June 2025

NOMA Redfern Building, Manchester, M4 4AH

Heritage Impact Assessment and Planning Statement in support of a Planning and Listed Building Consent application for the installation of a roof plant, alteration of 1.no external window to an access door, and internal fit out works within the retail unit at ground and lower ground floor level to include M&E services, central staircase, and secondary glazing.

a: 9 York Place, Leeds LS1 2DS t: 0113 243 6116
a: 32 Eyre Street, Sheffield, S1 4QZ t: 0114 354 0220
w: www.idplanning.co.uk

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This report is prepared by:

HG

1.0 Introduction

1.1 This Heritage and Planning Statement been prepared on behalf of NOMA (GP) Ltd. in support of a Planning and Listed Building Consent application at the NOMA Redfern Building, Redfern Street, Manchester, M4 4AH (**Plate 1**).

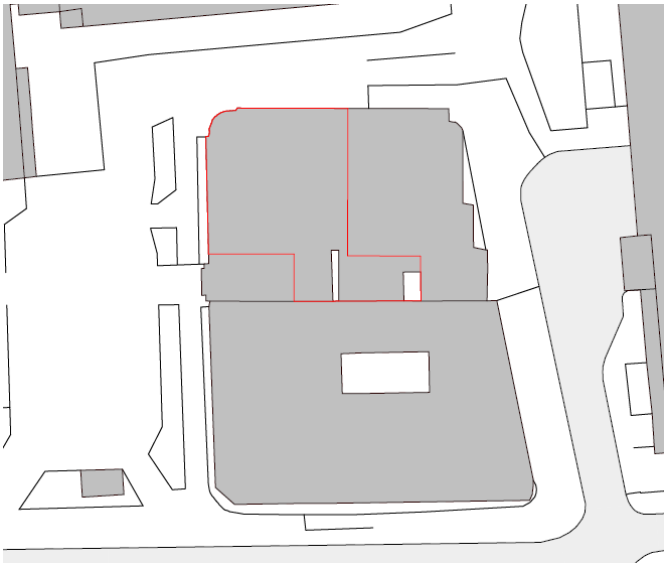


Plate 1 - Extract of the existing site plan, scaled at 1:200.

1.2 The detailed Description of Development is set out below:

Planning and Listed Building Consent for the installation of a roof plant, alteration of 1.no external window to an access door, and internal fit out works within the retail unit at ground and lower ground floor level to include M&E services, central staircase, and secondary glazing.

1.3 The application seeks approval for interior fit-out works to the lower ground, and ground floor, including the provision of an internal staircase, ventilation, and the replacement of one external lower ground floor window with a fully glazed aluminium door.

1.4 The building is consented for use under historical use classes A1 (retail), A3 (café), A4 (public house/drinking establishment), or D1 (exhibition space) and D2 (assembly and leisure) Sui Generis. The hours of operation, as specified in Condition 7 of the consent under application ref. **121290/FO/2018,** are A4 Bar, 0700-0100; A1 retail or A3 restaurant and café, 0900-0100; and Sui Generis Use, 0900-1900.

1.5 The proposed development is confined within the 483m2 of floorspace across the lower ground and ground floor of Unit 1. The use of Unit 1 and hours of operation will remain as approved under **121290/FO/2018** and **126845/JO/2020** as A3 (0900 – 0100), and A4 (0700-0100).

1.6 The methodology of this statement follows the requirements outlined in Section 16 of the NPPF regarding the conservation of the historic environment. Relevant statutory, national, and local policies are set out in **Section 2**.

1.7 Paragraph 207 of the National Planning Policy Framework (NPPF) requires applicants to describe the significance of any heritage assets affected by a development proposal, with the intent of understanding the potential impact of the proposals on their significance. This statement aims to satisfy the requirements of NPPF Paragraph 207.

Site Context

1.8 The Redfern Building (listed under the name 'Cooperative Society Building'), is a grade II listed building designated on June 5, 1994 (LEN: 1247472). The building is currently part of the NOMA regeneration area, which concerns the former Cooperative buildings situated just north of the city centre. The official list entry description provides a brief overview of the age, materials, and architectural attributes of the building that contribute to its significance:

> *Offices. 1937. By W.A.Johnson, Chief Architect to CWS. Buff Brick with flat roof. 5 storeys. Continuous window ranges of metal casements. Curving glazed entrance to Redfern Street. Dantzic Street front steps forward with curving corners and has, to left, a tall stair/lift tower with entrance and slit windows to left and vertical articulation to the windows and brickwork above. Small services block on roof.*

1.9 The site is surrounded by six grade II listed buildings; however, this proposal is not considered to impact upon the setting or significance of these proximate designated heritage assets due to the nature of the works being primarily internal. The site is also not located within a conservation area, and the proposals are not considered to impact upon the setting of the Shudehill Conservation Area, which lies south of the site.

Planning History

1.10 The following applications are considered to be relevant to the site and development proposals:

- **121290/FO/2018** - Change of use at Levels 1 and 2 from B1 office use to A1 (shop) or A3 (restaurant and café) or A4 (Drinking Establishment) (Unit 1), A4 (Drinking Establishment) (Unit 2) and A1 (shop), A4 (Drinking Establishment), B1 (office and workshop), D1 (exhibition space) and D2 (assembly and leisure) (Sui Generis) use, retention and refurbishment of B1 offices above and provision of cycle storage and showers, and bin storage along with external works relating to the reuse and refurbishment of the building including works to the windows and elevations (replacement of non-original timber and refurbishment of steel), creation of new shopfronts to Sadler's Yard and Mayes Street elevations, creation of an amenity terrace at roof level including external alterations to facilitate a new doorway, introduction of external plant and screen at roof level and associated works. – Approved 2019
- **121291/LO/2018 -** Listed Building Consent for internal and external alterations including replacement of non-original timber windows and refurbishment of steel windows; elevation works including the creation of new shopfronts to Sadler's Yard and Mayes Street elevations, the opening up of a new doorway at roof level; partial removal of floor at Level 2 to facilitate the creation of a double-height retail unit; installation of an office accommodation stair between Levels 6 and 7; repair of existing stair and lobby areas; installation of new rooftop plant and screen; and associated works all associated with Change of use at Levels 1 and 2 from B1 office use to A1 (shop) or A3 (restaurant and café) or A4 (Drinking Establishment) (Unit 1), A4 (Drinking Establishment) (Unit 2) and A1 (shop), A4 (Drinking Establishment), B1 (office and workshop), D1 (exhibition space) and D2 (assembly and leisure) (Sui Generis) use, retention and refurbishment of B1 offices above. – Approved 2019
- **126964/JO/2020** - S19 application to amend conditions 2 (Approved Dwgs and Documents) and 3 (Materials) attached to application ref no 121291/LO/2018 – Approved 2020

- **126845/JO/2020**- S73 application to amend conditions 2 (Approved Dwgs and Documents) and 3 (Materials) attached to application ref no 121290/FO/2018 – Approved 2020
- **128839/NMC/2020** - Non material amendment to vary condition 2(r) (Tenant Fit Out Strategy) attached to application ref no 126845/JO/2020 – Approved 2021
- **128779/JO/2020** - S19 application variation of condition 2(r) (Tenant Fit Out Strategy) attached to application ref no 126964/JO/2020 – Approved 2021

2.0 Policy Context

Statutory Context

2.1 Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 establishes that "in considering whether to grant permission 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."

National Context

2.2 The NPPF was updated in December 2024, and Section 16 refers specifically to conserving and enhancing the historic environment.

2.3 Paragraph 202 of 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."

2.4 The NPPF defines heritage 'significance' as "the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic, or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting."

2.5 The 'setting of a heritage asset' is defined in the NPPF 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."

2.6 Historic England's Conservation Principles, Policies and Guidance (2008) also offers useful definitions which underpin a value-orientated approach to assessing heritage significance. In this document, heritage values fall into four categories, which are broadly comparable with those expressed in the NPPF:

Evidential value – The potential of a place to yield evidence about past human activity.

Historical value – The ways in which past people, events and aspects of life can be connected through a place to the present. This can be illustrative or associative.

Aesthetic value – The ways in which people draw sensory and intellectual stimulation from a place.

Communal value – The meaning of a place for the people who relate to it or for whom it figures in their collective experience or memory.

2.7 Further, the Historic England Publication *Statements of Heritage Significance: Analysing Significance in Heritage Assets – Historic England Advice Note 12*, offers the values of archaeological interest, architectural and artistic interest, and historic interest under the following definitions:

Archaeological interest - There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.

Architectural and artistic interest - These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture.

Historic interest - An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

2.8 Paragraph 203 states that "plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account:

a) the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;

b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;

c) the desirability of new development making a positive contribution to local character and distinctiveness; and

d) opportunities to draw on the contribution made by the historic environment to the character of a place."

2.9 In determining applications, Paragraph 210 of the NPPF states that local planning authorities should take account of:

a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

c) the desirability of new development making a positive contribution to local character and distinctiveness.

2.10 Paragraph 212 states 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). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance."

2.11 Paragraph 213 details 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."

2.12 Paragraph 214 establishes 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:

a) The nature of the heritage asset prevents all reasonable uses of the site; and

b) No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

c) Conservation by grant-funding or some form of not-for-profit, charitable, or public ownership is demonstrably not possible; and

d) The harm or loss is outweighed by the benefits of bringing the site back into use."

2.13 Paragraph 215 states "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."

2.14 The revised publication confirms the purpose of the planning system is to contribute to the achievement of sustainable development. Paragraph 8 sets out the three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways. These are:

- An Economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
- A Social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being; and
- An Environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

2.15 The NPPF contains policies relating to a number of matters, one of which is design. On this theme, NPPF Paragraph 131 states:

> "The creation of high quality, beautiful and sustainable buildings and places is fundamental to what the planning and development process should achieve. Good design is a key aspect of sustainable development, creates better places in which to live and work and helps make development acceptable to communities."

2.16 Paragraph 135 establishes requirements for design and states "planning policies and decisions should ensure that developments:

a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;

b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;

c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);

d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;

e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience."

Local Context

2.17 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the development plan unless material considerations indicate otherwise.

2.18 The statutory development plan for Manchester consists of the Local Plan which is formed of the Core Strategy 2012-2027 (2012), and the Addendum to the Manchester Core Strategy (2024), Places for Everyone Joint Development Plan for Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford, and Wigan 2022 to 2039 (2024), Extant Unitary Development Plan Policies, Waste DPD (2012), and Minerals DPD (2013).

2.19 Policy CC7 relates to mixed use development and states that "active ground floor uses (shops, food and drink and leisure) will be appropriate in locations which have an established public function, or as part of a development which will create such an environment."

2.20 Core Strategy Policy CC9 concerns design and heritage, and states that "development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments."

2.21 Policy CC10 relates to creating 'A Place for Everyone,' and notes that "the City Centre will develop as a location which appeals to a wide range of residents and visitors. Development which promotes this objective will be supported, particularly through:

- Uses which increase the diversity of activity in the City Centre, with an emphasis on family-oriented activity; and,
- High standards of accessibility to buildings and across spaces in the City Centre."

2.22 Policy SP1 (Spatial Principles) advises that development in all parts of the City should protect and enhance the built environment.

2.23 Policy EN1 concerns design principles and strategic character areas, and states that for the city centre, "developers will be expected to consider the City's heritage and continue the rich pattern of activity in the core area."

2.24 Policy EN3 ensures that Manchester City 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."

2.25 Regarding the saved Unitary Development Policies, DC19.1 concerns Listed Buildings, and states that "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."

2.26 Policy JP-P2 in the Places for Everyone Joint Development Plan sets out that the Council will "proactively manage and work with partners to positively conserve, sustain and enhance our historic environment and heritage assets and their settings. Opportunities will be pursued to aid the promotion, enjoyment, understanding and interpretation of heritage assets, as a means of maximising wider public benefits and reinforcing Greater Manchester's distinct character, identity and sense of place."

3.0 Proposed Development

3.1 The proposed development has been the subject of informal pre-application discussions with Manchester City Council since July 2024. On July 29, 2024, Officers met with the development team on-site to discuss preliminary designs and proposals. Informal comments from the Planning Officer and the Conservation Officer informed the revised design development. Revised proposals were discussed throughout April and May 2025.

3.2 Initial comments regarding the change of the external lower ground floor existing window with obscure glazing to an access door required further detail in drawings, and justifications for the alteration. The existing window was installed in 2019 as part of the initial works within the unit, and the original wall surrounds will not be impacted in the proposal. The change is required to enable the landlord's access to the plant room, which serves the whole building, without intruding upon the tenant's space. The existing obscure glazing is an anomaly along the Sadler's Yard elevation, and the change to a door in the existing style across the lower ground floor intends to improve the visual coherence of the elevation. The change is visualised withing drawing no. 7266-SRA-XX-XX-DR-A-20827.

3.3 The detailed Ventilation and M&E statement, prepared by Arup, describes the options appraisal for the ventilation strategy for the unit. The services will be left exposed internally and sprayed to match the finish of the ceiling. Section drawings, a proposed roof plan of the ventilation strategy through the lightwell, and the additional rooftop plant prepared by Sheppard Robson highlight the internal elements of the proposal, and the interaction with the existing services on the roof. Full details can be found in drawings no. 7266-SRA-XX-XX-DR-A-20828, and 7266-SRA-XX-RF-DR-A-20808.

3.4 The Planning Officer provided further comments on the internal platform lift, noting that the proposed location was acceptable in principle, with the expectation that the lift is situated away from the property's glazing to not infringe upon views into the unit. Arup have provided indicated structural drawings of the proposed platform lift in drawing no. RED-ARP-ZZ-ZZ-DR-S-10011_P01.

3.5 The Officer was also consulted on the proposal for secondary glazing and commented that it would be supported on a "building wide basis" to ensure the property's glazing is visually consistent. As the lower ground floor is composed primarily of full height glazed doors, secondary glazing in this area is not required nor appropriate. Furthermore, the upper floors of the building, which are currently occupied, are out of the scope of this application, and do not require secondary glazing.

3.6 Therefore, the proposal seeks to introduce a floor-wide approach, so that the glazing is visually consistent externally and internally. Secondary glazing is proposed to the ground floor to mitigate sound emitted from within the proposed retail unit. As is detailed within the accompanying Design and Access Statement, the details will be developed so that the secondary glazing is unobtrusive, and sympathetic, and to ensure the careful preservation of the historic fabric. It will be subject to a detailed design process, with high-quality materials and finishes specified. Further, NOMA has successfully installed secondary glazing within the Hanover Building, and the Design and Access Statement includes photographs of the glazing internally and externally to demonstrate its limited impact upon the visual appearance of the listed building. As per this example, the units will be installed to mirror the transoms on the existing windows, and the frame sizes will be minimised where possible to ensure the impact on the facade is negligible.

3.7 The proposed secondary glazing is supported by a Noise Impact Assessment, prepared by Arup, which details the increased performance of noise attenuation levels with the addition of the secondary glazing, when measured within a worst-case scenario of the future operator introducing loud music. The addition of the secondary glazing would ensure the flexibility of the space for any future tenant.

3.8 The report concludes that "predictions indicate that the proposed introduction of secondary glazing would improve the overall sound insulation performance of the

façade. Thus, enabling entertainment noise levels representative of a bar with a small music system without exceeding the assessment criteria." Scenario 1 (no secondary glazing), presented in Figure 5.3.1 of the report, details that the noise will exceed the limits of a bar with a small music system to Mayes Street (New Century) and exceed the limits of amplified live music to both Sadler's Yard and Mayes Street. In Scenario 2, presented in Figure 5.32, the secondary glazing improves the levels of the 'bar with a small music system' so that noise will not exceed the limits in all locations, and will improve the levels of the amplified live music to Sadler's yard, and promote a 5db reduction in predicted noise levels to Mayes Street.

3.9 The development has been designed according to the conservation-led approach established within the previous applications, which minimises the impact on the significance of the building, while also allowing a reasonable capacity for change to facilitate the new use.

3.10 The project is largely limited to base build works to ready the space for an incoming tenant. The proposed alterations are fully explored in the submitted drawings, and Design and Access Statement prepared by Sheppard Robson. In summary, the works include but are not limited to:

- Internal staircase connecting lower ground and ground floor;
- Screed to floor areas;
- Repair, reskimming, and painting of wall areas marked on submitted plans;
- Wall linings to facilitate the WC fit out at lower ground and ground floor;
- General paint finishes;
- Lighting;
- Boxing in of beam edges where the floor slab has been removed;
- Secondary glazing to the ground floor;
- The external window leading to the plant room will be replaced with a glazed aluminium door; and
- M&E upgrades including ventilation through the existing lightwell.

3.11 The accompanying Cover Letter prepared by ID Planning sets out the full list of documents submitted in support of this application.

4.0 Heritage Significance

4.1 This section will describe the significance of the proposed site as a designated heritage asset, to a level of detail which is proportionate to the proposed development.

The Redfern Building

4.2 The Redfern Building is historically tied to the development of the Cooperative Wholesale Society (CWS) in Manchester during the late 19th to early 20th century. The organisation's heritage can be traced to the Rochdale Society of Equitable Pioneers, which was established in 1844, and that introduced the principle of distributing shares of profits through a scheme of dividends. The core wholesale business began in Manchester in 1863, and by 1872 it was referred to solely as the CWS.

4.3 The Redfern Building was originally constructed for use as a fish and egg storage associated with the CWS; this was later changed, and the use became primarily office based. The Dutch Modernist design of the building is courtesy of the chief architect for CWS, W.A. Johnson with the aid of J.W. Cropper. The modernist architecture reflects the operational turn of the company's buildings within Manchester during the early 20th century. The Redfern building established offices in the city centre which facilitated the various functions and departments of the CWS outside of the core warehouse operations. The building was completed in 1937 and adjoins Holyoake House (**Plate 2**).

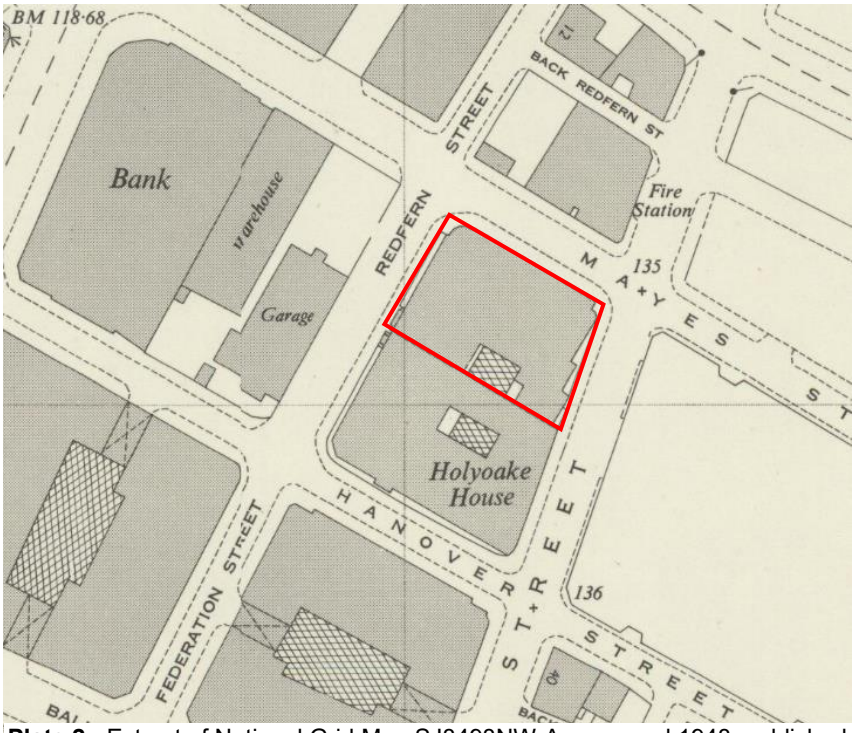


Plate 2 - Extract of National Grid Map SJ8498NW-A, surveyed 1948, published ca. 1949. Approximate area of the site outlined in red.

4.4 Many of the internal fixtures and fittings have been lost, but the external features and appearance of the building remains relatively unchanged, and the building's skeleton is largely original (**Plate 3 – 5**).





Left **Plate 3** – The Redfern Building viewed from Dantzic Street in 1937 (Architect and Building News).

Right **Plate 4** – The Redfern Building viewed from the same angle along Dantzic Street in 1964. The external shell remains majorly the same, with slight changes in the colour of the windows (Manchester Local Image Collections: m01343).

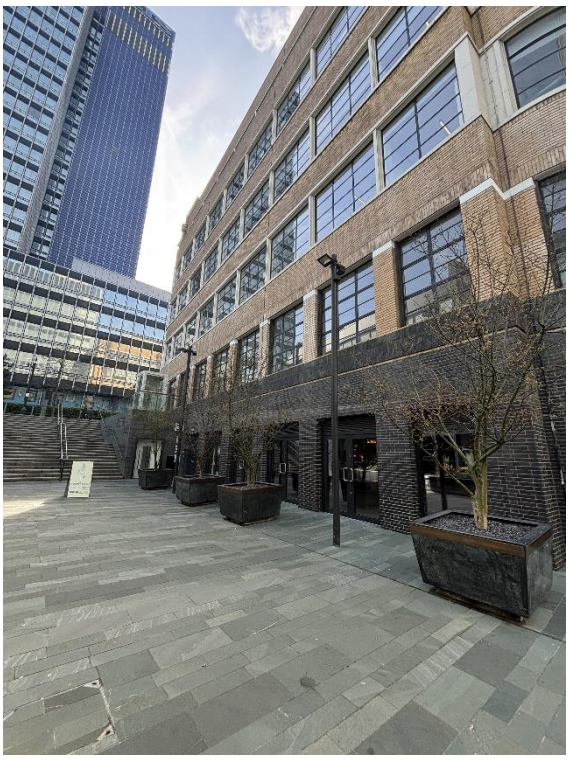


Plate 5 – Existing image of the Dantzic Street Elevation.

4.5 During the 2018 applications for the full change of use and refurbishment of the building, Redfern was the subject of an extensive Heritage Impact Assessment, and Level 2 Historic Building Record produced by Stephen Levrant Heritage Architecture. This Heritage Statement evaluated the entire significance of the building in line with the level of change, and the subsequent impact on the special character of the building due to the proposals.

4.6 This statement considers the conclusions of the previous Heritage Statement, and in an effort to maintain succinctness and proportionality, it briefly considers the impact on the building as a whole due to these proposals but primarily focuses on the direct impact to the lower ground, and ground floor. It is assumed that the Heritage Statement produced by SLHA will be read in conjunction with any future applications at the site.

4.7 The entire building is faced with buff coloured brick, and blue engineering brick covers the majority of the building's base, including the exterior of the lower ground floor's north and west elevations. These elevations meet in a curved corner of brick and distinctive curved windows at the junction of Mayes and Redfern Street (**Plate 6 - 7**). The exterior aesthetic of the building retains high heritage significance.





Left **Plate 6** – Image of Redfern's northern elevation from Mayes Street.

Right **Plate 7** – Image of Redfern's western elevation from Redfern Street. The lower ground floor is accessed through the double doors along the frontage.

4.8 Much of the building at ground and lower ground floor level is bare internally as a result of the historic removal of materials and replacement with modern materials, coupled with the programme of works approved in 2019 (**Plate 8 - 18**). As detailed in the previous heritage statement, very little features of historic interest survive internally, and all surviving partitions, fixtures, and finishes are of low heritage significance. The internal heritage significance of the building therefore stems from the openness of the space encouraged by the extensive window coverage, and the surviving columns scattered across the ground and lower ground floors.



Plate 8 – Ground floor internally looking towards the corner elevation where Redfern Street and Mayes Street meet.



Plate 9 - Ground floor windows facing Sadler's Yard. This photograph also shows the approved removal of the floor slab to create the double-height opening. The proposed staircase will lie within the open space.



Plate 10 - Ground floor looking south toward the adjoining Holyoake House. The upper landing of the proposed staircase will be attached to the floor slab to the left of the photograph, and the proposed floor covering will run into the staircase treatment to create a cohesive appearance.



Plate 11 - Ground floor looking east toward the boundary wall for the property. The rear wall is proposed to be painted, and the floor will be covered with a screed finish.



Plate 12 - Lower ground floor looking west toward Sadler's Yard. The floor will be finished with screed, perimeter walls will be repaired, reskimmed and painted, and the rear wall will be painted. The proposed lower ground floor WC provision will be to the left of the photograph and will include an accessible WC.





Left **Plate 13** – Lower ground floor showing the removed floor slab and the condition of the exposed fabric. The staircase is proposed to be placed to the north of the centre beam and will run between the existing columns.

Right **Plate 14** – Lower ground floor remaining brick detailing to the right of the newly inserted curved glazing. The wall is proposed to be repaired, reskimmed, and painted.





Left **Plate 15** – Lower ground floor looking east to the proposed location of the lower ground floor WCs.

Right **Plate 16** – Lower ground floor original door leading to the plant room. The door will be closed off but remain in-situ behind a new wall lining in this proposal, and the plant will be able to be accessed through a new external door provided in replacement of an existing external window. The wall surrounding the door will be repaired, reskimmed and painted.



Plate 17 - Southern wall of the unit. The lower ground floor element will be repaired, reskimmed, and painted, and the ground floor element will be a painted finish.



Plate 18 - Existing lower ground floor external window along the Sadler's Yard elevation. This window is proposed to be replaced with a fully glazed aluminium door in line with the design of the glazed doors along this elevation.

4.9 Following the Historic England criteria regarding heritage value, the Redfern Building is considered to be a *high/medium significance* building. The building itself holds elements of *high historical value* in its associations with the Cooperative Society; however, it is not remarkably significant in terms of age or rarity, as the CWS architectural style is prominent throughout the NOMA complex and is displayed in nearby listed buildings. It is however significant in its contribution as one of the two remaining 1930's buildings within the estate.

4.10 Redfern holds *high aesthetic and architectural value externally* in its Dutch inspired modernist design and survival of external masonry and some original windows. However, the building has *low value internally*, due to the extensive historical alterations and the more recent work approved in 2019 which has removed an area of the ground floor to create a double-height atrium, and the general refurbishments throughout the building to enable the re-use of the floors.

4.11 The building holds *low evidential value* due to its relatively recent construction age and minimal surviving original materials and fixings. The evidential value of the building is largely tied to its construction as a purpose-built building in the 'modern' style to serve the operations of CWS, and the evidence the building provides of the evolution of architectural styles within the internal architecture department of the CWS.

4.12 Finally, Redfern holds *medium/high communal value* as a token of the CWS origins within Manchester. The value of the building has been fully explored and discussed in previous applications at the site, and a Level 2 Historic Building Report has fully documented the internal and external features of the building to ensure a conservation-led approach to facilitating the re-use of the building.

5.0 Policy Assessment and Heritage Impact Assessment

Principle of Development

5.1 The Redfern building is a key part of the NOMA Strategic Regeneration Area and is an integral element of the continued activation of Sadler's Yard. NOMA is underpinned by a Strategic Regeneration Framework and Masterplan originally endorsed by Manchester City Council in 2009, and updated in 2010, 2013, 2015, and 2020. The proposed development aligns with the vision for the NOMA estate established in the Framework.

5.2 This proposal intends to bring forward the 483m^2 of lower ground and ground floor space within Unit 1 of 483m^2. The unit is currently vacant following the soft strip out works undertaken in line with the previous approvals (**121290/FO/2018** and **12191/LO/2018**).

Proposed Use

5.3 The proposed site benefits from planning and listed building consent for the refurbishment of the lower ground and ground floor of the building, alongside the change of use of to A1 (retail), A3 (café), A4 (public house/drinking establishment), or D1 (exhibition space) and D2 (assembly and leisure) Sui Generis under the previous use class order. This proposal assumes the continued approval of the uses of Unit 1 as A3/A4.

5.4 The principle of the proposed active ground floor use is supported in Policy CC7 of the Core Strategy, and the proposed Class E and Sui Generis provisions will enhance the public function of the NOMA estate within Sadler's Yard.

5.5 The hours of opening for the unit are proposed as specified in Condition 7 of the consent under application ref. **121290/FO/2018,** are A4 Bar, 0700-0100; A1 retail or A3 restaurant and café, 0900-0100; and Sui Generis Use, 0900-1900 inclusive of weekdays, weekends, and bank holidays.

Design proposals

5.6 The proposed works are intended to be 'light touch,' whereby tenants can then select their own personalised fit-out from a curated selection of details specified in the Tenant Fit Out Guide. These preliminary works are necessary to facilitate the occupation of the unit.

5.7 The design and materials of the proposed development are considered in full within the Design and Access Statement prepared by Sheppard Robson, which demonstrates the development's accordance with Core Strategy Policy CC9, whereby the significance of the listed building and its setting will be preserved through sensible and sensitive design.

5.8 Full details of the design process, and justification for the proposed development, is included within the accompanying Design and Access Statement prepared by Sheppard Robson.

Technical Considerations

5.9 Notwithstanding the principle of development, Paragraph 11d of the NPPF confirms permission should be granted unless "any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole". As such, all technical considerations should be addressed to demonstrate there are no adverse impact which could demonstrably outweigh the benefits of the proposed development.

5.10 The Redfern building is in a sustainable location close to the Metrolink Shudehill Station to the southeast, and Victoria Railway Station to the southwest, each within a c.5-minute walk. The site is bounded by Dantzic Street, Mayes Street, and Redfern Street with level access from Redfern Street within Sadler's Yard. Given the location, the building does not offer any car parking provision, and end of trip cycle storage facilities for employees will be provided within the existing areas on the lower ground floor.

5.11 The unit will be serviced from the designated layby area located on Hanover Street. Additionally, the unit will use the existing bin store located on the lower ground floor.

5.12 The proposed staircase will enable internal access between the lower ground and ground floor. Provision for a platform lift is shown in an allocated potential 'zone' on the submitted floor plans, with the exact location and specification of the lift will be subject to the tenant's fit out. Further details will form part of the Tenant Fit Out Guide.

5.13 A small area of male, female, and accessible WC accommodation will be provided at lower ground floor level, with additional male, female, and accessible accommodation at ground floor level. The exact location and mix of each area are shown on the submitted floor plans and drawings no. 7266-SRA-XX-LG-DR-A-74801 and 7266-SRA-XX-LG-DR-A-74802.

5.14 There are no ecological considerations in this proposal that warrant considerations under the relevant local and national policies. There are no trees currently on site, and no additional planting forms part of the proposed development.

5.15 The site remains within Flood Zone 1 and is located within the Conurbation Core Critical Drainage Area. The unit is intended to connect to the existing drainage system on-site.

5.16 A Noise Impact Assessment has been prepared by Arup, which demonstrates that, with the installation of secondary glazing, the proposed use of the space would not have a detrimental impact on the amenity of nearby business or residents.

Heritage Impact Assessment of Proposals

5.17 The NPPF, and guidance contained within Historic England publications, recommends that any impact on heritage assets should be avoided, and harm to the significance of assets should be minimised, and where appropriate, justified in accordance with the associated public benefits of the proposal.

5.18 Potential impacts on a heritage asset can be both positive and negative. The overall impact of all elements of the proposal, when taken together on balance, constitute the description of whether a proposal could lead to 'substantial' or 'less than substantial' harm. These descriptions of harm outlined by the NPPF can be subdivided into a relative scale of impact, which can be measured against the overall assessed value of the assets to be affected. Where the development would enhance elements of setting or significance, these changes have been determined to be beneficial. Where the development would mar existing heritage significance, these changes have been determined to be adverse, with specific mitigation measures subsequently outlined.

5.19 It has been established in **Section 4** of this statement that the interior of the lower ground and ground floor are of *low aesthetic and architectural value*, and neither floor contains significant elements of high heritage significance, with the exception of the few remaining original ground floor windows, particularly the distinctive curved windows, along the Mayes Street elevation, and the ground floor original door. Drawings no. 7266-SRA-XX-XX-DR-A-21826, 7266-SRA-XX-XX-DR-A-21827, 7266-SRA-XX-XX-DR-A-21836, and 7266-SRA-XX-XX-DR-A-21837 detail the external fabric analysis. There are no direct alterations proposed to these windows, and any work to the walls or surrounding frames will be undertaken in a sensitive manner to maintain their significance.

5.20 As discussed in the Design and Access Statement and the Noise Impact Assessment, secondary glazing to the ground floor is proposed to mitigate sound emitted from within the unit. The secondary glazing would be fixed to the existing window reveal, and the transoms aligned with the existing window to mitigate any potential visual impact on

the building both internally and externally. Informal pre-application advice highlighted that the secondary glazing would be supported on a 'building-wide' basis; however, as the upper floors are out of the scope of this proposal, and are in differing use to the application unit, the secondary glazing is proposed as a floor-wide approach to ensure continuity both internally and externally. The Design and Access statement provides photographs of the secondary glazing installed within the Hanover Building to demonstrate the minimal visual impact the proposal would have on the existing appearance.

5.21 Externally, it is considered that the secondary glazing would have a neutral impact on the special significance and architectural interest of the building. Internally, the floor-wide approach, and the alignment of the transoms is considered to have a neutral impact on the special architectural, and visual, interest of the building, and would not impact the ability to appreciate the significance of the building as a whole. Any potential impact due to the secondary glazing proposals would be mitigated by the acoustic performance improvement the glazing would provide, thereby allowing the flexible use of entertainment for the future tenants, and accounting for any worst-case scenario which could impact neighbouring amenity. Finally, secondary glazing is a largely reversible proposal, thus further mitigating any potential long-term impact on the building.

5.22 The internal works proposed are minor in scale and primarily involve the continuation of 'making-good' work undertaken as part of the 2019 approval. The painting and re-skimming of internal walls is necessary to ready the unit for the incoming tenant and provide a blank canvas from which the occupant can personalise in accordance with the Tenant Fit Out Guide. The proposed paint will be pure white.

5.23 Due to the established lower aesthetic value of the existing interiors, the proposed base fit-out is considered to have a *neutral beneficial* impact on the building in preparing the space for a tenant. The covering off of the original door to the plant room at lower ground floor level is considered to be a *minor adverse* impact, however this door will remain unaltered in-situ behind. Overall, these works are considered to be a minor change in terms of scope and will *preserve* the significance of the building.

5.24 The proposed partition walls inserted as part of the WC fit-out are considered to be a minor change that will largely maintain the open-plan form of the lower ground floor interior. The general area for the WC provision at lower ground and ground floor level was agreed within the previous applications at the site. The provision at ground floor level will wholly maintain the open plan form, as they will be concealed within a dedicated chamber to the rear of the building. The insertion of the partitions will be done sensitively with respect to the building form and fabric. Further details can be found in drawings 7266-SRA-XX-XX-DR-A-22851, and 7266-SRA-XX-XX-DR-A-22860 which specifies the proposed materials and fixings. The partition walls are considered to have a *neutral* impact which will *preserve* the overall significance of the building.

5.25 The insertion of the proposed staircase will facilitate access internally between the lower ground and ground floor. To install the staircase, a small portion of the floor slab will be required to be removed, however, this is considered to be a negligible impact in terms of scope. The proposed materiality of the staircase will be of painted metal when installed, which will then be able to be personalised by tenants according to the agreed material details and colour schemes specified in the Tenant Fit Out Guide. The proposed screed floor covering to the ground floor will be carried through to the upper landing to ensure cohesiveness when any additional floor treatments are applied. The fixing specification of the staircase to the lower ground and ground floor is specified in drawings RED-ARP-ZZ-ZZ-DR-S-10001_P01, RED-ARP-ZZ-ZZ-DR-S-10002_P01, RED-ARP-ZZ-ZZ-DR-S-10003_P01, and RED-ARP-ZZ-ZZ-DR-S-10004_P01.

5.26 The proposed staircase will be a *minor beneficial* change which will secure the operation of the unit by providing the necessary access between the lower ground and ground floor. As noted within the Design and Access Statement, the staircase will be the largest single item installed within the space, however, it has been designed to sit neatly within the existing open atrium space and will complement the entire unit once

occupied. The proposed materials, fixing, and minor visual impact when viewed from the external elevations are considered to *preserve* the significance of the building and the setting of proximate designated heritage assets.

5.27 In addition to the staircase, to ensure fair and equitable access throughout the unit, the submitted architectural drawings show a proposed 'zone' for the installation of a platform lift. The exact location and specification of the lift will be subject to the tenant fit out; however, indicative details are provided in drawing no. RED-ARP-ZZ-ZZ-DR-S-10011_P01. The proposed platform lift is considered to *preserve* the significance of the Redfern Building.

5.28 The proposed replacement of the 2019 lower ground floor window with a fully glazed aluminium door is considered to be a minor change that will have a *negligible impact* on the significance of the building and will *preserve* the external architectural appearance. The proposed door is not considered to impact the setting of proximate designated heritage assets.

5.29 This proposed change is considered to be necessary for the operation of the building, as the plant room serves all floors, and the landlord requires unencumbered access without interrupting the activities of the future tenant in unit 1. The curtain walled lower ground floor has been a major beneficial change to the building by activating this area at street level. The proposed door will be in the same style as the existing glazed doors along the Redfern and Mayes Street lower ground floor elevations. The proposal will remove the obscure glazing, which is currently an anomaly along this elevation, thereby enhancing aesthetic coherence. No elements of historic fabric will be impacted in this proposal, as the replacement door will be inserted within the existing modern aluminium frame.

5.30 The report prepared by Arup details the proposed M&E upgrades and Ventilation Strategy for the building. Originally, the proposal involved the installation of several louvres to the ground floor level windows; however, this proposal was considered to harm the architectural appearance of the building, and so an alternative approach had to be considered. Following a review of the building's lightwell, it was determined the ventilation ductwork could be routed up the building to roof level. The air-handling plant will be located within the space, and exhaust and intake ductwork will be routed through to the rear lightwell area. The proposed roof plant will be fit amongst the existing equipment, and will be invisible from street level, concealed by the existing parapet walls. The proposed ventilation option is considered in full detail within the submitted Arup report. Overall, the ventilation through the lightwell is considered to be the most sensitive and least visually intrusive option that will *preserve* the significance of the building.

5.31 In summary, the proposed works are considered to be minor in scale and lie primarily internally within an area of lower significance. The proposals have been designed to complement the existing building and previously undertaken refurbishment works. The fixing methods have been carefully chosen so as to require the most minimal level of intervention in the building. All construction will be done with care to avoid damage to original fabric. The proposed works have taken the approach of the minimum intervention necessary to ensure the optimisation of the space for a continued viable use of the building in line with its conservation.

5.32 The NPPF requires any level of 'harm' to a heritage asset is identified and weighed against the significance of the asset. The significance appraisal included within the original SLHA Heritage Statement, and in points 4.9 to 4.12 above intend to guide the understanding and evaluation of heritage impact. Much of the proposed development lies within an area of lower significance internally, and the impact has been determined to be *neutral* due to the considered development of the proposals, minimal intervention required, and positive installation of features which would enhance the use of the space. The development is not considered to mar existing significance, nor would it detract from the existing condition of the space.

5.33 The external change of the window to an access door is considered to improve the aesthetic visual appearance of the elevation as it will remove the obscure glazing and install a door which is consistent with the existing style. The existing window is of

negligible significance as it was installed during the 2019 works, and no historic fabric will be altered in the proposal. Thus, the proposed door would have a largely *neutral* impact on the façade.

5.34 The design of the proposed secondary glazing has been carefully considered to ensure a coherent appearance both internally and externally along the ground floor. As with the Hanover Building, the glazing will be sensitively installed, and fixing methods will ensure the preservation of the window surrounds to mitigate any potential impact on the physical historic fabric, and the visual architectural appearance of the building. Overall, the secondary glazing is considered to result in an overall neutral impact on the special interest of the grade II listed Redfern Building as a whole.

5.35 When taken together, the proposed works are considered to have a *neutral* impact on the building and will *preserve* its special significance as a designated heritage asset. A neural impact occurs when alterations produce no discernible change to the building's special significance, either due to their minimal nature, or through the change or removal of elements with no heritage value which could detract from the special interest of the heritage asset.

5.36 The proposals are considered to accord with Local Plan Policy CC7, CC9, CC10, SP1, EN1, EN3 whereby the development has been designed to promote an active ground floor use which contributes to the public realm within the NOMA estate, and the special interest of the listed building has been preserved, and where appropriate enhanced with beneficial interventions that will facilitate the occupation of the unit.

5.37 Further, the proposal accords with Saved UDP Policy DC19.1 where the special interest of the building has been protected, and the continued use of the lower ground and ground floor are encouraged. This is further supported by Policy JP-P2 of the Places for Everyone Joint Development Plan, where the proposed works intend to maximise the viability of encouraging a tenant take-over, thereby providing valuable economic and social benefits for the City Centre and the activation of Sadler's Yard.

5.38 The assessment of the level of overall impact on the Redfern building is gathered from a balanced judgement of the benefits of the nature of the development and the potential harm to the asset.

5.39 The proposal is informed by an understanding of the significance of the listed building, and the impact has been reduced and mitigated were possible. Based on the above, and having given "great weight" to the conservation of the listed building in accordance with NPPF Paragraph 212, there is, on balance, clear and convincing justification that the special interest and significance of the grade II listed Redfern Building will be *preserved.*

6.0 Conclusion

6.1 This Heritage and Planning Statement been prepared on behalf of NOMA (GP) Ltd. in support of a planning and listed building consent application at the NOMA Redfern Building, Redfern Street, Manchester, M4 4AH.

6.2 The detailed Description of Development is set out below:

Planning and Listed Building Consent for the installation of a roof plant, alteration of 1.no external window to an access door, and internal fit out works within the retail unit at ground and lower ground floor level to include M&E services, central staircase, and secondary glazing.

6.3 The application seeks approval for interior fit-out works to the lower ground and ground floor, including the provision of an internal staircase, ventilation, secondary glazing, and the replacement of one external window with a fully glazed aluminium door.

6.4 There are no technical considerations which would prevent the approval of the planning permission. Any technical requirements that require specific matters to be installed or additional information provided can be secured by an appropriately worded condition. The proposals have been developed in accordance with the Statutory Development Plan and National Planning Policy concerning the proposed use of the unit and in regard to the sensitive context of the development's location within the listed building.

6.5 Various reports have been prepared to assess the potential impact of the proposal on the Redfern building and the wider NOMA estate. It has been successfully demonstrated that the proposal is acceptable in terms of Heritage, Design, Sustainability, and Noise.

6.6 In sum, the proposed works are considered to be minor in scale and lie primarily internally within an area of lower significance. The proposals have been designed to complement the existing building and previously undertaken refurbishment works. The fixing methods have been carefully chosen so as to require the most minimal level of intervention in the building. All construction will be done with care to avoid damage to original fabric. The proposed works have taken the approach of the minimum intervention necessary to ensure the optimisation of the space for a continued viable use of the building in line with its conservation.

6.7 When taken together, the proposed works are considered to have a *neutral* impact on the building and will *preserve* its special significance as a designated heritage asset.

6.8 As such, the proposals accord with Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act; NPPF Paragraph 131, 135, 203, 212, and 213; Core Strategy Policies CC7, CC9, CC10, SP1, EN1 and EN3; Saved UDP Policy DC19.1; and all other local and national planning policy relating to the conservation of heritage assets.

6.9 It is therefore respectfully requested that permission is granted.