



Plot 9a First Street, Manchester Heritage Statement

December 2021

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1. Introduction

1.1 This Heritage Assessment has been prepared by Deloitte to support an application for full Planning Permission, submitted by First Street (Developments) Limited, in relation to the construction of a commercial development on Plot 9 of the First Street Development Framework Area, Manchester City Centre (“the Site”).

1.2 The description of development is set out below:

“Erection of a nine-storey building with rooftop plant and basement comprising office accommodation (Use Class E(c)), car parking, cycle parking and associated facilities, landscaping, and associated works”

1.3 This report should be read in conjunction with the Design and Access Statement prepared by JM Architects and the Planning and Tall Building Statement prepared by Deloitte.

Report Structure

1.4 The National Planning Policy Framework (NPPF) provides the Government’s national planning policy on the conservation of the historic environment. In respect of the information required for applications, it 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 be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance”¹.

1.5 In light of these requirements this Report is structured as follows:

- Section 2: Site context, including a site history. This Section also delineates the heritage assets potentially affected by the Proposed Development.
- Section 3: Legislative and policy context for this assessment.
- Section 4: Scoping of assets
- Section 5: Assessment of significance.
- Section 6: Assessment of impact.
- Section 7: Policy assessment.
- Section 8: Summary and conclusion.

Research methodology

1.6 The assessment has been carried out in accordance with the statutory duties of The Planning (Listed buildings and Conservation Areas) Act 1990 and the policies of the National Planning Policy Framework (NPPF).

1.7 The baseline assessment has been undertaken using a combination of desk-based study and fieldwork to identify and assesses the heritage significance of the potentially impacted heritage assets and to establish the impact on their significance. The following survey and data sources have been used:

- National Heritage List for England (Historic England (HE));
- Manchester City Council (MCC);
- Manchester Libraries, Information and Archives;
- Detailed visual site inspections carried out in September 2021
- Other published sources of information which are referenced where relevant.

¹ DCLG (2021) National Planning Policy Framework (NPPF), Paragraph 194.

- 1.8 The authors acknowledge the research and contribution of Pre-Construct Archaeology in their Archaeological Assessment for the Site, as part of a previous planning application for the same site (Plot 9 Archaeology Assessment, 2016).

Authorship

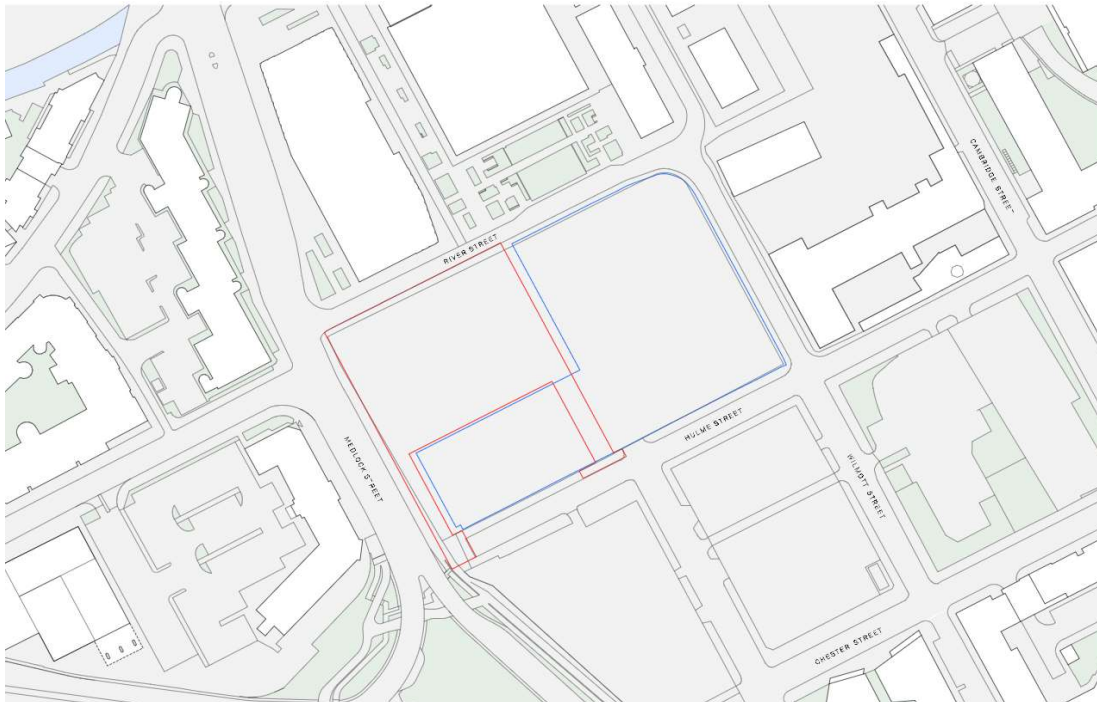
- 1.9 The report has been prepared by Deloitte LLP; a real estate consultancy comprising planning and surveyors.

2. Site Context

The Site

- 2.1 The proposed site, Plot 9a, is located within the First Street Strategic Regeneration Framework area, to the south of No.8 First Street. The site is 0.48 ha and is bound by River Street to the north, a future development site known as Plot 10 to the east, Plot 9b and Hulme Street to the south, and Medlock Street to the west.
- 2.2 The Site is shown in red on Figure 2.1 below:

Figure 2.1: Site Location



- 2.3 The Site is located within the Regional Centre and within MCC's administrative area.
- 2.4 The Site forms part of an emerging area of Manchester City Centre known as First Street - one of MCC's key regeneration priorities for over 15 years. The regeneration of First Street is guided by the First Street Strategic Regeneration Framework (SRF) which was first endorsed by Manchester City Council's Executive Committee in 2005, updated in 2015 and 2018, and most recently in 2020.
- 2.5 The regeneration initiative includes three distinct development areas of First Street: First Street North (FSN), First Street Central (FSC) and First Street South (FSS). Once completed, First Street is expected to deliver up to 2.5 million sq. ft. of commercial space, 324,300 sq. ft. of retail, leisure and hotels, 1 million sq. ft. residential development and 73,300 sq. ft. of civic, cultural and amenity space, delivering the potential to support 10,000 jobs.
- 2.6 Immediately to the north of the Site is FSC which comprises office accommodation (Numbers 1 and 8 First Street) and is home to a number of major occupiers including WSP, Autotrader, Amaze, Gazprom, Odeon and Jacobs.
- 2.7 Beyond this is FSN, a cultural hub including HOME a contemporary art, film and theatre complex alongside a wider mix of uses including student accommodation, an MSCP and a range of carefully curated food and drink operators, as well as new public spaces.

- 2.8 To the east of the Site are a number of former Mills including Mackintosh Mill and Cambridge Mill which are Grade II listed and are now in residential and office uses.
- 2.9 To the south of the Site, beyond Parkway Gate and Medlock House student accommodation, is the Mancunian Way - a key arterial vehicle route into the City. To the immediate south is the forthcoming Plot 11 Downing site (125573/FO/2019), which is the construction of four co-living towers of varying heights (between 10 and 45 storeys). On the opposite side of the Mancunian Way are low rise residential uses within the ward of Hulme.
- 2.10 To the west is a Premier Inn Hotel and residential uses, and beyond this is the Great Jackson Street Regeneration Area, an emerging high-density residential neighbourhood comprising Deansgate Square and Elizabeth Towers and currently also including light industrial uses and surface level car parking.

Proposal Details

Use and Quantum

- 2.11 The proposal will deliver a building consisting of the following key elements:

Parameter	Proposed Development
Proposed Site Area	c. 048 ha
Proposed Development	Erection of a nine-storey building with rooftop plant and basement comprising office accommodation (Use Class E(c)), car parking, cycle parking and associated facilities, landscaping, and associated works
Proposed Office Space	18,977 sqm GIA
Proposed Gym/Yoga Studio Space	521 sqm
Proposed Development Height	9 storeys, c. 44m
Parking	26 (accessible) bays, c. 130 cycle spaces

Scale and Massing

- 2.12 The proposed development is of ground plus 9 storeys, as well as roof plant and a basement car park. The scale of the development takes into account its strategic location, as well as the details in the Strategic Regeneration Framework for the area and the heritage assets around the site.
- 2.13 In the submitted Design and Access Statement, a massing analysis of the area has been carried out to ensure that the proposed development is considered in the context of the surrounding buildings and key views.

Layout and Orientation

- 2.14 A key consideration for the layout of the proposal is the historic urban grid and the alignment with the street pattern.
- 2.15 Full details on the layout and orientation can be found in the Design and Access Statement.

Landscape

- 2.16 New public realm is proposed surrounding the Site and introduces a continuation of the existing First Street. The public realm is intended to improve the existing walkway and enhance permeability between the Site, the city centre and towards the universities and Hulme.

Wider Area History²

- 2.17 The first major settlement of what is now Manchester City Centre was by the Romans in AD 79, who established a fort at Castlefield. By the thirteenth century the Grelley family had established a manor house north of the Roman fort, and likely also a castle, which is recorded in 1184. The medieval town then grew up around the manor house, although nothing earlier than the fifteenth century survives.
- 2.18 The parish church (made a cathedral in 1847) was made collegiate in 1421 and was almost completely rebuilt thereafter. The priest's college with its great hall (now Chetham's School and Library) was erected on the Site of the Grelley manor house and is the best and most intact example of its type in the country.
- 2.19 Manchester was described by the Royal Antiquary John Leland as "the fairest, best builded town" he had ever seen, following a visit to the north in 1538. By the end of the sixteenth century Manchester's population had more than quadrupled and was now being seen as a centre for the cloth trade. Manchester's specialism for cloth containing cotton was firmly established by the end of the seventeenth century as the centre of a network of south Lancashire towns that specialised in the production of cloth containing cotton.
- 2.20 Manchester came under siege during the Civil War in 1642, which (along with a serious outbreak of the bubonic plague in 1645) caused trade to come to a standstill. However recovery came quickly as merchants resumed their activities and inward migration renewed the population.
- 2.21 The establishment of the church of St Ann in 1709 and the laying out of St Ann's Square in 1720 to the south of the old town centre was the first major planned development outside the medieval town. The church, along with two greatly altered houses on King Street, are thought to be all that remains of this period of development.
- 2.22 Increase in trade was accompanied by better communications. The roads to Stockport, Oldham and Ashton-under-Lyne were all turnpikes by the early 1730s, and links to Liverpool and the west improved when the Irwell and Mersey navigation opened in 1736.
- 2.23 By the second half of the eighteenth century Manchester had become a first rank provincial town. Trade was burgeoning, centred on the cotton industry, although production was mainly in domestic workshops.
- 2.24 Towards the end of the eighteenth century the town experienced rapid expansion facilitated by sales of large parcels of land in and around the centre in response to increasing demand and soaring land values. With the exception of the Ancoats area, where the predominant activity was the construction of industrial buildings, these land acquisitions related mainly to residential development.
- 2.25 By the end of eighteenth century as urban and industrial expansion gathered pace, the scene was set for Manchester to become the first industrial economy and society in the world. The precise reasons it befell to Manchester remain unclear. Long experience of textile production and trade, and the absence of restrictive practices associated with a corporation and craft guilds played a part.
- 2.26 It has also been suggested that the humidity of the climate, which made the cotton easier to manipulate was also a contributory factor. The regional specialisation in producing cotton-using cloths and the high level of expertise in the material developed over the last 150 years is perhaps the most important factor.
- 2.27 The first cotton mill was built for Richard Arkwright on Miller Street in 1780-3, and the first to be powered by a rotary steam engine was erected for Peter Drinkwater on Auburn Street in 1789. The boom followed with the number of cotton-spinning firms doubling from 51 in 1799 to 111 in 1802.

² The principal sources for this section are:

Hartwell, Clare, *Manchester Pevsner Architectural Guides*, Yale University Press, London

Kidd, Alan, *Manchester: A History*, Carnegie Publishing Ltd, Lancaster

Makepeace, Chris, *A Century of Manchester*, Sutton Publishing Ltd, Stroud

Mason, Amanda, *The Manchester Blitz*, Imperial War Museum, <http://www.iwm.org.uk/history/the-manchester-blitz>. Accessed 30 June 2017.

Schofield, Jonathan, *My Guide to Manchester*, Manchester Books Ltd, Manchester

- 2.28 The rapid pace of industrial development was facilitated greatly by the introduction of canals, which provided the first efficient means of transporting bulk loads of goods. The country's first canal (1759-65), built by the Third Duke of Bridgewater with its terminus at Castlefield, and significantly assisted the growth of trade.
- 2.29 The Bury-Bolton, Manchester-Ashton-Oldham and Manchester-Rochdale canals followed between 1790 and 1806. The Ashton Canal was proposed in 1791, and was intended to provide link between Manchester and the collieries in the Ashton and Oldham area. The canal had been completed between Manchester and Ashton by early 1797, which included the construction of an impressive aqueduct over Store Street, although the terminus basin at Piccadilly had yet to be finished.
- 2.30 The Rochdale Canal, the first of the trans-Pennine waterways, was completed in 1804, and a short cross-city section linked it to the Bridgewater Canal at Castlefield.
- 2.31 The canals turned Manchester into an inland port, with wharves and quays alive with horse-wagons and narrow boats around the Ashton canal basin and Castlefield to the north-west of the Site.
- 2.32 By 1821 there were three navigable routes from Liverpool to Manchester: the Mersey and Irwell Navigation of 1736, the Bridgewater Canal, and the Leeds and Liverpool Canal (the branch linking it to the Bridgewater at Leigh was completed in 1821).
- 2.33 Railways soon followed, bringing with them another world first: the construction of the world's first passenger railway terminus, the Liverpool and Manchester. The original station and warehouse of 1830 still survive on Liverpool Street, preserved as part of the Manchester Museum of Science and Industry.
- 2.34 Store Street Station (later London Road, now Piccadilly) opened in 1842. The construction of new railway lines, stations, goods warehouses and depots led to further redevelopment in central Manchester as acres of land were cleared to accommodate the infrastructure required by the railways.
- 2.35 The rapid experimentation and development of technology led to the city becoming a world centre of engineering by the end of the nineteenth century, notably in fireproof construction and iron framing, examples of which can be found along Cambridge Street.
- 2.36 The pace of industrial development was mirrored in the proliferation of densely-packed housing, which rapidly covered the open spaces between the mills and workshops in central Manchester. Unprecedented levels of poverty, deprivation and squalor accompanied this rapid growth, with infamous slums developing in Angel Meadow, Lower Deansgate, Ancoats and Shudehill.
- 2.37 By the Victorian era the city was an urban and industrial colossus, with thriving industries such as iron-founding, engineering, bleaching and dying, as well as cotton spinning. In 1844, Benjamin Disraeli called Manchester "the most wonderful city of modern times".
- 2.38 Commerce and trade, however, were already more important than manufacturing; the Exchange, which was extended in 1847, had to be rebuilt in 1869-74. Nevertheless, the system of local government lagged behind and it wasn't until 1838 that a municipal corporation was secured, which provided for the creation of new boroughs with elected councils. The manorial rights were bought by the Corporation in 1848, and a decade later Manchester became administratively a city.
- 2.39 The Manchester Ship Canal opened in 1894 and made Manchester a port of international stature, helping to diversify the economic base of the region. Importantly, it cushioned the city from the worst effects of the interwar recession.
- 2.40 The suburbs greatly expanded during the inter-war years, with more than 27,000 council houses erected between 1924 and 1938, but council rents were still out of reach of the poorest. Housing conditions were still appalling in the older inner suburbs of Ancoats, Angel Meadow, Chorlton-on-Medlock, and in the Hulme area immediately to the south of the Site.
- 2.41 Throughout the 1920s and 1930s a limited programme of slum clearance was undertaken, with the intention of eradicating some of the very poorest housing in the inner city area. Progress was slow because of national government limits on Local Corporation spending, and because of the time needed to acquire the land upon which to build the new council estates planned for Wythenshawe to the south of the city, and other outlying areas.

- 2.42 On 1 September 1939, Germany invaded Poland, and World War II began. Like other large industrial cities in Britain, Manchester suffered aerial bombardment during the conflict.
- 2.43 Manchester was hit by two nights of air raids in December 1940. These are often referred to as the 'Christmas Blitz'. As a result of these raids, an estimated 684 people died and more than 2,000 were injured.
- 2.44 The end of World War II bought a period of decline in manufacturing and the city's economic status. The cotton industry had collapsed by the 1950s and the most dramatic period of industrial decline began in the later 1960s.
- 2.45 Housing remained a problem and the City responded with high rise and deck access solutions in the 1960s and 70s, which, along with widespread unemployment, exacerbated social problems.
- 2.46 The later part of the twentieth century in Manchester is notable for the beginning of regeneration, with exemplary conservation schemes and effective re-use of historic buildings, including the opening of the G-Mex Exhibition Centre in 1986 in the old Central Station, and renewal of the Castlefield area from the 1980s.
- 2.47 The expansion of the residential sector has been a key feature of the urban renewal programme during the last twenty years, with recent development dominated by new build residential flats on the edge of the city, alongside conversions of historic buildings.

Local Area and Site History

- 2.48 As with much of Manchester before the industrial revolution, the Site (which lies on the southern edge of the city centre) was largely undeveloped.
- 2.49 The construction of the Bridgewater Canal in 1762, terminating in Castlefield, contributed to the area's status as the hub of the region's transport network, and provided an impetus for development.
- 2.50 Development was a mixture of industrial and residential, with rows of workers' housing dominating. These rows of workers houses were located between closely packed steam-powered mills, warehouses and other commercial premises. During the first half of the 19th Century the area's population increased fifty times and these tightly packed houses resulted in poor living conditions.
- 2.51 James Pigot's map of 1819 (Figure 2.2) features the Bridgewater and Rochdale Canal, and the River Medlock. The area surrounding the Site (including the Site) remains largely undeveloped. The Chorlton Old Mill has been built on Cambridge Street which was part of the Birley family's growing industrial portfolio. Hugh Hornby Birley was a prominent member of the group of wealthy industrialists who dominated Manchester life and politics.

Figure 2.2. Excerpt from James Pigot map (1819) showing the Bridgewater and Rochdale Canals, and the River Medlock. Chorlton Old Mill has been built on Cambridge Street which was part of the Birley family's growing industrial portfolio. The approximate site area (denoted by the red circle) remains undeveloped. (Manchester Libraries)



- 2.52 Around the same time, the area became known formally as Hulme through a Police Act obtained in 1824. Hulme was included within the municipal borough of Manchester in 1838 by the first charter.
- 2.53 The area map of 1836 (Figure 2.3) demonstrates the growing industrialisation of the area, notably along Cambridge Street to the east of the Site. Many of the factories were part of the Birley Family's portfolio who had begun to invest in the rubber industry. A number of light industrial warehouses known collectively as Knott Mill are to the north of the Site. Workers' housing laid out in a grid iron plan was constructed nearby to support the factories.

Figure 2.3: Excerpt from James Pigot map (1836). The surrounding area is becoming increasingly developed. Further industry has developed along Cambridge Street and worker houses have been constructed in the area to support these factories. Site denoted by red circle, with housing constructed. (Manchester Libraries)



- 2.54 By 1845 (Figure 2-4) the area was heavily developed as a result of the continued industrialisation of Manchester. There were a number of new factories in the Cambridge Street area and existing factories had been extended. St Wilfrid's Church had been completed in order to serve the Roman Catholic population in the area which were predominantly Irish migrants who came to Manchester in search of work. The area had become known as 'Little Ireland'. It was recognised in 1844 that the back-to-back houses led to dire living conditions and new laws were passed to prohibit the construction of further back-to-back housing. However, most of the existing back-to-back houses were not demolished until the 20th Century.

Figure 2.4: Ordnance Survey map of 1845. The area has been heavily developed as part of the growing industrialisation of Manchester. Development includes the expansion of factories along Cambridge Street and further workers houses within Hulme. St Wilfrid's Church to the south-west of the Site was completed in 1942. Site denoted by red circle. (National Libraries of Scotland)



2.55 Manchester was still an important industrial centre and port by the mid-twentieth century; and after the city centre, the Hulme area received the worst of the raids during World War II, with bombs that were intended for Salford docks, Trafford Park and the city centre often going astray. Figure 2-5 shows the extent of bomb damage to the immediate area surrounding the Site during the 'Christmas Blitz' of December 1940.

Figure 2.5: Manchester City Council Architect's Department (Building Surveyors Division) (1940-1941) Record of location of aerial bombs on the City of Manchester. Site denoted by red circle



- 2.56 Following the Second World War, the Manchester Corporation published the City of Manchester Plan 1945, which aimed to regenerate the city centre with proposals for wide scale redevelopment, following the model of a modern, planned city favouring the car over the pedestrian.
- 2.57 In the 1960s, there were large scale slum clearances throughout Hulme. Most of the Victorian dwellings and terraced houses in the area were demolished and were replaced by prefabricated mid-rise deck access flats. These dwellings proved to be unpopular and were soon demolished in the early 1990s, making way for a number of private and social housing developments.
- 2.58 The 1960s also saw the construction of the Mancunian Way (A57), officially opened on May 5, 1967. This was the first elevated motorway built in the UK outside London and dramatically changed the Site's surroundings. The roundabout adjacent to the Site was intended to create a miniature park in the area.
- 2.59 The areas that were previously occupied by light industrial works are now vacant or have subsequently been redeveloped or refurbished in a wave of regeneration since the 1990s. For example, the forthcoming Deansgate Square, to the North West, comprising 1,508 new residential units. Knott Mill is now a predominantly commercial area. Residential uses occupy the area immediately north of the Site such as City South and the Lumiere Building.

Figure 2.6: Current Map of Site, 2018. Site shown by red square. (Ordnance Survey Online Mapping)



- 2.60 The map above shows the Site in its current context. It shows the relationship it has with Mancunian Way to the south, and close proximity to Oxford Road mainline train station. It also shows the surrounding built up nature of the area, and the large area of currently empty sites surrounding Plot 9a.

Figure 2.7: First Street Central within Wider First Street Masterplan Context (2018)



2.61 The map above shows the Site and its surrounding within the First Street Masterplan area.

3. Policy and Guidance

The Planning (Listed building and Conservation Areas) Act 1990

- 3.1 As the Site is situated within 450m of a Conservation Area, Section 72 of the Act (which requires the Local Planning Authority to pay special attention to the 'desirability of preserving or enhancing the character or appearance of that area') is directly relevant to the Proposed Development.
- 3.2 There are six listed buildings within a 250m radius of the Proposed Development as set out in Section 4 of this report. Section 66 of the Act requires the Local Planning Authority to 'have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possess' when considering whether to grant planning permission.

National Policy

National Planning Policy Framework (NPPF) (2021)

- 3.3 The National Planning Policy Framework (NPPF) is a material consideration in the determination of planning applications and articulates the priorities of The Plan for Growth within planning policy. The NPPF introduces a 'presumption' in favour of sustainable development and supports proposals that are in accordance with policies in an up-to-date Development Plan. Sustainable development is about positive growth which supports economic, environmental and social progress for existing and future generations.
- 3.4 Section 6 (paragraphs 81 to 83) is titled 'Building a strong, competitive economy'. It emphasises the Government's commitment to support economic growth, including that the planning system should help create conditions in which businesses can thrive.
- 3.5 Section 12 (paragraphs 126 to 136) is titled 'Achieving well-designed places'. It states that the planning process is fundamental to creating high-quality buildings and places. Good design is key to sustainable development and contributes to creating better places in which to live and work. It outlines that developments should aim to:
 - Add to the overall quality of the area and function well over the lifetime of the development.
 - Be visually attractive as a result of good architecture, layout and appropriate and effective landscaping.
 - Be sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities).
 - Establish or maintain a strong sense of place, using arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit.
 - Optimise the potential of the Site, create and sustain an appropriate mix of uses.
 - Create safe, inclusive and accessible environments which promote health and wellbeing.
- 3.6 Section 16 (paragraphs 189 to 208) is titled 'Conserving and enhancing the historic environment'. Heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance. When determining a planning application the local planning authority should take account of the desirability of sustaining and enhance the significance of heritage assets and consider if a new development makes a positive contribution to the local character and distinctiveness.
- 3.7 A heritage asset is 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 assets includes designated heritage assets identified by the local planning authority (including local listing). A designated heritage asset is defined as a World Heritage Site, Scheduled Monument, listed building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area designated under the relevant legislation.

- 3.8 Paragraph 194 states that when submitting a planning application an application should describe the significance of any heritage asset affected, including any contribution made by their setting. It goes on to state that the level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on the asset's significance.
- 3.9 The NPPF defines significance as "the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting" (NPPF, Annex 2).
- 3.10 Paragraph 197 states that in determining planning applications, local authorities are required to take account of:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the positive contribution that conservation of heritage assets can make to the sustainable communities including the economic vitality; and
 - The desirability of new development making a positive contribution to local character and distinctiveness.
- 3.11 The NPPF stresses that 'great weight' should be given to the conservation of designated heritage assets (NPPF paragraph 199), emphasising the need to avoid substantial harm, in terms of demolition, alteration or the compromise of an asset's setting.
- 3.12 The NPPF requires any harm or loss to have clear and convincing justification. With substantial harm to or loss of a Grade II listed building to be the exception and any substantial harm to Grade I or II* listed buildings to be wholly exceptional. Less than substantial harm to any designated heritage assets must be weighed against the public benefits of the proposal, including securing the asset's optimum viable use. The fundamental objective is to ensure that the balance of the impact on the heritage assets is demonstrably beneficial, minimising any negative impact on their significance.
- 3.13 The NPPF defines setting at Annex 2 as:
- "The surroundings in which a heritage asset is experience. 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."*
- 3.14 Paragraph 203 also requires the effect on the significance of a non-designated heritage asset to be considered during determination, with a balanced judgement required having regard to the scale of any harm or loss of the significance of the asset.
- 3.15 In regards to Conservation Areas and sites within the setting of heritage assets, the NPPF directs local authorities to look for opportunities for new development which enhance or better reveal their significance. Paragraph 206 states that "proposals that preserve those elements of the setting that make a positive contribution to (or better reveal the significance) of the asset should be treated favourably".

National Guidance

National Planning Policy Guidance

- 3.16 Planning Practice Guidance (PPG) was introduced in March 2014 as a live web-based resource to support the NPPF. It brings together planning practice guidance for England in an accessible and usable way and is a material consideration in assessing this application.
- 3.17 The PPG recognises that the conservation of heritage assets in a manner appropriate to their significance is a core planning principle, requiring a flexible and thoughtful approach to get the best out of assets. It states that:

'Heritage assets may be affected by direct physical change or by change in their setting. 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'.

- 3.18 In considering the setting of a heritage asset, PPG considers that a thorough assessment should be 'proportionate to the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it'.
- 3.19 PPG acknowledges that substantial harm is a high test, and that it is the degree of harm to the significance of an asset, rather than the scale of the development, which is to be assessed.

Conservation Principles

- 3.20 Historic England's Conservation Principles (2008) laid the bedrock for the principles set out in the NPPF regarding the historic environment, and provides guidance on the policies in the NPPF, particularly on understanding significance, with Paragraph 151 stating that:
- "The greater the significance of a place to society, the greater the weight that should be attached to sustaining its heritage values. This concept of 'proportionality' relies on judgement rather than formulae, but is fundamental to equitable reconciliation of the public interest in heritage with other public and private interests."*
- 3.21 Guidance is also provided on decision making in relation to proportionality with Paragraph 5.4 stating that:
- "If conflict cannot be avoided, the weight given to heritage values in making the decision should be proportionate to the significance of the place and the impact of the proposed change on that significance."*
- 3.22 Detail is also provided on the four values highlighted in the NPPF's definition of significance:
- Evidential (archaeological) value derives from the potential of a place to yield evidence about past human activity.
 - Historical value derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative.
 - Aesthetic (architectural and artistic) value derives from the ways in which people draw sensory and intellectual stimulation from a place.
 - Communal value derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory
- 3.23 With regards to 'setting', the document states that the 'definition of the setting of significant place will normally be guided by the extent to which material change within it could affect (enhance or diminish) the place's significance'.
- 3.24 Similarly, the document acknowledges at Introductory paragraph 25 that 'the concept of conservation area designation, with its requirement "to preserve or enhance", also recognises the potential for beneficial change to significant places, to reveal and reinforce value. Considered change offers the potential to enhance and add value to places, as well as generating the need to protect their established heritage values. It is the means by which each generation aspires to enrich the historic environment'.
- 3.25 An updated version of Conservation Principles has been published in draft. The most notable change is to the definition of significance, which is narrowed to three areas: historic interest; archaeological interest; and architectural or artistic interest. This proposed change would align the document more closely with the NPPF. The updated draft document is also more concise with less detail, for example on setting.

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

- 3.26 This document sets out guidance, against the background of the NPPF and the related guidance given in the Planning Practice Guide (PPG), on managing change within the settings of heritage assets, including archaeological remains and historic buildings, sites, areas, and landscapes.
- 3.27 It gives general advice on understanding setting, and how it may contribute to the significance of heritage assets and allow that significance to be appreciated, as well as advice on how views contribute to setting. The suggested staged approach to taking decisions on setting can also be used to assess the contribution of views to the significance of heritage assets.

- 3.28 It replaces The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3 – 1st edition, (2015) and seeing the History in the View: A Method for assessing Heritage Significance within Views (English Heritage, 2011).
- 3.29 The guidance recommends the following broad approach to assessment, undertaken as a series of steps that apply proportionately to the complexity of the case, from straightforward to complex:
- **Step 1:** Identify which heritage assets and their settings are affected
 - **Step 2:** Assess the degree to which these settings make a contribution to the significance of the heritage asset(s) or allow significance to be appreciated
 - **Step 3:** Assess the effects of the Proposed Development, whether beneficial or harmful, on that significance or on the ability to appreciate it
 - **Step 4:** Explore ways to maximise enhancement and avoid or minimise harm
 - **Step 5:** Make and document the decision and monitor outcomes
- 3.30 The Note confirms at paragraph 9 that setting itself is not a heritage asset, nor a heritage designation; rather, its importance lies in what it contributes to the significance of the relevant heritage asset itself.
- 3.31 Importantly, the Note highlights when views contribute the most to the significance of a place:
- those where the composition within the view was a fundamental aspect of the design or function of the heritage asset.
 - those where town- or village-scape reveals views with unplanned or unintended beauty.
 - those with historical associations, including viewing points and the topography of battlefields.
 - those with cultural associations, including landscapes known historically for their picturesque and landscape beauty, those which became subjects for paintings of the English landscape tradition, and those views which have otherwise become historically cherished and protected.
 - those where relationships between the asset and other heritage assets or natural features or phenomena such as solar or lunar events are particularly relevant.
- 3.32 Of relevance to this proposal is the following commentary from the Note:
- Cumulative change** – Where the significance of a heritage asset has been compromised in the past by unsympathetic development affecting its setting, to accord with NPPF policies, consideration still needs to be given to whether additional change will further detract from, or can enhance, the significance of the asset.
- Change over time** – Settings of heritage assets change over time. Understanding this history of change will help to determine how further development within the asset’s setting is likely to affect the contribution made by the setting to the significance of the heritage asset.
- Setting and urban design** – The numbers and proximity of heritage assets in urban areas mean that the protection and enhancement of setting is intimately linked to townscape and urban design considerations, including the degree of conscious design or fortuitous beauty and the consequent visual harmony or congruity of development, and often relate to townscape attributes such as lighting, trees and verges, or the treatments of boundaries or street surfaces.

Statements of Heritage Significance: Analysing Significance in Heritage Assets (2019)

- 3.33 This Historic England advice note covers the National Planning Policy Framework requirement for applicants, where relevant, to describe heritage significance to help local planning authorities to make decisions on the impact of proposals for change to heritage assets.
- 3.34 The guidance suggests a staged approach to decision making in regard to heritage assets would usually embrace the following stages, informed by the scope of the proposal:
1. Understand the form, materials and history of the affected heritage asset(s), and/or the nature and extent of archaeological deposits.

2. Understand the significance of the asset(s).

These two stages fulfil the requirement in paragraph 189 of the NPPF and are undertaken by the applicant.

3. Understand the impact of the proposal on that significance.

This stage fulfils the requirement in paragraph 190 of the NPPF and is undertaken by the LPA. However, the applicant needs to be aware of impacts so that the analysis of significance submitted to the LPA, under paragraph 189, is sufficient in its level of detail.

4. Avoid, minimise and mitigate negative impact, in a way that meets the objectives of the NPPF.
5. Look for opportunities to better reveal or enhance significance.

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

- 3.35 This Advice Note sets out ways to managed change in a way that conserves and enhances historic areas through conservation area designation, appraisal and management.
- 3.36 Of particular relevance to this Heritage Assessment is the guidance provided on appraisal and assessing the special interest. In this regard, the guidance recommends analysing and understanding the following:
 - Planning policy context
 - General character, location and uses
 - Historic interest
 - Architectural interest and built form
 - Locally important buildings
 - Spatial analysis
 - Streets and open space, parks and gardens and trees
 - Setting and views
 - Character areas and zones
 - An audit of heritage assets
 - Assessment of conditions

Local Policy

- 3.37 The Manchester Core Strategy was adopted in July 2012 and is the key, overarching DPD within the LDF. The Core Strategy has replaced significant elements of the Manchester UDP as the document that sets out the long term strategic policies for Manchester's future development and forms the framework that planning applications will be assessed against.
- 3.38 The key policy from a heritage perspective is Policy EN3 - Heritage:

Policy EN3 Heritage - Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods. New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance.
- 3.39 In addition, the following saved UDP policies are relevant to the development proposals for the Site:

Citywide Development Control Policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings); and Saved UDP Policy DC18.1 (Conservation Areas):

“sets out to encourage and help ensure the protection, preservation and enhancement of the City’s Conservation Areas, which it recognises as areas of special character representing the rise and development of Manchester as the world's first industrial city. The policy states that the protection of such areas helps stimulate local pride, and encourages both tourism and further investment, and

recognises the Local Planning Authority's obligations under statute to give particular attention to the quality of developments within Conservation Areas."

Saved UDP Policy DC19.1 (Listed Buildings):

"aims to ensure the protection of the City's built character and its heritage. The policy states that retention and protection of this character is important in encouraging local pride, tourism and future investment in the city. It recognises that listed buildings can present particular problems in respect of their continuing use. A flexible approach will be taken in determining applications for uses in listed buildings. The policy gives effect to the obligation placed on the Council by statute to give particular attention to retain, restore, maintain and continue uses in listed buildings in Manchester."

4. Scoping of Assets

Introduction

- 4.1 As directed by legislation and policy, consideration must be given to the desirability of preserving or enhancing the character or appearance of a Conservation Area; to the preservation of the setting of a listed building; to the contribution setting has to the significance of that listed building; and to the balance of negative impact from a development on that significance against any public benefits the development may bring.
- 4.2 Firstly, the area of study was considered. This was determined by assessing the scale of the proposals and the surrounding site context.
- 4.3 A 500m radius was initially considered to enable a greater understanding of whether the two nearest conservation areas, Castlefield and Whitworth Street, (410m away and 520m away respectively) could potentially be impacted. However, there is limited visibility to the north, where these Conservation Areas are located, due to the high-density tower buildings between the Site and these Conservation Areas. The Conservation Areas are therefore discounted from any further consideration.
- 4.4 The next step in this exercise is to identify those listed buildings and non-designated heritage assets whose setting may be impacted.
- 4.5 The Proposed Development is of a relatively medium height, and also lower than the previously approved scheme. It was decided that a 250m radius of the Site is therefore acceptable to comprehensively assess the Proposed Development's impact on heritage assets.
- 4.6 Six listed buildings have been identified through Historic England's online map search, within the 250m radius. These are listed in Paragraph 4.20.
- 4.7 Following a search of the Historic Environment Record, several non-designated assets were identified, however, all are below-ground and have therefore been discounted from this report, which examines built heritage only.
- 4.8 The second step is to identify the setting of the buildings and understand whether there is any potential for this to be impacted. Where there is absolutely no potential for impact (usually because the asset along with its setting, and the Proposed Development, cannot be viewed or understood at the same time), assets can be discounted from further assessment.
- 4.9 The next step is to undertake more detailed analysis of the significance of the identified included assets, specifically the contribution setting makes to that significance. This is done in Section 5 of this report.
- 4.10 The final step is to assess the impact the development has on the setting and ultimately the significance of the asset, as carried out in Section 6 of this report.

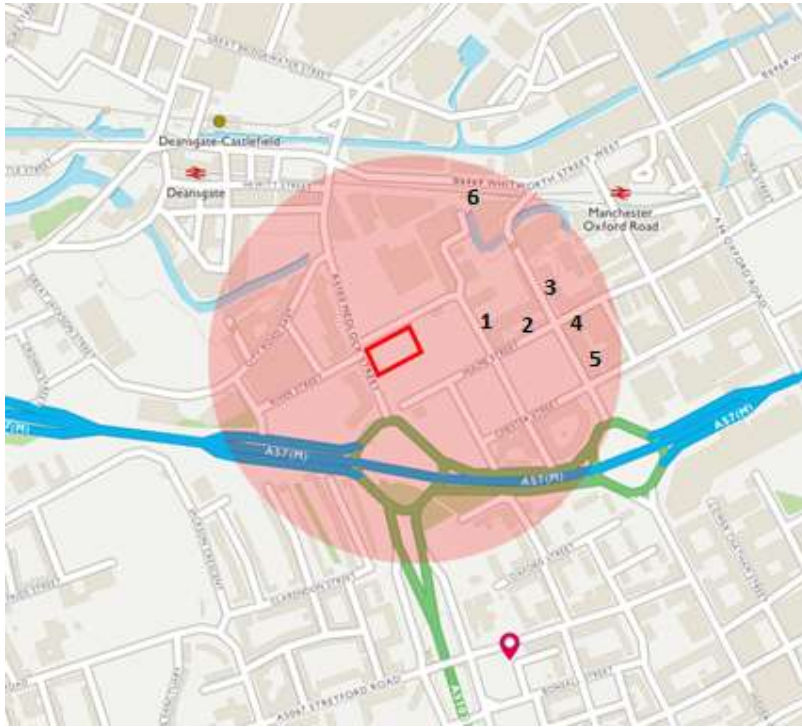
Scoping of Assets

- 4.11 This section of the report identifies the heritage assets that may be impacted by the proposals, taking into account factors regarding character and inter-visibility with the Site.
- 4.12 A desk-based study was undertaken in December 2019 in support of the previous Plot 9a applications to assist in delineating the area of analysis; identifying which heritage assets would be included for further assessment; and assessing the potential impact on the identified heritage assets.
- 4.13 This was done by identifying the heritage assets within a 250m radius of the Site, as discussed above, in order to determine whether the proposals could potentially impact the setting of a heritage asset and therefore the significance of the asset itself.
- 4.14 The designated heritage assets identified are shown on Figure 4-1.

Area of Analysis

- 4.15 An indicative area of analysis has been selected, comprising a 250m radius around the Site, to assist in identifying the potential impact of the development on heritage assets.
- 4.16 There are six no. designated heritage assets within this area of analysis: all Grade II listed buildings. These designated assets have been identified below:

Figure 4.1: Heritage Assets within a 250m radius (Authors, 2021)



Non-Designated Heritage Assets

- 4.17 The development will have no impact on these non-designated assets outside of the Site boundary. Any impact on archaeology within the Site boundary is covered by the Written Scheme of Investigation for Archaeological Mitigation (2021).

Listed Buildings

- 4.18 There are six no. listed buildings identified within the area of analysis. The location of each listed building is illustrated on Figure 4-1.
- 4.19 The listed buildings are as follows:
1. *Former Cotton Mill on west side of junction with Cambridge Street, Grade II;*
 2. *Mill chimney stack on east side of junction with Cambridge Street, Grade II;*
 3. *Chorlton New Mill and attached chimney, Grade II;*
 4. *Chorlton Old Mill, Grade II;*
 5. *Mill on north east corner of junction with Chester Street, Grade II; and,*
 6. *Manchester south junction and Altrincham railway viaduct, Grade II.*

Assets to be assessed

- 4.20 A site visit was undertaken in September 2021 to understand the relationship of the identified heritage assets with the site. Following the visit, the assets to be taken forward for full assessment were identified. The scoping exercise and list of assets is detailed below.

Former Cotton Mill on west side of junction with Cambridge Street

Figure 4.2 – Listed Building 1: Former Cotton Mill, looking east (Author's own, 2021)



- 4.21 Figure 4-2 shows the closest façade facing the Site of the closest listed building, the Grade II listed former Cotton Mill. The mill fronts onto the site of future development Plot 10a, which is currently flat hardstanding on brownfield land.
- 4.22 Site 10a is envisioned to eventually form a new development between the proposal site and the asset. This is identified within the SRF as having the potential to reach 17 stories, considerably higher than the proposed. As it stands however, the site will have a direct visual link to the asset, and potentially affect its setting.
- 4.23 The asset will therefore be taken forward for further assessment.

Mill Chimney Stack, from Hulme Street looking north

Figure 4.3 - Listed Building 2: Mill Chimney Stack, from Hulme Street looking north (Authors own, 2021)



4.24 Figure 4-3 shows the listed chimney stack. It shows the site in the background, indicating that the setting of this asset will be altered by the proposed scheme.

4.25 The asset will therefore be taken forward for further assessment.

Chorlton New Mill and Attached Chimney taken from Cambridge Street looking east

Figure 4.4 - Listed Building 3: Chorlton New Mill and Attached Chimney taken from Cambridge Street looking east (Authors own, 2021)



4.26 Figure 4-4 looks away from the site, to the east, towards Chorlton New Mill.

- 4.27 This listed building does not share a visual relationship at ground level with the site due to the built up character of the surrounding area. It is therefore considered the setting of the asset will not be directly affected by the proposals.
- 4.28 This asset is therefore scoped out from any further assessment.

Chorlton Old Mill, taken from Cambridge Street looking south-east

Figure 4.5 – Listed Building 4: Chorlton Old Mill, taken from Cambridge Street looking south-east (Authors own, 2021)



- 4.29 Chorlton Old Mill, shown in Figure 4-5, was a large cotton spinning mill, recently converted to residential apartments. Whilst it does have a visual link with the Site, it is a considerable distance to the west, with several large buildings in between.
- 4.30 At present, it is considered there will potentially be an impact from the proposed development on this asset, therefore it will be assessed further.

Cambridge Mill, taken from Chester Street looking north

Figure 4.6 – Listed Building 5: Cambridge Mill, taken from Chester Street looking north (Author's own, 2021)



- 4.31 Figure 4.6 shows another former cotton spinning mill. The image shows the southern façade of the building, looking towards the development site. The new development at Deansgate Square is also visible.
- 4.32 There is a large amount of street clutter to screen the proposals currently, including several large trees, hoarding and car parking. This diminishes the relationship and setting of the asset. As there is a distance of circa 250m between this asset and the development, and the development is only 9 stories, it is therefore scoped out of any further assessment.

Manchester South Junction and Altrincham Railway viaduct looking north

Figure 4.7– Listed Asset 6: Manchester South Junction and Altrincham Railway viaduct looking north (Author's own, 2021)



Figure 4.8 – Listed Asset 6: Listed Viaduct taken from Whitworth Street West facing south towards the site (Author's Own 2021)

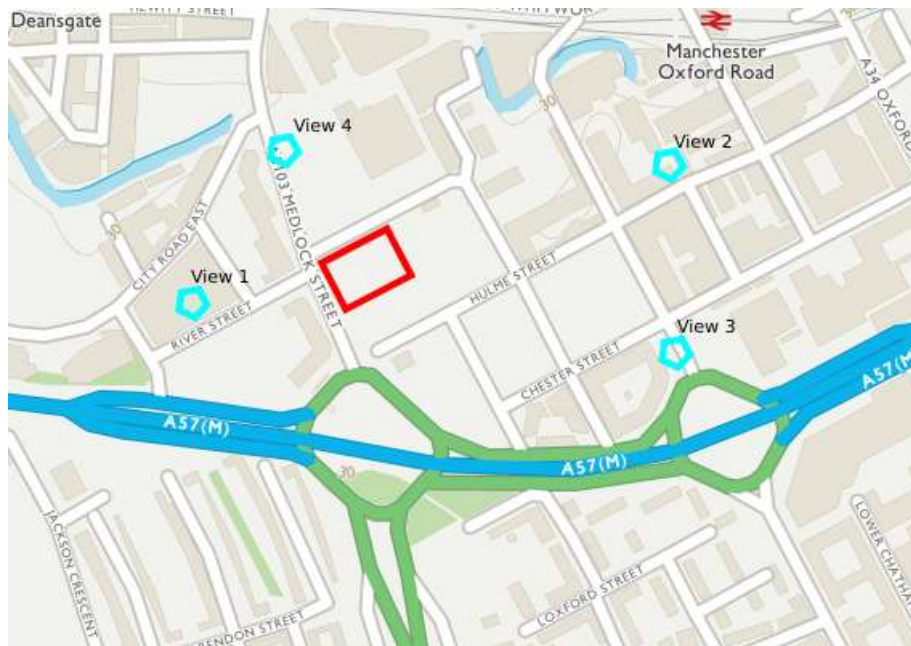


- 4.33 The listed viaduct (Figure 4.7), spans almost 2 miles of the southern city centre, from Manchester Piccadilly via Oxford Road and Deansgate and through Castlefield. It incorporates 224 brick arches.
- 4.34 This section of the viaduct (at the north end of First Street, shown in Figure 4.7 and Figure 4.8) is the portion most likely to be impacted due to its proximity to the site.
- 4.35 Figure 4.8 shows the viaduct looking south towards the site. This image shows that there are several existing large developments, and therefore due to this, and the distance from the site to the viaduct, the proposals will not impact the setting and therefore significance of this asset.
- 4.36 For the reasons above, this asset will be scoped out of further assessment.

Views

- 4.37 A number of verified views are submitted with this application. Three of these views (1, 2, and 3) are considered useful in assessing the impact on the identified heritage assets because they show the site and relevant heritage assets in relation to their context and wider area. These views are shown in Figure 4-9.

Figure 4.9: Key Views



Summary

4.38 In summary the following assets will be taken forward for further assessment:

- Listed Building 1: Former Cotton Mill On West Side Of Junction With Cambridge Street (Grade II)
- Listed Building 2: Mill Chimney Stack On East Side Of Junction With Cambridge Street (Grade II)
- Listed Building 4: Chorlton Old Mill (Grade II)

5. Assessment of Significance

- 5.1 This Section describes the significance of the heritage assets identified in Section 4, and where relevant, what contribution their setting makes to this significance. This assessment is proportionate to both the significance of the relevant heritage assets the potential impact on their significance.

Listed Buildings

1. Former Cotton Mill on west side of junction with Cambridge Street

- 5.2 The above is Grade II listed (list entry 1282998) and the listing description is:

GV II Cotton spinning mill, now part of rubber processing works. Probably early C19; altered. Red brick in English garden wall bond, with some sandstone dressings, slate roof. L-plan formed by long range on east-west axis with south-west wing. Six storeys, 17[?] windows, all small and segmental-headed, with altered glazing; parapet to right-hand half. 5-window wing in similar style. History: adapted in mid to later C19 for production of rubberised cloth by Mackintosh

Figure 5.1 - Former Cotton Mill



Significance

- 5.3 The mill has moderate historical value due to the emblematic role it has played in the Industrial Revolution, especially in Manchester. It is typical of those constructed during this period. The façade shown is currently the primary entrance to the building. While this façade of the mill faces the development site, the façade itself has a plain and functional design, which is largely replicated around the building. Architecturally, the building is of low significance.

Contribution of Setting to the Asset's Significance

- 5.4 Overall the setting of this building makes a moderate contribution to the asset's significance. It is in a cluster of historic mills and warehouses which have, which collectively are of high historic significance. However, the more immediate area has undergone a vast amount of change over time, especially taking into account the First Street development to date.

- 5.5 Directly adjacent to the building to the west and south is a large area of hard standing that is poor quality, surrounded by hoardings; this detracts from the significance of the asset

Contribution of Site to Setting

- 5.6 The Site, situated to the west of the asset, is currently vacant, hoarded and unattractive. It is a large plot surrounded by higher density plots arranged largely on a grid pattern. The Site detracts from the setting of the asset, which would have previously been surrounded by dense development associated with its era, the Industrial Revolution. The Site itself previously had terraced houses on it for workers in the local Mills.
- 5.7 Overall the Site makes a minor negative contribution to the setting of the asset.

2. Mill Chimney Stack on east side of junction with Cambridge Street

- 5.8 This asset, (list number 1218746), is Grade II listed, with the description of development as follows:

Detached chimney stack to cotton mill. Probably early C19. Brown brick in English garden wall bond. Octagonal, tapering in the height, finished with stone cornice; 3 metal straps near the top (full-height ladder attached to west side at time of survey 1989). History: said to have been built for Chorlton New Mill (on opposite side of Cambridge Street), and connected to it by underground flue.

Figure 5.2 - Mill Chimney Stack



Significance

- 5.9 The asset is historically significant due to its role in and representation of the industrialisation of Manchester, and in particular this area which has notable concentration of mills, driven predominantly by the Birley family in this area.
- 5.10 The Mill Chimney Stack is still complete unlike many other chimneys in the city which have been partially demolished, therefore, the asset is of some architectural significance.
- 5.11 Overall the asset is of moderate historical significance and moderate architectural significance.

Contribution of Setting to the Asset's Significance

- 5.12 The immediate setting of the Former Cotton Mill on West Side of Junction with Cambridge Street and Chorlton New Mill to the east make a major contribution to the asset's significance, in particular Chorlton New Mill which the chimney originally served. The wider setting and that to the south and west detracts from the asset's significance, comprising mainly of vacant land.

5.13 Overall the setting has a neutral impact on the asset's significance.

Contribution of Site to Setting

5.14 The asset directly faces the Site. The use of the Site and that of the asset were historically linked through the Industrial Revolution and their situation adjacent to each other contributed to their significance. As the Site is now cleared the asset has lost some of its historical and architectural context.

5.15 Due to this, and the close proximity, overall the Site currently is therefore considered to make a minor negative contribution to the setting of the listed building.

4. Chorlton Old Mill

5.16 This asset, (list number 1197775), is Grade II listed, with the description of development as follows:

Cotton spinning mill, converted to accommodation in 1993. The earliest mill on the site was built in 1795, considerably extended c1810, and then largely rebuilt in 1866. Brick with slate roof (missing at time of inspection). Single range of a formerly U-plan mill survives: six storeys over basement, 14x8 bays, each with rectangular window with flat arched head. Panelled corner pilasters. Former shallow wings to each side to rear. Interior construction is cast-iron columns and beams carrying transverse brick arches (some columns encased in steel), and with three bays of cast iron arch-braced roof trusses. Later C19 rebuilding involved re-use of some at least of the structural iron-work, but it is likely that the roof structure dates in its entirety to the 1860's.

Figure 5.3 - Chorlton Old Mill



Significance

5.17 The asset is again historically significant due to its role in and representation of the industrialisation of Manchester, and in particular this area which has notable concentration of mills.

5.18 Chorlton Old Mill is part of the wider developments by Chorlton Twist Company, which also includes the adjacent Chorlton New Mill, a later addition. However the block has been partially rebuilt and considerably extended, eroding the significance of the building.

5.19 Overall the asset is of moderate historical significance and low architectural significance.

Contribution of Setting to the Asset's Significance

- 5.20 The immediate setting of the other surrounding Mills make a major contribution to the asset's significance, due to the historical understanding of such an industrialised area. The wider setting and that to the northwest and west detracts from the assets significance, comprising mainly of vacant land, with hoardings.
- 5.21 Overall, the setting has a neutral impact on the asset's significance.

Contribution of Site to Setting

- 5.22 The Site and the asset are visible looking down Chester Street. The Site is therefore deemed to be a part of the setting of the asset.
- 5.23 The use of the Site and that of the asset were historically linked through the Industrial Revolution and their situation adjacent to each other contributed to their significance. As the Site is now cleared the asset has lost some of its historical and architectural context.
- 5.24 Overall the Site currently is therefore considered to have a minor negative contribution to the setting of the listed building.

6. Assessment of Impact

The Proposed Development

6.1 The description of development is as follows:

“Erection of a nine-storey building with rooftop plant and basement comprising office accommodation (Use Class E(c)), car parking, cycle parking and associated facilities, landscaping, and associated works”

Views Assessment

View 1

6.2 Figures 6-1 and 6-2 below show the development from River Street.

Figure 6.1: View 1: Looking North East up River Street, as existing



Figure 6.2: View 1: Looking north east up River Street, including Proposed Development



- 6.3 The Proposed Development fills a currently empty plot. It shields Cambridge Mill and Chorlton Old Mill on Wilmott and Hulme Street from view at this angle – however these are considered to be too far away (230m) to be considered significant in relation to this view.
- 6.4 The Proposed Development is highly prominent from this Street, however both sides of River Street are also significantly built up. Within this View you can just about see the Mill Chimney Stack on Cambridge Street, however as the Listed Assets around Cambridge Street are not currently significant in the existing view, the Proposed Development is not considered to cause harm to the setting of the Listed Assets.
- 6.5 Overall, the Proposed Development is thought to have a **negligible impact** to the Historic Environment.

View 2

- 6.6 Figures 6-3 and 6-4 demonstrate the scale of the Proposed Development relative to the surrounding historic buildings. They show that Listed Buildings 1, 2, 3, and 4 can all be seen looking down Hulme Street, as well as the Proposed Development.

Figure 6.3 - View 2: Looking south west down Hulme Street, as existing



Figure 6.4 - View 2: Looking south west down Hulme Street, including Proposed Development



- 6.7 Although the development will be prominent in this area, given the development context with the endorsed SRF, it is considered that the proposals will help restore the dense urban grain of the area and be well-read within a new development context, alongside the existing heritage assets. The Proposed Development will have a minor beneficial impact on the setting of the visible listed buildings.
- 6.8 The Proposed Development is particularly boxy in mass, echoing the mill structure and River Street Tower in the background. The red accents within the façade also relate back to the red brick mills. The development also follows the existing and historic building line down Hulme Street.
- 6.9 Due to other high-rise buildings around the Site, such as the River Street Student Accommodation, the Proposed Development will be read as part of the surrounding cityscape. The setting of the listed buildings has already evolved over time, and they are now read in connection with the surrounding cityscape.
- 6.10 Therefore, the Proposed Development is considered to have a **negligible to minor beneficial** effect on the built environment.

View 3

- 6.11 Figures 6-5 and 6-6 below show the Site and Proposed Development from the south. Again, the Proposed Development is highly prominent due to the several vacant plots in the area, mainly consisting of hoarded hard standing and a surface level car park.

Figure 6.5 - View 3: Looking north from the junction of Cambridge and Chester St, as existing



Figure 6.6: View 3: Looking north from the junction of Cambridge and Chester St, including Proposed Development



- 6.12 The existing area is of poor quality, is overgrown and attracts graffiti on the hoarding. The permeability of the site is poor due to the large amount of hoarding.
- 6.13 The 'Former Cotton Mill' at Cambridge Street (Listed Building 1) is highly visible in this view. Again, the existing Site detracts from the setting of the building currently due to its poor quality.
- 6.14 The structure of the Proposed Development, with the strong and simple façade, echoes the structure of the surrounding listed Mills, which are generally of square or rectangular floorplate throughout.
- 6.15 This Proposed Development will have a positive effect on the setting of the identified listed buildings in this viewpoint location; revitalising a Site that has been vacant for c. 40 years. It will also increase permeability through into the city, through the introduction of new landscaped public realm, along First Street, Hulme Street, River Street and Medlock Street, feeding into the emerging First Street masterplan.
- 6.16 Overall, the Proposed Development is considered to have a negligible impact on the setting of the identified listed buildings when considered from this view.

Summary Impact on Listed Buildings

- 6.17 The significance of the identified listed buildings is summarised below, along with the contribution the setting and Site make to this significance, and the assessment of impact

Asset	Significance	Contribution of Setting	Contribution of Site to Setting
Former Cotton Mill on West Side of Junction with Cambridge Street – Grade II	Moderate – low	Minor Negative	Negative
Mill Chimney Stack on East Side of Junction with Cambridge Street – Grade II	Moderate	Neutral	Minor Negative
Chorlton Old Mill – Grade II	Moderate - low	Neutral	Minor Negative

- 6.18 Overall the listed buildings are of moderate to low significance with their setting generally making a neutral contribution to their significance. Notably however the Site generally makes a negative or minor negative contribution to this setting.
- 6.19 The Site is within the First Street SDF, which is envisaged to be an area of dense development, with development already complete in the northern portion. The proposals will help to restore the dense

urban grain of the area and will be consistent with existing and emerging development in this part of the city. This includes slightly further to the west, the four towers at Deansgate Square. The proposals will not dramatically change Manchester's existing skyline. The existing Site makes a negative contribution to the area. The assessment concludes therefore, that the development will have a negligible impact on the identified heritage assets.

- 6.20 Given the long-running detrimental value of the largely cleared Site, there is a high capacity for replacing the lost built form and grain of the Site, and an opportunity to enhance the architectural urban qualities surrounding the Site.

Conclusion

- 6.21 The significance of the relevant designated heritage assets has been assessed and the contribution the setting makes to this significance.
- 6.22 Overall, whilst the Proposed Development and identified heritage assets will be inter-visible, the impact will be negligible. Due to the number of high rise buildings already existing in the area, the development will likely be read as a continued part of the modern cityscape, reinforcing the assets' setting within a large city, rather than drawing attention away from the assets and an immediate appreciation of their significance. The proposals are also sympathetic to the surrounding listed buildings, most of which are mills with a large blocky mass.

7. Planning Policy Assessment

- 7.1 The NPPF stresses that ‘great weight’ should be given to the conservation of designated heritage assets (NPPF paragraph 199), emphasising the need to avoid substantial harm, in terms of demolition, alteration or the compromise of an asset’s setting.
- 7.2 The Proposed Development will not have a direct impact on a designated or non-designated heritage asset, either through its alteration or destruction, or from development within its setting.
- 7.3 As no harm will be caused to the significance of the identified heritage assets, paragraphs 200-203 are not triggered.
- 7.4 Paragraph 197 directs local planning authorities to consider 3 key factors when determining planning applications concerning the historic environment. These are considered below in light of the Proposed Development.
- The Proposed Development will sustain the significance of the identified heritage assets.
 - The Proposed Development will not affect the positive contribution that the heritage assets can make to their community.
 - The Proposed Development will make a positive contribution to local character and distinctiveness.
- 7.5 The Proposed Development is also in full compliance with MCC’s Core Strategy Policy EN3 (preserving and enhancing the historic environment), and Saved UPD Policies Citywide Development Control Policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings).
- 7.6 The proposals are fully in accordance with national and local planning policy.

8. Summary

- 8.1 In accordance with the requirements of the NPPF, the significance of the designated heritage assets which have the potential to be affected by the application proposals have been described within this Heritage Statement. This included an assessment of the contribution the setting and the Site makes to this significance. The impact on this significance has been assessed.
- 8.2 There are no World Heritage Sites or Scheduled Ancient Monuments within the immediate vicinity nor is the Site within a Conservation Area. The site has six listed assets within 250m of it, with the closest asset being c. 100 metres to the east of the site. The site is c. 450m south east of the Castlefield Conservation Area boundary.
- 8.3 Four views have been prepared for assessment in terms of Heritage. Of these, one (View 4) has been discounted from further assessment as it does not show any heritage assets or the distance between the proposals and heritage assets in the view is considerable.
- 8.4 The impact of the proposed development on the Historic Environment in the views is summarised below:
- **View 1** – The Proposed Development is highly prominent from this Street, however both sides of River Street are also significantly built up. As the Listed Assets around Cambridge Street are not currently significantly visible in the existing view, this view is not considered to cause harm to the setting of the Listed Assets. Overall, the Proposed Development is thought to have a **negligible impact** to the Historic Environment.
 - **View 2** – Although the development will be prominent in this area, given the development context with the endorsed SDF, it is considered that the proposals will help restore the dense urban grain of the area and be well-read within a new development context, alongside the existing heritage assets. The Proposed Development will have a minor beneficial effect on the setting of the visible Listed Assets. Due to other high-rise buildings to the west of the Site currently, such as River Street Student Accommodation, it is also considered the Proposed Development will be read as part of the surrounding cityscape. The setting of the Listed Assets has already evolved a great deal, and they are now read in connection with the surrounding city scape. Therefore, the Proposed Development is considered to have a **negligible to minor beneficial** effect on the built environment.
 - **View 3** - This Proposed Development will have a positive effect on the setting of the identified assets, revitalising a Site that has been vacant for c. 40 years. It will also increase permeability through into the city, through the introduction of new landscaped public realm, along First Street, Hulme Street, River Street and Medlock Street, feeding into the emerging First Street masterplan. Overall, the Proposed Development is thought to have a **negligible impact** on the historic environment.
- 8.5 This Statement has also considered the impact of the proposals on relevant Listed Buildings as per the table below.

Asset	Significance	Contribution of Setting	Contribution of Site to Setting
Former Cotton Mill on West Side of Junction with Cambridge Street – Grade II	Moderate – low	Minor Negative	Negative
Mill Chimney Stack on East Side of Junction with Cambridge Street – Grade II	Moderate	Neutral	Minor Negative
Chorlton Old Mill – Grade II	Moderate - low	Neutral	Minor Negative

- 8.6 The statement considers that the Site is within the First Street SDF, which is envisaged to be an area of dense development, with development already complete in the northern portion. The proposals will help to restore the dense urban grain of the area and will be consistent with existing and emerging

- development in this part of the city. This includes slightly further to the west, the four towers at Deansgate Square. The proposals will not dramatically change Manchester's existing skyline. The existing Site makes a negative contribution to the area. The assessment concludes therefore, that the development will have a negligible impact on the identified heritage assets.
- 8.7 The proposals will not be visible from the closest point of the Castlefield Conservation Area, due to the significant levels of high and medium rise buildings, existing and proposed. Subsequently, it is considered that the proposals will therefore not have any impact on the setting of the Conservation Area. For this reason, the Castlefield Conservation Area was scoped out of any further assessment.
- 8.8 Given the long-running detrimental value of the largely cleared Site, there is a high capacity for replacing the lost built form and grain of the Site, and an opportunity to enhance the architectural urban qualities surrounding the Site.
- 8.9 Today, the surrounding area has a large expanse of cleared sites, which have most recently been used as a surface level car parks.
- 8.10 In accordance with the requirements of the NPPF, the significance of the designated heritage assets which have the potential to be affected by the application proposals have been described within the Heritage Statement. This included an assessment of the contribution the setting and the Site makes to this significance. The impact on this significance has been assessed.
- 8.11 It has been concluded that the proposal will have a negligible impact on the special architectural and historic interest of the identified listed buildings. Public Benefits
- 8.12 The Proposed Development results in less than substantial harm to the heritage assets as confirmed above. Paragraph 201 of the NPPF, as published in 2021, states that:
- "Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use"*
- 8.13 The National Planning Practice Guidance (NPPG) defines 'public benefits' as follows:
- "Public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework. Public benefits should flow from the Proposed Development. They should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits."*
- 8.14 Public benefits may also include heritage benefits, such as:
- sustaining or enhancing the significance of a heritage asset and the contribution of its setting;
 - reducing or removing risks to a heritage asset; and
 - securing the optimum viable use of a heritage asset in support of its long term conservation.
- 8.15 The Proposed Development will result in a number of public benefits and these are summarised as follows:
- Economic Benefits:
 - The City Centre is expanding to the south towards the Inner Ring Road. This Site, and the whole First Street area, has been largely underutilised for many years. The proposed re-use of the Site for mixed use positively contributes towards the ongoing regeneration of Manchester and the expansion of the city centre.
 - There is a finite amount of land available within Manchester City Centre and the proposed development positively uses that available land to deliver a highly sustainable commercial office development, which supports the primary economic function of the city centre identified in planning policy and accords with an endorsed regeneration strategy.
 - The proposals will deliver large floorplates for office occupiers which are not commonly available elsewhere in the city centre due to the aforementioned constraints on available land supply.

- Opportunity to attract and retain important occupiers in the city, as has already happened in the wider First Street area. The proposed office use will support other uses across the First Street site, promoting the area as a 'destination' and ensuring a sense of place is fostered.
 - The proposed development is projected to create over 1,588 jobs.
 - A Statement of Intent is submitted as part of this application to set the groundwork for a Local Labour Agreement to be drawn up post determination, subject to further dialogue with MCC.
 - Environmental Benefits:
 - Improving visual amenity of the site.
 - Incorporating high quality public realm and landscaping.
 - Improving biodiversity of the site by increasing the amount and type of vegetation.
 - Enabling an accessible pedestrian route promoting sustainable and active travel.
 - Utilising sustainable technologies where appropriate and practical.
 - Social and Cultural Benefits:
 - Enhancing pedestrian linkages through the Site to existing communities in Hulme, Castlefield, and the Wider City Centre.
 - Improving connectivity to Manchester's blue and green network, including Hulme Park and the River Medlock.
 - Job creation at a local level for Manchester residents.
 - Supporting the existing cultural hub at First Street North and adding to the vibrancy of the area.
 - Providing high quality, highly visible, well designed buildings in a key gateway location into the city centre from Mancunian Way, which signalise the entrance to the city centre and highlight Manchester's high quality ambition towards the city townscape.
- 8.16 The cumulative benefits of the proposals will be significant to provide a number of public benefits to the local community.
- 8.17 Therefore, it is concluded that the proposal will have a negligible impact on the special architectural and historic interest of the identified heritage assets. Overall, the proposal is in accordance with national and local policy.



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