

Heritage Statement

Ducie Street Warehouse, Manchester

August 2025

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Client
Manchester Street Food Ltd

Our reference
02880

August 2025

1. Introduction

- 1.1 This Heritage Statement has been prepared on behalf of Manchester Street Food Ltd (the ‘applicant’) in connection with applications for full planning permission, listed building consent and advertisement consent for internal and external works to form a food hall (the ‘Proposed Development’) at Ducie Street Warehouse, Manchester (the ‘Site’).

- 1.2 The formal descriptions of development are as follows:

Full planning permission – *“Full planning application for the partial change of use of ground floor level to form a food hall with associated vendor kiosks, bars, customer seating, back of house facilities and retention of existing cinema room and external terrace.”*

Listed building consent – *“Internal works comprising the reconfiguration of the ground floor level to facilitate the provision of a food hall including alterations to existing extraction system, external works comprising installation of signage.”*

- 1.3 The Site comprises Ducie Street Warehouse, a grade II listed former bonded warehouse located in proximity to Piccadilly Station. The listed building is currently owned and operated by Native Places Ltd for a wide range of uses including restaurants, bar, gym, cinema, leisure and a 194-bed aparthotel on the upper floors of the building. The Site does not form part of an area based heritage designation.

- 1.4 In determining the applications for full planning permission, advertisement consent and listed building consent, Manchester City Council (‘MCC’) has statutory duties under the Planning (Listed Buildings and Conservation Areas) Act 1990 (the ‘Act’) to have special regard to the desirability of preserving listed buildings, their setting and any features of special architectural or historic interest which they possess.¹ Case law has established that ‘considerable importance and weight’ should be given to these statutory duties.

- 1.5 The National Planning Policy Framework (‘NPPF’) (2024) provides the Government’s national planning policy on the conservation of the historic environment. In respect of information requirements for applications, Paragraph 207 states the following:

“In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets’ importance and no more than is sufficient to understand the potential impact of the proposal on their significance.”²

- 1.6 To comply with these requirements, Section 2 of this Statement introduces the Site and provides a summary of its historical development. Section 3 identifies relevant heritage assets with potential to be affected by the Proposed Development and Section 4

¹ s.16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990

² MHCLG, 2024. *National Planning Policy Framework*. Para. 207

provides an assessment of their significance and setting, proportionate to both the importance of the asset and the likely impacts. An assessment of the impact of the Proposed Development on the significance of the relevant designated heritage assets is set out in Section 5, in light of the statutory duties of the Act, national planning policy set out in the NPPF and local planning policy for the historic environment (set out in detail in **Appendix 1**). The conclusions of the Statement are provided in Section 6.

- 1.7 This Statement has been prepared on the basis of published information, proportionate archival research and a site visit carried out in June 2025. It has been prepared in accordance with Historic England guidance and best practice advice in relation to Managing Significance in Decision-Taking in the Historic Environment ('GPA 2')³ and Statements of Heritage Significance ('HEAN 12')⁴.

³ Historic England, 2015. *Managing Significance in Decision-Taking in the Historic Environment. Historic Environment Good Practice Advice in Planning: 2*

⁴ Historic England, 2019. *Statements of Heritage Significance: Analysing Significance in Heritage Assets. Historic England Advice Note 12*

2. Site Context and Historic Development

Site Context

- 2.1 The Site comprises grade II listed London Warehouse (or 'Ducie Street Warehouse') and is located within the urban centre of Manchester, on the south side of Ducie Street and close to the junctions with Dale Street (to the north west) and Station Approach (to the west) (**Figure 2.1**). It is bounded to the south, west and east by areas of surface car parking and to the north by Ducie Street.

Figure 2.1: Aerial view of the Site and surrounding area



- 2.2 The Site has a highly developed, urban context comprised of a mix of 18th, 19th, 20th and 21st century buildings, areas of surface car parking and road, rail and canal infrastructure including Manchester Piccadilly Station and the Rochdale Canal.

Historic Development of the Site and Surrounding Area

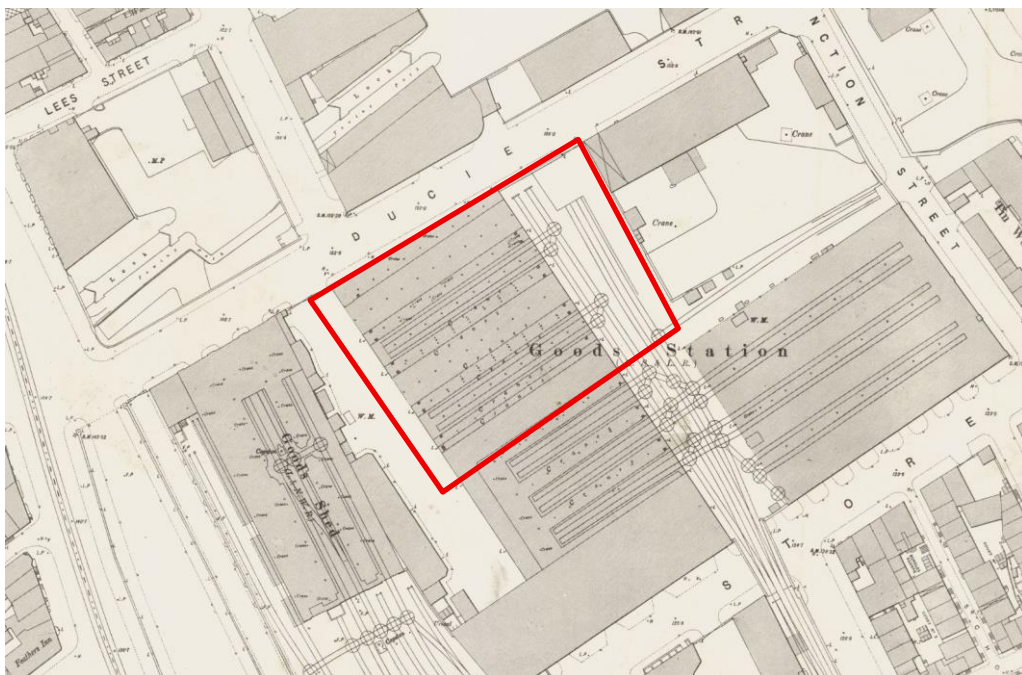
- 2.3 Piccadilly Station was built in 1865 by the Manchester Sheffield and Lincolnshire Railway ('MSLR') and the Manchester and Birmingham Railway Company (MBRC), replacing the former London Road Station. The MSLR erected a new goods yard complex to the west of the station comprising four warehouses, of which only Ducie Street Warehouse survives. Historic maps and secondary sources⁵ suggest that part of the Ashton Canal terminus was filled in for the construction of the yard, and that the route of Ducie Street was altered (**Figure 2.2**).

⁵ Hartwell, C, 2002. *Pevsner Architectural Guides: Manchester*

Figure 2.2: Extract from J. Adshead's Map of the Township of Manchester, Sheet 9, 1850



Figure 2.3: Extract from the OS County Series Map of Lancashire, 1891



- 2.4 The 1891 OS Map (**Figure 2.3**) shows the four warehouses which originally made up the goods yard. Ducie Street Warehouse is legible as part of a range of three connected warehouses, with a fourth being detached and located to the east. Railway access was from the north east side of the building where sidings are visible extending along its flank and connecting to Piccadilly Station to the south east. A contiguous goods shed extends from the south east elevation of Ducie Street Warehouse and in **Figure 2.4** this

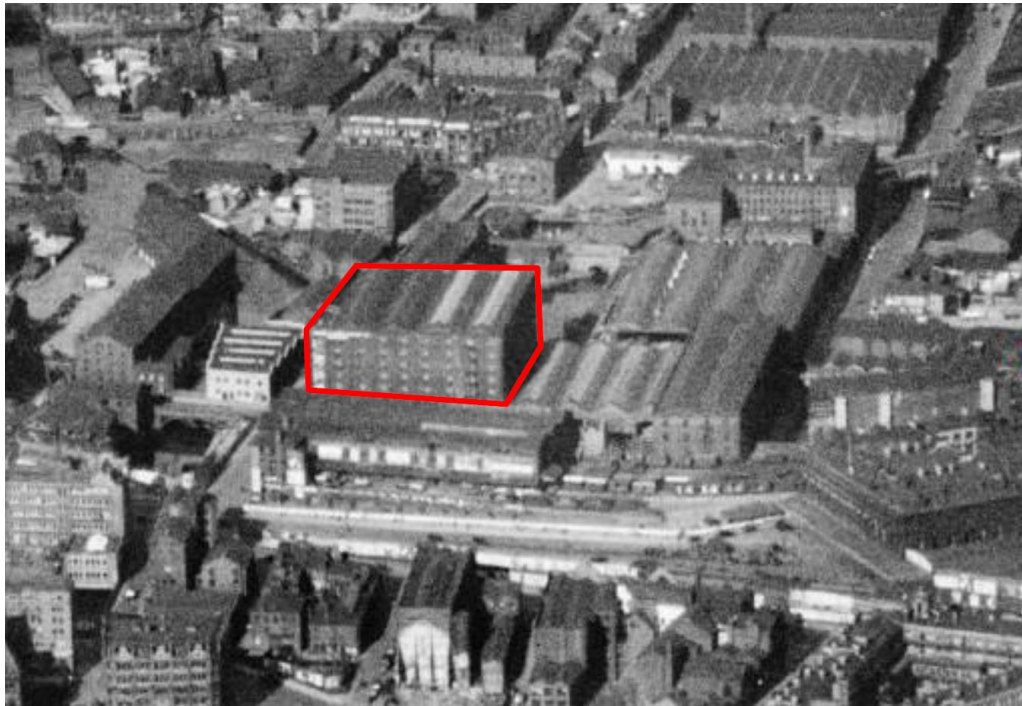
building is visible as a single storey structure with a saw-tooth roof. It is therefore clear that the ground floor of the south east elevation was not originally exposed.

Figure 2.4: Photograph of Ducie Street Warehouse, 1900



- 2.5 Excavations by Matrix Archaeology on the south side of the building in 2008-9 revealed foundations for a wagon turntable (c.1860) near the former railway sidings and above a vault over the warehouse's basement. Road access was from the south west side, where a linear courtyard was formed by the other warehouses within the goods yard. **Figure 2.4** shows this yard and the goods shed attached to the south east elevation of Ducie Street Warehouse. The goods yard remained in use through the early 20th century and there was little change in its configuration compared with the late 19th century. **Figure 2.5** illustrates how the goods shed to the south east of Ducie Street Warehouse was still in place in 1937.

Figure 2.5: Aerial Photograph of Ducie Street Warehouse, 1937



- 2.6 The Store Street Warehouse and contiguous goods shed were demolished in the 1960s, exposing the ground floor eastern elevation of Ducie Street Warehouse (**Figure 2.6**). At some time during the second half of the 20th century, Ducie Street Warehouse became vacant and remained as such until the late 1990s, when it was converted into an aparthotel to designs by architects Mueller Kneer.

Figure 2.6: Extract from the OS National Grid, 1971



- 2.7 This conversion involved the removal of solid floors and the central section of structural ironwork to create a full-height atrium. New floorplates were inserted and

the space was partitioned to form apartments. Arched brickwork ceilings were retained, as was the ironwork, columns and roof trusses in the apartment spaces. A penthouse floor was added to the roof, involving the removal of the central section of the pitched sawtooth roof structure and its replacement with a lightweight glazed structure over the atrium. An externally expressed glazed lift was added at this time to serve the penthouses. The ground floor was converted and partitioned for use as a hotel reception and function spaces, with mezzanine levels inserted.

Summary of Historic Development

- Ducie Street Warehouse was built shortly after the construction of Piccadilly Station in 1865 as part of a goods yard which comprised four warehouses.
- The configuration of the goods yard remained relatively unchanged throughout the late 19th and early 20th centuries.
- The Store Street Warehouse and a single storey goods shed to the south of the Site were demolished in the 1960s, leaving only Ducie Street Warehouse as a standalone building.
- After a period of vacancy in the second half of the 20th century, Ducie Street Warehouse was converted in the late 1990s into an aparthotel.

3. Heritage Assets

Heritage Assets

- 3.1 The NPPF defines a heritage asset as:

“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. It includes designated heritage assets and assets identified by the local planning authority (including local listing).”⁶

- 3.2 This Statement addresses built heritage assets only and does not include consideration of the archaeological resource or below ground heritage assets.

Designated Heritage Assets

- 3.3 Designated heritage assets are those which possess a level of heritage interest that justifies designation and are then subject to particular procedures in planning decisions that involve them. Designated heritage assets include, amongst others, conservation areas, listed buildings and scheduled monuments.

Conservation Areas

- 3.4 The Site is not located within a conservation area but is located close to the boundaries of the Stevenson Square Conservation Area and the Whitworth Street Conservation Area, which are to the north and south west of the Site respectively. Taking account of the nature and extent of the Proposed Development, the conservation areas are unlikely to experience effects and are therefore not considered further in this Statement.

Listed Buildings

- 3.5 The Site comprises London Warehouse (grade II listed building) which has the potential to be affected by the Proposed Development.
- 3.6 There are also a number of listed buildings in close proximity to the Site, including Rochdale Canal Lock Number 84 (Dale Street Lock) (grade II listed building) and Rochdale Canal Lock Number 85, in Tunnel Between Piccadilly and Dale Street (grade II listed building). In spite of their proximity to the Site, the listed buildings outside of the Site boundary are unlikely to experience effects arising from the Proposed Development due to the following considerations:
- The nature and extent of the Proposed Development;
 - The nature and extent of their significance (including functional or historic connections);

⁶ MHCLG, 2024. *National Planning Policy Framework*. Annex 2: Glossary

- Lack of visual relationship between the listed building and the Proposed Development due to intervening buildings and structures;
- The orientation of views and the way in which the listed building is experienced and the contribution made by setting; and/or
- The existing urban context that characterises the setting of the listed building in which the Proposed Development would also be experienced.

3.7 With the exception of London Warehouse, the listed buildings are not considered further in this Statement.

Non-designated Heritage Assets

3.8 The NPPF clarifies that heritage assets include both designated heritage assets and assets identified by the local planning authority (including local listing). Such assets are referred to as 'non-designated heritage assets'.

3.9 Historic England GPA 2 states:

“Non-designated heritage assets include those that have been identified in a Historic Environment Record, in a local plan, through local listing or during the process of considering the application.”

3.10 MCC does not presently maintain a local list of non-designated heritage assets. However, the Greater Manchester Historic Environment Record ('HER') has been consulted and no non-designated heritage assets have been identified which have the potential to be affected by the Proposed Development.

4. Significance of Heritage Assets

Introduction

- 4.1 This section provides an assessment of the significance of London Warehouse (grade II listed building), which is hereafter referred to as ‘Ducie Street Warehouse’.
- 4.2 The assessment is intended to be proportionate to the importance of the heritage asset and sufficient to understand whether any potential impacts would arise as a result of the Proposed Development. It has been informed by a site visit carried out in June 2025, historic map regression and review of existing published information.
- 4.3 The NPPF defines the significance of a heritage asset as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”⁷

Listed Buildings

- 4.4 Listed buildings are defined as designated heritage assets that hold special architectural or historic interest. The Principles of Selection for Listed Buildings (revised 2025) was published by the Department of Digital, Culture, Media and Sport (‘DCMS’) and is supported by Historic England’s Listing Selection Guides for each building type.

Setting

- 4.5 The NPPF defines the setting of a heritage asset as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral.”⁸

- 4.6 Historic England has published guidance⁹ in respect of the setting of heritage assets, providing detail on understanding setting and the associated assessment of the impact of any changes. The guidance confirms that:

“Setting is not a heritage asset, nor a heritage designation, rather its importance lies in what it contributes to the significance of the relevant heritage asset itself.”

- 4.7 Further guidance on the definition of setting and how it should be taken into account is set out in the latest National Planning Practice Guidance (NPPG) relating to the historic environment. It states:

⁷ MHCLG, 2024. *National Planning Policy Framework*. Annex 2: Glossary

⁸ MHCLG, 2024. *National Planning Policy Framework*. Annex 2: Glossary

⁹ Historic England, 2017. *Good Practice Advice Note 3: The Setting of Heritage Assets*

“The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places.”

- 4.8 The Catesby Estates Ltd v Steer (2018) EWCA Civ 1967 judgement confirmed that historic, social and economic connections are relevant in assessing the contribution made by the setting of heritage assets.

Assessment

- 4.9 This section provides an assessment of the significance of Ducie Street Warehouse as a designated heritage asset with potential to be affected by the Proposed Development.
- 4.10 The assessment is intended to be proportionate to the importance of the heritage asset and sufficient to understand whether any potential impacts from the Proposed Development arise. They have been informed by a site visit, historic map regression and existing published information.

Grade II Listed Building – Ducie Street Warehouse

Architectural and Historic Interest

- 4.11 Ducie Street Warehouse is of special architectural and historic interest as a late 19th century bonded warehouse built in connection with Manchester Piccadilly Station.
- 4.12 The listed building derives architectural interest from its monumental scale, austere and functional external appearance and the consistent rhythm of the fenestration (**Figure 4.1**). It is square in plan with 9 bays to the front elevation (north west) and 10 bays to the sides (north east and south west), and rises to seven storeys. The historic form of the roof has been interrupted by inserted space for penthouse apartments, but this is not visible from ground level and four prominent gables remain visible in the side elevations behind a parapet roof. The windows are small and segmental headed with small paned glazing and are set in an ordered arrangement in bays divided by brick pilasters. The listed building is of brown brick construction with stone dressings, prominent quoins and a stone and brick parapet.
- 4.13 The north west (Ducie Street) elevation features a central modern paired entrance set within a solid metal frame which extends across two bays (**Figure 4.2**). The entrance and associated letter signage reading ‘DUCIE STREET WAREHOUSE’ is painted black and non-illuminated. Whilst not historic, the entrance is of a functional character which is sympathetic to that of the wider elevation.
- 4.14 The side and rear (south east) elevations feature paired segmental wagon arches. Those to the north east and south west are divided by heavy cast iron columns with square capitals. The arches are now infilled with a mixture of recessed glazed panels, doors and metal gates. A prominent feature of this elevation is the modern glazed lift tower which was built to provide level access to the penthouse apartments. The lift tower is set back from the elevation with two connections beneath the second and fifth floor levels. It is not of special interest and is legible as a contemporary addition.

Figure 4.1: View of Ducie Street Warehouse from the west on Ducie Street



Figure 4.2: View of the principal entrance in the north west elevation of Ducie Street Warehouse



- 4.15 The former warehouse was designed with a fireproof construction, originally having no dividing walls and featuring cast iron columns and riveted wrought iron girders with jack arches enabling large spaces to be spanned. The cast iron columns have base diameters of up to over 2ft (65cm) and diminish in circumference on each floor. Eighteen regularly spaced internal hoists once raised and lowered goods to and from road and rail vehicles, but have since been removed from the building.¹⁰ The ground floor ceiling height is comparatively higher than other floors and the floor level has been partially raised.
- 4.16 Modern partition walling and fittings have been inserted at ground floor level to formalise the creation of an entrance lobby, reception, kitchens, bar, stores, gym, hotel accommodation, a cinema, offices and toilets. The central space (**Figure 4.3**) remains partly open in plan which supports the ability to appreciate the scale and volume of the internal space and contributes to the significance of the listed building. The ground floor also retains original cast iron columns, beams and brick jack arch ceiling structure, except for a central glazed section which defines the bottom of the hotel atrium above. The ceiling structure is obscured in some places by mechanical plant and ducting associated with the heating, cooling and ventilation of the internal space. Modern light fixtures and fittings have also been inserted throughout (**Figure 4.4**).

Figure 4.3: View of the interior of Ducie Street Warehouse at ground floor level



¹⁰ Historic England, 2002. *Manchester: The Warehouse Legacy*

Figure 4.4: View of existing mechanical plant and ducting with Ducie Street Warehouse



- 4.17 The atrium is open from the first to seventh floors with a walkway to all sides. With the exception of the retained ironwork, the structure is modern and entirely relates to the late 20th century conversion of the building for use as an aparthotel. Metal interior windows provide light into the apartments. The second to sixth floors are laid out in a similar manner and have been subdivided with partition walling to create apartments. The fireproof ceiling structure, iron columns and riveted girders are retained and exposed in the apartments and servicing and circulation areas, though the apartment fixtures and fittings are modern. The penthouse level located on the roof of the building is entirely modern and of no interest.

Summary of Significance

- The industrial character of Ducie Street Warehouse, in particular its monumental scale, functionality and ordered fenestration, is of special architectural interest and makes a strong contribution to the special interest of the listed building.
- The creation of penthouse apartments and addition of roof extension resulted in the loss of much of the original roof structure. The modern replacement roof fabric, penthouses and glazed lift tower are not of special interest.
- The interior of the listed building has been altered in connection with its conversion for use as an aparthotel. However, key elements including cast iron columns, riveted wrought iron girders and brick fireproof ceilings contribute to the special interest of the listed building where retained and particularly where visible.
- The partially retained open plan of the building contributes to significance by providing an appreciation of the historic volume and open character of the internal space.
- Other fragmentary elements of the historic structure or workings of the former warehouse also survive and contribute to significance, including a hoist wheel and hoist bays.
- The inserted structure and mezzanine floors date from the late 20th century and are not of special interest.

- The listed building is of special historic interest as a former bonded warehouse and for its association with the MSLR. It is the last of four original buildings constructed as part of a goods yard associated with Manchester Piccadilly Station, which opened in 1865.
- The significance of the listed building has been diminished in part by the loss of the other buildings within the former goods yard.

5. Impact Assessment

Introduction

- 5.1 In determining the submitted applications for full planning permission, advertisement consent and listed building consent, MCC has statutory duties under s.16(2) and s.66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving listed buildings, their setting and any features of special architectural or historic interest which they possess.
- 5.2 Paragraph 210 of the NPPF states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them to viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.
- 5.3 Paragraph 212 requires when considering the impact of development on the significance of a designated heritage asset that great weight should be given to the asset's conservation. 'Conservation' is defined by the NPPF as the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.
- 5.4 Paragraphs 214 and 215 differentiate between 'substantial' and 'less than substantial' harm and provide a framework for the consideration of harm to the significance of designated heritage assets where it arises, bearing in mind the considerable importance and weight that must be given to the statutory duties of the 1990 Act.
- 5.5 Paragraph 215 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.
- 5.6 The relevant heritage legislation, policy and guidance context for consideration of the Proposed Development is set out in full in **Appendix 1**.

The Proposed Development

- 5.7 The Proposed Development comprises internal and external works associated with the provision of a food hall at ground floor level within Ducie Street Warehouse. This section should be read in conjunction with the planning drawings and the Design and Access Statement prepared by Follow Friday Interior Designers.
- 5.8 The project brief and vision as defined in the Design and Access Statement is as follows:

"The project proposes to transform the ground floor of Ducie St Warehouse into a curated street food venue that celebrates Manchester's cultural diversity, culinary creativity, and industrial heritage. It will offer a selection of independent food vendors, communal dining spaces and flexible events zones creating a vibrant destination for

locals and visitors... The vision for the food venue is to create a welcoming, inclusive and energetic space that reflects the spirit of Manchester; bold, diverse and community driven. It will be a platform for emerging talent, a hub for cultural exchange and a catalyst for social connection.”

- 5.9 As illustrated in **Figure 5.1**, the Proposed Development requires the removal of modern partition walls, glazed partitions and modern fixtures to allow for the creation of a revised ground floor arrangement featuring 10no. independent kitchens, a central bar and subsidiary bar, toilets and stores (**Figure 5.2**). No historic fabric or features, including the cast iron columns, beams and brick jack arch ceiling structure, would be altered or removed, and the usable ground floor public area would be comparable to the existing layout. Minor alterations are also proposed at first floor level to subdivide an existing staff room into a staff room and ancillary office.
- 5.10 The proposed kitchens would be arranged in three clusters and dispersed throughout the interior of the ground floor. With the exception of kitchens 1-5 (which would be located below an existing mezzanine floor level), the kitchens would be freestanding structures leaving open space above with views through to the ceiling. The location and footprint of the kitchens has been designed to avoid conflicts with existing columns. Where the proposed central bar interfaces with the columns, it will be sculpted around the feature with an offset in a similar manner to the existing bar.

Figure 5.1: Proposed Ground Floor Demolition Plan

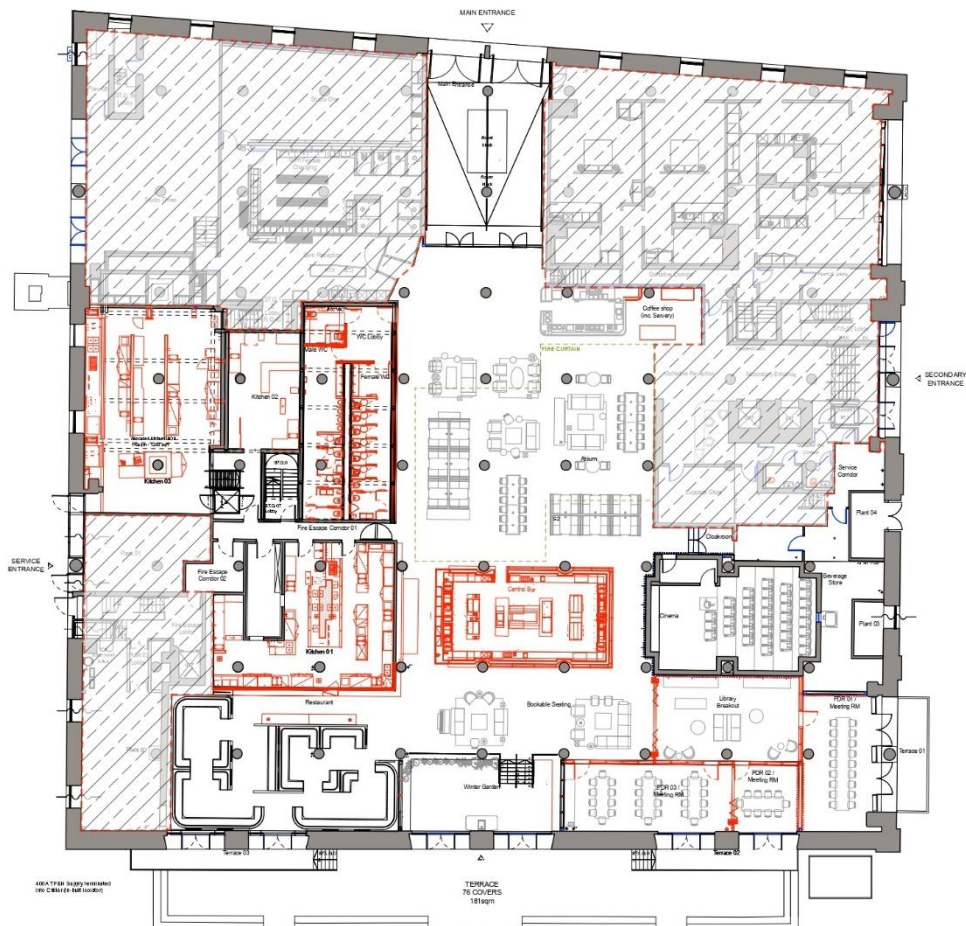
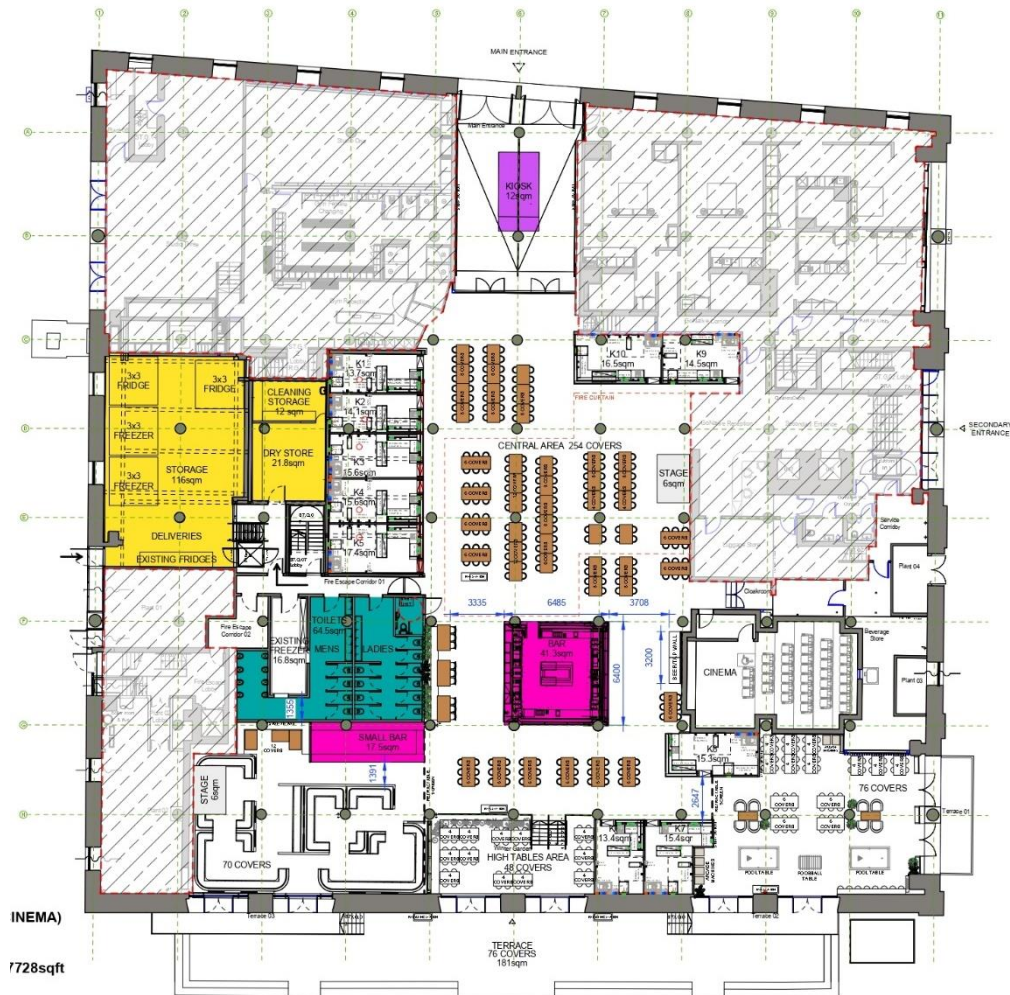


Figure 5.2: Proposed Ground Floor Layout Plan



- 5.11 The introduction of a new kitchen arrangement requires alterations to mechanical and electrical services (as set out in drawings 25011(57)PLS100 and 25011(57)PL001 and described in the accompanying narrative prepared by The Keenan Consultancy). The mechanical servicing works will principally comprise adaptations to the existing installed systems with minor additional ducting introduced where necessary. The additional ducting would run at a high level and on the same lines as existing exposed services and would be formed in rectangular galvanised steel to match existing. There would be no external alterations associated with the mechanical and electrical services.
- 5.12 Finally, in respect of external alterations, it is proposed to introduce additional letter signage above the principal elevation in the north west elevation to read 'MANCHESTER STREET FOOD' and to externally illuminate this and the existing letter signage below with a soft glow. The glazed lift shaft attached to the south west elevation is also proposed to be internally illuminated using 3no. surface mounted lights positioned at regular intervals within the lift shaft.

Impact Assessment

- 5.13 This section describes the impact of the Proposed Development on the grade II listed Ducie St Warehouse. The assessment employs current national advice provided by Historic England as an appropriate framework for analysis, including GPA 2, which sets out the importance of good design and response to local distinctiveness in the historic environment.

Impact on Ducie Street Warehouse – Grade II Listed Building

- 5.14 Ducie Street Warehouse is of significance as a mid 19th century former bonded warehouse which was purpose-built as part of a goods yard associated with Manchester Piccadilly Station. The building draws architectural interest and significance from its industrial character, in particular its monumental scale, functionality and ordered fenestration, as well as surviving internal features including cast iron columns, riveted wrought iron girders and brick jack arch ceilings. The semi-open plan of the ground floor also contributes to significance by providing an appreciation of the historic volume and open character of the internal space.
- 5.15 The Proposed Development comprises a series of internal and external alterations required to support the conversion of the ground floor for use as a food hall. With the exception of minor alterations at first floor level to create an ancillary office within the existing staff room, all internal alterations would be limited to the ground floor. The significance which the listed building derives from its interior above ground floor level would therefore be sustained. This includes all retained and exposed columns, girders and ceilings, as well as historic features such as hoist wheels and bays. The proposed works at ground and first floor level are limited to areas of the building which have previously been altered and no historic fabric would be directly affected.
- 5.16 The existing partition walls, bar and kitchen and other fittings to be removed are later insertions which do not contribute to the special interest of the listed building. Their removal is therefore considered to be acceptable in principle. The proposed revised internal arrangement featuring 10no. independent kitchens, a central and subsidiary bar, toilets and stores is broadly comparable to the existing layout. It would retain a similar amount of open, usable internal space whilst also encouraging greater use of the south east corner of the building, which is currently subdivided into private meeting spaces and offices.
- 5.17 The proposed bars and kitchens would be experienced as standalone, contemporary insertions into the internal space, allowing for views between and above the structures towards the jack arch ceiling and girders. The proposed arrangement of the bars and kitchens would sustain the ability to appreciate the full scale and volume of the internal space both in terms of static views (notably from the main entrance across the ground floor level, as existing) and dynamic experience whilst moving through the building. This would in turn continue to support the ability to appreciate the architectural interest and significance derived from this aspect of the listed building's character.
- 5.18 As indicated in the Design and Access Statement, whilst two columns will be partially enveloped by kitchens 9 and 10, a further seven columns throughout the ground floor

will be revealed as a result of the proposed layout changes. In all other instances, the kitchens and bars have been arranged to avoid conflicts with existing columns, with standoffs being introduced in order to maintain legibility of the features. Four columns would continue to demarcate the edge of the central bar (as existing) and the bar itself would be sculpted around these features.

- 5.19 The proposed mechanical and electrical services would principally utilise the existing systems and ducting with only a minor amount of additional ducting required. Taking account of the extent of existing exposed ducting, pipework and cable trays throughout the ground floor (refer to **Figures 4.3** and **4.4**) and the proposed matching design and routes of the additional ducting, it is considered that the minor additional ducting that is required would not affect the character of the internal space to a degree that would diminish the special interest of the listed building. The proposed mechanical and electrical services do not require any external works to be carried out and the architectural interest of the external elevations would therefore be unaffected by this aspect of the Proposed Development.
- 5.20 The proposed letter signage to the principal elevation would match the existing letter signage below and both rows of letter signage would be subtly externally lit. The signage is considered to be proportionate in scale to the entrance and of a simple, modest style which would harmonise with the functional and robust character of the principal elevation. The proposed lighting fixtures within the glazed lift shaft would be installed onto modern fabric with no impact on historic fabric. They would illuminate a modern structure which makes no contribution to the special interest of the listed building and which would continue to be legible as a separate, contemporary addition. The architectural character, rhythm and detailing of the elevation would continue to be able to be appreciated and with greater attention drawn to the building as a result of the lighting installation.
- 5.21 The Proposed Development as a whole would support the continued active and sustainable use of the listed building whilst encouraging increased public interaction and engagement with the ground floor level. The significance which the listed building derives from its historic interest as a former bonded warehouse and for its association with the MSLR and Piccadilly Station would be sustained by the Proposed Development. The Proposed Development would also sustain the significance derived from the architectural character of the exterior of the building, in particular its monumental scale, functionality and ordered fenestration, all of which would remain unaltered.
- 5.22 In conclusion, no harm would be caused by the Proposed Development and the significance of the grade II listed Ducie Street Warehouse would be sustained.

Statutory Duties and NPPF

- 5.23 Based on our assessment, it is concluded that the significance of the grade II listed Ducie Street Warehouse would be sustained. The Proposed Development will therefore meet the objectives of Paragraphs 210 and 212 of the NPPF and the requirements of s.16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 can be satisfied if MCC grants planning permission and listed building consent.

Local Planning Policy

- 5.24 In accordance with Policy JP-P2 of the Places for Everyone Joint Development Plan Document, Policies CC 9 and EN 3 of the Core Strategy Development Plan Document and Unitary Development Policy DC19.1, this Statement provides a description of the significance of the heritage assets with potential to be affected by the Proposed Development (grade II listed Ducie Street Warehouse) and an assessment of its potential impact. The significance of the listed building will be sustained and the requirements of local heritage planning policy are therefore satisfied.

6. Conclusions

- 6.1 This Heritage Statement has been prepared on behalf of Manchester Street Food Ltd (the 'applicant') in connection with applications for full planning permission, listed building consent and advertisement consent for internal and external works to form a food hall (the 'Proposed Development') at Ducie Street Warehouse, Manchester (the 'Site').
- 6.2 The Site comprises Ducie Street Warehouse, a grade II listed former bonded warehouse located in proximity to Piccadilly Station. The listed building is currently owned and operated by Native Places Ltd for a wide range of uses including restaurants, bar, gym, cinema, leisure and a 194-bed aparthotel on the upper floors of the building. The Site does not form part of an area based heritage designation and there are no further heritage assets with potential to be affected by the Proposed Development.
- 6.3 A review of the history and development of the Site and surrounding area has been undertaken in Section 2 and the significance and setting of the listed building described in Section 4. An assessment of the impact of the Proposed Development on the significance of the listed building is set out in Section 5, in light of the statutory duties of the 1990 Act, national planning policy set out in the NPPF and local planning policy for the historic environment (set out in detail in **Appendix 1**).
- 6.4 Based on our assessment, it is concluded that the significance of the grade II listed Ducie Street Warehouse would be sustained. The Proposed Development will therefore meet the objectives of Paragraphs 210 and 212 of the NPPF and the requirements of s.16(2) and 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 can be satisfied if MCC grants planning permission and listed building consent.

Appendix 1: Heritage Legislation, Planning Policy and Guidance

Legislation

The Planning (Listed Buildings and Conservation Areas) Act 1990

In determining applications for listed building consent and planning permission affecting listed buildings, the following duties are placed on the decision maker:

“s.16(2) In considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”

“s.66(1) In considering whether to grant planning permission or permission in principle 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 or historic interest which it possesses.”

Case law has confirmed that Parliament’s intention in enacting section 66(1) was that decision makers should give *“considerable importance and weight”* to the desirability of preserving the special interest and setting of listed buildings, where *“preserve”* means *“to do no harm”*. The presumption is therefore that development proposals should not give rise to harm to the special interest of a listed building. This duty must be borne in mind strongly when considering cases where harm may be considered to accrue, and then the balancing of such harm against public benefits as required by national planning policy.

National Planning Policy

National Planning Policy Framework (NPPF) (2024)

The NPPF was introduced in March 2012 as the full statement of Government planning policies covering all aspects of the planning process. The latest revised NPPF was published in December 2024 and amended in February 2025. It provides a statement of Government planning policies with regard to the protection of all heritage assets. One of the core planning principles of the NPPF is that planning should:

“conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.”

Chapter 16 outlines the Government’s guidance regarding conserving and enhancing the historic environment.

Paragraph 207 outlines the information required to support planning applications affecting heritage assets, stating that applicants should provide a description of the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset’s importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

Paragraph 210 states that with regard to determining planning applications planning authorities should take account of the desirability of sustaining and enhancing the significance of the heritage assets, and putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 212 confirms 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 and the more important the asset, the greater the weight should be. It is also confirmed that significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. Any harm to, or loss, of significance of a designated heritage asset should require clear and convincing justification.

Paragraph 213 confirms that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

Paragraph 214 states that where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- (i) the nature of the heritage asset prevents all reasonable uses of the site; and
- (ii) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- (iii) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- (iv) the harm or loss is outweighed by the benefit of bringing the site back into use.

Paragraph 215 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

National Guidance

National Planning Practice Guidance (NPPG) (2024)

Whilst not planning policy, Planning Practice Guidance provides a clear indication of the Government's approach to the application of national policy contained in the NPPF. Where there is conflict between the guidance in NPPG and earlier documents, NPPG will take precedence.

Historic England: Historic Environment Good Practice Advice in Planning Note 2: Managing Significance in Decision-Taking in the Historic Environment (2015)

GPA 2 provides information to assist in implementing historic environment policy in the Framework and the related guidance given in the NPPG. These include; assessing the

significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.

It provides the following suggested staged approach to decision making where there may be a potential impact on the historic environment:

- (i) Understand the significance of the affected assets;
- (ii) Understand the impact of the proposal on that significance;
- (iii) Avoid, minimise and mitigate impact in a way that meets the objectives of the Framework;
- (iv) Look for opportunities to better reveal or enhance significance;
- (v) Justify any harmful impacts in terms of the sustainable development objective of conserving significance and the need for change;
- (vi) Offset negative impacts on aspects of significance by enhancing others through recording, disseminating and archiving archaeological and historic interest of the important elements of the heritage assets affected.

Historic England Advice Note 12, Statements of Heritage Significance: Analysing Significance in Heritage Assets (2019)

This advice note provides guidance with regard to the NPPF requirement for applicants for heritage and other consents to describe heritage significance, to help local planning authorities make decisions on the impact of proposals for change to heritage assets. It explores the assessment of heritage significance as part of a staged approach to decision making, in which assessing significance precedes designing the proposals. It also describes the relationship with archaeological desk-based assessments and field evaluations, as well as Design and Access Statements.

Historic England Good Practice Advice in Planning Note 3 'The Setting of Heritage Assets' (Second Edition) (December 2017)

Historic England has published revised guidance relating to the setting and views of heritage assets. The document gives general advice on understanding setting and how it may contribute to the significance of heritage assets. It also provides advice on how views play a part in setting. It suggests a staged approach to taking decisions on the level of the contribution which setting and related views make to the significance of heritage assets.

The guidance clarifies that there can be a distinction between views that are valued for reasons other than their contribution to heritage significance such as reasons of landscape character or visual amenity.

It states that the extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. It also clarifies that the contribution that setting

makes to the significance of the heritage asset does not depend on their being public rights or an ability to access or experience that setting.

Paragraph 9 of the guidance states that setting is not itself a heritage asset. Its importance lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance.

Local Policy and Guidance

Places for Everyone Joint Development Plan Document, March 2024

Policy JP-P2: Heritage

“Particular consideration will be given to ensure that the significance of key elements of the historic environment which contribute to Greater Manchester’s distinctive identity and sense of place are protected from harm. These include historic town centres, places of worship, historic transport routes including the canal network, industrial buildings and structures including textile mills, farmsteads and other sites, buildings and areas of identified archaeological, artistic and/or historic value.

Development proposals affecting designated and non-designated heritage assets and/or their settings will be considered having regard to national planning policy. Where heritage assets have been identified as being at risk, Local Plans should identify specific opportunities for them to contribute to regeneration and placemaking, and they should set out strategies for their repair and re-use. Development proposals which will help safeguard the significance of and secure a sustainable future for Greater Manchester’s heritage at risk will be supported in principle, provided they are not contrary to national policy or other policies in the development plan.

Proposals should be informed, as necessary, by the findings and recommendations of the appropriate heritage assessment(s) in the development plan evidence base and/or any updated heritage assessment submitted as part of the planning application process.”

This policy supersedes paragraph 2 of Policy EN3 of the Manchester Core Strategy.

Manchester City Council: Core Strategy Development Plan Document (2012)

Policy CC 9 Design and Heritage

“Design of new buildings will need to be of the highest standard in terms of appearance and function. The standards and guidance explained in other LDF policies should be the basis for the approach to design, with particular attention to be given to the City Centre context and character.

Development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments.

The Council will support high density and mixed use development in the City Centre, but developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form. New development must support the range of uses the

Council expects to see in the City Centre and contribute to a coherent and integrated physical environment.”

Policy EN 3 Heritage

“Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, 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 scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.”

Manchester City Council: Extant Unitary Development Policies

Policy DC19.1 Listed Buildings

“In determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:

- (a) Not grant listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;*
- (b) Not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;*
- (c) Not permit any external or internal alteration or addition to a listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;*
- (d) Seek to preserve and enhance the setting of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;*
- (e) Permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;*
- (f) Not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.”*

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