



Grindsmith, 62 Bridge Street, Manchester, M3 3BW: Heritage Statement

1. Introduction

- 1.1 This statement has been prepared to support the planning application for the retention of an extraction unit at Grindsmith, 62 Bridge Street, Manchester, M3 3BW. Reference should be made to the accompanying Design and Access Statement, Odour Assessment, Noise Assessment and submitted plans.

2. The Site and Surroundings

The Application Site

- 2.1 The application site consists of a mixed use commercial building within the city centre of Manchester. The building itself is of no historic interest however the site sits within the Deansgate / Peter Street Conservation Area and is in proximity to a number of listed buildings.

Deansgate / Peter Street Conservation Area

- 2.2 The Conservation Area was designated on 26 June 1985 and is predominantly characterised by commercial buildings, as well as civic and places of assembly. It covers a substantial part of the Victorian city centre, capturing much of the area surrounding Peter Street and the junctions of Deansgate with both Quay Street and Bridge Street. The area is defined by largely straight and wide streets, flat topography, and buildings which cover the whole of their site. In the section of bridge street in the vicinity of the site, the streets are generally built up, presenting street-wall frontage. Buildings tend to be constructed of high-quality materials such as stone, red-orange brick, terracotta and faience.

Listed Buildings

- 2.3 There are a number of listed buildings within the Conservation Area. In proximity to the site these include the Masonic Temple (grade II); the John Rylands Library and attached Railings, Gates and Lamp Standards (grade I); and the Sawyers Arms Public House (grade II).

- 2.4 The map below shows the outline of the Conservation Area and location of listed buildings.

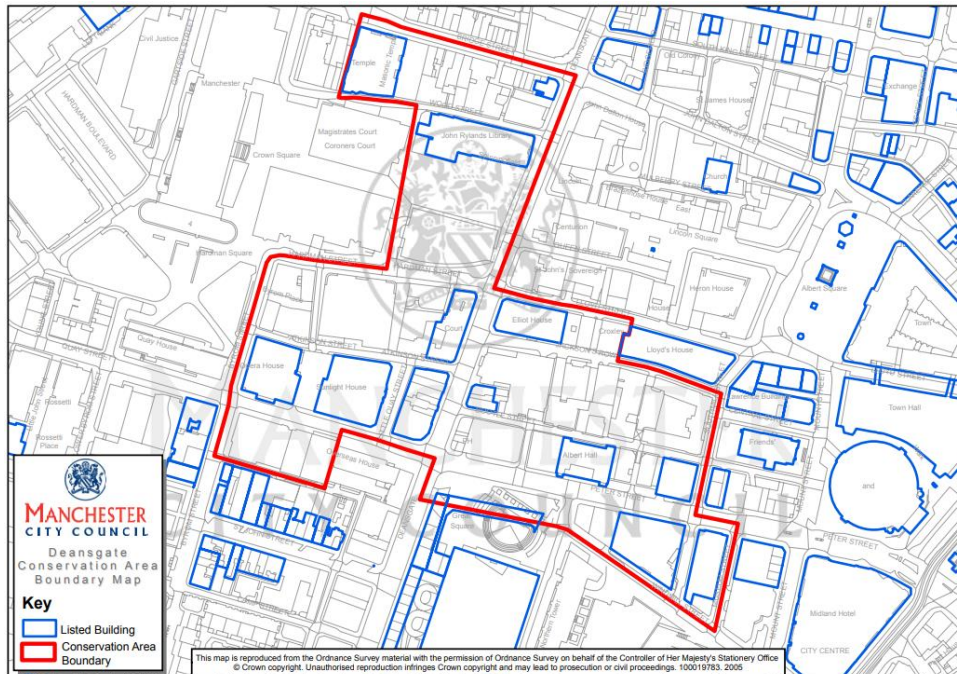


Figure 1: MCC map of conservation area showing listed buildings in blue.

3. Heritage Policy Context

- 3.1 Planning policy guidance of relevance to the proposed development, and which provides the context for its assessment, is set out within national and local planning policy guidance.

National Planning Policy Guidance

Town and Country Planning Act 1990

- 3.2 Section 38(6) of the Planning Act states that the determination of planning applications must be made in accordance with the Development Plan, unless other material considerations indicate otherwise. This establishes the Development Plan as the primary decision making document when considering planning applications.
- 3.3 In this instance the development plan currently comprises the Manchester Core Strategy (Adopted July 2012), saved policies of the Manchester Unitary Development Plan

(Adopted July 1995) along with associated guidance. The provisions of these documents are discussed below.

Planning (Listed Buildings and Conservation Areas) Act 1990

- 3.4 Once a building is listed, Section 7 of the Planning (Listed Buildings and Conservation Areas) Act provides that consent is required for any works of alteration which may affect its special interest.
- 3.5 Controls apply to all works, both external and internal, that would affect a building's special interest, whether or not the particular feature concerned is specifically mentioned in the list description. Fixtures and curtilage buildings (defined as any object or structure which is fixed to the building, or is within the curtilage and forms part of the land and has done so since before July 1948) are also treated as part of the building for the purposes of listed building control.
- 3.6 In considering development affecting the Listed Buildings, special regard will be given to the desirability of preserving the building, its setting or any features of special architectural or historic interest (Section 66, Planning [Listed Buildings and Conservation Areas] Act 1990).

National Planning Policy Framework

- 3.7 The Revised NPPF was published in July 2018 and updated in February 2019 and sets out the Government's planning policies regarding the conservation of the historic environment.
- 3.8 Section 16 'Conserving and Enhancing the Historic Environment' and policies 184-202 of the NPPF sets out the heritage context. The NPPF states that Heritage Assets are '*an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations*'.
- 3.9 Paragraphs 189 and 190 requires applicants to describe the significance of any heritage assets affected, including any contribution made by their setting; sets out that the level of detail should be proportionate to the assets' importance and no more than is sufficient to

understand the potential impact of the proposal on their significance; and, states that local planning authorities should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

3.10 The site edged red contains no curtilage or setting of note. The application properties do however contribute to the wider streetscape setting in this part of the City Centre. This statement demonstrates that the information and significance requirements of national policy have been complied with.

3.11 Paragraph 192 sets out three considerations which local planning authorities should take account of in determining applications:

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

3.12 Paragraph 193 notes that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. Paragraph 194 follows that any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification. Substantial harm to or loss of a grade II listed building should be exceptional.

3.13 Paragraph 195 identifies a series of criteria that must be met where substantial harm to or total loss of significance will be caused to a designated heritage asset, or that it can be demonstrated that substantial loss or harm is necessary to achieve substantial public benefits that outweigh that harm or loss. Paragraph 196 states that where a development will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.

- 3.14 The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset. (Para 197)
- 3.15 Paragraph 200 states that local planning authorities should look for opportunities for new development within the setting of heritage assets to enhance or better reveal their significance; and, that proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.
- 3.16 Para 201 advises *'Not all elements of a Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area should be treated either as substantial harm under paragraph 195 or less than substantial harm under paragraph 196, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area as a whole'*.

National Planning Practice Guidance (NPPG)

- 3.17 With regard to assessing substantial harm, National Planning Practice Guidance advises: *'Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.'* (Paragraph: 017 Reference ID: 18a-017-20140306).

Local Planning Policy Guidance

Development Plan for Manchester

3.18 The Development Plan for Manchester comprises the following documents:

- Manchester Core Strategy Development Plan Document (July 2012);
- Saved policies of the Unitary Development Plan for Manchester (July 1995);
- The Guide to Development in Manchester Supplementary Planning Document and Guidance (April 2007); and
- Conservation Area Appraisal.

Manchester Core Strategy Development Plan Document (July 2012)

3.19 The Core Strategy, adopted in July 2012, sets out the long term strategic policies for Manchester's future development. Heritage-related core Strategy objectives and policies of particular relevance to the proposed scheme include:

- Spatial Objective SO6 'Environment' seeks to protect and enhance the natural and built environment of the city, and secure a high standard of design in all development proposals.
- Policy SP 1 'Spatial Principles' states that the Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity; and, that development should create well-designed places that enhance or create character; protect and enhance the built and natural environment.
- CC 9 'Design and Heritage' states that development in the City Centre should preserve or enhance heritage assets including listed buildings and conservation areas.
- Policy EN 1 'Design Principles and Strategic Character Areas' sets out that opportunities for good design to enhance the overall image of the City should be fully realised. In the City Centre, consideration should be given to the City's heritage; there will be opportunities to contribute to the experience at street level.

- Policy DM 1 'Development Management': sets out various issues that development should have regard to, including: appropriate siting, layout, scale, form, massing, materials and detail; impact on the surrounding areas; effects on amenity; accessibility; community safety and crime prevention; effects relating to built heritage.
- Policy EN 3 'Heritage' states that new developments must preserve or enhance the character and setting of areas and buildings of acknowledged importance. This policy advises that 'Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre. New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including listed buildings and conservation areas'.

Saved Policies of the Unitary Development Plan (UDP) for the City of Manchester (adopted 1995)

- 3.20 The UDP was superseded by the Core Strategy. However, a number of UDP policies have been 'saved', including Policy DC18 'Conservation Areas' which advises that 'The Council will seek to preserve and enhance the character of its designated conservation areas'.

Other Relevant Policy Documents

Guide to Development in Manchester Supplementary Planning Document (April 2007)

- 3.21 The guidance identifies the City's heritage as an asset. Paragraph 2.6 states that buildings and areas of architectural and historic importance together with their setting will be preserved and enhanced; paragraph 11.45 states that proposals should preserve or enhance the character of a conservation area; and, paragraph 12.7 states that developers are encouraged to look positively at the role that older buildings can play in delivering a sense of place within the City Centre, and that the need for old buildings to have an economic use is recognised.

Deansgate / Peter Street Conservation Area Conservation Area

- 3.22 The Deansgate / Peter Street Street Conservation Area Appraisal will be a material consideration in the determination of the proposed scheme. The guidance sets out the various elements that contribute to the character and appearance of the conservation area, against which any development proposals should be assessed.

4. Heritage Appraisal

- 4.1 This section sets out an appraisal of the heritage impact of the proposed extraction equipment.

Impact on Deansgate / Peter Street Conservation Area

- 4.2 The extraction unit is located on the rear of the building and extends slightly above the eaves level of the flat roof host building (see figure 4.1). The extraction system is not visible from Bridge Street. To the rear of the application site views of the extraction system are visible from Wood Street due to a gap site to the rear of the host building. Application 115621/FO/2017 has consented the erection of 2no. 3 bed townhouses on this vacant site. The approved townhouses will span the width of the gap site on Wood Street and would be 4 storeys in height. The approved development would therefore screen views of the extraction unit when taken from Wood Street. Due to dense development on either side of the gap site, views of the extraction system are only briefly visible on Wood Street when looking north adjacent to the gap site.
- 4.3 Wood Street is a one-way single lane road. It is not a busy or well used thoroughfare, and is largely associated with servicing infrastructure and activities of the commercial units on this street (see figure 4.2). A number of buildings also present their side or rear elevations to this street, which in some cases comprise personnel entrances and louvered extraction vents. As such the views from this street are not considered to be as significant as views taken from Bridge Street or Deansgate.
- 4.4 Notwithstanding the servicing nature of Wood Street, it is acknowledged that buildings of interest do front onto this road, for example the Wood Street Mission which is located at 26 Wood Street. The building is not statutorily listed but it is of heritage value and can be

considered a non-designated heritage asset. The Wood Street Mission adjoins the gap site to the west. The special interest of this building relates to its front elevation, which is located approximately 15m south of the extraction system at 62 Bridge Street. Views of the principal elevation of the Wood Street Mission looking east and west along Wood Street will not be interfered with by the extraction system, however the extraction unit will be visible in the background of views of the front elevation of the Wood Street Mission. The extraction system does therefore result in some impact to the setting of the Wood Street Mission, however this impact will be lost when the townhouses consented under 115621/FO/2017 are built out. A start has been made on site and it is likely this will be completed within the next 6 months.



Figure 4.1: View of the extraction system from Wood Street looking across the gap site (June 19). Works have since continued and the flue is no longer visible.



Figure 4.2: View of progress on site July 19, the extraction system is no longer visible from any public vantage points.



Figure 4.3: View of similar extraction system on Back Bridge Street.



Figure 4.3: View of similar extraction system nearby on the car park west of the site between Wood Street and Bridge Street.

- 4.5 Owing to the extraction system's 'back of house' positioning on the host building, and the fact that views are only briefly visible pending future development of the gap site on Wood Street, the extraction system results in only a temporary minor negative impact to the character and appearance of this part of the conservation area. Once the townhouses approved under application 115621/FO/2017 are built out, views of the extraction system will be wholly screened from views on Wood Street and the impact to the conservation area will be removed.

Impact to Nearby Listed Buildings

- 4.6 By way of the extraction unit's positioning on the rear elevation of the building, and intervening built form there is no impact of the extraction unit on the setting of the Masonic Hall or the Sawyer's Arms Public House.

- 4.7 The side elevation of the John Rylands Library abuts Wood Street and the rear flat roofed element of the building is opposite the gap site which permits views of the rear elevation of 62 Bridge Street. The principal elevation of the John Rylands Library is from the front elevation on Deansgate. No views of the extraction system can be read in conjunction with the principal elevation of the Library. The Wood Street elevation of the Library already exists in a street which is much characterised by servicing activities and infrastructure. Notwithstanding this, due to surrounding built form, views of the extraction equipment will not be read in conjunction with the side elevation of the Library. Views of the extraction system are only possible when looking north, and away from the Library. As such the equipment will not have an impact on the setting of the John Rylands Library and attached Railings, Gates and Lamp Standards.

Conclusion

- 4.8 The extraction equipment does not result in less than substantial harm to the conservation area since it occupies a back of house position, with views of it being only possible from a limited section of Wood Street for a temporary period of time until the gap site is developed, and at which point it will be screened. The proposals will have no impact on the setting of nearby listed buildings. Overall, the heritage impact is considered to be nil, and there will be no unacceptable impact to designated heritage assets.
- 4.9 The proposed retention of the extraction unit does not harm the character and setting of the Deansgate / Peter Street Conservation Area, or nearby listed buildings. As such the scheme is in accordance with Core Strategy policies SP 1, CC 9, EN 1, DM 1 and EN 3, UDP policy DC18 and Section 16 of the NPPF.