced with a door and two other windows will be reduced to enable the provision of doors. This will change the character of the south end of the building to a more domestic appearance, although the north end currently has a more domestic than industrial appearance; the character and height of the new windows will retain those of the historic windows. Windows on the first floor will be replaced with double-glazed uPVC in a grey metal, which should have a thin profile.

The impact is considered to be **minor harm overall**.



On the rear elevation, the added garage is to be removed with a new glazed door and window to be inserted in its place, a new window at first floor level and the existing windows will again be replaced with double-glazed uPVC in grey metal frames and doors at ground floor level, and should also have a thin profile. The brickwork should be made good to match. Glazed doors will be added at basement level, to provide access to the light wells.

The removal of the garage will partially reinstate the appearance of the building at the time of conversion for the printworks in the early 1930s and, with the proposed mitigation, the impact is considered to be **minor harm overall**.

On the north elevation, the existing chimney will be re-built to its current design.

7.2.2 Internal Alterations

Internally, the building will be re-modelled to provide three houses. The dividing walls will be positioned on the surviving stub walls on the ground floor, the bay divisions in the basement and that of the timber-frame partition on the first floor.

Changes have been made to the internal design scheme following heritage advice. The surviving historic fireplace will be retained and moved to the ground floor on the new north end.

The impact of the proposals is considered to be **minor harm overall**.

7.3 Impact of Development of Land at Rear on Significance

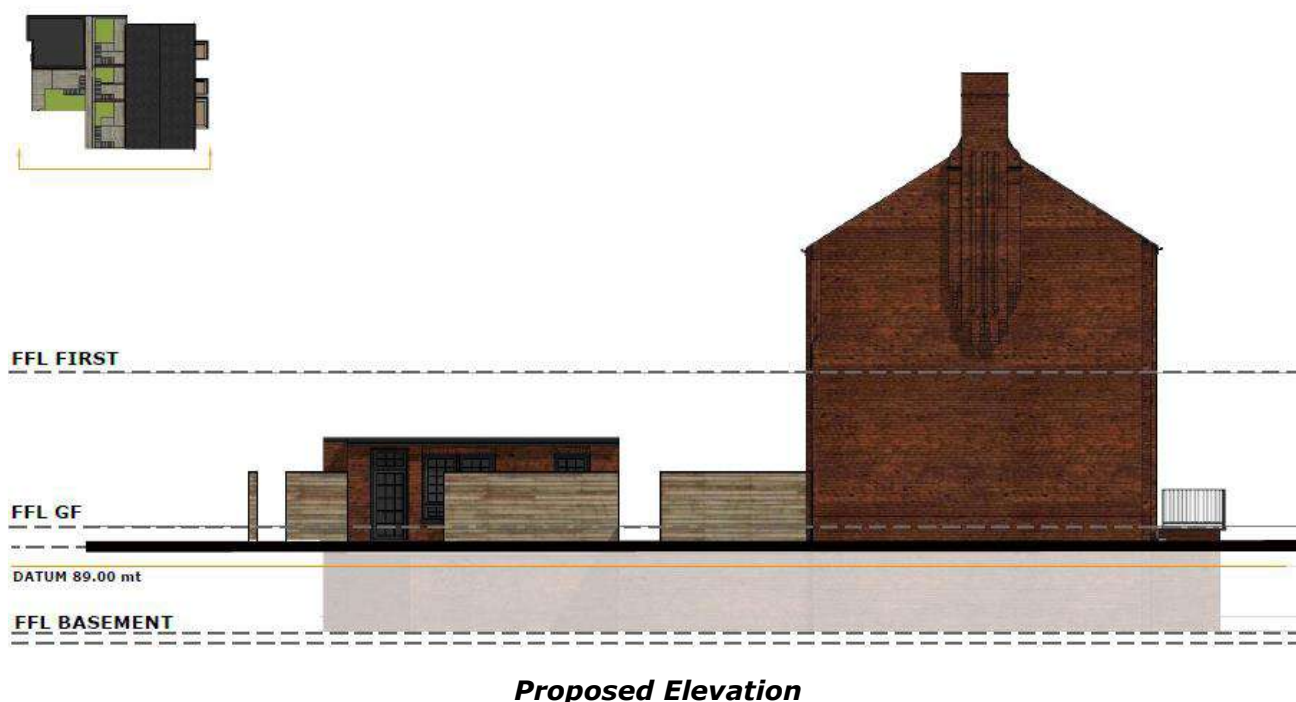
This analysis has been based on the Historic England guidance, *Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets*.

The land at the rear will be developed with 13 houses laid out along a new access road from Earl Street. The houses will be semi-detached, as are those on Earl Street, but stepped to follow the line of the road and set away from the historic building. They will be two storeys in height with an attic and taller than the historic building. They have been designed in a contemporary version of a Gothic style and will be constructed from brick, which should be sympathetic in colour with the historic building, and covered with pitched slate roofs with dormers on either side. The houses have part-glazed doors in dark-grey panelled surrounds, windows in light grey metal frames in brick surrounds and with long-glazed first-floor doors with a dark grey Juliet balcony, the glazing extending into the gable to provide light to the attic. There will also be rectangular rooflights near the eaves.



Proposed Street Scene

Between the historic building and the new houses will be a single-storey house with a basement, somewhat further east than the existing garage. This will be constructed in a similar brick with a flat roof and with small-paned windows in dark grey metal frames, similar to those in the historic building.



All the new houses will have front grassed parking area with trees; the two-and-a-half storey houses will also have rear gardens with a timber boundary fence.

7.4 Overall Impact on Significance

As stated above, the design has been altered following advice from the local authority, to rebuild the chimney on the new north elevation.

Although the proposals will result in some harm to the non-designated heritage asset, they will result in significant public benefits:

- Repairs to the exterior of the building to make it weatherproof;
- A new use for and occupation of the building.

Taking the proposed mitigation and overall benefits into account, the proposals are considered to be beneficial overall.

8 CONCLUSIONS

Policies 194 and 195 of the NPPF state that 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. The information in Sections 3, 4 and 5 of this report provides an assessment of the significance of the application site and the contribution made by setting.

Section 6 sets out the legislative and planning policy framework and gives guidance on the circumstances in which consent may be required. Policy 197 of the NPPF sets out the principles guiding the determination of applications for consent relating to heritage assets. This should take account of the desirability of sustaining and enhancing significance, the positive contribution that conservation of heritage assets can make to the establishment of sustainable communities and economic vitality and the desirability of new development making a positive contribution to local character and distinctiveness.

The assessment of impact on the heritage assets and their setting is set out in Section 7. Policy 203 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.' Although the proposals will result in minor harm overall to the non-designated heritage asset, they will result in significant public benefits:

- Repairs to the exterior of the building to make it weatherproof;
- A new use for and occupation of the building.

The proposals will largely retain the appearance of the historic building in the streetscape and the design has been significantly altered following specialist advice.

This report acts as a record of the historic buildings and could be added to the Historic Environment Record, in accordance with NPPF Policy 193.

Considered overall, and taking account of the mitigation and benefits outlined above, the proposals are considered to be beneficial to the significance of the non-designated heritage asset which will 'be conserved and their enhancement encouraged, ensuring that they continue to make a positive contribution to the character and identity of the city's neighbourhoods'. With the presumption in favour of sustainable development set out in the NPPF, it is the author's professional opinion that the proposals are compliant with national and local planning policies.

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Jenny Wetton Conservation
8Gorse Brow
Broadbottom
Hyde
Cheshire
SK14 6EA

Telephone 07973-127464

www.jwconservation.co.uk