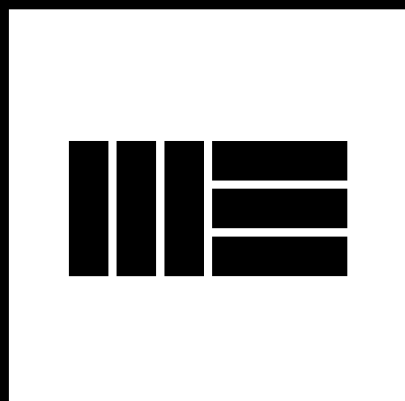


39 DEANSGATE

HERITAGE STATEMENT ADDENDUM

AUGUST 2021



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1.0 INTRODUCTION

- 1.1 Montagu Evans LLP have been instructed by Kames Property Income Fund to prepare this Built Historic Environment Assessment in consideration of development proposals at Speakers House, 39 Deansgate, Manchester (hereafter 'the Site') and in particular to consider the design as it relates to the built historic environment and townscape context.
- 1.2 This report is part of a wider suite of documents that comprises an application for planning permission following the earlier refusal of an application for planning permission (ref. 126328/FO/2020) validated on the 25th February 2020.
- 1.3 The description of development for the original application was as follows:
- 'Erection of a 17-storey building comprising office use (Use Class E(g)(i)) and flexible ground floor commercial units (Use Classes E(a),(b),(c) and sui generis 'drinking establishment'), new electricity sub-station, basement cycle parking and rooftop plant enclosure, together with access, servicing and associated works following demolition of the existing building.'*
- 1.4 Planning permission for the above application was refused by Manchester City Council on the 28th of January 2021 based on the following grounds:
1. *"The proposed development would be unacceptable due to the resultant loss of amenity for the residents of No.1 Deansgate and therefore contrary to guidance within the National Planning Policy Framework and inconsistent with policies SP1 and DM1 of the Core Strategy."*
 2. *"The proposed development would represent overdevelopment of the site and would be unacceptable due to the negative impact on the heritage assets of St. Ann's Church, the Royal Exchange and the St. Ann's Square Conservation Area. Furthermore, the negative impact of the development on surrounding heritage assets would not be outweighed by the public benefits of the proposal. The proposed development would therefore be contrary to guidance within the National Planning Policy Framework and inconsistent with policies SP1, EN3, CC9 and DM1 of the Core Strategy and saved policies DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester."*
- 1.5 This report forms part of the resubmission of the same scheme proposals which are now supported by more detailed information on the viability position.
- 1.6 This report examines the heritage and townscape considerations material to the Proposed Development. The discursive analysis here undertaken is in our view, appropriate for the main issue, which, as outlined in the reasons for refusal, is the impact of the proposals on the heritage assets of the Church of St Ann, the Royal Exchange and the St Ann's Square Conservation Area. This report analyses the effect of the proposals on the character and appearance of those heritage assets identified in Section 3.
- 1.7 By virtue of paragraph 194 of the National Planning Policy Framework ('NPPF') (2021), applications for development proposals which have an effect upon the historic environment are requested to describe the significance of the identified assets so that the impact of the proposals may be understood. This report will fulfil this requirement by presenting an appraisal of the surrounding heritage assets including the St Ann's Square and Parsonage Gardens CA and assessing the contribution of the Site to their character and appearance.
- 1.8 This document should be read in conjunction with the Heritage Assessment prepared by Stephen Levrant Heritage Architecture ('SLHA'), submitted as part of the original application (ref. 126328/FO/2020). That document provides a comprehensive study on the history and significance of the heritage assets within the identified study area around the site.
- 1.9 This Heritage Statement prepared by Montagu Evans relies on the baseline information on history and significance set out in the SLHA report and considers the impact of the resubmitted proposals on those heritage assets.

SITE CONTEXT

- 1.10 The Site is situated within the St. Ann's Conservation Area (the 'CA') within the administrative boundary of Manchester City Council (the 'Local Authority'). A map of the CA is reproduced at **Appendix 1.0**. It also borders the north western boundary of the Parsonage Green CA, a map of which can be seen at **Appendix 2.0**.
- 1.11 The Site lies on Deansgate or the 'A56', to the northwest of Manchester City centre, immediately south of the River Irwell. Whilst there are no listed buildings within the site, the Grade II* listed Barton Arcade is located immediately adjacent and to the east of the Site lies the Grade II listed Royal Exchange.
- 1.12 The current building on The Site (**figures 1 and 2**) was built in 1963 by Douglas Stephen and Partners Architects, it was constructed on an area 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 was named 'Speaker's House'. The building comprises 9 storeys which is used as office space, that sits on a 2-storey podium, accommodating retail units on the ground floor. The office building is currently partially occupied. The structure has undergone significant alteration to its exterior and interior since its construction, notably, the elevations have been reclad in a dark grey tiling.
- 1.13 The Heritage assessment prepared by SLHA at page 43 identifies the site as making an overall neutral contribution to the 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 Square Conservation Area."

- 1.14 In contrast to the assessment made by SHLA, we would identify the current building on the Site as being a detractor within the St Ann's Square Conservation Area. Owing to the lack of active frontages, substantial mass, and elevation that is clad in poor-quality materials, it is a detracting element within the townscape and setting of the nearby heritage assets. This effect is further compounded by the dark materiality of the building which lacks sufficient relief or articulation.
- 1.15 The site itself detracts from the CA's visual amenity and function, particularly due to its prominent location on a major city centre vehicular and pedestrian junction. Furthermore, it does not hold the building line, in comparison to adjacent and opposing neighbouring properties – particularly that of the Grade II* listed Barton Arcade. The facades are not responsive or welcoming, lacking sufficient articulation they appear as dead frontages when viewed from the immediate streetscape. The architectural quality of the building (exterior design, massing, materials and detailing) is very poor, and the structure detracts from the CA and the setting of the adjoining II* arcade.



Figure 1: Aerial view of Site with indicative red line boundary.



Figure 2: Principal west facing elevation of 39 Deansgate.

1.16 **Section 2.0** of this report provides a summary of statutory provision and applicable planning policies. **Section 3.0** provides a brief summary of the historic evolution of the area surrounding the Site, and a summary of the heritage assets contained in this report. **Section 4.0** provides an assessment of the design proposals. **Section 5.0** provides an assessment of the relevant heritage assets which then leads to our conclusions, which states that the proposals comply with national and local planning policies, provided in **Section 6.0**.

2.0 LEGISLATION, POLICY AND GUIDANCE

- 2.1 A full account of the relevant policy considerations is included in pages 11-14 of the Heritage Assessment prepared by SLHA. As these remain unchanged from the date of the original submission in February 2020, they will only be discussed in brief within this section.
- 2.2 An assessment of the proposals against the statutory provision, policy and guidance will be carried out in Section 5 of this report.
- 2.3 The policies identified in the Council's reasons for refusal will be identified here.

STATUTORY PROVISION

- 2.4 The listed building designations which affect the site comprise Grade I, II* and II listed buildings. Therefore, this engages Section 66(1) of the 1990 act which states:

"In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority, or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural and historic interest which it possesses."

- 2.5 The Conservation Area designation which affects the Site comprises a very sensitive and weighty consideration in the planning terms. It engages separate statutory provision under the Planning (Listed Buildings and Conservation Areas) Act 1990 (the "1990 Act").
- 2.6 The relevant provision of the 1990 Act applicable to these proposals is Section 72(1), which states:

"In the exercise, with respect to any buildings or other land in a conservation area, of any functions under or by virtue of any of the provisions mentioned in subsection (2), special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area."

- 2.7 In light of extensive recent case law, which does not need to be discussed here, the special attention identified in the provision amounts to a very weighty planning consideration such any development which, taken as a whole, is contrary to this and causes harm must be treated as causing weighted harm.

DEVELOPMENT PLAN

- 2.8 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with policies of the statutory development plan unless material considerations indicate otherwise. The statutory development plan in this case comprises:

- Manchester's Core Strategy (2012); and
- The Ramada Complex Strategic Regeneration Framework ('SRF'0 (2018).
- Unitary Development Plan for the City of Manchester

Manchester's Core Strategy (2012)

- 2.9 Manchester's Core Strategy was adopted on the 11 July 2012 and is the key document in the Manchester Local Plan.
- 2.10 The policies from Manchester's Core Strategy relevant to the Proposed Development were outlined in the Council's Reasons for Refusal:
- Policy SP1 (Spatial Principles)

- Policy CC9 (Design and Heritage)
- Policy EN2 (Tall Buildings)
- Policy EN3 (Heritage)
- Policy DM1 (Development Management)

Ramada Complex SRF (2018)

- 2.11 The Ramada Complex Strategic Regeneration Framework ('SRF') was adopted by MCC in May 2018. The SRF identifies the current building on site as being within this regeneration area and should therefore be considered within the wider context of regeneration framework. We note that this is not a heritage or design policy but it is important to highlight the Site's designation within this regeneration area.

Extant UDP Policies

- 2.12 The Core Strategy replaced much of the Unitary Development Plan (UDP) but some UDP policies are extant (remain). Those referenced in the Council's Reasons for Refusal are outlined below:
- DC C18.1 (Conservation Areas)
 - DC19.1 (Listed Buildings)
 - RC20 Area 6: Deansgate/St Mary's Gate/Cross Street/John Dalton Street – In considering proposals for development, regard will be had to the general aims and objectives of the Plan; to the policies in Part 1; to Area 5 Policies RC1 to RC19 and to the detailed proposals which will apply in the following 31 small areas of the city.

MATERIAL CONSIDERATIONS

- 2.13 In addition to legislation and policy, the assessment will take into consideration relevant planning guidance and any material considerations, including:
- *This includes the National Planning Policy Framework ('NPPF')(2021') Chapter 12 (Achieving well Designed places) paragraphs; 130, 132, 133, 134, and Chapter 16 (Conserving and enhancing the historic environment) paragraphs; 194, 195, 197, 199-202, 203.*
 - *Historic England Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment (2015)*
 - *Historic Environment Good Practice Advice in Planning Note 3: The Setting of Heritage Assets (2017);*
 - *Tall Buildings: Historic England Advice Note 4 (2015)*

3.0 HISTORIC DEVELOPMENT AND IDENTIFICATION OF HERITAGE ASSETS

BRIEF HISTORY OF THE AREA

- 3.1 The historic development of the area surrounding the Site and supplementary historic map regressions are comprehensively set out in the Heritage Statement prepared by Stephen Levrant Heritage Architecture at pages 21-31. We provide a brief summary of this below.
- 3.2 The origins of the immediate area surrounding the Site began in the 13th Century, at this time it was known as 'Acresfield'. St Ann's Square to the rear of the site operated as a market to sell cattle, sheep and pigs, serving the farming communities of the area. By the 17th century, Manchester had begun to develop into a busy, populous urban centre. There were growing pressures to develop Acresfield into a residential area to accommodate the burgeoning population.
- 3.3 In 1708, an Act of Parliament granted that the Church of St Ann could be built, with the area around it, reserved as market space, becoming St Ann's Square. At this time the area was considerably affluent, grand houses built and attractive trees planted. It continued to develop through the 18th century to meet the demands of an industrialising city. The building of the Royal Exchange in 1874 reflects this.
- 3.4 By the mid-late 19th century, the area was being drastically redeveloped, with buildings of larger footprints appearing, including the Barton Arcade (1871); the Exchange Building at the corner of St Mary's Gate and the Victoria Buildings in 1876. The Victorian shopping arcade became extremely popular as a leisurely retail experience for affluent members of society. The area remains unchanged as the commercial epicentre of Manchester, until the mid-20th century in which a significant number of buildings were destroyed by bombing.
- 3.5 The Manchester Blitz of 1940 resulted in the destruction of a number of landmark buildings in the area, including the Victoria Buildings. The Grade II listed Royal Exchange, directly behind the site, to the east, was also bombed in World War II and again in 1996 by an IRA bomb. The significant bombing of the area eroded much of its historic character, with the exception of St Ann's Square which surprisingly remained unscathed.
- 3.6 Subsequently, several tall buildings, including the current building on site were built during the 1950s and 60s. Highland House (now the nearby Premier Inn) was built in 1958 and the building directly opposite the site, the former Renaissance Hotel, was built in 1972. These buildings introduced a new building form into the predominantly Victorian townscape and now a significant number of later 20th century buildings are prominent in the immediate townscape.

IDENTIFICATION OF HERITAGE ASSETS

- 3.7 In producing this Heritage Statement addendum, we have carried out a review of heritage designations in the vicinity of the Site. Since the February 2020 submission, there have been no new additions to the statutory list, and no non-statutory designations of buildings which have the potential to be affected by the Proposed Development.
- 3.8 A study area of 250m from the site boundary was identified in the SLHA. We have reviewed this and found it to be appropriate for the purposes of this heritage assessment. The study area includes the relevant sensitive heritage assets that may have the potential to be affected by the proposals. This does not preclude visibility from heritage assets outside the study area but from our assessment and scoping we have not identified any other assets that should be included in this detailed assessment.
- 3.9 The three assets identified as being harmed in the Council's Reasons for Refusal are:
- The Church of St Ann
 - The Royal Exchange
 - St Ann's Square Conservation Area

- 3.10 Harmful effects are identified to arise as a result of the proposed development in the SHLA heritage statement on the following assets:
- Former Royal Exchange (Grade II) – **Negligible adverse**
 - No.16, 18, 20 and 22 St Ann's Square (Grade II) – **Moderate adverse**
- 3.11 In regard to the remaining heritage assets identified in the 250m study radius, the heritage statement by Stephen Levrant Heritage Architecture identifies the following impact of the original Proposed Development:
- Barton's Building including Barton Arcade (Grade II*) – **Minor beneficial**
 - Cathedral Church of St Mary (Grade I) – **Neutral**
 - Haywards Building (Grade II) – **Minor beneficial**
 - War Memorial (Boer war) (Grade II) – **Neutral**
 - Mansfield Chambers (Grade II) – **Neutral**
 - Cobden's Statue (Grade II) – **Neutral**
 - 25 St Ann Street (Grade II*) – **Neutral**
 - Church of St Ann (Grade I) – **Neutral**
 - 14 and 17 King Street (Grade II) – **Neutral**
 - Blackfriars Bridge (Grade II) – **Neutral**
 - The Crown Tavern (Grade II) – **Neutral**
 - 14 and 16 Blackfriars Street (Grade II) – **Neutral**
 - Parsonage Conservation Area – The current building on Site is considered to make a **neutral contribution** to the character and appearance of the CA. It is considered unlikely that the proposed development would have an impact upon the character and appearance of the CA.
- 3.12 We largely agree with the conclusions made in the SLHA heritage assessment; however, the degree of harm is not described in accordance with NPPF terminology. Therefore, even where we largely agree with the assessment and conclusions, the terminology and measure of harm may be different.
- 3.13 Where there are discrepancies in our assessment of the impact of the proposals, we set out our own assessment in **Section 5.0** of this report. Notably, we conclude that the benefit to the Barton Arcade is slightly higher than minor beneficial, as we understand that category is defined.
- 3.14 We have identified the heritage assets that comprise the focus of this assessment. These comprise the assets identified in the Reason for Refusal and three assets identified in the SLHA where our judgement on the impact is different.
- 3.15 We first provide a brief introduction to those assets. These assets comprise:
- Barton's Building including Barton Arcade (Grade II*)
 - The Royal Exchange (Grade II)
 - Church of St Ann (Grade I)
 - No 16, 18, 20 and 22 St Ann's Square (Grade II)

- St Ann's Square Conservation Area
- Parsonage Gardens Conservation Area

3.16 We broadly agree with the history and significance of the heritage assets as outlined in the SLHA report and thus we rely on that for our summary below.

BARTON'S BUILDING INCLUDING BARTON ARCADE (GRADE II*)

3.17 Barton's Building and the Barton Arcade were Grade II* listed in January 1972. The building comprises a block of shops and offices, enclosing a shopping arcade. It was constructed in 1871 by Corbett, Raby and Sawyer and was later restored in the 20th century. It is constructed of cast iron and glass with a facing of sandstone ashlar, slate and glass roofs.

3.18 It has architectural significance deriving from its existence as a well-preserved 19th century shopping arcade in the Eclectic style, impressively one of the finest examples of Victorian arcades in the country. It retains historic interest as part of the historic retail function of this area of Manchester, particularly, in the late 19th century. It also informs us about the social aspirations of the area; the arcade, inclusive of luxury shopping outlets was a symbol of the area's growing affluence in the Victorian period.

Contribution of setting to significance

3.19 The immediate setting of the Barton Building comprises Deansgate, one of Manchester's most historic and principal routes, which contributes to an understanding of the retail arcade's location on this busy throughfare. Within the immediate streetscape there are listed buildings of the same architectural quality and design, including the Grade II listed Royal Exchange and the Grade I listed Church of St Ann.

3.20 The urban city centre setting of the heritage asset, being situated in one of the city's oldest retail district's, is everchanging and thus this area is subject to continuous development. The immediate setting of the listed building has been shorn of its historic character, owing to the bombing of a significant number of landmark buildings during World War Two. This has led to a loss of enclosure and contextual setting through inappropriate development over time.

3.21 The replacement of these historic buildings, including the current building on Site, establishes a detracting element within the asset's immediate setting. 39 Deansgate, located immediately adjacent, appears in contrast against the ornate, architectural detail of the principal façade of the Grade II* arcade. This is particularly noticeable at ground floor level; the stepped back building line of 39 Deansgate decontextualises its neighbour, which was meant to be seen as coherent building frontage.

3.22 The intricate, detailing of the iron work on the arcade's ground floor is negatively impacted by the dead frontage of 39 Deansgate, its use of poor-quality material and garish, historically unsympathetic, shop signage is disparaging against the historic character of the Grade II* arcade.

3.23 In terms of Historic England's *Assessment Step 2 Checklist* found in *Good Practice Advice in Planning Note 3* at page 11, the current building on Site detracts from the experience of the asset on the above basis.

ROYAL EXCHANGE (GRADE II)

3.24 The Royal Exchange was Grade II listed in October 1974. The former commercial exchange now comprises commercial outlets, shops and leisure facilities including a theatre. It was originally built as the Cotton Exchange in 1874 to the designs of Mills and Murgatroyd. It was later rebuilt and enlarged in 1914-1921 by Bradshaw, Gass and Hope. It is constructed of Darley Stone, with a slate roof and three glazed domes.

3.25 The building has architectural significance as a well-preserved example of a late 19th century commercial exchange and trading hall in the Classical style. Architecturally it is impressive, inclusive of giant Corinthian orders to the first, second and third floors with a Baroque turret at its northwest corner. The building further harbours historic significance as articulating the area's historic retail function as the commercial epicentre of Manchester.

3.26 The Royal Exchange is a substantial building which bears a significant townscape presence, with a corner feature designed to be eye catching. One of the defining aspects of this building's interest is the dramatic contrast between the

interior theatre which is a modern intervention and the original trading hall - this is a main aspect of significance along with its monumental classicising exteriors.

Contribution of setting to significance

- 3.27 Similar to the other listed buildings in the immediate area, the bombing of this part of Manchester has eroded much of its historic character, with the exception of St Ann's Square. Therefore, the immediate setting of the Royal Exchange comprises a range of buildings, from various architectural styles and eras. St Ann's Square and its associated buildings, located to the immediate south of the arcade positively contribute to its significance by virtue of their high-quality architectural design and use of materials. To the north of the asset, the townscape changes drastically, modern buildings of a larger footprint which affront St Mary's Gate provide a juxtaposition to the historic building – their design reflective of the areas everchanging character.
- 3.28 Looking eastwards along Blackfriars' Bridge, the extant building at 39 Deansgate appears at the forefront of views towards the Royal Exchange and in particular its tower. The current building, comprising insufficient articulation, dark materiality and confused proportions, contributes negatively to one's appreciation of the Royal Exchange. The poor architectural quality of the building and frontage are unattractive in views of the Royal exchange, having said that the mass of the building at least steps back.

CHURCH OF ST ANN (GRADE I)

- 3.29 The Church of St Ann was grade I listed in February 1952. It was constructed in 1709-1712, said to have been designed by Sir Christopher Wren or one of his pupils. It was later restored in 1886-91 by Alfred Waterhouse. It is built of Sandstone Ashlar and features a hipped slate roof. It is of the Classical style; the 2 storey 6 bay nave has coupled pilasters to both levels.
- 3.30 It derives architectural interest as a well-preserved example of an early 18th century urban church of the Classical style. Architectural features of note include the semi-circular full height apse with tall, fluted Corinthian pilasters and each bay containing large round-headed windows with keystones. Its interior has architectural significance, as providing an example of 19th century church interiors.
- 3.31 It retains historic interest particularly for its association with Christopher Wren. It has further historic interest as being the second oldest church in Manchester, and as articulating the early 18th century development of St Ann's Square.

Contribution of setting to significance

- 3.32 The immediate setting of the church comprises St Ann's Square, laid out in the Georgian period it contains 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 remains largely intact. The architectural quality and historic composition of the buildings in the Square, including the Grade II listed terraces to the north of the church, contribute to an understanding of the church's significance.
- 3.33 Currently, the existing building on Site makes no real contribution to the experience of the asset by reason of its orientation, position and scale. The church comprises the short southern side of the square which is arranged to make the most of views from the north looking back at it. Views along the south side of the church are oblique. This orientation is reinforced by the Grade II listed statue of William Cobden which faces towards the north and thus there is a meaningful visual interaction with the church.

NO 16, 18, 20 AND 22 ST ANN'S SQUARE (GRADE II)

- 3.34 Town houses, later C18 and early C19, now containing C20 shop fronts at ground floor. They are constructed of brick and are stucco fronted. The terrace has architectural interest as well-preserved example of late C18 and early C19 urban residential architecture, of the Classical style. Features of note include the symmetrically placed sash windows with decorative stucco surrounds. The assets also derive historic interest as articulating the development of St Ann's Square in the late C18 and early C19. They also give some indication about the social aspirations of the area, indicating the wealth and affluence of those residents that lived in St Ann's Square.

Contribution of setting to significance

- 3.35 The building is understood and appreciated within the historic plan form of St Ann's Square. The high architectural quality of the buildings surrounding the terrace, including the Grade I Church of St Ann to their west, contributes to their overall significance. It helps one to place the listed terrace within the historic development of the wider area. The setting of the townhouses is distinctly enclosed in character and defined by the domestic scale of the square.
- 3.36 The square as whole has a very well-maintained spatial character and this group of buildings have a collective identity. That identity is reinforced by the landscaping of the square, its commercial uses and activity, and the fact that their setting already includes an awareness of the surrounding city. The general liveliness of the city is expressed in the square, it has a sense of movement and activity as well as a sense of enclosure. This group of buildings is appreciated from different perspectives in the square. These buildings are not laid out with a particular view in mind.

ST ANN'S SQUARE CONSERVATION AREA

- 3.37 St Ann's Square was the first Conservation Area to be designated by Manchester City Council in July 1970. It comprises a range of different architectural styles, designs and eras. Key landmark buildings include the Grade I listed Church of St Ann which forms the central focus of the Conservation Area, this asset also benefiting from the formally planned layout of St Ann's Square.
- 3.38 The height, scale and massing of the built form in the CA varies between three and six storeys, not including landmark buildings such as the Royal Exchange and the Church of St Ann. The area comprises a 'rich tapestry' of built form from the Georgian period onwards, generally retaining the original urban footprints, which can particularly be seen on King Street.
- 3.39 There is a considerably high retention of historic street layout and grain, created by the central square and passage through to King Street, this is further emphasised by the strong architectural forms on street corners. Another key characteristic of the CA is that it retains strong architectural forms on street corners and key junctions, for example the Grade II Royal Exchange.
- 3.40 The varied architecture of the CA is bound by the shared historical function of the area. This dates back to the areas early use in the thirteenth century as farmland and as the location for Acres Fair. From this it evolved into a formal market space following a 1708 Act of Parliament. From the 19th century, the construction of landmark commercial buildings including the Barton Arcade and Royal Exchange, consolidated the areas retail function. Today it still serves as a busy commercial and retail district of Manchester City Centre.

Contribution of setting to significance

- 3.41 The setting of the conservation area comprises a range of buildings of various architectural styles and eras. Modern buildings with a larger urban footprint dominate to the north of the CA, along St May's Gate and Market Street. These function as a mix of residential and commercial use. Along the western boundary of Deansgate, there are more buildings of a historic disposition including the Grade II listed Haywards Building and Nos 98-116 Deansgate.
- 3.42 The Wider setting of the CA includes the River Irwell to the west which has recently undergone significant residential development, particularly on its western side. The location of the CA, in the commercial epicentre of Manchester has meant that its setting is continuously evolving – this is articulated in varied building typology with surrounds this historic region of the City.
- 3.43 The CA is part of a regeneration area, as defined in the Ramada Complex Strategic Regeneration Framework ('SRF'). This material consideration forms an important context for this CA which is the ongoing regeneration of the city centre.
- 3.44 The current building on site forms a detracting element within St Ann's Square Conservation Area, although the character of the area is greatly varied, the site itself detracts from the CA's visual amenity and function. The architectural quality of the building (exterior design, massing, materials and detailing) is very poor, and the structure detracts from the CA and the setting of the adjoining II* arcade. We would therefore disagree with the assessment made by SHLA that the extant building on Site has only a neutral impact on the setting of the CA.

PARSONAGE GARDENS CONSERVATION AREA

- 3.45 The Parsonage Gardens Conservation Area was designated in June 1985. The Site is not within the Conservation Area but is located immediately to the north east of the boundary. A map of the Conservation Areas taken from the SLHA report may be seen at **Appendix 2** of this report.
- 3.46 Parsonage Green comprises the historic and well-defined space of Parsonage Gardens, which forms a clear focal point in the CA, as well as being an important amenity space. It embraces a length of river frontage to the Irwell and includes part of the bridge on Blackfriars Street.
- 3.47 The significance of the conservation area is derived from several key characteristics. The retention of a 'kite shaped' plan form to the gardens, which is one of the few green spaces within the urban centre. The building typology which surrounds the square is comprised of buildings constructed of predominantly orange-red brick or terracotta, which gives the area a distinctive materiality. The age of the buildings varies considerably – some 21st century development as well as early 20th and 19th C.
- 3.48 The CA thus has a varied character, which is bound by its shared history of being the site of the 18th century Church of St Mary (since demolished). The names of the streets in the CA reflect 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.
- 3.49 The setting of the CA has undergone significant change and redevelopment and comprises mostly dense urban development. The current building on site forms part of the CA's setting, located immediately outside its north-eastern boundary.
- 3.50 The extant building on Site forms a detracting element within the setting of Parsonage Gardens CA and detracts from its amenity and function. The poor architectural quality and use of materials of the building establish it as an eye sore within the immediate setting of the CA.

TOWNSCAPE CONSIDERATIONS

- 3.51 We are not preparing a formal townscape assessment; we have included some general observations on the townscape setting for these assets, which is outlined below. A full TVIA was submitted with the original application, which we have reviewed and broadly agree with its findings.
- 3.52 The existing townscape of Deansgate is highly varied in nature, owing to the area's rich historic architecture and the site's location in the evolving commercial epicentre of Manchester. As such, the area has undergone significant development in recent years, there are a number of buildings from the early 21st century, including the residential development immediately north of the Site, on the junction between Deansgate and St Mary's Gate. Owing to the significant bombing that the area suffered in World War Two, this has eroded elements of Deansgate's historic character.
- 3.53 The replacement of this is visible in the pockets of mid-20th century development, including the former Renaissance Hotel directly opposite the Site and the Premier Inn on Victoria Bridge Street. These more modern buildings introduce a different building form into the immediate townscape. With larger urban footprints and of a taller scale, they compete with the historic areas of the townscape. This includes St Ann's Square, located to the southeast of the Site, it escaped any bomb damage and has largely retained its historic character. The 18th and 19th century terraces that form part of this key element of the townscape contrast significantly with the taller buildings and other modern buildings.
- 3.54 Regarding the emerging townscape, the Townscape and Visual Impact Assessment prepared by Planit-IE and submitted as part of the original application has identified a total of 19 proposed schemes within a 500m radius of the site. This would suggest that the area surrounding the site is dynamic and is likely to undergo a significant amount of change and redevelopment in the near future.
- 3.55 Of those 19 developments, only those schemes that have an approved planning application have been considered. All others have been scoped out of the cumulative assessment. The majority of the remaining schemes have been assessed as having no potential visual relationship with the site, and do not have the potential to impact on the townscape character around the site. They were therefore scoped out of the cumulative assessment.

3.56 Thus, there are three remaining schemes that have been considered as part of the cumulative assessment. These include the 18 storey Embankment West residential Development (planning ref: 17/70626/FUL), the 55 and 18 storey One Heritage Scheme (planning ref: 19/74205/FULEIA). Both schemes are located on the opposite side of the River Irwell, to the northwest of the Site. The One Heritage Scheme introduces a mixed-use proposal with both residential apartments and commercial units, as well as a considerable height increase to the immediate area. The third scheme, the Cathedral public realm and 22nd May Memorial Garden (planning ref: 128045/VO/2020) is located immediately north of the site, on the same side of the River Irwell. Thus, the emerging townscape is likely to undergo transformative change if all of the cumulative schemes in the setting of the site are implemented. This will lead to an increase in height, density of built form and will introduce a greater variety of uses.

4.0 DESIGN ASSESSMENT OF PROPOSED DEVELOPMENT

4.1 In this section we provide some design analysis of the proposals.

4.2 The details of the Proposed Development and design rationale are set out in detail in the Design and Access Statement (“DAS”) prepared by Sheppard Robson. The assessment below should be read in conjunction with that report.

4.3 In summary, the Proposed Development comprises the following:

- The demolition of the existing building on site which forms a detracting element within the CA;
- The replacement of the extant building on site with a high quality, exemplar Grade A office space of 17 storeys;
- New high-end retail and commercial space on the ground floor;
- Revision of the existing building line which will re-establish the continuous frontage along Deansgate.

DESIGN ANALYSIS

4.4 The proposals are clearly the result of careful consideration and extensive design evolution. The building has a clear order, of a base, transitional ‘mezzanine’ floor, and then upper parts which are grouped by means of cladding treated as an external frame.

4.5 The ground floor comprises larger subdivisions of the elevation with civic proportions. The lower part of the building thus reflects the scale of the arcade. As described in the DAS, the building cladding is treated as external framing which is overlaid with metal and the features have a tapering form. The lower floors have a datum relationship with the arcade.

4.6 Moving up the building, the arrangement is repeated, with a unified and repetitive mid and upper section of regularly proportioned windows within bays. An articulated top section adds visual interest and animates the skyline. This ‘tripartite order’ or subdivision of elevations, breaks up the massing of the building.

4.7 The building has detailing which is derived from the historic buildings nearby and adds a fine grain, human scale to the proposals. Insulated spandrel panels with concealed vents at intermediate floor junctions will be overlaid with decorative metal screens. These metal screens are reflective of the intricate, detailed ironwork seen on the ground floor of the adjoining Grade II* Barton Arcade.

4.8 The colouration is sympathetic to the red brick palette one finds in many parts of the city centre. The particular refinement of this cladding is a tapering of the element, which will introduce a subtle articulation into the design, enhancing its variety and interest.

4.9 The pale tonality of the material gives a crisp finish which is reflective of contemporary design, but also mitigates the scale of the proposals.

4.10 The double gathered storeys provide a strong and legible scaling feature and mitigate against the scale impact, particularly where one sees the broader side of the building. The effect is acceptable. At a tertiary scale, of local detailing, the metal features of the cladding provide interest and relate to nearby design precedents. The legibility of the proposals further communicates this important historic junction of the city.

4.11 The cutaway corner is another important feature which will provide interest for people walking near the site.

4.12 These design measures are sympathetic to the surrounding buildings and mitigate scale impact successfully.

5.0 IMPACT OF THE PROPOSALS ON HERITAGE ASSETS

5.1 This section of the report will consider the impact of the proposals on the heritage assets outlined in the previous section.

5.2 For most of the heritage assets identified in the original assessment by SHLA, we agree with their conclusions on the impact of the proposed development. There are, however, some assets in which our assessment is not aligned. This report will therefore provide a new assessment of the following assets included in the SHLA heritage statement. These are:

- Barton's Building including the Barton Arcade (Grade II*)
- No 16, 18, 20 and 22 St Ann's Square (Grade II)
- Parsonage Gardens CA

5.3 Furthermore, we do not align with the assessments made by the Council in their Reasons for Refusal of the original submission. On this basis this report will provide a new assessment of the following heritage assets:

- The Royal Exchange (Grade II)
- Church of St Ann (Grade I)
- St Ann's Square CA

5.4 In our assessment to be outlined below, we will not be using the terminology 'neutral', 'beneficial' 'adverse'. We will be completing our assessment in accordance with NPPF (2021) terminology.

BARTON'S BUILDING INCLUDING THE BARTON ARCADE (GRADE II*)

5.5 The Barton Arcade is located immediately adjacent to the site. The SLHA assessment identified that the proposed development would have a 'minor beneficial' impact on the Grade II* listed structure. We would go further to identify a significant heritage benefit to the asset. The proposals seek to enhance the contribution made to the setting and appreciation of the Barton Arcade.

5.6 The concept development for the façade, the ground floor, aims to subtly interpret the surrounding Victorian context. The Barton Arcade comprises double-height shop fronts broken down into three slim bays. Primary, secondary and tertiary elements are used to compose a rich elevation with a clear hierarchy and balance of textures. Fine, decorative ironwork is a predominant feature of the arcade, giving a sense of layering.

5.7 As such, the proposals have been designed to reflect this rich façade. A 'tripartite order' or subdivision of elevations has been undertaken which comprises a larger ground floor with chamfered corners and framed entrances. This also includes a unified and repetitive mid-section of regularly proportioned windows. The main façade is primarily composed of slender, repeating elements with the base breaking this rhythm, featuring larger arches which reference the shop fronts of the Barton Arcade. The lower part of the proposals reflects the scale of the arcade, and the chamfered corner will provide another feature of interest for someone walking by the site.

5.8 The proposals comprise a 17-storey building, which, while taller than the existing 9 storey building on site, has its scale reduced by the quality of design. The double gathered storeys provide a strong and legible scaling feature and mitigate against the scale impact.

5.9 The architectural interest of the Barton Arcade, derived predominantly from its historic interest as one of the UK's best surviving examples of a Victorian Arcade remains unaffected by the scale of the proposals. One is still able to appreciate the fine architectural detailing of the façade and is not distracted from the ornate architecture and its presence at street

level. Owing to the high architectural quality and design of the proposals, as outlined above, we would consider the proposals to enhance the neighbouring Grade II* Barton Arcade. This is emphasised by the current detracting extant building on site, the new proposals providing a significant improvement to the setting of the listed building.

THE ROYAL EXCHANGE (GRADE II)

- 5.10 The Royal Exchange is located approximately 80 m east of The Site.
- 5.11 The SLHA report that concluded there would be a '*negligible adverse*' impact to the Grade II listed Royal Exchange. Whilst we would agree that a level of harm is caused, we would however, measure this harm on a different scale and define its impact as '*limited less than substantial harm*' in the terms of the NPPF.
- 5.12 The Council has also alleged harm to this heritage asset, outlined in their reasons for refusal.
- 5.13 The corner feature of the tower is a point of emphasis to be seen in views towards the asset from New Cathedral Street.
- 5.14 This is considered a principal view of the Royal Exchange. The spacing and detailing of the façade works alongside that corner feature. The proposals do not affect this view, or one's appreciation of the asset's monumental elevations.
- 5.15 The proposals do affect views of the Royal Exchange, looking west as one passes by the Arndale Centre and in views looking east from Blackfriars Bridge. These, however, are partial views and that is the source of the impact we identify.
- 5.16 We consider this to be a limited harmful impact because the proposals do not affect the intrinsic building interiors, the principal view or main façade of the Royal Exchange. We affect a view of the building which is experienced partially in a varied urban environment. In terms of calibrating impact, the majority of aspects of heritage value are thus unaffected.
- 5.17 Owing to the intervention and striking collection of modern buildings which surround the Royal Exchange, the contrast in building form actually contributes to an appreciation of the asset's special interest. The proposed building is likewise contrasting, but architecturally in those views has a simple form and simple elevation, reduces the potential for competition.
- 5.18 The landmarking function of the Royal Exchange in views from the west is limited to a certain extent and there lies the justification of harm. This report thus alleges a limited less than substantial harm to the Grade II Royal Exchange.

CHURCH OF ST ANN (GRADE I)

- 5.19 The Church of St Ann is located approximately 140m southeast of The Site. The council have alleged harm to this heritage asset in their Reasons for Refusal relating to the original scheme. We would disagree with this assessment.
- 5.20 Within St Ann's Square, the church is located at its southern end and does not orientate towards the scheme. The church is of very fine detailing and commands one's attention in close quarters. Therefore, it is best appreciated in views up close, in which there is no visibility with the proposed development.
- 5.21 There is some limited visual interaction with the proposals as one enters St Ann's Square on its eastern approach. The impact of the proposals is offset by the material, a pale tonality that corresponds well to its surroundings.
- 5.22 Furthermore, the church provides a backdrop to the Grade II listed statue of William Cobden, which would imply that orientation to both the church and statue, is away from the scheme.
- 5.23 It is a well-defined and enclosed space with a strong identity, reinforced by the landscape scheme, and its focus is towards the church, which is not impacted.
- 5.24 This report therefore alleges no harm to the Church. This is due to the fact that no principal views of the Church of St Ann are affected and there is no limit to an appreciation of the asset's architectural detailing and principal characteristics of the asset which contribute to its significance.

ST ANN'S SQUARE CONSERVATION AREA

- 5.25 The Council allege harm to the St Ann's Square CA in their Reasons for Refusal. Outlined in the following justification, we would disagree and conclude that there is no harm to the St Ann's Square CA.
- 5.26 Contrastingly, we would identify heritage benefits to this part of the CA, whose vitality and attractiveness will be enhanced by good design and the renewed use of the building.
- 5.27 One of the key characteristics of the CA is that it comprises a vast range of architectural styles, designs and eras. This is owed to the area's significance as a prominent commercial district of the city, which is still evolving today.
- 5.28 The design of the building is both of high quality and mitigates any impact by reason of presenting a sympathetic form which marks the important historic junction of Deansgate and so provides increased legibility. In the context of the evolving character of the area, a building of this superiority and design is appropriate as it will contribute to improving the quality of the architecture and place making within a key node of the town centre and CA.
- 5.29 A building of this scale is a comfortable addition in the existing height datum since there are views of taller buildings from all parts of the CA. We conclude there to be no harm on the significance of the CA.

PARSONAGE GARDENS CONSERVATION AREA

- 5.30 The SLHA identifies the existing building as a neutral element within the setting of the Parsonage Gardens CA. Conversely our assessment is that the building is a detracting element and that these proposals will realise an opportunity to contribute to an improvement within the setting of the CA.
- 5.31 This report identifies a limited benefit to the setting and significance of this asset, through the replacement of the extant building on site and the design of the proposals which are of a high quality and generally contribute to the function of the area.
- 5.32 The scale of the proposals is mitigated by the layering of the façade (as described in **Section 4**). The scheme will improve the legibility of the site. The proposals contextualise this important corner of the city.
- 5.33 Accordingly, we identify a limited benefit to the setting and significance of the Parsonage Gardens CA.

NO 16, 18, 20 AND 22 ST ANN'S SQUARE (GRADE II)

- 5.34 This terrace of Grade II listed houses is located approximately 120m southeast of The Site.
- 5.35 The SLHA report identifies a 'moderate adverse' level of harm to this group of heritage assets. We understand this to mean a significant degree of less than substantial harm. Whilst we do identify some harm owing to a degree of intervisibility between the terrace and the proposals, we disagree that any identified harm could be so high for the following reasons.
- 5.36 First, the visual impact is experienced kinetically, and a number of views of the listed terrace remain unaffected. One appreciates the significance of this listed buildings on the western side of the square, in views up close.
- 5.37 Second, the buildings have a strong identity as already outlined at paragraph 3.33 and that group identity is reinforced by, third; the sense of spatial enclosure, the landscape scheme and by the activity associated with the buildings. Finally, all of these give the buildings a presence which is enhanced by their association with the church.
- 5.38 As noted, the listed terrace is already experienced in an environment with tall buildings and the impact of the proposals is mitigated by; the scaling of the façade as described in Section 4 and the colouration of the cladding with its pale tonality means that the visual impact is mitigated. The vitality and attractiveness of the proposals, strengthened by good design and use will provide an enhancement to elements of the setting of the listed terrace.
- 5.39 Judged proportionally, therefore, we conclude that the impact can at most be limited less than substantial harm. This is taking a cautious approach to the setting analysis.

SUMMARY OF CONCLUSIONS

- 5.40 Overall, having identified a limited degree of harm to the setting of the Royal Exchange and the listed buildings in St Ann's Square, this report concludes that the limited less than substantial harm can be countervailed by the heritage benefits identified. These beneficial aspects are identified in relation to the arcade, St Ann's Square CA and Parsonage Gardens CA and that there would be associated townscape benefits. Paragraph 202 of the NPPF (2021) is engaged but need to be looked at with the benefits in the round as part of the overall balance under paragraph 202. In forming this view, we are particularly mindful of the high grading of the arcade.

6.0 SUMMARY

- 6.1 Overall, this report finds a net enhancement in respect of the historic environment and townscape character. That enhancement derives from the replacement of the extant building which currently forms a detracting element within its context, with a building that is of high quality and responds well to its setting, references local character and distinctiveness and thus enhances the setting of nearby listed buildings.
- 6.2 We identify some harm to the heritage asset of the Grade II listed Royal Exchange and the St Ann's Terrace, owing to the fact the proposals will compete with the height of the tower of the Royal Exchange in some views. We would, however, measure this harm as limited, less than substantial harm in terms of paragraph 202 the NPPF, and that this is more than outweighed by the beneficial aspects of the proposals.
- 6.3 It is our view that the proposals are of high-quality design and reinforce the positive characteristics of the CA. These characteristics comprise the high quality and diverse range of buildings, the retail setting, original features; historic character; complementary and well-designed 21st century interventions. Likewise, they take the opportunity to address those aspects of the original site, the lack of building line, disproportionate building form and poor-quality materials – that are identified as detracting from the special interest of the CA and nearby listed buildings.
- 6.4 The proposals therefore comply with **Policy SP1 (Spatial Principles)** of Manchester's Core Strategy, comprising a well-designed building that enhances the setting and character of its listed buildings as well as the special interest and setting of the St Ann's Square CA and adjoining Parsonage Gardens CA. The replacement of the extant building on Site protects and enhances the built and natural environment of the immediate surrounding area.
- 6.5 In relation to **Policy CC9 (Design and Heritage)** of Manchester's Core Strategy, we conclude that the proposals will not undermine the sense of place of heritage assets in the city centre as noted in the Core Strategy, this is architecture of a high standard which sits next to historic built fabric. Thus, the proposals ensure the enhancement of the nearby heritage assets.
- 6.6 With regard to **Policy EN2 (Tall Buildings)**, to the extent we are commenting on this policy, we consider the proposals to contribute positively to place making. The excellent design quality of the proposals, including the increased legibility provided, contextualise this important corner and historic junction of the city. By enhancing the setting of nearby heritage assets, the proposals complement the City's existing building assets and make a positive contribution to the evolution of a unique, attractive and distinctive skyline. We consider the proposals to comply with this development plan policy.
- 6.7 **Policy EN3 (Heritage)** based on previous conclusions made throughout this report, namely by enhancing the setting of the neighbouring Grade II* Barton Arcade, with regard for its high grading, and the character, appearance and setting of the St Ann's Square and Parsonage Gardens CA, we find a net enhancement in regard to the historic environment.
- 6.8 Overall, we conclude that the scheme does therefore engage the provisions of Paragraph 202 of the NPPF, as any harm is limited and counterbalanced by heritage benefits presented in this report.
- 6.9 On this basis we conclude that the proposals meet the provisions of Section 66(1) and Section 72(1) of the Planning (Listed Buildings and Conservation Area) Act 1990, relevant development plan policies pertinent to the built historic environment and townscape, and paragraph 202 of the NPPF.

APPENDIX 1.0

ST ANN'S SQUARE CONSERVATION AREA PLAN

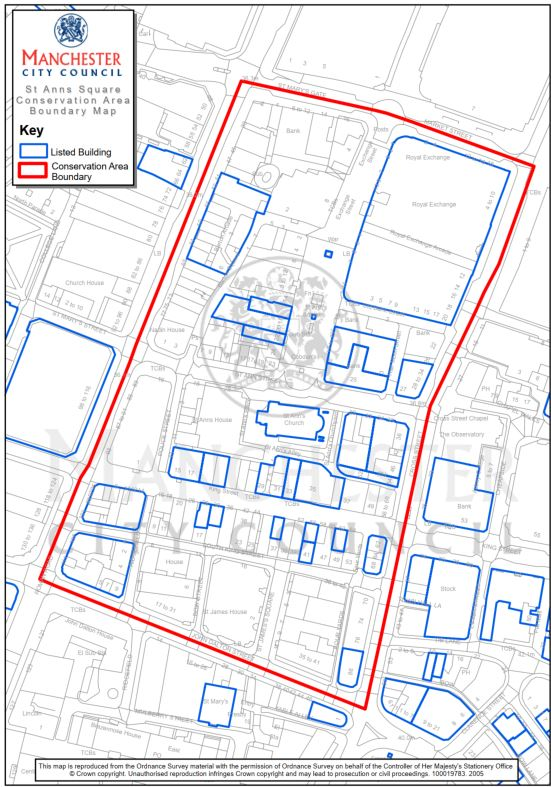


MANCHESTER CITY COUNCIL

St Anns Square Conservation Area Boundary Map

Key

-  Listed Building
-  Conservation Area Boundary



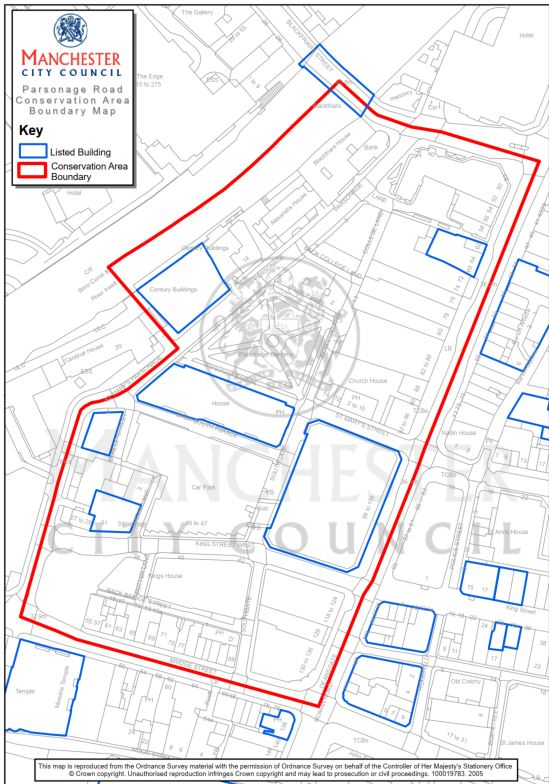
APPENDIX 2.0

PARSONAGE GARDENS CONSERVATION AREA PLAN

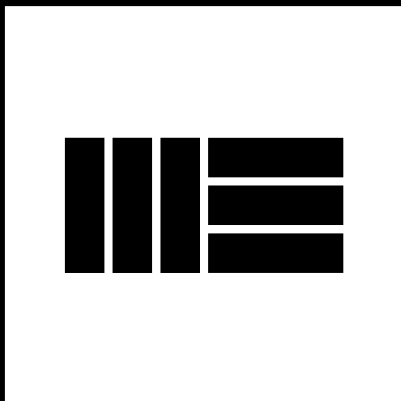
Parsonage Road
Conservation Area
Boundary Map

Key

-  Listed Building
 Conservation Area Boundary



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WE CONSIDER OUR CREDENTIALS, HOW WE HAVE STRUCTURED OUR BID AND OUR PROPOSED CHARGING RATES TO BE COMMERCIALY SENSITIVE INFORMATION.
WE REQUEST THAT THESE BE TREATED AS CONFIDENTIAL