



39 Deansgate *Manchester*

Heritage Statement: Significance and Impact



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39 Deansgate, Manchester - Heritage Statement

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Cover photograph: View of Deansgate and of the Site in the 1960s.

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1. EXECUTIVE SUMMARY

Stephen Levrant Heritage Architecture Ltd have been commissioned to evaluate the potential impact of the Proposed Development at 39 Deansgate, Manchester upon the surrounding historic environment.

The proposals include the demolition of the existing building at the Site, which is situated within the St. Ann's Square Conservation Area and to introduce a 17-storey commercial / office building. The existing building at the Site is irregular in shape and comprises an area of around 0.12 ha. It is bound by Deansgate to the West, St Mary's Gate to the North, the Grade II* listed Barton Arcade to the South and by 12-14 St Mary's Gate to the East. A heritage statement is therefore required to understand the potential heritage impact (i.e. physical and/or visual) upon nearby Listed Buildings and Conservation Areas.

The initial heritage appraisal of the Site (issued September 2019) identified the extant building at 39 Deansgate was erected in 1963 to the design of London based architectural practice, Douglas Stephens and Partners. The building has been altered extensively, both internally and externally, and considered to yield no architectural or historic interest. Whilst it will be clear the building itself is of no heritage significance, the initial heritage appraisal has identified the existing building as a **neutral contributor** to the St. Ann's Square Conservation Area and to the setting of the Grade II* Barton Arcade.

The following Heritage Statement is formed of a two-part assessment. The first section will comprise a significance assessment of the Site and the surrounding area, including the scope of potential designated heritage assets and their settings which have the potential to be affected by the proposals. This includes a detailed analysis of relevant planning policies, historic development and an overarching significance assessment of designated heritage assets which could be affected, including; **20 Listed Buildings**; the **St. Ann's Square Conservation Area** and the **Parsonage Gardens Conservation Area**.

The second part of the assessment will be the Heritage Impact Assessment (HIA). It will be clear that there will be no physical (direct) impact upon the adjacent Grade II* Barton Arcade Building. Therefore, the focus of the HIA will be on visual (indirect) heritage impact. The Visual Impact Assessment (VIA) (Section 8) is supported by technical guidance document published by ICOMOS, Guidance on Heritage Impact Assessments for Cultural World Heritage Properties (2011) and Historic England Guidance. The VIA demonstrates that the Proposed Development would have a **minor beneficial** impact on the setting of the Grade II* listed Former Barton Arcade Building and a **moderate adverse impact** on the group of Grade II listed townhouses to the west side of St. Ann's Square, and the spatial character of the square which is at the heart of the Conservation Area.

Despite the impact from one perspective (View 1) from within St. Ann's Square, the Heritage Statement demonstrates appropriate mitigation for adverse impacts of the Proposed Development are accrued in other views and the development offers substantial public benefits in terms of enhancing the vitality and appearance of this part of the city. Whilst it is recognised that the Proposed Development would result in some adverse

heritage impact, it is considered that this will be appropriately mitigated by the public benefits of the scheme, in line with national and local planning policy.

2. INTRODUCTION

2.1 Purpose

This Heritage Statement has been prepared on behalf of Kames Property Income Fund in relation to the proposed development at the northern end of Deansgate by Sheppard Robson Architects. The local authority is Manchester City Council (MCC).

The proposed development Site is located at the junction of Deansgate and St. Mary's Gate and is situated within the St. Ann's Conservation Area. Special attention must therefore be made to how the development may impact the character and appearance of the designated area and of other surrounding Conservation Areas. A number of other designated heritage assets are also present in the wider setting, these are set out in Section 4 of this report (**Table 1**).

A Heritage Statement is required in order to assess the residual heritage interest, if any, of the Site, and to collate the details of the various identified designated heritage assets. Most notably, St. Ann's Conservation Area, several listed buildings (including the adjacent Grade II* Barton Arcade) and the Parsonage Gardens Conservation Area.

This report has been prepared in the context of relevant national and local heritage planning policy. In particular, the statement is presented to accord with the national policy requirement of **NPPF paragraph 189**, to describe the significance of the heritage assets affected, and the consequent potential impact of the current proposals. The emphasis, as required by the NPPF, is to provide a proportionate amount of information in order to allow the proposals to be assessed by the local authority (MCC) and their heritage impact understood.

2.2 General Methodology – Focus on proportionality

The below Heritage Statement is framed by the requirements of the **Planning (Listed Buildings and Conservation Areas) Act 1990, sections 66(1) and 72**. This statutory document requires that the LPA must treat the desirability of preserving the fabric and settings of designated heritage assets (including the character and appearance of Conservation Areas) as issues which are afforded great weight (rather than simply as material considerations).

Therefore, if it is considered that a Proposed Development would have a negative effect on the setting of a designated heritage asset, the LPA must give that identified harm considerable importance and weight, in proportion to its actual impact, when determining planning consents.

The LPA's assessment of potential harm to the setting of a listed building, or to the character and appearance of a Conservation Area, must be an evidence-based planning judgment. This is because the weight which the authority applies to demonstrable harm must be proportionate to the magnitude of the impact. Thus, '*less-than-substantial*' harm should not be afforded the same weight as that defined as being '*substantial*'. The NPPF also

stresses that evidence must be proportionate to the impact of the proposed development, this requirement informs the following heritage statement.

The analysis of heritage significance and impact in this document accords with the required NPPF approach, as it presents sufficient evidence to inform the design development and eventually enable the Council, “to reach an informed decision”. The conclusions are thus based on the, “need to be proportionate to the significance of the heritage assets [potentially] affected, and the impact on the significance of those heritage assets”.

The following report is intended to provide the evidence to enable an appropriate and proportionate consideration of the potential impact of development options within the 39 Deansgate area on the defined heritage assets. These essentially fall into the following categories:

- The setting of statutorily protected listed buildings,
- The character and appearance of the St. Ann’s Square Conservation Area.
- The character and appearance of the adjacent Parsonage Gardens Conservation Area.

The assessment is based on the definition of “heritage assets” set out in the National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG). Therefore, 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 asset includes designated heritage assets and assets identified by the local planning authority (including local listing)”.

It is of course important to distinguish designated heritage assets, as these are subject to specific legislative and policy requirements at both national and local level. Thus, the relative status of the particular site will be evaluated against its particular national or adopted local policy definition. 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 a Conservation Area designated under the relevant legislation”.

Significance is assigned relative to the defined value and sensitivity of the heritage asset, in accordance with best conservation practice. The development effects on built heritage can be direct (such as loss or damage to heritage features) or indirect (including the effect on the setting of a listed building). The Heritage Statement will thus be used to measure the potential impact of proposals on the historic environment.

Consideration has also been given to the historical development of the area and key views to the designated heritage assets within the locality. The purpose is to define the contribution of the built form to the appreciation and understanding of the special interest of the area.

2.3 Research Methodology

This Heritage Statement is the result of an extensive process which synthesises literature and documentary research, analysis and processing of information, on-site surveys, and professional judgment. The documentary research was based upon primary and secondary sources, including maps, drawings and reports, as well as online archive material provided by the Manchester Archives.

Visual surveys of the Site at 39 Deansgate were conducted in September 2019 in order to map out and identify the setting of the heritage assets which could be affected by the proposals.

2.4 Authorship

This report has been prepared by Stephen Levrant Heritage Architecture Ltd., an architectural practice specialising exclusively in the historic cultural environment.

- Sarah Stirling (BA, MA Hons) – Built Heritage Consultant

3. THE SITE

3.1 Location and site description

The proposed development Site is located to the northern end of Deansgate (**Figure 1**). The Site is bound by the Grade II* listed Barton Arcade to the south, to the west by Deansgate and to the east by St. Mary's Gate. Whilst there are no Listed Buildings within the Site, it is situated within the St. Ann's Conservation Area and adjacent to the Parsonage Gardens Conservation Area.

The extant Site was erected in 1963 by London based architectural practice, Douglas Stephen and Partners. The 9 storey building comprises office space with a 2 storey plinth accommodating retail units on the ground floor. The office building (which was subject to refurbishment in 2013) is currently partially occupied.



Figure 1: Extant Site at 39 Deansgate. The Grade II* listed Barton Arcade Building is visible to the right of the image, Source: Image taken on Site Visit 17.09.2019.

Figure 2 (below) illustrates the location of the Site and provides a clear indication of the surrounding area, which is shown to be laid out in a rectilinear street pattern characterised by the busy main road of Deansgate and the contrastingly pedestrianised St. Ann's Square.



Figure 2: Ordnance Survey map illustrating the Site (outlined in red). The main road of Deansgate is visible to west of the Site, forming its immediate setting. A number of designated heritage assets are visible nearby, including the Haywards Building (Grade II) to the west; the Grade II listed Former Royal Exchange to the south-east and the Grade II* listed Barton Arcade to the south.

4. POLICY CONTEXT

4.1 The Planning (Listed Building and Conservation Areas) Act 1990

The Planning (Listed Buildings and Conservation Areas) Act 1990, is of relevance to the proposals as it provides specific protection for buildings and areas of special architectural or historic interest, over and above that provided by development management.

Due to the proximity of the Site to a number of listed buildings; **Section 66** of the Act is of relevance, as it requires the LPA 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 possesses,*” when considering whether to grant planning permission.

Section 72 of the Act must also be recognised in line with the proposals, as it embodies the ‘general duty as respects conservation areas in exercise of planning functions.’ The proposed development Site has the potential to affect the character of the St Ann’s Square Conservation Area, therefore this part of the legislation is considered to apply as subsequent case law and planning practice has established that a Conservation Area may also have a setting.

A key phrase in this regard within **Section 72** states that local authorities should ensure while carrying out their planning function that ‘*special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that [conservation] area.*’ This duty is therefore applicable to the present proposals.

4.2 National Planning Policy Framework (NPPF) (2019)

The NPPF forms the Government’s Planning Policy Guidance to local authorities as to how the primary planning legislation should be implemented and how applications for planning permission and other consents (such as listed building consent) should be determined. It replaces Planning guidance on a wide range of topics, including heritage, within a single standalone document.

The policies in the NPPF constitute the Government’s view of what sustainable development in England means in practice. In these terms, development proposals which fail to give due weight to the conservation of heritage assets are deemed not to be sustainable development, and consequently should not be supported. This is because one of the key dimensions of sustainability is protecting and enhancing our historic environment (**NPPF paragraph 8**).

The NPPF stresses that “great weight” should be given to the conservation of designated heritage assets (**NPPF paragraph 193**), emphasising the more important the asset, the greater the weight should be. The need to avoid “substantial harm” to such assets is outlined in terms of demolition, alteration, or the compromise of its setting.

Section B of **Paragraph 194** goes on to state that any harm or loss made to *“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.”*

It will be clear that development within the setting a heritage asset could have some impact on its significance, and that it could be either beneficial or harmful. The fundamental design objective is to ensure that the balance of the impact on the settings of the identified heritage assets will minimise any negative impact on their significance. Consequently, the proposed development works are required to be justified by clear and convincing evidence of the impact upon the settings of the assets and the report endeavours to provide this.

4.3 Planning Practice Guidance (PPG) (2014 and as subsequently amended 2019)

The PPG is an online document which is amended as required by the Government. It provides current advice to assist with the interpretation of the NPPF. The section “conserving and enhancing the historic environment” of the current iteration of the PPG has been reviewed and referenced in the course of producing this Heritage Statement.

Of particular relevance in this instance is the PPG’s commentary upon the importance of “significance” in decision taking (**Paragraph 7**). This section advises that *“being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals.”* This report aims to provide such information and in particular to assess the significance of the settings of the identified designated heritage assets which may be affected by the proposals.

Also, of relevance in this instance is **Paragraph 13** which aims to define setting as a term and to explain how it should be taken into account in the assessment of proposals. Paragraph 13 defines the setting of a heritage asset as *“...the surroundings in which an asset is experienced [which] may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive...”*. It goes on to note that *“the extent and importance of setting is often expressed by visual considerations”* however setting also includes *“our understanding of the historic relationship between places”*. This highlights the requirement for proportionate research into the development of the area affected by the proposals and the relationships between the various identified heritage assets.

Paragraph 18 of the NPPG discusses the assessment of proposals in order to establish whether “substantial harm” is being caused to a heritage asset. It is emphasised that *“what matters in assessing if a proposal causes substantial harm is the impact on the significance of the heritage asset...[and] significance derives not only from a heritage asset’s physical presence, but also from its setting.”*

The PPG emphasises that, in general terms, *“substantial harm is a high test, so it may not arise in many cases”* (Paragraph: 018 Reference ID: 18a-018-20190723). 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.

Finally, **Paragraph 8** of the PPG is noted in this context as it identifies the importance of pre-empting or minimising potential harm to heritage assets or their settings by obtaining *"a clear understanding of the significance of a heritage asset and its setting...to develop proposals which avoid or minimise harm."* This approach has been adopted during the development of the proposals by obtaining early heritage advice and in the research carried out for the present heritage statement.

4.4 Local Planning Policy

Manchester's Core Strategy was adopted on the 11 July 2012 and is the key document in the Manchester Local Plan. The relevant, local heritage planning policy maintains the same focus as the NPPF. MCC's heritage policies focus on the fundamental importance of *"preserving or, where possible, enhancing the historic environment"*. The following policies from Manchester's Core Strategy are of importance to the heritage assets considered within this statement.

Policy CC9 (Design and Heritage) states that development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including Listed Buildings, Conservation Areas and Scheduled Ancient Monuments. The policy also establishes that new development must support the range of uses the Council expects in the City Centre and contribute to a coherent and integrated physical environment.

Policy EN2 (Tall Buildings) states that Proposals for tall buildings will be supported where it can be demonstrated that they, are of excellent design quality; are appropriately located; contribute positively to sustainability; contribute positively to place making, for example as a landmark, by terminating a view, or by signposting a facility of significance, and will bring significant regeneration benefits.

A fundamental design objective will be to ensure that tall buildings complement the City's key existing building assets and make a positive contribution to the evolution of a unique, attractive and distinctive Manchester, including to its skyline and approach views. Suitable locations will include sites within and immediately adjacent to the City Centre with particular encouragement given to non-conservation areas and sites which can easily be served by public transport nodes.

As above, local planning policy guidance does not explicitly state that tall buildings are not suitable for Conservation Areas but are encouraged to be. Whilst the Site at 39 Deansgate is situated within the St. Ann's Square Conservation Area, the Proposed Development is compliant with Policy EN2.

Policy EN3 (Heritage) states that throughout the City, MCC 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 to support MCC in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance.

The Council's key regeneration objective is tempered by the need to ensure that: *"historic sites and areas of particular heritage value should be both safeguarded for the future and, where possible, enhanced for their own heritage merits and as part of wider heritage regeneration proposals"* (paragraph 12.21, **Policy EN3**). The policy thus evidently requires development proposals to be sensitive to the inherent values of the designated heritage asset, with any impact justified by clear, documentary evidence. This report aims to demonstrate how this requirement is met by the development proposals.

Ramada Complex SRF (May 2018)

The Ramada Complex Strategic Regeneration Framework ('SRF') was adopted by MCC in May 2018. The SRF area encompasses Urban & Civics' Blackfriars/Deansgate site (bounded by the River Irwell, Blackfriars Street, Deansgate and Victoria Bridge Street), in addition to the Site at 39 Deansgate.

The SRF document is of relevance in this instance as the present building at 39 Deansgate falls within the scoped SRF site area and should therefore be considered within the wider context of this regeneration framework.

The SRF framework aims to optimise this core space within the City Centre, which at present, is characterised by buildings which lack in architectural merit and obscure views towards key landmarks such as Manchester Cathedral.

4.5 Historic England's Good Practice Advice Notes

In 2015 Historic England released three Good Practice Advice notes supporting the implementation of national policy and the related guidance in the PPG. The advice notes do not constitute a statement of Government policy itself, nor do they seek to prescribe a single methodology or particular data sources. **Good Practice Advice Note 2 (Managing Significance in Decision-Taking in the Historic Environment – March 2015)** and **Good Practice Advice Note 3 (The Setting of Heritage Assets – as amended December 2017)** were both utilised as part of this assessment in order to gain a full understanding of the relevant issues, alongside the NPPF and NPPG.

In particular, the present report takes account of the advice contained within the revised version of Advice Note 3 on understanding what constitutes the setting of a Listed Building, Conservation Area or other heritage asset, and the selection of assets the settings of which may be considered to be affected by development in a particular location, as well as the approach to the selection of indicative key views of a proposed development in context with existing heritage assets.

As regards the approach to the impact assessment itself, the report takes account of Historic England's revised advice to the effect that *"as setting and views are matters of qualitative and expert judgement [...] technical analyses [...] should be seen primarily as material supporting a clearly expressed and non-technical narrative*

argument that sets out ‘what matters and why’ in terms of the heritage significance and setting of the assets affected, together with the effects of the development upon them.” This advice has informed the approach taken to the present report.

5. STATUTORY SITES WITHIN AREA OF ANALYSIS

5.1 Introduction

The area of analysis (see **Figure 3**) has focused on the surrounding area bounded by the Grade I listed Cathedral Church of St Mary to the north, Market Street to the east, John Dalton Street to the south and Chapel Street to the west. The 250m study area provides a focus for assessment but is not intended to be prescriptive; buildings outside the boundary of the study area are considered where relevant (i.e. John Ryland Library – Grade I).

Figure 3 illustrates the Listed Buildings which fall within the 250m search radius. For the purpose of this report, many of the Listed Buildings identified have been discounted from further assessment, as the proposed development (i.e. height and scale) alongside urban grain surrounding the Listed Building are considered to have no visual impact. The Listed Buildings which have the potential to be visually impacted by the proposals are listed in **Table 1, page 18** below.

5.2 Listed Buildings

Statutory listing of buildings means that a building is of special architectural or historic interest and is therefore of heritage significance. Grading of listed buildings reflects their architectural and historic interest; Grade I buildings are of exceptional interest; Grade II* buildings are particularly important buildings of more than special interest; and Grade II buildings are of special interest.

The proposed development Site contains no Listed Buildings, there are however a number of Listed Buildings in the immediate vicinity and wider area which, due to the type (height/ mass/ form) of building proposed be affected in terms of their settings by the proposed development. **Figure 3** shows the proposed development Site (outlined in red) within the context of the surrounding designated heritage assets identified on the National Heritage List. On site surveys (conducted in September 2019) have informed the following assessment. The initial survey scoped out a number of listed buildings within the proposed 250m study area, as it will be clear that the proposed development would have no impact upon their setting.

Those Listed Buildings where the settings could be affected by the proposed development are numbered and identified within Table 1 below (note; the location of these assets corresponds with the SLHA Heritage Asset Plan – Figure 3).

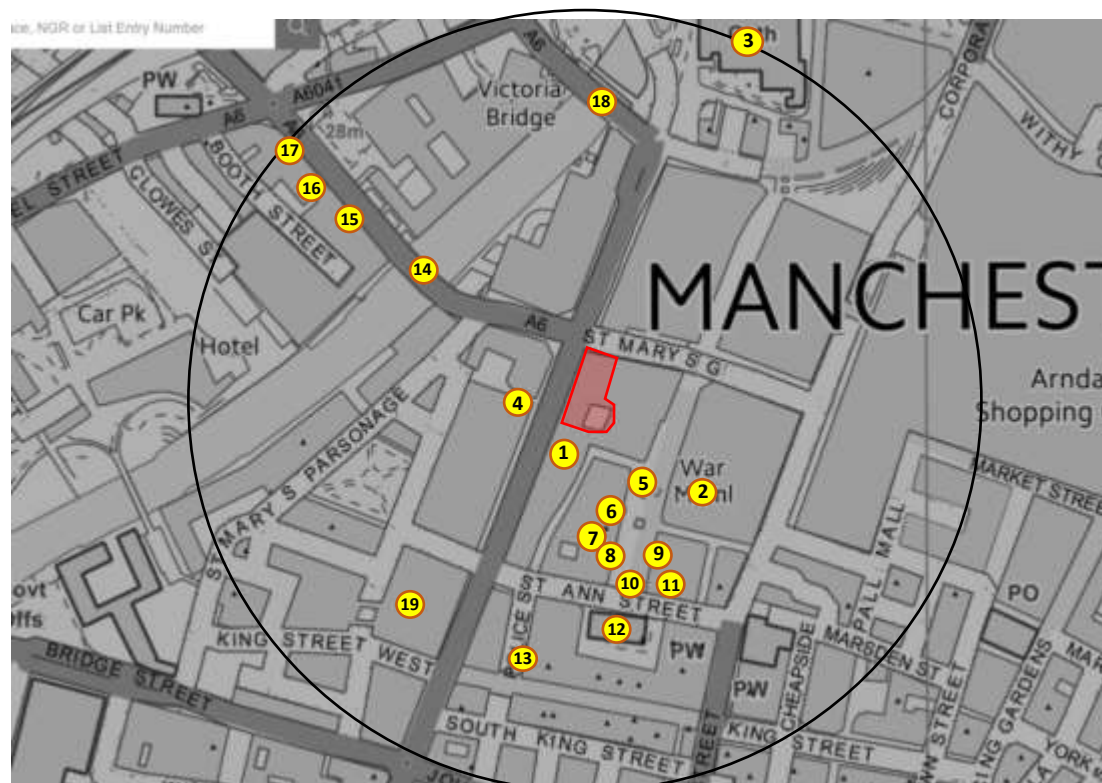


Figure 3: SLHA Heritage Asset Map. The Ordnance Survey Map of central Manchester forms the baseline of the study area. The Site at 39 Deansgate is indicated in red. The Listed Buildings within 250m of the Site which have been scoped for analysis are highlighted in yellow; the numbers of the heritage assets correspond with those listed in Table 1, page 18.

Table 1 – Designated Heritage Assets within the 250m Study Area		
Number given on Asset Plan – Figure 3	Name	Listing Grade
1	Barton's Building Including Barton Arcade	II*
2	Former Royal Exchange Royal Exchange	II
3	Cathedral Church of St Mary	I
4	Haywards Building	II
5	War Memorial (Boer Ware)	II
6	No.16, St Ann's Square	II
7	Nos. 18 and 20, St Ann's Square	II
8	No. 22, St Ann's Square	II
9	Mansfield Chambers	II
10	Cobden's Statue	II
11	25, St Ann Street	II*
12	Church of St Ann	I
13	15 and 17 King Street	II
14	Blackfriars Bridge	II
15	The Crown Tavern	II
16	14 and 16, Blackfriars Street	II
17	10 and 12, Blackfriars Street	II
18	Victoria Bridge	II
19	Nos. 98-116 Deansgate	II

5.3 Conservation Areas

Conservation areas are designated areas that are deemed to have special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.

St. Ann's Square Conservation Area

The Site is situated within the St Ann's Square Conservation Area, the boundary of which is outlined in Figure 4 (below). St. Ann's Square was the first Conservation Area to be designated by MCC, on 29 July 1970. The boundaries are Deansgate, St. Mary's Gate, Market Street, Cross Street and John Dalton Street, some of which are common boundaries with Conservation Areas designated subsequently.

The area is characterised by a number of landmark buildings, including the Grade II listed Royal Exchange, which dominates the north-eastern boundary of the Conservation Area. Situated in the heart of the designated area, is the Grade I listed Church of St. Ann. Although there are other architecturally fine individual buildings, it is the relationship of them to each other as components in the coherent streetscapes that dominates the area.

Parsonage Gardens Conservation area

The Site is situated to the east of Parsonage Gardens Conservation Area. The Conservation Area was designated in June 1985. Its boundaries are Blackfriars Street, Deansgate (a common boundary with the St Ann's Square conservation area), Bridge Street (a common boundary with the Deansgate/Peter Street conservation area) and St Mary's Parsonage. The River Irwell forms the western boundary of the area along the line of the administrative border of the City of Salford.

The Conservation Area extends as far south as Bridge Street, which is a busy shopping street of small-scale Victorian and Edwardian shops, providing a variety of height, material and detail of high architectural and aesthetic quality.

City Centre Conservation Areas

The proposed development Site is situated at a principal location with Manchester City Centre, as such, it has the potential to be visible from a number of the city's central Conservation Areas, including; the Cathedral Conservation Area and the Deansgate / Peter Street Conservation Area. It is however, considered that due to the distance from the Site, any potential impact would be negligible. This will be tested in the subsequent VIA (Section 8).

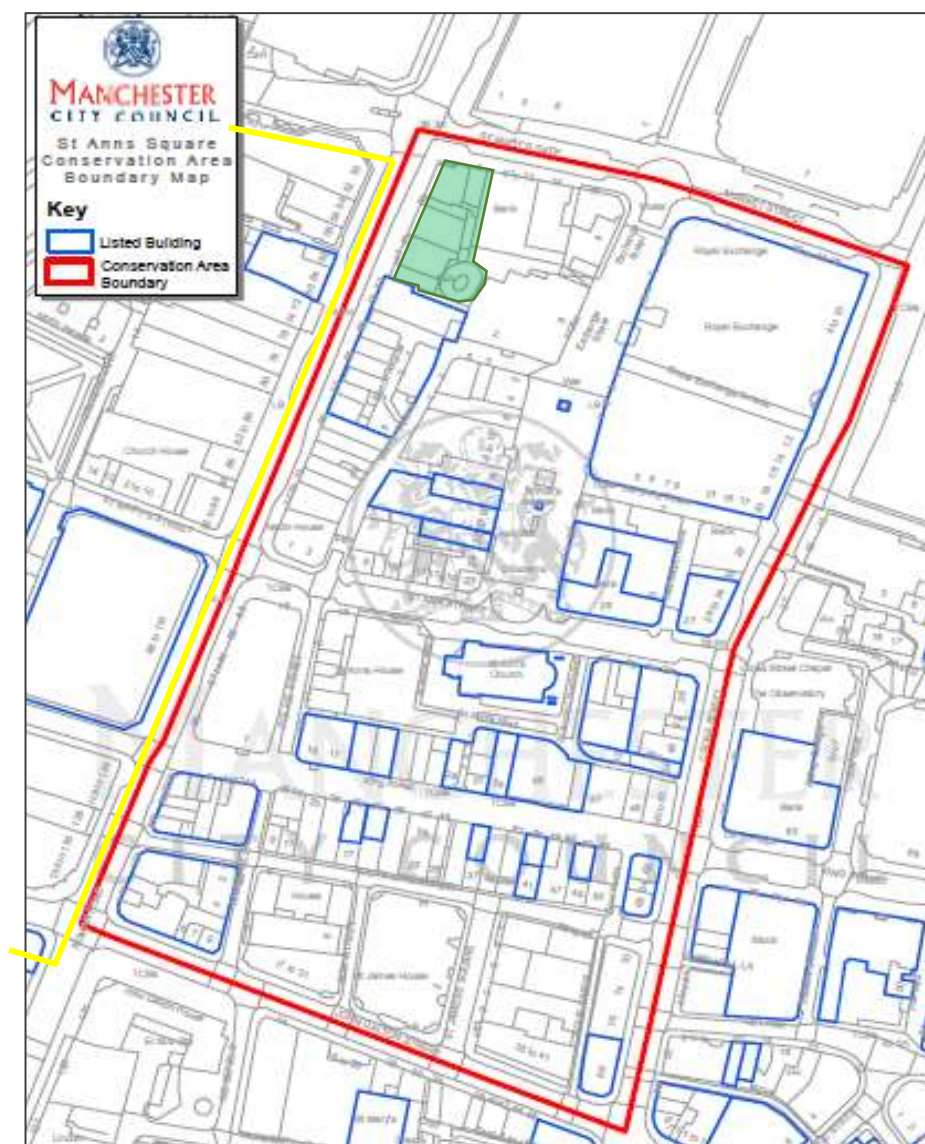


Figure 4: Conservation Area Plan. The boundary of the St. Ann's Square Conservation Area is indicated in red and the Parsonage Gardens Conservation area boundary in yellow. Listed Buildings are outlined in blue. The Site at 39 Deansgate is indicated in green. Note, the Cathedral Conservation Area is located to the north and the Deansgate / Peter Street Conservation Area is situated to the south.

6. HISTORICAL DEVELOPMENT

6.1 Introduction

In order to understand the heritage significance of the Site and surrounding area, it is first necessary to understand its historical development. This section of the report analyses and interprets historic maps and primary and secondary information in order to:

- Provide a sound evidence base highlighting the main periods of development;
- Inform assessment of the survival and significance of the buildings, open spaces and landscape features; and
- Describe character areas and assess their relative historic and architectural importance.

6.2 Historical development of the surrounding area

St. Ann's Square is situated at the very heart of Manchester City Centre's most affluent shopping district. The area has a long and established history which began in the 13th century, at this time, it was known as 'Acresfield'. The first record of the area dates to 1222, when the regent for Henry III granted a license to Robert Greslet or Grellly, the first Norman baron to settle in 'Mamcestre'.

This served the farming community as a market to sell cattle, sheep, pigs and horses. It ran for 650 years before it was moved in 1820, first to Shudehill and then to Campfield, Deansgate, where it remained until it was abolished in 1876.



Figure 5: Late 17th – early 18th century depiction of St. Ann's Square as a residential area. The distinctive spire to the Church of St. Ann is visible to the centre of the image. **Source:** Plan of the Towns of Manchester and Salford in the County Palatine of Lancaster by R. Casson and J. Berry. Chetham library.

During the 17th century, Manchester began to grow and develop from a simple marketplace into a bustling town. Consequently, there was increasing pressure to develop areas such as Acresfield to accommodate the growing populace.

In 1708, an Act of Parliament granted that St Ann's Church could be built but also stipulated that a space 30 yards wide should be reserved for the fair. This became St Ann's Square, named after the reigning monarch and Lady Ann Bland, the lord of the manor and patron of the church (**Figure 5**).

The area became an affluent one, as grand houses were constructed and trees were planted, rationalizing the formation of the square. The square continued to develop throughout the 18th century to meet the growing pressures of industry and commercialism. In 1729, Manchester's first cotton exchange was opened and many of the grand residential properties at St. Ann's square were converted into commercial premises.

At the beginning of the 19th century, the original exchange was superseded by a second building constructed at the corner of Market Street and Exchange Street in 1809. The third and current Royal Exchange building was constructed in 1874, boasting the largest trading floor in the country.

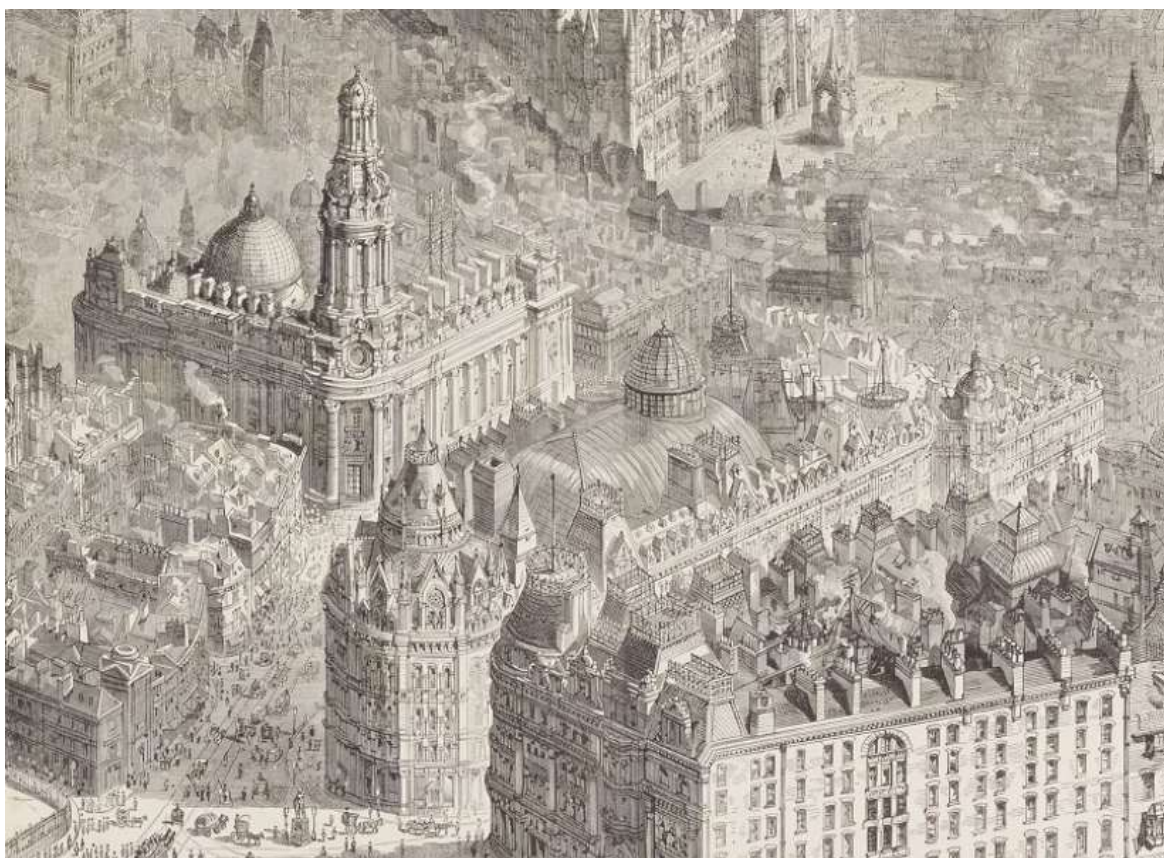


Figure 6: A bird's eye view of Manchester, 1889 drawn by H. W. Brewer. The grand Royal Exchange can be seen to the far left of the view, the distinctive Baroque turret to the north-west corner with a glass dome behind distinguishes the building. To the centre of the view are the Victoria Buildings, now demolished, but shown to have been equally decorative, complete with a glazed roof to the arcade below. **Source:** Manchester online Maps collection.

The area was substantially redeveloped throughout the mid-late 19th century. Improvements set about with the widening of Deansgate, in 1869, and a mass redevelopment of the city centre saw buildings of larger footprints appear, including the Barton Arcade (1871); the Exchange Buildings at the corner of St. Mary's Gate and Deansgate Buildings in 1875 (on which the present Site at 39 Deansgate was later constructed) and the Victoria Buildings in 1876 (**Figure 6**).

The Victorian shopping arcade became extremely popular in the late-19th century as it was an enclosed and dry space for the wealthy and affluent members of society to shop (**Figure 7**).



Figure 7 (left): Deansgate mid-18th century, the image depicts the principal entrances to the Barton Arcade and the Exchange Arcade (now the present Site of 39 Deansgate). **Figure 8 (right)** is taken from within the former Exchange Arcade (since demolished) illustrating the glazed roof infrastructure typical of Victorian shopping arcades.

By in large, the area changed very little and continued to remain the commercial epicentre of Manchester until the mid-20th century. The devastating Christmas blitz of 1940 destroyed a number of landmark buildings in the area, including the Victoria Buildings and the Exchange Buildings (Site area, **Figure 8**).

A number of tall buildings were erected during the 1950s and 1960s, including Highland House in 1958 (now the Premier Inn) and Speaker's House (the Site) at 39 Deansgate in 1963. Thereby introducing a new building type and form to the otherwise largely Victorian townscape.

There had been aspirations to improve St. Ann's Square since the 1950s and several attempts had been made in the 1960s and 1970s to restrict the number of vehicles entering the space and to improve the environment by planting trees and introducing better quality paving. It was not until 1984 that a comprehensive scheme was fully realized.

In 1996, the area to the north of St. Ann's Square was targeted by the Provisional Irish Republican Army (IRA). The bomb devastated a number of buildings around Market Street and Corporation Street.

Following the attack of 1996, an extensive regeneration project was carried out, creating the present-day plan form centred around New Cathedral Street. St. Ann's Square and King Street were also redeveloped, and pedestrian environments were improved, once again re-establishing the area as an exclusive shopping district in the city centre.

6.3 Map regression

In order to understand how the existing Site at 39 Deansgate and the area around it have developed in detail, historic maps have been laid out and systematically assessed for notable changes and developments.



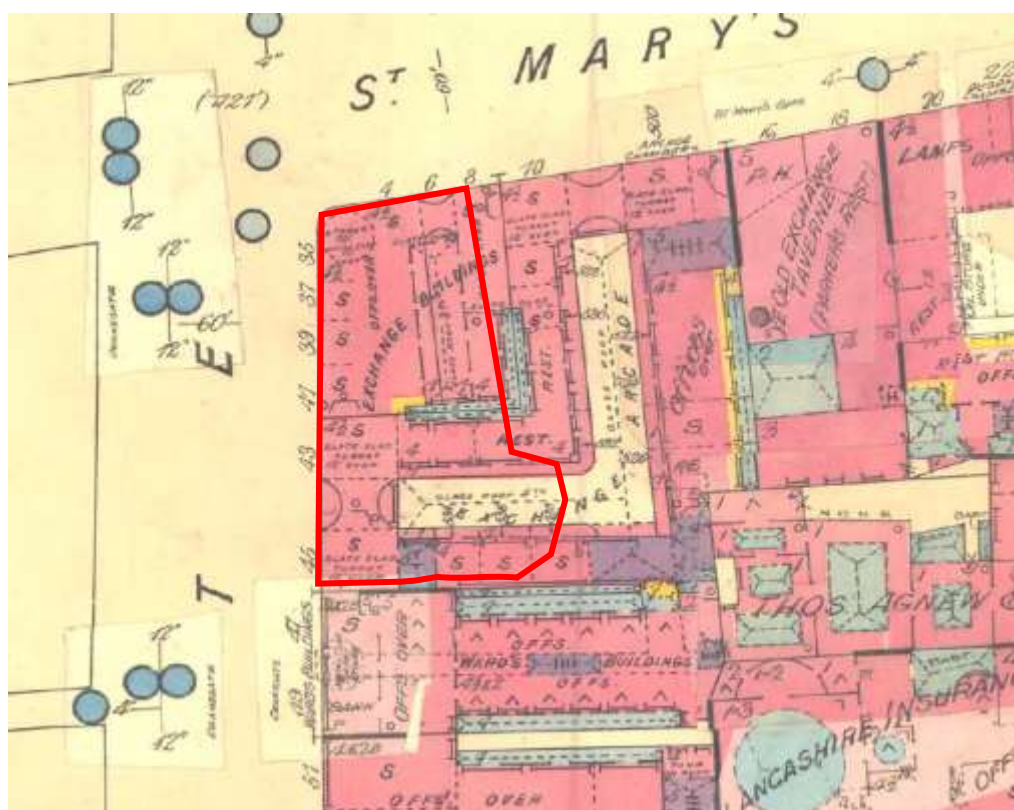
1750 – Plan of Manchester and Salford, depicting the city's early street pattern. Key routes such as Deansgate and St. Mary's Gate are shown to have been laid out by the mid-18th century, forming the distinctive corner on which the present Site at 39 Deansgate would later come to occupy (shaded red). The mid-18th century map illustrates the early plan form around St. Ann's Square prior to the onset of commercialism and industrialism. The area is characterised by neat rows of houses fronting onto the street. St. Ann's Church is labelled on the plan, framing St. Ann's Square, which is shown to have been laid out.



1813 – Pigot's early 19th century map of Manchester. The River Irwell can be seen to the west. Being located so close to the river front, the area quickly developed, exemplifying an eclectic mix of industrial, residential and commercial buildings, including; St. Mary's Church to the west of Deansgate (now the present day Parsonage Gardens); the Church of St. Ann's Church to the south and the Royal Exchange building to the east of the Site.



1850 – In the mid-19th century, the Site was occupied by a number of stock and share businesses centred around 'Riding's Court'. The map illustrates the area was heavily built up, forming a tight urban grain intercepted by small alleyways and internal courtyards. The intricate Royal Exchange building dominates the eastern end of St. Mary's Gate, forming a landmark structure in that part of the city.



1886 – Goad’s Fire Insurance Plan of Manchester. The area was heavily redeveloped towards the mid-late 19th century, with the introduction of a number of Victorian shopping arcades around Deansgate. The first, and only surviving example of these being the Baton Arcade, which was erected to the immediate south of the Site area in 1871. Shortly thereafter, the Victorian Arcade was established, followed by the ‘Exchange Buildings’ in 1876.

The Site area (outlined in red) was redeveloped to accommodate the new ‘Exchange Buildings’ which occupied Nos. 36 – 46 Deansgate and 4 – 10, St. Mary’s Gate. The brick building was of four storeys with an additional attic storey. The building was characterised by slate clad turrets and an ‘L’ shaped glazed, pitched roof covering the central arcade. The plan indicates a number of shops and showrooms occupied the ground floors, with the upper storeys being utilised for office space.



Historic Image (late 19th – early 20th century) depicting the Deansgate elevation of the Exchange Building. A slate clad turret, (as documented on Goad's Fire Insurance plan) is just visible to the top left of the image. The building is shown to have comprised four storeys, with dormer windows forming the attic storey above. The photograph illustrates the grand, arched entrance which served as the principal route through the shopping arcade. The 'L' shaped arcade within encouraged a bustling trade, offering a variety of shopping outlets and a restaurant. To the right of the arcade is the 'Wards Buildings' with Barrs Toy Shop at street level.



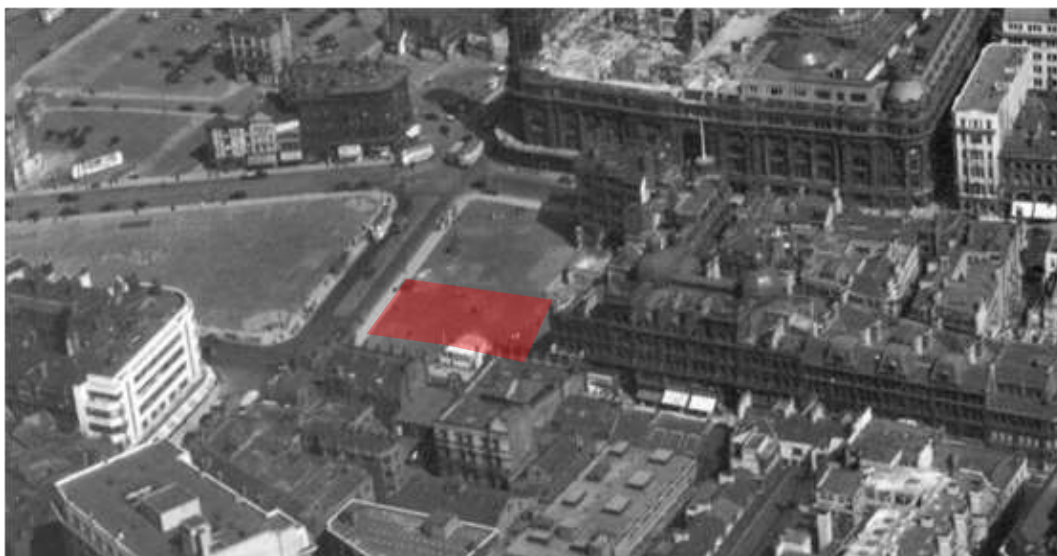
1922 – 1933: Ordnance Survey mapping from the early 20th century suggests no changes were made to the Site area (shaded red). Surrounding the Site, we can see the tramline infrastructure which had been laid out in the late-19th century. To the east of the Site, the Royal Exchange is shown to have been extended and modified. Further development in the area includes the introduction of the war memorial to the centre of St. Ann's Square.



1927: Historic aerial image of the corner of St. Mary's Gate and Deansgate in 1927. The distinctive 'L' shaped glass roof covering the Exchange arcade is evident from this vantage point.



1940 – 1941: During the Manchester Christmas Blitz, the Site at the corner of St. Mary's Gate and Deansgate was obliterated (approximate Site area indicated by yellow line). The Manchester Bomb Damage map (above) records the location of aerial bombs on the City of Manchester during WWII. Red circles are indicative of fire bombs and buildings shaded red were demolished. As the map illustrates, landmark buildings such as the Victoria Buildings and the Royal Exchange were also heavily damaged during the bombing raid.



1948: Aerial view of the corner of St. Mary's gate and Deansgate. The Exchange Buildings and the Victoria Buildings are shown to have been cleared. The area in which the Site would later be constructed (shaded red) was utilised as a space for public speaking and debate. It therefore acquired the name '*Speaker's Corner*'. Following the Manchester blitz, the interior of the Royal Exchange was rebuilt with a smaller trading area. The aerial image above illustrates these repairs taking place. Of the three Victorian shopping arcades, the Barton Arcade was the only one to survive the bombing.



1951 – 1956: By the mid-20th century, the area around St. Ann's Square entered a phase of renewal and repair. A new building fronting onto St. Mary's Gate was erected on the plot which previously housed the Exchange Buildings. Thus, creating a distinctive boundary which forms the eastern elevation of the present Site.



Historic Image - 1960s: Illustrates the newly erected 'Speaker's House' at 39 Deansgate, largely as it is seen today (in regard to height and massing). At the time of construction, the building presented a stark contrast to the distinctly Victorian Barton Arcade Buildings, shown to the right of the Site.



1969 – 1971: The Ordnance Survey map above is the first to show the footprint of the present day Site at 39 Deansgate, otherwise known as 'Speakers House'. The introduction of a new car ramp creates the distinctive round corner to the south-east.

6.4 The Site – 39 Deansgate

The Site at 39 Deansgate was completed in 1963 to the designs of London based architectural practice Douglas Stephens and Partners. The concrete seven storey structure was built over a two storey coarse aggregate and brick podium (**Figure 9a**).

The building was part of the post-war 1960s redevelopment of the city centre. The building was erected upon a plot of land cleared after the bombing of 1940. After the war, the cleared site was thought to have been used as an equivalent to Hyde Park's 'speakers corner'. Thus, the building adopted the name 'Speaker's House'.



Figure 9a (left): Speaker's House when first built, early 1960s. **Source:** Manchester Image Archive. **Figure 9b (right):** Speaker's House following 21st century redevelopment. **Source:** Site visit, 17.09.2019. The building is set back from the street, allowing clear views of the glass dome to the Grade II* listed Barton Arcade.

Land registry documents dated 20th December 1963 reveal that prior to the construction of the Site, there were concerns that the new building would “*cause disruption to the access of light and air of the north wall of the Barton Arcade.*” The south side of Speaker's House is shown to have been built set back from the light well to the north side of Barton Arcade (**Figure 10**).

During the mid-late 20th century, a number of business occupied the building, including; 'The National School of Salesmanship' and Cook's Silver Wing Travel Agent. The Site has since undergone substantial alteration to both the interior and exterior (2016 planning ref: 103328/FO/2013/C1 and in 2018 planning ref: IN/18/00637).

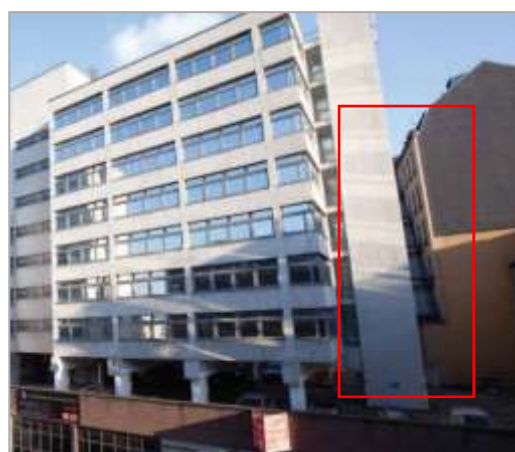


Figure 10: The dividing lightwell forming the northern boundary of Barton Arcade and the southern boundary of the Site.

The elevations have been reclad in dark grey tiling, complete with a new glazed entrance and high level signage (**Figure 9b**). The interior comprises lightweight suspended ceilings to the office space areas, which are of an open plan form (**Figure 11**). The main entrance fronting onto Deansgate (refurbished in 2016) is complete with a modern reception area and a modern glazed stairwell.

Consequently, it is considered that the building does not yield sufficient architectural or historic interest to be considered as a heritage asset (e.g. a non-designated heritage asset, as defined with the NPPF; PPG). The Site is however, situated within the St. Ann's Conservation Area and adjacent to the Grade II* listed Barton Arcade. Proposals to redevelop the Site must therefore be carefully tested (i.e. assessment of visual and physical impact) to ensure the special interest of the surrounding heritage assets and Conservation Areas is maintained.

The following section provides a baseline significance assessment of the extant Site and its contribution to the setting/special interest of surrounding designated heritage assets.



Figure 11: Images of the interior to Speakers house following varying stages of extensive alteration/ refurbishment.

7. SIGNIFICANCE

7.1 Introduction and scope

The purpose of the significance assessment is to use recognised criteria to assess the heritage significance and interest of the Site and the settings of the identified heritage assets which could be affected by the Proposed Development.

The scope of potential impact upon heritage assets involves potential impact upon their setting as well as any physical impact. The importance of 'setting' lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance. Therefore, it is the significance of the setting which should be established at this stage in the process. For these purposes, the contribution of setting to the significance of any given heritage asset is considered to be either **high, medium, or low / negligible**.

The NPPF makes it clear that the extent of the setting of a heritage asset *'is not fixed and may change as the asset and its surroundings evolve'* (NPPF, Annex 2: Glossary). As a part of the dense, urban grain that is Manchester City Centre, the setting of heritage assets within the identified search area will naturally be subject to continual change and development. As outlined in Historic England's Good Planning Advice Note *'The Setting of Heritage Assets'* (2017), settings which have changed may also themselves enhance significance, for instance where townscape character has been shaped by cycles of change over the long term. Settings may also have suffered negative impact from inappropriate past developments and may be enhanced by the removal of the inappropriate structure(s).

The following assessment (in regard to setting) will primarily focus on the settings of those Listed Buildings which have the greatest potential to be affected by the Proposed Development (see **Table 2**). The subsequent impact assessment in Section 8 of this report will provide sufficient detail on the potential impact the proposed development may have on any additional Listed Buildings in the surrounding area. The settings of which, will be assessed within the context of Manchester's evolving townscape.

This in turn allows, in a policy context, the extent of *"harm"* upon any heritage asset (or, in this instance, its setting) incurred by the proposals to be established within the terms defined by the NPPF. In particular, the assessment of how setting contributes to significance informs the choice of heritage views which form a key part of the following VIA.

The assessment of significance accords with the requirements of the NPPF and takes account of Historic England's guidance set out in the revised guidance *Setting of Heritage Assets* (as reissued December 2017). The designated asset's significance is determined by an analysis of the relevant aspects of the following:

Evidential Value – *this relates to the potential of the asset to yield primary evidence about past human activity;*

Historical Value – *relevant to ways in which the present can be connected through the asset to past people, events and aspects of life;*

Aesthetic Value – *focusing on the ways in which sensory and intellectual stimulation is derived from the asset;*

Communal Value – *relating to the meaning the asset may have for the people of this part of Manchester and the collective experience of memory it holds.*

Criteria have been established to appraise a building's significance. Statutory criteria, as set out in the 'Principles of Selection for Listing Buildings', DCMS, 2010 (amended 2018), provides a list of principles for assessing significance based on architectural and historic interest, age and rarity, aesthetic merits, selectivity and national interest. Historic England's criteria outlined in 'Conservation Principles, Policies and Guidance,' (2008) have also been considered. The assessment of significance is based on both desktop research and on-site visual surveys.

- **High significance** relates to those parts or elements of the structure deemed to be of particularly special interest. These components are fundamental to the understanding of the architectural design concept, and play a major role in reflecting their evidential, historic, aesthetic or communal values. The loss of such elements (through demolition, removals, or alterations) could potentially cause a highly adverse impact on the special interest of the building and has been largely avoided in the proposed development.
- **Considerable significance** relates to those components of the structure deemed to be of special interest. They are important to the understanding of the architectural design concept and play a considerable role in reflecting the buildings' evidential, historic, aesthetic or communal values. The loss of such elements (through demolition, removals, and/or alterations) could potentially cause a moderate adverse impact on the special interest of the buildings.
- **Low significance** relates to those components of the structure deemed to be of more modest interest. They provide a minor contribution to the understanding of the architectural design concept and a modest role in revealing the buildings' evidential, historic, aesthetic or communal values. The loss of such elements (through demolition, removal, or alteration) may cause a minor adverse or neutral impact on the special interest of the building.
- **None/Detrimental** features and elements that do not contain any special interest. These can detract from the significance of the building and maybe evidence of poor craftsmanship or ad-hoc refurbishments. The loss of such elements (through demolition, removal or alteration) could potentially have a beneficial impact on the special interest of the building.

7.2 Listed Buildings – Significance Assessment

As noted above, the following scope for the initial significance assessment will subsequently focus on those Listed Buildings which are situated directly adjacent to the Site at 39 Deansgate / viewed in conjunction with the Site. i.e. Listed Buildings and their settings are most likely to be affected by the proposals (Table 2, below). Whilst it is understood the proposed development will have some degree of impact upon identified heritage assets in the wider study area, the way in which they are experienced within their settings will be assessed in the VIA (where necessary).

The listed heritage assets identified within **Table 2 (below)**, are considered to be the most sensitive to change. The following outlines the contribution their setting makes to their significance (as existing) and denotes how the existing building at 39 Deansgate contributes to their setting. This must be outlined at this stage to understand the capacity for change within the Site.

TABLE 2 – Potential impact on settings of listed buildings/structures

Ref No. in Fig. 3	Listed Building/ structure name	Grade	Architectural and Historic Interest – Summary	Contribution of setting to significance / sensitivity of Setting
1.	Barton's Building Including Barton Arcade	II*	Includes: Nos.1 AND 3 AND 63 BARTON SQUARE. Also known as: BARTON SQUARE. Block of shops and offices enclosing shopping arcades. 1871, by Corbett, Raby and Sawyer; restored late C20. Cast-iron and glass with facing of sandstone ashlar, slate and glass roofs. Large almost rectangular block intersected by east-west arcade and L-shaped arcade off south side of this. Eclectic style.	The Former Barton's Buildings and Barton Arcade occupies a key site on Deansgate, one of Manchester's oldest and principal routes. Its setting is important both in the monumental façade which it presents to Deansgate and in the concealed nature of the arcade, which leads through to the heavily pedestrianised area of St. Ann's Square. The urban, city centre setting of the listed building means that it is subject to change and development. Following the bombing of 1940-1941, the immediate setting of the listed building became shorn of historic character. This has been further exacerbated by unsympathetic development around the listed building, including the Renaissance Hotel and Maybrook House. The contribution of setting to significance, as existing, is considered to be low. It is considered that the existing Site at 39 Deansgate fails to emulate the typical character and appearance exemplified by other buildings within the St. Ann's Square Conservation Area. It is, however, subservient when experienced in conjunction with the Grade II* listed Barton Arcade building. It is considered, therefore, that the extant Site makes a neutral contribution to the setting of the listed building. Due to the close proximity of the Listed Building to the proposed development Site at 39 Deansgate, design considerations must be rigorously tested to avoid any detrimental impact on the setting of the adjacent Grade II* building.

2.	Former Royal Exchange	II	Commercial exchange, now shops, theatre, etc. The Grade II Listed Royal Exchange was originally built as the Cotton Exchange in 1874, designed by Mills and Murgatroyd. Rebuilt and enlarged (for the fourth time on this site) in 1914-21, by Bradshaw, Gass and Hope. Darley stone, slate roof with three glazed domes.	The building was bombed in World War II and again in 1996. The bombing of the area has eroded much of the historic character, with the exception of St. Ann's Square. It is considered that the contribution of setting to the significance is medium / low. Looking eastwards along Blackfriars' Bridge, the extant building at 39 Deansgate allows for views towards the Grade II listed former exchange building. Whilst contrasting in architectural design and materiality, it is considered, therefore, that the existing Site at 39 Deansgate makes a neutral contribution to the setting of the listed building.
3.	Cathedral Church of St Mary	I	Collegiate parish church, cathedral since 1847. Mostly c. 1422-1520, perhaps incorporating some earlier fabric; altered, restored or rebuilt 1814-15, 1862-8 by J.P. Holden, 1885-6 by J.S. Crowther and 1898 by Basil Champneys; annexes added 1903 by Champneys and 1934 by Sir Percy Worthington; bomb damaged 1940 and subsequently restored and rebuilt by Sir Hubert Worthington. Sandstone. Perpendicular style.	The setting of the Cathedral is largely enclosed, characterised by wide open paths and select areas of greenery and semi-mature trees. The landscaped, open setting of the Cathedral makes a positive contribution to the way in which it is experienced, allowing for the Grade I building to be the focal point of the Cathedral Conservation Area. The contribution of setting to significance, therefore, is considered to be high. The existing building at 39 Deansgate is situated in the far distance to the cathedral and is considered to have a neutral impact upon the setting of the Grade I listed building.
4.	Haywards Building	II	Shop with offices over. Mid to later C19. Ashlar (roof concealed). Rectangular plan at right-angles to street. Eclectic style. Four storeys, three-and-a-half bays (half-bay to left), with banded piers to ground floor, enriched sill-band to 1st floor, left bay slightly projected from this level and giant pilasters to the other bays, panels between 1st and 2nd floors, dentilled friezes to the full bays, enriched frieze above and prominent cornice with balustraded parapet.	The Haywards Building is situated at 62 – 66 Deansgate, directly opposite the Site at 39 Deansgate. Whilst the setting of the building has always evolved as part of the urban city centre of Manchester, the Haywards Building adds to the appreciation of the historic streetscape as one of Manchester's original high-end shopping districts. The late-19th century building continues to be visually dominant within the busy streetscape, despite its setting having been increasingly eroded of historic character. The contribution of setting to significance, therefore, is considered to be low. The existing building at 39 Deansgate is considered to have a negligible adverse impact upon the setting of the Grade II listed building.

6.	No.16, St Ann's Square	II	Town house now shop. Probably later C18; altered. Orange brick with sandstone dressings (roof not visible). Rectangular plan at right-angles to street. Four storeys, three windows, symmetrical; with a deep moulded sill-band to second floor, string course over third floor, and prominent moulded cornice. C20 shop at ground floor.	The building is understood and appreciated within the historic plan form of the St. Ann's Square, which forms the focal point of the Conservation Area. The building has group value with the other listed buildings fronting onto the western side of the square (Nos.18-22). The setting of the 18th century townhouse is distinctly enclosed in character and defined by the domestic scale of the square. The setting is clearly defined by these factors, and thus, sensitive to change. The contribution of setting to significance, therefore, is considered to be high. The existing building at 39 Deansgate is not visible from within the square, meaning the 1960s building makes a neutral contribution to the setting the listed building at No.16 St. Ann's Square.
7.	Nos. 18 and 20, St Ann's Square	II	Town house, now restaurant. Probably later C18, remodelled in C19, and subsequently altered. Painted stucco on brick. Rectangular plan plus back extensions, at right-angles to street. Four storeys, 4 windows, symmetrical; C20 restaurant at ground floor. 1st floor has windows with shouldered architraves and altered glazing, and a moulded plaster frieze	The building is understood and appreciated within the historic plan form of the St. Ann's Square, which forms the focal point of the Conservation Area. The building has group value with the other listed buildings fronting onto the western side of the square (Nos.16 and 22). The setting of the 18th century townhouse is distinctly enclosed in character and defined by the domestic scale of the square. The setting is clearly defined by these factors, and thus, sensitive to change. The contribution of setting to significance, therefore, is considered to be high. The existing building at 39 Deansgate is not visible from within the square, meaning the 1960s building makes a neutral contribution to the setting of No.18-20 St. Ann's Square.
8.	No. 22, St Ann's Square	II	Town house now shop. Probably early C19; altered. Stucco on brick (roof concealed). Rectangular plan at right-angles to street. Four storeys, three windows; C20 shop front at ground floor; 12-pane sashed windows to first and second floors, 9-pane sashes to third floor, all with raised sills and plain reveals; parapet. Rear and interior not inspected. Forms group with no. 18 to the right and no. 16 beyond.	The building is understood and appreciated within the historic plan form of the St. Ann's Square, which forms the focal point of the Conservation Area. The building has group value with the other listed buildings fronting onto the western side of the square (Nos.16-22). The setting of the 18th century townhouse is distinctly enclosed in character and defined by the domestic scale of the square. The setting is clearly defined by these factors, and thus, sensitive to change. The contribution of setting to significance, therefore, is considered to be high. The existing building at 39 Deansgate is not visible from within the square, meaning the 1960s building makes a neutral contribution to the setting of No.22 St. Ann's Square.

9.	Mansfield Chambers	II	Shop with offices over. Probably later C19; altered. Stucco on brick, with dressings of stone and fibre-glass imitating stone (roof concealed). U-plan formed by main range parallel to street with back extension, and rear wing attached to this parallel to Half Moon Street. Italianate style.	The building is understood and appreciated within the historic plan form of the St. Ann's Square, which forms the focal point of the Conservation Area. The elevations fronting onto St. Ann's Square are situated within a largely enclosed setting, framed around the Grade I listed Church of St. Ann. The contribution of setting to significance is therefore considered to be high. The existing building at 39 Deansgate is not visible from within the square, meaning the 1960s building makes a neutral contribution to the setting of the Grade II building.
11.	25, St Ann Street	II*	Bank, with attached manager's house. 1848, by J.E. Grogan, for Benjamin Heywood's Bank. Sandstone ashlar, and red brick with sandstone dressings, hipped slate roofs. Tripartite plan with bank on corner of St Ann's Square, entrance bay in centre and former manager's house to right. Italian palazzo style.	The setting of this building is understood and appreciated as being part of the nationally important designated St. Ann's Square Conservation Area. The corner building is located in a prominent position, framing the southeast corner of the square and provides a strong visual link between St Ann Street and Cross Street. The setting of the building is enhanced by the visual relationship with the square and of the Grade I listed Church of St Ann. The contribution of the setting to the significance of the building is considered to be high. The existing building at 39 Deansgate is not visible from within the square, meaning the 1960s building makes a neutral contribution to the setting of 25 St. Ann's Square.
12.	Church of St Ann	I	Church. 1709-12 (traditionally said to have been designed by Sir Christopher Wren or one of his pupils); restored 1886-91 by Alfred Waterhouse. Sandstone ashlar, hipped slate roof. Classical style. Nave with east apse and west tower. The 2-storey 6-bay nave has coupled pilasters to both levels, the lower being fluted Corinthian and the upper plain, both with cornices, each bay containing large round-headed windows with keystones, and the westernmost a square headed doorway in a large pedimented tetrastyle Corinthian doorcase with fluted columns; and a pilastered parapet.	The Church of St. Ann was constructed at the extreme south of St. Ann's Square in c.1709-12 (later restored by Alfred Waterhouse in 1886-91). The Grade I listed structure was built of red sandstone and comprises two tiers of round-headed windows and a square tower to the west. The building was historically and continues to be the principal focus of the square. Laid out in the Georgian period, the square exemplifies a rich tapestry of architectural styles, many of historic interest. Despite some alterations to the square over time, the plan form and character of the area has remained largely intact. The contribution of setting to significance is therefore considered to be high. The existing building at 39 Deansgate is not visible from within the square, meaning the 1960s building makes a neutral contribution to the setting of the Grade I listed Church.

13.	15 and 17 King Street	II	1902 by Francis William Maxwell of Maxwell and Tuke. Probably steel-framed but with elaborate "timber-framed" cladding; slate roof. Rectangular plan on corner site, with rounded corner. Tudor style. Four storeys with five bays to King Street, one curved corner bay, and three wide bays to Police Street; panelled piers and large plate-glass windows to ground floor; carved wall posts to first and second floors, wooden blind balustrading between the floors, projected eaves with mutules, an octagonal turret over the corner with swept slated sides and arcaded cupola, gables flanking this and coupled gables over the fourth and fifth bays, all with herring-bone struts and finials.	King Street was historically (and remains to be) a principal route through the city centre. A number of Listed Buildings characterise the historic streetscape of King Street, displaying an eclectic mix of building types ranging from the 18th century to the early 20th century. Carefully controlled development of the street has enabled the rich variety of built form to be appreciated as a collective whilst allowing for individuality. The contribution of the setting significance is considered to be medium. The existing building at 39 Deansgate is not visible from King Street, meaning the 1960s building makes a neutral contribution to the setting of 15 and 17 King Street.
19.	Nos. 98-116 Deansgate	II	Department store. 1939, by J.S. Beaumont. Steel frame with cladding of Portland stone and glass. Large rectangular plan on island site. International functionalist style. Probably six storeys, seven bays plus chamfered corners, the upper floors cantilevered out over the ground floor but otherwise without external expression of different levels, the bays divided by plain pilasters strips and each bay divided by narrow full-height mullions to form three continuous vertical strips of multi-paned glazing, and the centre flanked by single glazed strips; set back parapet with metal railings. Other sides similar. Interior altered.	Fondly known as 'Kendal's', Nos.98-116 Deansgate is one of the many fine examples of buildings from the first half of the 20th century that are of high architectural quality reflecting the growth in commercial office/ retail uses in this part of the city centre. The building is a landmark feature to the northern end of Deansgate, providing a robustness to the historic character of the streetscape. As such, the building's setting is understood and appreciated as part of the existing urban form and streetscape of Deansgate which is a multi-phased street of historic and contemporary buildings. The contribution of setting to significance, therefore, is low. The existing building at 39 Deansgate is demonstratable set back from the street line and is not visible looking from Kendal's towards the Site. The existing 1960s building, therefore, makes a neutral contribution to the setting of Kendals.

20.	John Rylands Library	I	Library. 1890-99, by Basil Champneys, for Enriqueta Augustina Rylands in memory of her husband; with back extension 1912, also by Champneys. Red sandstone (roof not visible). Rectangular plan at right-angles to street, plus back extensions. Decorated Gothic style with Arts and Crafts accent. Two unequal storeys with the appearance of 3 storeys, designed like a church raised on a crypt, the facade composed of a 2-storey 3-bay centre (like the gatehouse of a monastery) flanked by square 2-storey 2-bay wings, with an embattled parapet to the whole and large octagonal lanterns over the wings; and, set back behind these, the east window of the reading hall flanked by square towers.	The form of the building with its distinctive Gothic style makes it a landmark on Deansgate. As such, the building's setting is understood and appreciated as part of the existing urban form and streetscape of Deansgate which is a multi-phased street of historic and contemporary buildings. The building's setting has been compromised in part by the contemporary development at Spinningfields Square. The contribution of setting to significance, therefore, is considered to be low. The existing building at 39 Deansgate is demonstrably set back from the street line and is not visible looking from Kendal's towards the Site. The existing 1960s building, therefore, makes a neutral contribution to the setting of the Grade I listed building.
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Summary

The settings of the identified heritage assets which have been identified as low contribute little to their significance. Consequently, there is a high capacity for change within the settings of these Listed Buildings.

Conversely, the settings of a number of listed buildings, especially within St. Ann's Square, are more modest in scale and less architecturally robust. Where the contribution of setting to significance is high, careful consideration must be made when determining the potential impact upon the existing setting. Any potential impact must therefore be demonstrably outweighed by public benefits, as defined by the **NPPF (Para 196)**.

7.3 Conservation Areas – Significance Assessment

The Site at 39 Deansgate is situated within the St. Ann's Square Conservation Area and adjacent to the Parsonage Garden's Conservation Area. With regard to the Planning (Listed Building and Conservation Areas) Act 1990, **Section 72** of the Act requires the LPA to pay special attention to the '*desirability of preserving or enhancing the character and appearance*' of a designated Conservation Area. Consequently, it is important to consider the Site as a contributor to the townscape character of the two Conservation Areas and the impact of the proposed on this aspect of the wider historic environment.

St. Ann's Square Conservation Area

The St. Ann's Square Conservation Area comprises an expansive variety of architectural styles and materials. Whilst there are only a few surviving examples from the 18th century, these convey the early historic character of this part of Manchester. More contemporary buildings within the Conservation Area largely correspond with and respect the existing built form of the area, together, they create an imposing 'street wall'. The Conservation Area is further distinguished by the formation of irregular island sites which have gradually formed over the last two centuries.

Architectural Interest

- Grade I Listed St Ann's Church – forms the central focus of the Conservation Area
- Rich tapestry of built form from the Georgian period onwards, but generally within the footprints originally laid out, particularly on King Street.
- Retention of historic plan form created by the central Square and passage through to King Street
- Strong architectural form on street corners.
- Generally low-level massing of architecture, providing a sense of 18th century height and massing.

Historic Interest

- Area in use from the thirteenth century as farmland and as the location for Acres Fair.
- Focus of the growth of Manchester during the Georgian Period with the construction of St Ann's Church, and the laying out of the Square.
- Home to Manchester's Cotton Exchange for over two centuries, extremely important and emblematic in and of Manchester's industrial and economic success.

Due to the long and expansive history of the area, the height, scale and massing of built form varies between approximately three and six storeys, with additional landmark buildings such as the Grade II listed Royal Exchange and the Grade I listed Church of St Ann. It is from within the square, that views to the Grade II* Barton Arcade can be best understood and appreciated (**Figure 12**). The entrance from the square incorporates intricate cast-iron detailing and the glass wall and glass domes.



Figure 12: Looking west from St. Ann's Square towards the Barton Arcade entrance from within St. Ann's Square Conservation Area.



Figure 13: Looking south towards the Grade I listed Church of St. Ann from within St. Ann's Square Conservation Area.

The existing Site at 39 Deansgate by and large, respects the height and massing of the surrounding historic environment through its subservient, stepped plan form. Thus, ensuring the focus is maintained on the historic buildings which, as their designated status suggests, contribute positively to the character and appearance of the Conservation Area.

Due to the extent of alteration made to the extant Site at 39 Deansgate, the building is not considered to yield any architectural or historic merit. However, as discussed above, the 1960s building respects the form, height and massing of other buildings surrounding it and presents a contextual design response. As such, the extant Site is considered to make an overall **neutral** contribution to the St. Ann's Conservation Area.

There is room for opportunity to create a design that contributes *positively* to the character of the Conservation Area. Any proposed development should however acknowledge and respect the common unity of the existing townscape and aim to complement its character. It will be clear, however, that the Proposed Development will have no impact upon views towards the arcade from within the square (**Figure 12**) or views towards the Grade I listed church (**Figure 13**).

The Parsonage Gardens Conservation Area

The historic and well-defined green space of Parsonage Gardens is a clear focal point to the Conservation Area and important space in terms of amenity, setting, and coherence to the urban form. Most of the buildings around the Garden's comprise orange-red brick or terracotta, although one modern-style steel and glass structure blends well with its surroundings.

Architectural Interest

- Retention of 'kite shaped' plan form to the gardens, which is notably one of the few green spaces within Manchester city centre.
- Situated to the south side of the Gardens, is Arkwright House. The White Portland Stone building comprises Corinthian pilasters, cornices and arched windows, emulating the development and affluence of the city centre during the early 20th century.
- Bridge Street bounds the Conservation Area to the south, has been particularly well preserved.

Historic Interest

- Historically the site of an 18th century church (the Church of St. Mary) and Parsonage House, the residence of Thomas La Warre (12th Baron of Manchester). Both since demolished.
- The names of streets in the immediate locality reflected the ownership of the land by the church: Parsonage Lane, St Mary's Parsonage, College Land and St Mary's Street linked the church with Deansgate.

Parsonage Gardens Conservation Area embraces a length of river frontage to the Irwell and this also includes part of the bridge on Blackfriars Street, half of which is in Salford. The bridge allows for kinetic views towards the city centre, of which the Site at 39 Deansgate is a central focal point. The irregular stepped plan form of 39 Deansgate notably allows a clear line of sight to the Grade II listed Royal Exchange.

Whilst Building heights vary considerably within the Conservation Area, it is recommended that the height of any proposed developments should respect and respond to the building height of within the immediate surrounds and not greatly exceed them. The Conservation Area appraisal notes that the buildings along the west side of St. Mary's Parsonage (immediately north of the Site) are *"too large in scale and do not relate to the surrounding streets"*. In light of this, any proposed development should aim to respond to the proportions and rhythm of the surrounding streetscapes.

39 Deansgate, largely respects and responds to the historic street pattern. As such, the existing Site is considered to make a **neutral** contribution to the Parsonage Garden's Conservation Area. The setting of the Conservation Area has been subject to extensive redevelopment, the Gardens however, remain to be the principal focal point of the Conservation Area, which is notably one of very few green spaces within the city centre.

Due to the dense urban form of this area, it is considered unlikely that the proposed development would have an impact upon the character and appearance of the Conservation Area as a whole, this will however need to be tested in the subsequent impact assessment to rule out any potential harm, as defined by the NPPF.

8. HERITAGE IMPACT ASSESSMENT

8.1 Introduction

This assessment of the potential impact of the Proposed Development on the identified heritage assets concerns the potential indirect or visual impact. The proposed development has no direct heritage impact (i.e. no physical impact) on any heritage assets, so this aspect is not included in the following assessment. The significance of the Site and or contribution of setting to significance of the adjacent listed buildings has been established in the significance assessment above, in preparation for the following impact assessment.

8.2 Planning Policy Context

As noted above, the NPPF requires that, when considering the impact of a proposed development on the significance of a designated heritage asset, (in this case the *setting of a listed building*), that great weight is given to its conservation in order to avoid any 'harm' which might diminish the value of the asset and its significance.

Within the NPPF, 'harm' may be deemed to be 'substantial' or 'less than substantial'. The evaluation is on the impact on the significance of the identified designated heritage assets or, in this instance, their settings.

The NPPF requires that 'any harm' to the significance of a designated heritage asset (or its setting) should "*require clear and convincing justification*" and if 'substantial harm' is engendered then the NPPF specifies a series of tests in order to assess the acceptability of this harm.

As the NPPF makes clear, significance derives not only from a heritage asset's physical presence, but also from its setting. The question as to whether proposed physical works will cause 'substantial harm' is a judgment having regard to the circumstances of the case and the policy in the NPPF.

However, the Planning Practice Guide 2019, which supports the NPPF notes that 'substantial harm', "*is a high test, so it may not arise in many cases*". The fundamental purpose of the following VIA, in policy terms, is to establish if the proposals would incur any level of harm to the setting of any of the identified heritage assets, and if so whether that harm would be deemed to be "substantial" in nature.

Dependent upon the existence of any harm, and its extent, the NPPF makes separate provisions to assist local authorities in deciding upon the acceptability of such harm in the light of the public benefits which may be deemed to arise as a result of any particular development.

8.3 Visual Impact Assessment Methodology

Identifying the importance of the assets and the view

The relative importance and interest of each heritage asset is considered in the context of its surroundings, and the extent to which the setting contributes to the interest of the asset is considered. In terms of the context, where this exists, historical relationships between heritage assets and their surroundings, and other assets in the vicinity, are considered. In some instances, these relationships may be understood in the light of historic research but may not be, immediately, visually apparent.

Assets are ascribed the following value (Table 3, below):

Table 3: Significance	Definition
High	• Grade I and Grade II* listed buildings. • Other buildings that can be shown to have exceptional qualities in their fabric or historical associations not adequately reflected in the listing grade. • Conservation Areas containing very important buildings.
Medium	• Grade II listed buildings. • Historic buildings that can be shown to have exceptional qualities in their fabric or historical associations. • Conservation areas containing buildings that contribute significantly to its historic character.
Low	• Locally listed buildings. • Historic buildings of modest quality in their fabric or historical association.

Assessing the magnitude of the impact

The extent to which the setting's contribution to the significance of the identified heritage assets may be changed or affected by the proposal (as a result of its location and/or design) is considered. As recommended by the revised Historic England guidelines, the Heritage Impact Assessment is supported by a tabulated matrix identifying the *scale* of the impact incurred by the proposed development upon the setting of each identified designated heritage asset and the *significance of effect* of the change in each case which may be *adverse* or *beneficial* (see Table 4 below).

These terms, and the processes for their use and implementation, follow the recommendations set out in the technical guidance document published by ICOMOS, *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties* (2011). The impact, therefore, is assessed in terms of change to these qualities brought about by the Proposed Development. As emphasised by Historic England, change itself does not equate to 'harm' and may be considered to be positive where the environmental surroundings of a heritage asset are improved in the course of a proposal, or where new views and perspectives on historic buildings and areas are created by the construction and alteration of buildings.

Definitions are set out in the table below (Table 4, below):

Table 4:	
Magnitude of Impact	Criteria for assessing impact
Major beneficial	The development considerably enhances the heritage values of the heritage assets, or the ability to appreciate those values.
Moderate beneficial	The development enhances to a clearly discernible extent the heritage values of the heritage assets, or the ability to appreciate those values.
Minor beneficial	The development enhances to a minor extent the heritage values of the heritage assets, or the ability to appreciate those values.
Negligible beneficial	The development would imperceptibly enhance the intrinsic values of the identified heritage assets, or the experience and appreciation of the buildings or the designated area.
Neutral	The development may result in some visual change but does not affect the heritage values of the heritage assets in the view, or the ability to appreciate those values.
Negligible adverse	The development would alter, but not diminish, the intrinsic values of the identified heritage assets, or the experience and appreciation of the buildings or the designated area to any appreciable degree.
Minor adverse	The development erodes to a minor extent the heritage values of the heritage assets, or the ability to appreciate those values.
Moderate adverse	The development erodes to a clearly discernible extent the heritage values of the heritage assets, or the ability to appreciate those values.
Major adverse	The development severely erodes the heritage values of the heritage assets, or the ability to appreciate those values.

Determining the overall impact

The overall impact of the Proposed Development upon the setting and context of the identified heritage assets is considered in the light of the consideration of the identified heritage views and the effect of the development in each case to arrive at a conclusion as to the effect of the proposals. This gives particular consideration to the overall effects upon key heritage assets (Listed Buildings and Conservation Areas) which may form part of the site, exist in close proximity to it or be frequently visible in a series of views in conjunction with the proposals.

Definitions are set out in the table below (Table 5, below):

Table 5			
Magnitude	Significance		
	High	Medium	Low
Substantial	Major Adverse/Beneficial	Major-Moderate Adverse-Beneficial	Moderate –Minor Adverse-Beneficial
Moderate	Major –Moderate Adverse/Beneficial	Moderate –Minor Adverse-Beneficial	Minor Adverse/Beneficial
Minor	Moderate – Minor Adverse/Beneficial	Minor Adverse/Beneficial	Minor- Negligible
Negligible	Negligible Adverse/Beneficial	Negligible Adverse/Beneficial	Negligible Adverse/Beneficial

Mitigation

This impact assessment, alongside the design development of the proposed scheme, has been an iterative process in order to avoid harm to heritage significance of individual assets and within views. Mitigation in respect of any damaging impact upon the setting, and / or the context of the identified listed buildings and the conservation area, as a whole, is formulated upon the overall benefits of the Proposed Development. Benefits relate to both the place in which the development will be constructed, as well as benefits to the wider community or society as a whole. As such benefits fall outside the scope of the Heritage Statement, they are expounded in the wider Planning Statement.

To assist in this discussion, a series of existing and proposed heritage views were agreed by the local authority and Historic England, as set out in **Figure 14** below. The heritage views have been agreed alongside the views to be assessed as part of the Townscape and Visual Impact by Planit-ie.

Additional views towards the Proposed Development Site have been explored during the initial scoping stage. For instance, looking towards the Site from Albert Square. A number of viewpoints have subsequently been scoped out, as they demonstrably had no heritage impact.

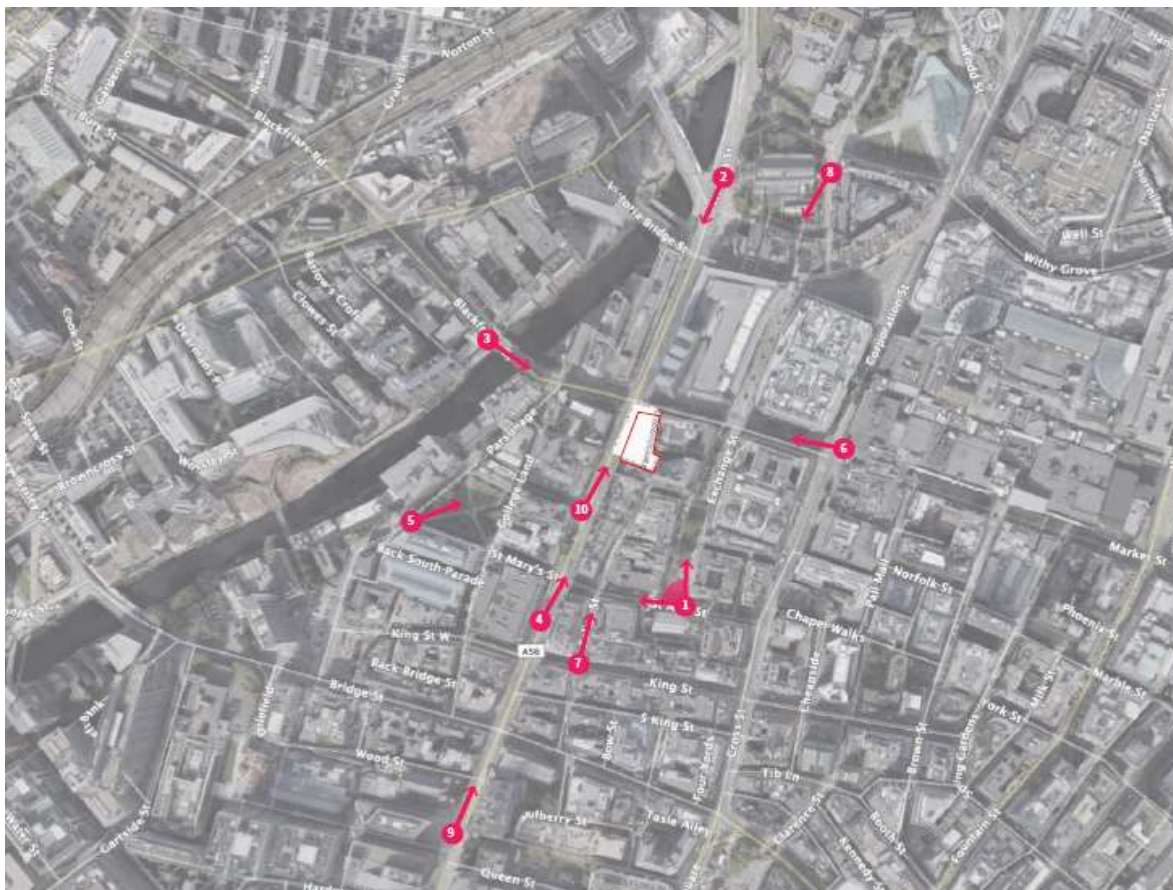


Figure 14: Key Heritage Viewpoints looking towards the Site at 39 Deansgate (in pink). The selected views widely encompass the setting of Listed Buildings within the 250m radius of the Site. Additional views from both the Parsonage Gardens and St. Ann's Square Conservation Areas have also been selected.

8.4 Visual Impact Assessment

The views are illustrated in Figure 14 (above) which follows the text discussion and assessment of each view below.

Viewpoint 1 – Existing: view from the south-eastern corner of St Ann's Square facing north-west.



Viewpoint 1 is experienced from the south end of St. Ann's Square, looking in a north-westerly direction into the heart of the Conservation Area towards the Site. The Grade I listed Church of St. Ann is out of picture to the immediate left. A neat row of 18th century townhouses (now shops) comprise the middle ground of the view, forming a group of Grade II listed buildings fronting onto the west side of the square. The Grade II listed Coben's statue forms the central focus of the view. Note, at the point of writing this report, the annual Christmas Markets were being held, forming a (temporary) central focus of the square.

Viewpoint 2 has been taken in a panoramic style to convey the wider context of the square and surrounding townscape. Notably including views along St. Ann's street towards the Grade II department building on Deansgate. St. Ann's Square Conservation Area was the first designated by the council and has been pedestrianised since the 1980s, which has enhanced its historic character and sense of place as a bustling market.

The square comprises an eclectic array of building types and materials, primarily of stucco fronted brick and Portland stone fronting onto the square. It will be clear that the existing setting of the listed buildings in the

view, (notably including the Grade I listed Church of St. Ann) makes an intrinsically positive contribution to their significance. The layout of the square and retention of the historic building line are key contributors to how these Listed Buildings are understood and appreciated within their setting and define the character of the Conservation Area.

Viewpoint 1 – Proposed: view from the south-eastern corner of St Ann's Square facing north-west.



The Proposed Development will be highly intrusive within this view rising above the enclosed space of the former townhouses to the west side of the square, providing a new landmark to the skyline beyond. The development would create a new backcloth to the square and a notable contrast to the historically horizontal form of the group of Grade II listed buildings, which broadly retain their 18th century domestic scale. It will be clear, however, that the Proposed Development would not contend with the Grade I listed Church of St Ann, which is situated to the south end of the square.

The Proposed Development would introduce a dominant modern vertical element into a low-level building line which is otherwise largely 18th century in character which would be compromised, although the sense of enclosure (i.e. immediate setting) would be retained.

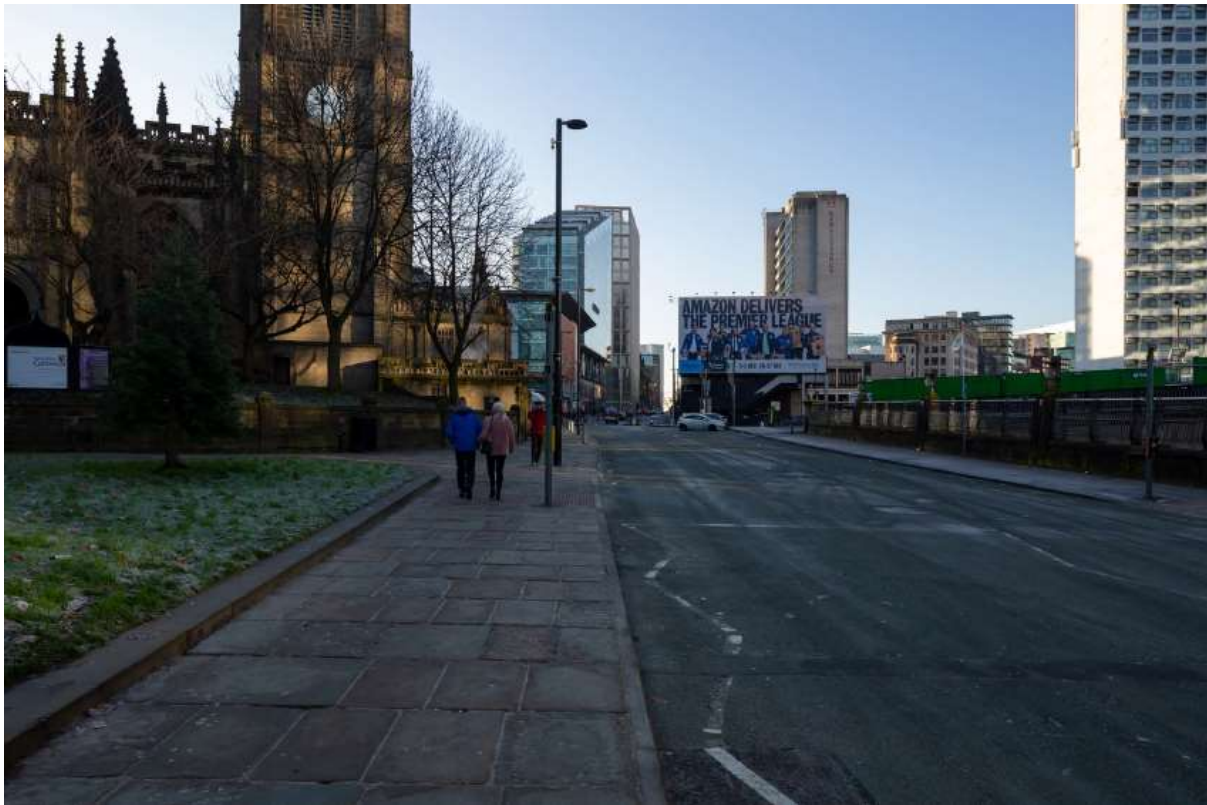
The proposed development will be read as being in the background, behind the collection of listed townhouses and part of the contemporary skyline. It's height, form and massing will have an intrusive visual impact and thus moderate adverse impact from this perspective on the ability to understand and appreciate the architectural form and massing of the enclosed setting maintained in the St. Ann's Square Conservation Area. It is therefore

considered the Proposed Development would have a **moderate adverse impact** upon the setting of the group of Grade II townhouses and the St. Ann's Square Conservation Area from View 1.

Viewpoint 2 – Existing: View from Victoria Street facing south along Deansgate.

Viewpoint 2 is experienced from the north end of Deansgate, within the Cathedral Conservation Area looking south towards the Site. The Grade I listed Cathedral dominates the left of the viewpoint. Modern office and residential create a contemporary backdrop, framed by Blackfriars house to the far right of the view.

The view as existing illustrates that the setting of the Church is understood and appreciated as being contemporary and urban in nature; the Church is surrounded by roads and is surrounded on all sides by a backdrop of contemporary development.

Viewpoint 2 – Proposed: View from Victoria Street facing south along Deansgate.

In the proposed view, the Proposed Development Site is largely obscured by the existing modern apartment building at No.1 Deansgate. The height and scale of which, largely corresponds with that of the Proposed Development.

It is considered that the heritage values of the Grade I listed Cathedral continue to be understood and fully appreciable within the proposed view. It will be clear that the Proposed Development will be read as a new, contemporary development in keeping with the urban skyline in the distance.

The Proposed Development will have a **neutral** heritage impact from Viewpoint 2.

Viewpoint 3 – Existing: View from Blackfriars St bridge facing east.

Viewpoint 3 is experienced from the Grade II listed Blackfriars Bridge, looking in an easterly direction towards the Site. This is a key view into the city centre from the boundaries of Salford. Terminating the view is the Grade II listed Royal Exchange, the prominent baroque turret establishing its dominant presence within the otherwise, urban townscape. The extant Site at 39 Deansgate is shown to allow for views towards the Grade II listed building due to its stepped design.

The Renaissance hotel is shown to the left of the view, this currently has an adverse visual impact looking towards the prominent junction at Deansgate and St. Mary's Gate. The view demonstrates the character of the area is typified by low-quality late 20th century buildings. This, in line with the heavily trafficked roads has exacerbated the poor pedestrian environment around the Grade II listed Blackfriars bridge. Consequently, there is a high capacity for change to the setting of the building.

Viewpoint 3 – Proposed: View from Blackfriars St bridge facing east.

The Proposed Development will become the terminus of the view, creating a new landmark within the central shopping district.

It is considered that overall Proposed Development will be understood and appreciated as being located within the distance, signalling the continuation of the city beyond. The visual dominance of the new landmark feature will be read as a complementary addition to the wider townscape, introducing variety and dynamism to the skyline.

Although more competitive scale than the existing building at 39 Deansgate, the Proposed Development introduces a viewing corridor which promotes key views towards the Grade II Royal Exchange in the far distance and will enhance kinetic views towards the gateway between the Parsonage Garden's Conservation Area and into the St. Ann's Square Conservation Area.

It will be clear that the Proposed Development will enhance the currently dilapidated, busy junction at Deansgate and St. Mary's Gate and would not diminish the intrinsic values of the heritage assets in the view or the ability to appreciate them.

It is considered that the Proposed Development will have a **negligible adverse** heritage impact from Viewpoint 3.

Viewpoint 4 – Existing: View from Deansgate, adjacent to Kendals facing north.

The view is experienced from the busy central streetscape at Deansgate, with the Grade II listed Kendal's department store to the immediate left of the view and the Waterstone's building to the right. The street divides the Conservation Areas of Parsonage Gardens (left) and St. Ann's (right). The solid street walls provide a dominant viewing 'corridor' which in turn makes a positive contribution to the character and appearance of the St. Ann's Square Conservation Area. The extant Site at 39 Deansgate is obscured from view, as it is set back from the street line. The contemporary apartment block at No.1 Deansgate encroaches over the historic building line yet allows for views to the Grade I listed Cathedral in the far distance.

Kinetic views moving northwards along Deansgate will reveal the opulent façade of the Grade II* listed Barton Arcade. The architectural character of the former shopping arcade can be fully appreciated within the view. The setting of the designated heritage assets (Grade II* Barton Arcade and the Grade II listed department store at 98-116 Deansgate). However, the streetscape continues to evolve and despite the linear character the focus on the cathedral was not a formally designed townscape composition.

Viewpoint 4 – Proposed: View from Deansgate, adjacent to Kendals facing north.

In the proposed view, the Proposed Development will be read as a new, landmark feature to the existing skyline, forming a contemporary backdrop to the view. It will be clear that the Proposed View will be highly visible above the existing roofline. As demonstrated in the existing Viewpoint (4) the existing building No.1 Deansgate has already punctuated the horizontal form and scale of the roofline, this is however, demonstrably smaller in scale than the Proposed Development.

It will be clear that any adverse impact with regard to height and massing has been mitigated in part, by the detailed design which reflects the architectural rhythm of the streetscape and adjacent Grade II* listed Barton Arcade. The Proposed Development will re-establish the historic street line and in doing so, will enhance the character and appearance of the St. Ann's Square Conservation Area, and indeed the setting of the Grade II* Barton Arcade Buildings. The Grade I listed Cathedral remains to be the central focal point of the view to the far distance.

It will be clear, therefore, that despite the apparent scale and massing of the building from this perspective, the Proposed Development would alter, but not diminish, the intrinsic values of the identified heritage assets, or the experience and appreciation of the buildings or the designated area to any appreciable degree. The impact of the Proposed Development from Viewpoint 4 therefore, is considered to be **negligible adverse**.

Viewpoint 5 – Existing: View from the south-western corner of Parsonage Gardens facing north-east.

Viewpoint 5 is experienced from within the heart of the Parsonage Gardens Conservation Area, looking in a north-easterly direction towards the Site at 39 Deansgate. The green space and established height of buildings fronting onto the gardens are highly significant to the character and appearance of the Conservation Area. The buildings within the view along North Parade (left) and College Land (right) are not statutorily listed. The potential heritage impact, therefore, is on the character and appearance of the Parsonage Gardens Conservation Area.

Viewpoint 5 – Proposed: View from the south-western corner of Parsonage Gardens facing north-east.

The Proposed Development will be viewed in conjunction with the buildings which frame Parsonage Gardens in the middle ground of the view.

In the proposed view, the Proposed Development will be understood and appreciated as a contemporary addition to the evolving skyline beyond. Whilst the Proposed Development is visible within the view, it will be clear that it would not intrude on the ability to understand or appreciate the character and appearance of the Parsonage Gardens Conservation Area. This does not necessarily mean that there will be no visual change, rather that the resultant difference will be imperceptible or appropriately balanced by wider public benefits.

Consequently, it is considered the impact of the Proposed Development within this view will be **negligible adverse**.

Viewpoint 6 – Existing: View from the junction of Market Street and Corporation Street facing west.

The view is experienced from the heavily pedestrianised streetscape looking west towards the extant Site at 39 Deansgate with views along St. Marys Gate. This view demonstrates the interesting visual mix of different building types, styles, dates, scale, form and massing within the view, these range from the strong linear form of the Grade II Royal Exchange to the left of the view, to the contemporary glass building at the corner of St. Mary's Gate.

The foreground of the view is characterised by pedestrianised roads, Metrolink, cycle lanes and crossings. Due to the central location of Viewpoint 6, the setting of the heritage assets in the view (the Grade II listed Royal Exchange) is intrinsically dynamic and subject to change and development. The Royal Exchange trading hall was however, established at its current location to benefit from such activity. The significance of the designated heritage asset is thus understood and appreciated within this active public realm.

Viewpoint 6 – Proposed: View from the junction of Market Street and Corporation Street facing west.

In the proposed view, the Proposed Development will be appreciated as a contemporary back drop to the streetscape composition and the Grade II listed Royal Exchange Building, which continues to dominate the view to the left. The Proposed Development will maintain the coherence of the diverse townscape, complimenting the adjacent building at No.1 Deansgate while remaining subservient to the heritage asset in the foreground.

It will be clear that the Proposed Development will not visually intrude on or compete with the Grade II listed Royal Exchange building. The form and architectural expression of the Grade II listed building is robust enough that the Proposed Development will be read as a backdrop to the listed building. The development would alter, but not diminish, the intrinsic values of the identified heritage assets in the view, or the experience and appreciation of the buildings or the designated area to any appreciable degree.

Consequently, the impact of the Proposed Development upon the heritage assets within this view will be **negligible adverse**.

Viewpoint 7 – Existing: View from King Street facing north along Police Street.

Viewpoint 7 is experienced from King Street looking north along Police Street towards the Site at 39 Deansgate. The long, narrow enclosed street is characterised by the dense urban grain building types; ranging from the elaborate Tudor style buildings at 15-17 King Street (Grade II) to the immediate right, with stucco fronted and rusticated stone buildings to the far end of the back street.

The distinctive glass dome of the Grade II* listed Barton Arcade can be seen terminating the viewing corridor in the far distance, forming a central focal point. Whilst the best place to experience the dome is from St. Ann's square, the perhaps, unintentional views towards the dome along Police Street enhances the appreciation of the exquisite architectural and aesthetic value of the Grade II* listed building. Beyond this, the glazed apartment building at No.1 Deansgate is visible just beyond the dome.

Viewpoint 7 – Proposed: View from King Street facing north along Police Street.

In the proposed view, the Proposed Development will be read as a new landmark feature, terminating the view in the far distance. It will be clear that whilst the development will be highly visible, it will not impede on the ability to understand or appreciate the heritage values of the heritage assets in the view, including: the Grade II* listed Barton Arcade and the Grade II listed building which characterise the corner at 15-17 Kind Street.

It is considered that the Proposed Development will contribute to the eclectic mix of architectural styles which can be seen in the view, creating a contemporary backdrop to the view. It will be clear that the Proposed Development will have no adverse impact upon the settings of any heritage assets in the view, consequently, it is considered to have a **neutral heritage impact** from viewpoint 7.

Viewpoint 8 – Existing: View from Cathedral Gardens facing south.

View 8 is experienced from within Cathedral Gardens, facing southwards towards the Site. The Grade I listed Cathedral dominates the view to the right with the Grade II listed Former Corn and Produce Exchange to the left.

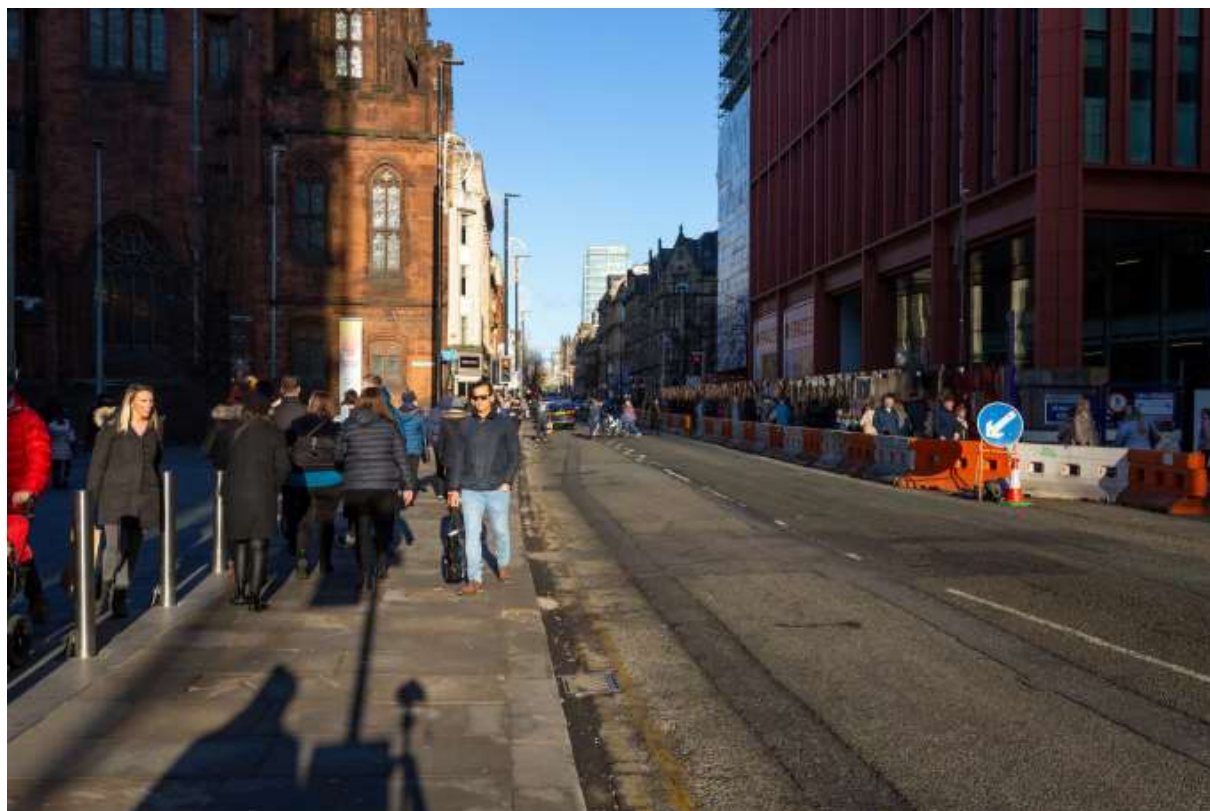
The pedestrianised area is characterised by wide, open paths and select areas of greenery and semi-mature trees. The landscaped, open setting to the Cathedral makes a positive contribution to the way in which it is understood and appreciated, allowing for the Grade I building to be the focal point of the view. The tip of No.1 Deansgate, a modern apartment building, and the Harvey Nichols store can just be seen in the far distance but have no demonstratable impact upon the enclosed setting of the Grade I Cathedral and Grade II Former Corn and Produce Exchange building.

Viewpoint 8 – Proposed: View from Cathedral Gardens facing south.

The Proposed Development will be seen to the centre of the view, terminating the view in the far distance. The development can be seen to correspond with the height and contemporary nature of the building at No.1 Deansgate, both of which, are demonstrably subservient to the Grade I Cathedral, which continues to dominate the composition of the view.

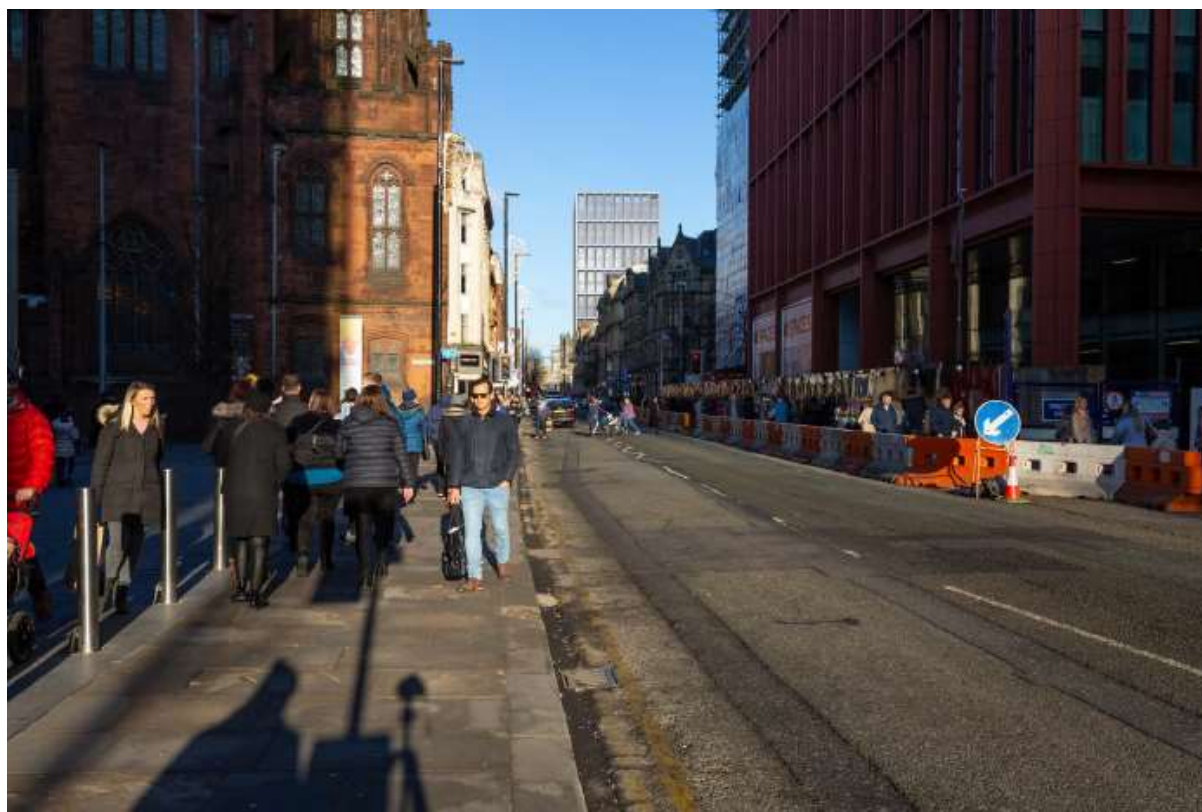
Whilst the Proposed Development creates a visual change in the wider townscape, it will be clear that it would not intrude on the way in which the heritage assets in the view (Grade I listed Cathedral and Grade II former corn and produce exchange) are understood and appreciated within their setting, which has been outlined above.

Therefore, the impact of the Proposed Development from Viewpoint 8 is considered to be **neutral**.

Viewpoint 9 – Existing: View from Deansgate from Spinningfields Square facing north.

View 9 is experienced from the busy streetscape of Deansgate looking north towards the Site at 39 Deansgate, to the right of Spinningfields Square. The Grade I listed John Rylands Library frames the left of the view, with a contemporary building at 125 Deansgate shown to be under construction to the right. The Grade II building at 105-113 Deansgate dominates the middle ground of the view, emulating the historic built form which characterises much of Deansgate. The extant 1960s building at 39 Deansgate is eclipsed from view, as it is currently set back from the otherwise, coherent street line.

As demonstrated in View 9 contemporary architecture also makes a significant contribution to the streetscape, the modern apartment building at No.1 Deansgate is visible in the far distance of the view, encroaching over the roofline of the building to the right side of the street. The setting of the designated heritage assets in this view (Grade I John Rylands and the Grade II listed 105-113 Deansgate) are not formally defined and are understood as part of the developing urban streetscape.

Viewpoint 9 – Proposed: View from Deansgate from Spinningfields Square facing north.

The Proposed Development will be highly visible within this view and will create a distinctive landmark in the distance along the kinetic viewing corridor along Deansgate.

The Proposed Development will be appreciated as a component of the evolving streetscape, characterised by an eclectic mix of building types and materiality. It will be clear that the development would alter, but not diminish, the intrinsic values of the identified heritage assets, or the experience and appreciation of the buildings or the designated area to any appreciable degree. The impact of the Proposed Development from Viewpoint 9 therefore, is considered to be **negligible adverse**.

Viewpoint 10 – Existing: View from Deansgate adjacent to the Barton’s Building facing north.

View 10 is experienced from the north end of Deansgate, with the Grade II* Barton Arcade Buildings to the right of the view, and the Grade II listed Hayward Buildings to the left, just beyond contemporary restaurants at street level. The Grade I listed Cathedral terminates the view in the far distance, forming a key focal point.

The extant 1960s building at 39 Deansgate is partly visible to the right of the view, just beyond the Barton Arcade buildings. The Site is shown to recede and distort the otherwise, coherent street line which defines the north-eastern boundary of the St. Ann's Square Conservation Area. Beyond the Site, the glazed, contemporary apartment building at No.1 Deansgate can be seen to disrupt the otherwise, coherent height to the roofline of the historic streetscape.

Viewpoint 10 – Proposed: View from Deansgate adjacent to the Barton’s Building facing north.

The Proposed Development will re-establish the historic street wall and avoids compromising the Listed Buildings within the foreground (Grade II* Barton Arcade and Grade II Haywards building).

The design of the proposals has taken careful consideration of the surrounding historic environment, most notably, to the architectural qualities of the adjacent Grade II* Barton Arcade Building, which continues to dominate the foreground and composition of the view. The double height arch detail to the street frontage of the Proposed Development emulates that of the Barton Arcade, this relationship is further enhanced by the inclusion of decorative metal banding to the design. This is intended to reflect and articulates key features of the Grade II* building, such as the opulent use of ironwork and foliated capitals.

The recessed corner detail of the Proposed Development pays further tribute to the character and appearance of the St. Ann’s Square Conservation Area, with a modern approach to the corner emphasis found on many buildings within the designated area. The development thus avoids any compromise of the heritage values of the designated heritage assets within the view (and the ability to appreciate those values) to a clearly discernible extent. Whilst remaining distinctive and contemporary in materials and design execution.

It will be clear that the Proposed Development will improve the public realm at street level, facilitating pedestrian friendly environment which at present, is poor and incoherent. In line with the above, it is considered that the Proposed Development will have a **minor beneficial** impact from Viewpoint 10.

8.5 Tabulated matrix of impact

As recommended in the revised Historic England guidance on the Settings of Historic Buildings referenced above, the VIA above comprises a long-form text discussion of the impact upon the identified designated heritage assets, supported by the following tabulated matrix. This follows the recommended ICOMOS scheme of Heritage Impact Assessment as defined by the Guidance on Heritage Impact Assessments for Cultural World Heritage Properties (2011).

These values have been established within the following table (Table 6, below) assessing the scale of impact and the effect of change in each case as regards each of the designated heritage assets identified which could potentially be affected by the proposed development.

Table 6 – Tabulated matrix of impacts of proposed development upon significance of setting to Listed Buildings within the 250m study area and identified within the VIA

Designated heritage asset	Listing grade	Contribution of setting significance (existing)	Scale of visual heritage impact	Significance of the effect of change, or overall heritage impact
Barton's Building Including Barton Arcade	II*	Low	Major change	Minor beneficial
Former Royal Exchange	II	Medium	Negligible change	Negligible adverse
Cathedral Church of St Mary	I	High	Negligible change	Neutral
Haywards Building	II	Low	Major change	Minor beneficial
War Memorial (Boer Ware)	II	Medium	Negligible change	Neutral
No.16, St Ann's Square	II	High / Medium	Moderate change	Moderate adverse
Nos. 18 and 20, St Ann's Square	II	High / Medium	Moderate change	Moderate adverse
No. 22, St Ann's Square	II	High / Medium	Moderate change	Moderate adverse
Mansfield Chambers	II	High / Medium	Negligible change	Neutral
Cobden's Statue	II	Medium	Negligible change	Neutral
25, St Ann Street	II*	High / Medium	Negligible change	Neutral
Church of St Ann	I	High / Medium	Negligible change	Neutral

15 and 17 King Street	II	Medium	Negligible change	Neutral
Blackfriars Bridge	II	Medium / Low	Negligible change	Neutral
The Crown Tavern	II	Low	No change	Neutral
14 and 16, Blackfriars Street	II	Low	No change	Neutral
John Rylands Building	Grade I	Low	Negligible change	Neutral

8.6 Heritage Impact Assessment - Outcomes

- 10 key viewpoints have been identified in order to assess the potential visual impact on the settings of identified heritage assets surrounding the Proposed Development.
- In line with the 10 Viewpoints assessed, the proposed development has been demonstrated to result in **1 instance of minor beneficial; 3 of neutral; 5 of negligible adverse; and 1 of moderate adverse.**
- Consequently, it is considered that the proposals will not result in any “harm” as defined within the NPPF.

9. Conclusions

9.1 Introduction

The **National Planning Policy Framework, 2019**, sets out the Government's planning policies for England and how these are expected to be applied. The relevant local planning policies contained within the Manchester Core Strategy (2012) and the Ramada SRF (2018) have also been considered.

This statement addresses the relevant policies within the NPPF concerned with the historic environment (principally **Section 16**).

It is a fundamental requirement of the NPPF that planning proposals contribute to the achievement of "*sustainable development*" (**paragraph 8**). The fundamental planning objective is to ensure that the development contributes to the stimulation of a thriving historic environment, including the natural and built environment and as well as the economic and social aspects of people's quality of life. This requires a clear and proportionate evaluation of the significance of the affected heritage assets.

As set out in **paragraph 189**, of the NPPF, this Statement describes the significance of the identified heritage assets within a 250m radius of the Site (focus of the study area). The setting of the identified heritage assets has also been addressed sufficiently to understand the potential impact of the proposals (Section 7).

9.2 NPPF Policy Considerations

The NPPF stresses that 'great weight' should be given to the objective of conserving listed buildings (**paragraph 193**), emphasising the need to avoid substantial harm to such designated heritage assets. Given this conservation objective, any perceived harm, from demolition to visual compromise (resulting from insensitive development within the setting of a designated heritage asset) should be avoided and at least require 'clear and convincing justification'. In this instance the development will result in no loss of historic fabric, or impact on significant archaeological remains.

It will be noted that the NPPF establishes a clear hierarchy of significance for heritage assets, derived from their designated status. The fundamental objective is to avoid compromising designated heritage assets, such that any potential 'substantial harm' from a development must be balanced against the potential advantages of the public benefits that may outweigh any harm (**paragraph 195**). In this instance it is contended that despite having an adverse effect on the setting of the group of Grade II townhouses fronting onto the west side of St. Ann's Square, which notably form the heart of the Conservation Area, the Proposed Development will have a beneficial effect on the setting of the Grade II* listed Barton Arcade Buildings and the Grade II Haywards building, by improving the pedestrian environment and permeability across the Site.

The Planning Practice Guide (2014, amended 2019) emphasises that, *“what matters in assessing whether a proposal might cause harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset’s physical presence, but also from its setting”* (Paragraph: 018 Reference ID: 18a-018-20190723). Thus, when determining whether a Proposed Development within the setting of a listed building would result in substantial harm, a key consideration is whether the impact seriously affects an important element of its *“special architectural or historic interest”*. This impact could include its setting.

It is the degree of harm to the asset’s significance rather than the scale of the development that is to be assessed. As the current proposal does not physically impact on any heritage asset and has visual impact from specific views, there can be no such harm. Consequently, it will be demonstrated that the Proposed Development will have no measurable detrimental impact on the heritage assets, and indeed makes a substantial beneficial contribution to the regeneration and architectural cohesion of this part of the city.

The cumulative impact of the proposed new development should, therefore, be evaluated against the positive contribution to local character and distinctiveness, in accordance with the requirements of the NPPF, paragraph **192**. Careful consideration of the alignment, scale, massing and materiality of the Proposed Development, as expounded in the accompanying Design and Access Statement.

The Heritage Statement provides information proportionate to the identified heritage assets’ importance; the VIA demonstrates that the effect of the proposals will result in instances of beneficial and adverse impact. It will be clear that these adverse impacts are outweighed by the public benefits of the scheme, which include:

- At present, the building at 39 Deansgate (and indeed the buildings surrounding the junction) create a poor pedestrian environment and thus, a negative effect on the townscape value. The Proposed Development will regenerate a major Site within the City Centre, in line with the Ramada SRF.
- Establishing a strong sense of place, enhancing the quality and permeability of the streetscape and the architectural fabric of the city centre. Notably, responding to the architectural rhythms of the adjacent Grade II* listed Barton Arcade.
- Optimising the potential of the Site to accommodate and sustain an appropriate mix of uses, providing the quality and specification of accommodation required by modern businesses and residents.
- Positively responding to the local character and historical development of the city centre, delivering an innovative and contemporary design which reflects the transformation of the local context while retaining its significant components.
- Creating a safe and accessible environment with clearly defined areas and active public frontages to enhance the local quality of life.

- The Proposed Development will provide sustained economic growth.

Consequently, it will be clear that the adverse visual impacts (as illustrated in View 1) of the Proposed Development should be considered as resulting in “*less than substantial harm*” (**paragraph 196**). It will be clear that the Proposed Development will have no impact upon key views towards the Grade I listed Church of St. Ann from St. Ann’s Square, or upon the view looking towards the entrance to the Barton Arcade Buildings (Grade II*) from the pedestrianised square.

As will be evident, the proposals for the Site at 39 Deansgate herald further investment in this part of Manchester. The proposals will clearly make a positive contribution to the vitality of this part of the city centre and therefore enhance the character and distinctiveness of the setting of the identified heritage assets surrounding the Site.

Consequently, the Proposed Development is demonstrably consistent with the desirability of new development making a positive contribution to local character and distinctiveness and therefore accords with the requirements of the **NPPF, paragraph 192**.

The Proposed Development also gives rise to significant regeneration benefits, including; the bringing back into full economic use the Site within a strategic employment area and significant enhancements to the streetscape.

10. Summary

The proposed development Site was cleared following severe bomb damage in 1940. The replacement building erected on the cleared plot in 1963 yields no historical or architectural significance following extensive renovations to both the interior and exterior in the early 21st century. It will be clear, therefore, that there will be no physical (direct) heritage impact in line with the proposals to demolish the extant 1960s building.

Whilst the Site yields no significance in isolation, it demonstrably respects and allows for the surrounding Listed Buildings to be easily read within the context of the wider urban townscape. The Site at 39 Deansgate, as existing, is considered to have an overall **negligible** contribution to the settings of designated heritage assets nearby. There is subsequently capacity for change within the Site which should demonstrably enhance the setting of the adjacent Listed Buildings and Conservation Areas.

The potential impact of the proposed development Site upon the settings of identified heritage assets, primarily within 250m of the Site (heritage assets outside of the study area have been included where relevant) has been assessed through appraisal of 10 views.

The VIA demonstrates that the Proposed Development would have a **minor beneficial** effect on the Grade II* listed Former Barton Arcade Building and the Grade II Haywards building and a **moderate adverse impact** on the group of Grade II listed townhouses to the west side of St. Ann's Square, and the spatial character of the square which is at the heart of the Conservation Area.

The Conservation Area appraisal documents for both St. Ann's and Parsonage Gardens do not define any specifically protected views of building groups, although it will be evident that views into and across St. Ann's Square (towards the church) will be of greatest significance. Whilst views towards the north end of the square are comparatively less contentious, it is the enclosed nature of the setting of the square that defines its significance.

Despite the impact from one perspective (View 1) from within St. Ann's Square, the Heritage Statement demonstrates appropriate mitigation for adverse impacts of the Proposed Development are accrued in other views and the development offers substantial public benefits in terms of enhancing the vitality and appearance of this part of the city. Consequently, it is considered that whilst the Proposed Development would result in some adverse heritage impact this will be appropriately mitigated by the public benefits of the scheme.

The Proposed Development will be a prominent addition to the city skyline at the junction of the St. Ann's Square Conservation Area, providing a 'bookend' to the end of Deansgate alongside the Hilton. The elegant design will minimise the impact on the historic environment which will be mitigated by the contribution of vitality to this key city centre location.

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