



Paul Butler Associates
Planning, Development & Heritage Consultants

Noble Design and Build

Land at Red Lion Street/2 Union Street

Heritage Addendum

15 October 2024

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Professional Planning, Development & Heritage Advisors since 1992.

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1. Introduction

- 1.1 This Heritage Addendum has been prepared by Paul Butler Associates on behalf of Noble, Design and Build to support a S73 application submitted for changes to an approved scheme for redevelopment of land at Red Lion Street/2 Union Street [the site]. This Heritage Addendum will be set in the context provided by current heritage policy and will provide a new impact assessment to reflect the revised scheme.
- 1.2 A detailed Heritage Statement was completed by Stephen Levrant Heritage Architecture Ltd (2016) and the findings in relation to the historic background and significance of the site are still valid and not repeated here in full. Therefore, this Heritage Addendum should be read alongside the existing Heritage Statement.

Approach and Methodology

- 1.3 This Heritage Addendum alongside the existing Heritage Statement has been prepared to comply with the tests and requirements of the National Planning Policy Framework (NPPF: 2023), specifically paragraphs 200 and 201, under which a description of the significance of a site, including any contribution made by its setting, must be provided to support any planning applications to assess the effect on significance of any proposed changes. There is also a requirement for applicants to make an informed assessment of heritage significance as part of a staged approach to decision-making.

The Proposal

- 1.4 Application 113713/FO/2016 granted planning permission for, *'Retention and restoration of façade to No. 2 Union Street, demolition and redevelopment of the remainder of the site to create a mixed use development comprising of 40 apartments within a new residential building rising from 7 to 10 storeys in height together with 214 sqm of commercial floorspace (flexible use class A1, A2, A3, B1) at ground floor level with associated cycle parking, landscaping and ancillary works'*.
- 1.5 The following is in support of an S73 planning application with the main changes in heritage terms being those to balconies and an additional fire escape door.

2. The Application Site and its Surroundings

Site location

- 2.1 The site is off Red Lion Street and Union Street within the Northern Quarter of the City Centre of Manchester.

Designations

- 2.2 The site does not contain any listed buildings. Since the previous Heritage Statement (2016) the Unicorn Hotel opposite the site on Church Street has been Grade II Listed in 2019.
- 2.3 The site is also located within the Smithfield Conservation Area.

Site Description

The site description given within the existing Heritage Statement is broadly still valid with the site along Union Street a façade wall that is concealed behind scaffolding. The existing scheme had started work by excavating the basement which is visible from along Red Lion Street.

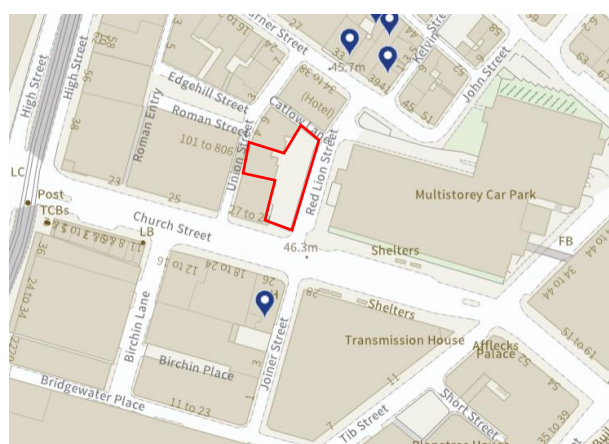


Figure 2.1 Site area highlighted in red showing surrounding listed buildings.



Figure 2.2 The site as seen from the elevated position of the NCP Car Park off Red Lion Street



Figure 2.3 The site as seen from the rear near the Abel Heywood public house.

3. Statement of Significance

- 3.1 Significance can be defined as the value of a heritage asset to this and future generations because of its heritage interest. The interest may be a combination of archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. The understanding of the significance of a place is vital to inform sensitively managed change.
- 3.2 The criteria for relative levels of significance of each asset is outlined below (as defined by Stephen Levrant's) in their Heritage Statement using Historic England's *Conservation Principles, Policies and Guidance*, which provides an objective basis to disaggregate a site's characteristics based on the following values:
- a) Evidential Value – relating to the potential of a place to yield primary evidence about past human activity. This primarily relates to the archaeological potential of the site.
 - b) Historical Value – relating to ways in which the present can be connected through a place to past people, events and aspects of life;
 - c) Aesthetic Value – relating to the ways in which people derive sensory and intellectual stimulation from a place;
 - d) Communal Value – relating to the meanings of place for the people who relate to it, and whose collective experience or memory it holds.
- 3.3 A summary of significance as defined within the Heritage Statement (2016) is extracted below-
- 3.4 *'It will be clear that the site's evidential values have been substantially diminished due to the extensive period of redevelopment of both the Union Street and Red Lion Street blocks. The archaeological potential of the site is considered to be modest, due to the pre-development character as agricultural land, the C19th redevelopment which replaced the C18th town expansion, the extent of site clearance and the removal of the interior architectural features and plan-form at 2 Union Street. **The evidential value is, therefore, negligible and considered to be of no significance in this evaluation.***

- 3.5 *The historical value of the site is more substantial, although also modest. As outlined above historical value derives from the ways in which people, events and aspects of life can be connected through a place to the present day (Conservation Principles para.39). The evidence illustrating this value may be either illustrative or associative and is clearly only of relevance to the surviving former public house. The altered public house thus has a moderate value as a physical document of the planned residential development of the Northern Quarter, and is of peripheral interest as a minor component of the growth of a local textile manufacturer and warehouse.*
- 3.6 *However, the origins of 2 Union Street remain unclear, with physical alterations having altered the surviving fabric. The building has no known association with historically important characters or events. **The historical value of the former public house is thus considered to be moderate.***
- 3.7 *The aesthetic value of the site derives entirely from the streetscape façade onto Union Street. The elevation presents an unusual form for the period, architecturally contrasting with locally recognised, late-Georgian residential properties, which probably indicates that it was actually built as a public house. English Heritage suggest that the rusticated door-surround (which it notes is a key component of the elevation), is probably a later C19th insertion.*
- 3.8 *However, what is clear is that 2 Union Street's architectural expression has long been diminished by alteration and the loss of key features. The location in a side-street ensures that its streetscape impact remains limited and makes only a minor contribution to the wider historic environment. The aesthetic values are thus essentially confined to the Union Street frontage, with limited architectural interest to the rear (facing the Red Lion Street site). Consequently, the aesthetic value of 2 Union Street is entirely focused on the street-edge and is eroded by loss of the rigid symmetry of the original building. The building was modestly designed for functionality and the surviving fabric is of little aesthetic interest. **The aesthetic value of 2 Union Street is, therefore, considered to be moderate,** as a minor contributor to the historic character and streetscape appearance of the Smithfield Conservation Area.*

- 3.9 *The communal value of the former public house would be defined by the contribution of the building and site to the development of the Northern Quarter as a physical record of the collective experience of the local community (Conservation Principles para 56).*
- 3.10 *The relative obscurity of the building means that the specific social values associated with the public house and cleared site are substantially diminished and of limited importance to the collective memory of the city. **The communal value is consequently considered to be low.***
- 3.11 *As noted above, English Heritage's guidance on Understanding Place: Conservation Area Designation, Appraisal and Management (2011), emphasises that, 'most buildings in a conservation area will help to shape its character. However, it is evident that the extent to which individual buildings can be considered to be a positive contributor depends on their authenticity and integrity as historic structures and the impact they have in three dimensions.*
- 3.12 *In this instance, the former public house remains a compromised and modest contributor to the streetscape along Union Street, which makes a **minor but positive contribution to the character of the wider conservation area**. The building is a remnant of the late-Georgian development of the Northern Quarter but is clearly not fundamental to the appreciation of the Smithfield Conservation Area. 2 Union Street is thus considered to be a heritage asset of only **modest local interest**'.*
- 3.13 *The existing scheme was part implemented and since 2016 (and the above assessment) there has been further erosion and deterioration of the asset, therefore, whilst the above statement of significance is broadly valid many of the values will have been reduced since the last survey.*
- 3.14 *The excavation of the basements may have also removed some of the site's limited archaeological potential but the conclusions on significance extracted above still remain valid.*

4. The Heritage Planning Context

Town and Country Planning Act 1990

- 4.1 Section 38(6) of the Planning Act states that the determination of planning applications must be made in accordance with the Development Plan unless other material considerations indicate otherwise. This establishes the Development Plan as the primary decision-making document when considering planning applications.

Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.2 The Planning Act (1990) defines a conservation area as '*an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance*'. Paragraph 72 states that '*special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area*'.
- 4.3 In considering development affecting Listed Buildings, special regard will be given to the desirability of preserving the building, its setting or any features of special architectural or historic interest (Section 66, Planning [Listed Buildings and Conservation Areas] Act 1990).

National Planning Policy Framework

- 4.4 The Revised NPPF which was published in July 2018 and most recently updated in December 2023, sets out the Government's planning policies regarding the conservation of the historic environment.
- 4.5 Section 16, *Conserving and Enhancing the Historic Environment*, and policies 195-214 of the NPPF sets out the heritage context. The NPPF states that heritage assets are '*an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations*'.
- 4.6 Paragraphs 200 and 201 require applicants to describe the significance of any heritage assets affected, including any contribution made by their setting; and that the level of detail should be proportionate to the assets' importance and no more than is sufficient to

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

- 4.7 Paragraph 203 sets out three considerations which local planning authorities should consider when determining applications - the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.
- 4.8 Paragraph 205 notes that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. Paragraph 206 follows that any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification.
- 4.9 Paragraph 207 identifies a series of criteria that must be met where substantial harm to or total loss of significance will be caused to a designated heritage asset; it has to be demonstrated that substantial loss or harm is necessary to achieve substantial public benefits that outweigh that harm or loss. Paragraph 208 states that where a development will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.
- 4.10 Paragraph 212 states that local planning authorities should look for opportunities for new development within the setting of heritage assets to enhance or better reveal their significance; and, that proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

National Planning Practice Guidance (NPPG)

- 4.11 The NPPG was published in March 2014 (updated 2023). The Guidance includes a section on the historic environment. Relevant paragraphs from the Guidance are set out below:

- 4.12 All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.
- 4.13 What matters in assessing whether a proposal might cause harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset's physical presence, but also from its setting.
- 4.14 Proposed development affecting a heritage asset may have no impact on its significance or may enhance its significance and therefore cause no harm to the heritage asset. Where potential harm to designated heritage assets is identified, it needs to be categorised as either less than substantial harm or substantial harm (which includes total loss) in order to identify which policies in the National Planning Policy Framework apply.
- 4.15 An unlisted building that makes a positive contribution to a conservation area is individually of lesser importance than a listed building.
- 4.16 The National Planning Policy Framework requires any harm to designated heritage assets to be weighed against the public benefits of the proposal. Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives.
- 4.17 Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets.
- 4.18 It is important that all non-designated heritage assets are clearly identified as such. In this context, it can be helpful if local planning authorities keep a local list of non-designated heritage assets, incorporating any such assets which are identified by neighbourhood planning bodies.
- 4.19 With regard to assessing substantial harm, National Planning Practice Guidance advises:
'Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning

Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.' (Paragraph: 018 Reference ID: 18a-018-20190723).

Manchester's Core Strategy (2012)

- 4.20 Section 38(6) of the Town and Country Planning Act 2004 states that applications for development should be determined in accordance with the Development Plan unless material considerations indicate otherwise. In this case the Development Plan for Stockport comprises the following documents: Manchester's Core Strategy (2012); Addendum to Manchester Core Strategy (2024).
- 4.21 The Core Strategy, adopted in March 2012, sets out the long term strategic policies for Manchester's future development. The key policy in relation to heritage is outlined below -

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.*~~ Superseded by Places for Everyone JP-P2: Heritage – See below.

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

Places for Everyone (2024)

- 4.22 The Places for Everyone Plan (2024) was adopted by Manchester City Council in March 2024. Policy JP-P2: Heritage states –

We 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....This knowledge should be used to inform the positive management and integration of our heritage by: Setting out a clear vision that recognises and embeds the role of heritage in place-making; Ensuring that the heritage significance of a site or area is considered in accordance with national planning policy in the planning and design process and opportunities for interpretation and local engagement are optimised; Integrating the conservation and enhancement of heritage assets and their settings, with creative contextual architectural responses that contribute to their significance and sense of place; Delivering positive benefits that sustain and enhance the historic environment, as well as contributing to the economic viability, accessibility and environmental quality of a place, and to social wellbeing; and Exploring opportunities to reduce greenhouse gas emissions that restoration of historic buildings offer.

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, architectural, 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... 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.

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

- 4.23 This document provides advice to local authorities, planning and other consultants, owners, applicants and other interested parties. It sets out practical guidance to assist interested parties in making an assessment of the impact of proposals on the significance of heritage assets.

Historic England Advice Note 3: The Setting of Heritage Assets (2nd Edition)

- 4.24 Published in December 2017, this document sets out guidance on managing change within the setting of heritage assets, including historic buildings, sites, areas and landscapes. Building on the historic environment provisions of national planning policy, the document provides advice on the definition of 'setting' before setting out key principles for assessing the implications of development proposals on the settings of heritage assets.

Historic England Advice Note 12: Statements of Heritage Significance: Analysing Significance in Heritage Assets

- 4.25 This Guidance was published in October 2019 and covers the National Planning Policy Framework requirement for applicants for heritage and other consents to describe heritage significance to help local planning authorities to make decisions on the impact of proposals for changes to heritage assets.

Historic England: Conservation Principles Policies and Guidance

- 4.26 This Guidance was published by Historic England (then English Heritage) in April 2008. The Document is designed to provide a logical approach to making decisions and offering guidance on all aspects of England's historic environment. Guidance is provided on understanding heritage values (evidential, historical, aesthetic, and communal), and assessing heritage significance.

5. Impact Assessment

- 5.1 Heritage impact is defined as the potential level of harm or benefit to the special architectural or historic interest caused by a proposed development. The NPPF stresses that impacts on heritage assets should be avoided and if it cannot be avoided, it should be minimised or mitigated. The NPPF does not prescribe a format for analysis of heritage significance and/or impact.
- 5.2 Scale or severity of impacts or changes can be judged taking into account their direct and indirect effects and whether they are temporary or permanent, reversible or irreversible. The cumulative effect of separate impacts should also be considered. Change can be either harmful or beneficial to heritage significance.
- 5.3 The following methodology is based on the guidance set out by ICOMOS (2011) *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*, although intended for World Heritage Sites it provides a sliding scale of impacts that can be applied to assets on all significance levels.

Impact Grading	Criteria
High Beneficial	Comprehensive changes to an asset or its setting resulting in a major enhancement of significance.
Medium Beneficial	Significant changes to an asset or its setting resulting in a notable enhancement of significance.
Low Beneficial	Modest changes to an asset or its setting resulting in a slight enhancement of significance.
Neutral	No or negligible change to an asset or its setting resulting in no or negligible change to significance.
Low Adverse	Modest changes to an asset or its setting resulting in slight harm to significance.
Medium Adverse	Significant changes to an asset or its setting resulting in notable harm to significance.
High Adverse	Comprehensive changes to an asset or its setting resulting in major harm to significance.

- 5.4 Application 113713/FO/2016 granted planning permission for *'Retention and restoration of façade to No. 2 Union Street, demolition and redevelopment of the remainder of the site to create a mixed use development comprising of 40 apartments within a new residential building rising from 7 to 10 storeys in height together with 214 sqm of commercial floorspace (flexible use class A1, A2, A3, B1) at ground floor level with associated cycle parking, landscaping and ancillary works'*.
- 5.5 The subject site stalled when the previous developer entered receivership and construction work has not been undertaken since this time with the condition of the site deteriorating.
- 5.6 The previously approved scheme is proposed to be adjusted by this application to ensure current building regulations regarding fire escape provision can be complied with thereby facilitating investment and completion of the development.
- 5.7 Changes proposed that may potentially have an impact are: new fire escape doors to the ground floor on Red Lion Street and the inset balconies removed in favour of Juliet balconies (Red Lion Street and Church Street elevation only).
- 5.8 The materiality, height, scale and massing are the same as existing and many of the same conclusions can be drawn from the previous application.
- 5.9 The existing approved scheme was found to have a *'moderately beneficial'* impact on the character, appearance and setting of the Smithfield Conservation Area -

'The physical impact on Red Lion Street will be profound, as the vacant site is proposed to accommodate the main part of the development. The re-development of the vacant plot will re-establish the tightly grained street pattern which is so characteristic of the Northern Quarter, re-connecting Turner Street to Church Street.'

Redevelopment will re-define the character of the Church Street and Red Lion Street frontages. The form of the development will complement the adjacent scale and mass of the adjacent Able Heywood public house while helping re-vitalise Red Lion Street as a mixed-use location.

The development design despite its scale, will sit comfortably within its diverse context. The proposal will ensure the retention of the significant components of the Union Street frontage, comprising the former public house, expressing the modest significance of this component’.

- 5.10 A key consideration for this application is whether the proposed changes will result in any change to the previously assessed positive impact upon heritage assets.
- 5.11 The Church Street and Red Lion Street elevations will omit the recessed balconies of the previous scheme in favour of Juliet balconies with balustrading. Whilst this represents a visual change it does not alter the overall design intent of the development and in terms of the scheme’s heritage impacts, they are considered to make no discernible change.
- 5.12 At ground floor level along the Red Lion Street elevation what was previously shown and approved as part of the commercial frontage as a glazed window is now proposed as fire escape doors. In terms of impact on the streetscape it would be more beneficial to continue an active frontage of shopfronts, however, the new secondary stair and escape is to comply with the latest building regulations. The proposed doors are the same as those further along the building on Red Lion Street as part of the proposed scheme.
- 5.13 The proposed fire escape is not considered harmful to the Conservation Area and this change is broadly considered to make a ‘negligible impact’ on the overall design of the building and therefore very little to no real change to the level of impact to the significance of heritage assets.
- 5.14 The Unicorn Hotel opposite the site on Church Street was Grade II Listed in 2019 so this impact was not discussed as part of the previous submission. Sitting within the Conservation Area the impact is broadly aligned with the impact on the Conservation Area itself. The proposal will bring forward a scheme to reinstate the streetscape and plots on a vacate piece of land opposite the listed building and this will have a positive impact upon the Unicorn Hotel’s setting.

Summary and Conclusions

- 5.15 The proposal offers a small change to the overall design intent of the development which is not considered to result in any changes to the conclusions of the previous Heritage Statement in that the proposal is beneficial to the significance of the Conservation Area. Equally, the proposal enhances the significance of the Unicorn Hotel which has been Grade II Listed since the previous application.
- 5.16 The proposal is considered to sustain and enhance the significance of all heritage assets and does not result in any harm to significance. Therefore, the proposals are fully compliant with local and national planning policies in relation to heritage.

Bibliography

Stephen Levrant Heritage Architecture Ltd (2016) Red Lion Street & 2 Union Street,
Manchester: Significance and development impact