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Planning, Development & Heritage Consultants

Players MCR Ltd.

Unit 1, 1 Portland Street, Manchester, M1
3BE

Heritage Statement

25 November 2019

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Professional Planning, Development & Heritage Advisors since 1992.

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1. Introduction

- 1.1 This Heritage Statement has been prepared by Paul Butler Associates on behalf of Players MCR Ltd. The statement has been provided in support of a scheme for the change of use of Unit 1, 1 Portland Street, Manchester, M1 3BE. The description of the development is *'Change of use from A1 retail to A3 restaurant with ancillary A5 takeaway'*.
- 1.2 The application building forms part of a modern purpose built commercial development. The application building is of no heritage significance, however it is in proximity to a number of listed buildings, including The Portland Thistle Hotel (grade II listed), and the southern boundary of the Stevenson Square Conservation Area which are designated heritage assets. The main purpose of this statement is to consider the heritage significance of nearby designated heritage assets and to appraise the impact of the proposed scheme on this significance.
- 1.3 The statement has been prepared in accordance with national and local planning policy guidance; and, following a visual and photographic survey of the site, together with examination, analysis and assessment of available historic records and cartographic sources.
- 1.4 This statement includes:
- A description of the application site and surrounding area;
 - An overview of the proposed scheme;
 - A review of relevant local and national heritage policy guidance;
 - An assessment of the heritage significance of nearby designated heritage assets; and,
 - An appraisal of the proposed scheme against this significance.
- 1.5 The proposed scheme is supported by a series of drawings and Design and Access Statement prepared by Architecture and Interior Design.

2. The Application Site and Surroundings

The Application Site

- 2.1 The application site comprises Unit 1, 1 Portland Street, Manchester, M1 3BE. 1 Portland Street occupies a corner plot of the southern side of the junction of Portland Street and Piccadilly. The building has seven storeys and an 'L' shape plan form. The application site comprises a ground floor unit of 1 Portland Street. The application property fronts onto Portland Street to the west, and is bounded by a temporary reception to 1 Portland Street to the north, the associated courtyard and servicing area to the east, and the Portland Thistle Hotel to the south.
- 2.2 The application site, and the building of which it forms part, is a modern purpose built commercial building which is of no heritage significance.

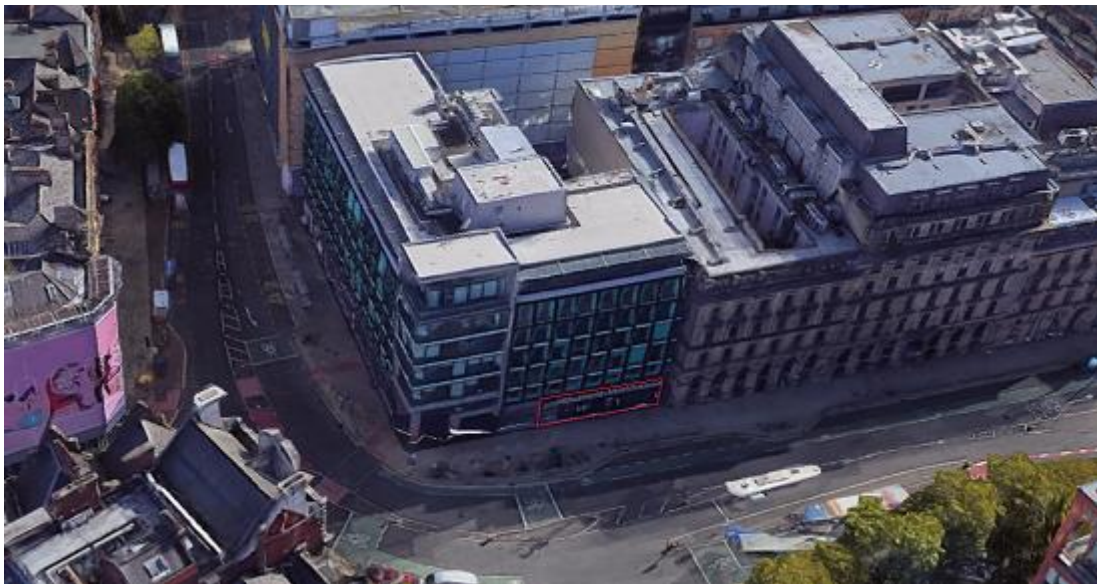


Figure 2.1: Aerial view of 1 Portland Street showing the frontage of the application property outlined in red.

The Surrounding Area

Stevenson Square Conservation Area

- 2.3 The application property sits adjacent to the southern boundary of the Stevenson Square Conservation Area (figure 2.2). This Conservation Area covers a significant portion of the City Centre and is one of three designated by Manchester City Council in February 1987 together with Shudehill and Smithfield. The Conservation Area Appraisal on Manchester City Council's website explains that much of conservation area was owned by Sir Ashton Lever during the mid-18th Century but that this was eventually sold to William Stevenson as pressure from property developers rose. In turn Stevenson sold the land on in piecemeal fashion to entrepreneurs. The original intention was that the area should become a residential area which would rival St Ann's Square, however the area came to be largely commercially orientated.

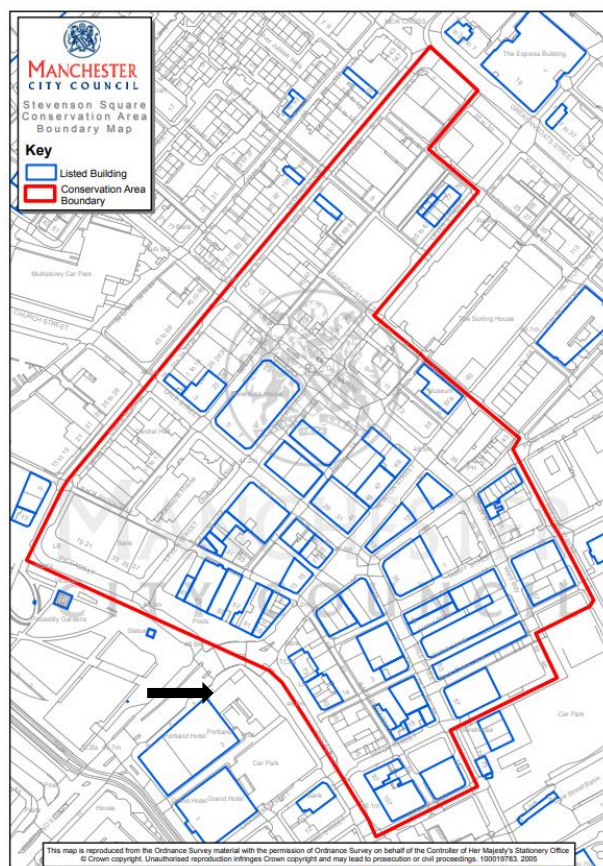


Figure 2.2: MCC map of the Conservation Area with the site identified by the arrow.

- 2.4 MCC's website notes that the majority of the Victorian buildings within the conservation area remain intact and many of these are listed for their special architectural or historic interest. Most of these buildings were related to the cotton industry; with the wealth produced by the industry reflected in the buildings' elaborate decoration. Examples of such buildings are found along the southern boundary of the Conservation Area, sitting back of pavement on Piccadilly.

Listed Buildings

- 2.5 The site is in proximity to a number of listed buildings, including the Portland Thistle Hotel which adjoins the site immediately to the south and the Grand Hotel on Ayton Street. Both buildings are grade II listed and originally built as warehouses around the mid-19th century. To the northwest of the site is the monument to the Duke of Wellington which was erected in 1856 and is grade II listed.
- 2.6 There are a number of listed buildings located in relative proximity to the site on the northern side of Piccadilly, and which are included within the boundary of the Stevenson Square Conservation Area. These include the Halls Building (grade II); St Margarets Chambers (grade II); Clayton House (grade II); Gardens Hotel and shops (grade II); 49 and 47 Piccadilly (both grade II). These buildings date from between late 18th to late 19th Century, and are all grade II listed. These buildings feature various architectural styles and are predominantly associated with historic commercial development including textile shipping and clothier's warehouses.



Figure 2.3: Historic England Map extract showing the application property (red) in relation to listed buildings (blue triangles).

3. The Proposed Scheme

- 3.1 The proposed scheme involves the *'Change of use from A1 retail to A3 restaurant with ancillary A5 takeaway'*.
- 3.2 The external alterations proposed to the application property include the following:
- Internally illuminated 'PLAYERS' fascia signage to the front elevation
 - Double sided internally illuminated projecting sign with the Players logo to the front elevation
 - New shopfront glazing to match the existing
 - Removal of existing fabric awning
 - Installation of fume extraction equipment to the rear elevation including new inlet louvres and exhaust duct.
 - New cycle racks proposed to the rear elevation
- 3.3 The supporting application drawings and Design and Access Statement detail the external changes proposed as part of the development proposals.

4. The Heritage Planning Policy Context

- 4.1 The heritage planning policy of relevance to the proposed scheme, 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

- 4.2 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.
- 4.3 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

- 4.4 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.
- 4.5 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.
- 4.6 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

- 4.7 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.
- 4.8 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*'.
- 4.9 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.
- 4.10 The site edged red does not include any listed building. The application premises however contribute to the wider streetscape setting in this part of the City Centre and the environment in which the listed buildings are experienced. This statement demonstrates that the information and significance requirements of national policy have been complied with.
- 4.11 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.

- 4.12 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.
- 4.13 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.
- 4.14 Paragraph 197 advises that 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.
- 4.15 Paragraph 200 advises 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.
- 4.16 Paragraph 201 states '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)

- 4.17 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: The Development Plan for Manchester

Manchester Core Strategy Development Plan Document (July 2012)

- 4.18 Heritage policies of the core strategy of relevance to the proposed scheme include:
- Policy CC 9 ‘Design and Heritage’ which states that development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings and conservation areas.
 - Policy EN 1 ‘Design Principles and Strategic Character Areas’ which states that developers will be expected to consider the City’s heritage and continue the rich pattern of activity in the core area.
 - Policy EN 3 ‘Heritage’ which states that proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

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

4.19 Heritage saved policies of the UDP of relevance to the proposed scheme include:

- DC18.1 'Conservation Areas' states that the Council will seek to preserve and enhance the character of designated conservation areas.
- DC19 'Listed Buildings' states that the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings as well as protecting their general setting.

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

4.20 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; 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.

5. Heritage Appraisal

- 5.1 This section provides a heritage appraisal of the impact of external alteration proposed as part of the change of use application.

Impact on the Stevenson Square Conservation Area

- 5.2 Proposed alterations to the shop frontage will be visible when travelling towards the site looking east. Within these views the southern boundary of the Conservation Area will also be located to the northeast, aligning Piccadilly. The frontage of historic commercial buildings to the northeast and within the Conservation Area will maintain a peripheral position within such views (see figure 5.1). It is not considered that the proposed alterations to the shop front would have any adverse impact on the character or appearance of the Conservation Area. The alterations are relatively minor and modest in scale. Additionally, the proposed shop front is considered to be more sensitive than surrounding ground floor commercial units, including those located within the boundary of the Conservation Area (see figure 5.2 and 5.3). Nearby shopfronts feature an eclectic mix of colours and signage sizes which creates a busy commercial environment. The proposed shopfront and signage is relatively modest in comparison and in keeping with the architecture of 1 Portland Street.



Figure 5.1: View of the site and Conservation Area in the backdrop.



Figure 5.2: Commercial nature of the surroundings with extensive and varied signage.



Figure 5.3: Ground floor shopfronts to listed buildings within the Conservation Area.

- 5.3 Due to intervening built form, the proposed changes to the rear would not be read in conjunction with the context of the Conservation Area, and therefore there would be no impact from the proposed fume extraction equipment or cycle parking. Overall, the impact of the development on the character and appearance of the Conservation Area is considered to be neutral. Importantly, the proposals will enable a vacant unit to be brought back into active use which will have a positive impact on the Conservation Area.

Impact on Nearby Listed Buildings

- 5.4 The application site immediately abuts the grade II listed Portland Thistle Hotel, and the proposed changes will be read within the context of this designated heritage asset (figure 5.4). The primary elevation of the Portland Thistle Hotel is the front (west) elevation, however it is not considered that the proposed alterations to the shopfront would detrimentally impact upon views of the hotel. As previously noted, the alterations are relatively minor and not a major departure from the style of shopfront which previously existed at the site. The hotel has been read in conjunction with former commercial units at

the site including Dainese cycle shop, and the proposed development is not a significant change from previous arrangements.



Figure 5.4: The site read in conjunction with the front elevation of the Portland Hotel.

5.5 It is also noted that the ground floor of the hotel itself features colourful advertisements and signage, including that for Jamboree Restaurant and Bar (figure 5.5) and for the Ibis Hotel (figure 5.6). This reaffirms that the heritage environment surrounding the site is very much embedded within the context of a commercialised and vibrant city centre. Taking account of this existing context, it is not considered that the proposed alterations would result in harm to the setting of listed hotel.



Figure 5.5: Jamboree signage at ground floor level of the Portland Thistle Hotel.



Figure 5.6: Ibis Hotel signage above the front entrance of the Portland Thistle Hotel.

5.6 In terms of the potential for the changes to the shopfront to impact on the heritage significance of the other nearby listed assets, including the Wellington statue and those on

the northern side of Piccadilly, it is not considered any negative heritage impact would arise. The limited impact of the proposals owes to the minor scale of the changes, and the fact that the proposed frontage is in keeping with the existing commercial nature of the surrounding context, which is dominated by shops, eateries, bars and other city centre uses featuring various styles of signage.

- 5.7 The proposals also involve installation of extraction equipment to the rear elevation, as well as the installation of 2no. wall mounted bike racks. The extraction unit will only extend slightly above the eaves of the host building. As a result of the height of the host building, neighbouring buildings and intervening built form, the rear alterations will not be visible from Piccadilly or Portland Street. The changes to the rear will only be visible from within the private rear courtyard and from a short section of Hope Street which is in proximity to the vehicle access gate to the site. The proposed extraction unit will be located adjacent to the north (side) elevation (figure 5.7) of the Portland Thistle Hotel and will also briefly be read in conjunction with the rear elevation of the hotel.



Figure 5.7: Rear elevation of the site and side elevation of the Portland Hotel.

- 5.8 The north elevation comprises a blank elevation finished in render, and the rear elevation is plain with extraction grilles, roller shutters, a fire escape exit door, CCTV, and security bars

at street level (figure 5.8). The north and rear elevations of the hotel are of no heritage interest.



Figure 5.8: Rear elevation of the Portland Thistle Hotel.

5.9 Due its 'back of house' positioning, the extraction unit will not be read in conjunction with the principal front elevation or the side elevation fronting onto Aytoun Street. The proposed alterations would not have any impact to the heritage significance of the neighbouring hotel.

5.10 In any event, Hope Street is a single lane access road and the section to the northern end is pedestrianised. It is not a busy thoroughfare and is generally characterised by servicing activities and infrastructure - as exemplified by the rear of the Portland Thistle Hotel as well as the courtyard area of the application site. Hope Street is fronted entirely by rear or side elevations of the buildings which occupy it. It is acknowledged that the side elevation of the Grand Hotel which fronts onto Hope Street is of heritage interest, however due to the positioning of the extraction unit and the courtyard arrangement of the site, the alterations will not be read in conjunction with this heritage asset (figure 5.9).



Figure 5.9: View looking north towards the site on Hope Street.

- 5.11 Overall, the heritage impact of the external alterations proposed to the application building upon listed buildings is considered to be neutral. By enabling the application building to be brought back into active use there will be a positive impact on the general environment in which nearby listed buildings are experienced.

6. Conclusion

- 6.1 This heritage statement has appraised the impact of external alterations proposed to the application property to enable it to operate as an A3 restaurant with an ancillary takeaway. By virtue of the being relatively minor in nature, and in keeping with the commercial nature of the surrounding environment, the alterations to the front elevation are considered to have no impact on the significance of nearby assets. The changes to the rear will also have no heritage impact since alterations are limited to a back of house position, and the courtyard arrangement of the site and other built form will prevent the extraction unit being read in conjunction with features of special heritage interest.
- 6.2 Overall, the proposed development will have no impact to the heritage significance of nearby listed buildings, nor will there be any impact to the character and appearance of the Stevenson Conservation Area. 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.