Paul Butler Associates
Planning, Development & Heritage Consultants

44 Portland Street, Manchester

NW Groups Ltd.

Design, Access and Heritage Statement

06 November 2024

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Professional Planning, Development & Heritage Advisors since 1992.
Members of the Royal Town Planning Institute (RTPI). Recognised by the Institute of Historic Building Conservation (IHBC) as a Historic Environment Service Provider (HESPR).

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1. Introduction

1.1 This Statement has been prepared by Paul Butler Associates on behalf of NW Groups Ltd. in support of an application for Listed Building Consent (LBC) relating to 44-50 Portland Street, Manchester. The proposed scheme relates to the full replacement of the roof and repointing of the rear elevation.

1.2 Works were in-progress in June 2024 but were halted by Manchester City Council (MCC) due to a lack of LBC for the replacement roof coverings and concerns raised over the appropriateness of various works packages. Following this, a series of meetings with the client team and MCC Planning and Heritage Officers (Max Gibson and Paula Burbicka) further information has been provided, elements of the scheme revised, and an application for LBC for the works sought, as per the current application.

1.3 The building is Grade II listed and located within the George Street Conservation Area. The main purpose of this statement is to provide a summary of the heritage significance of the building and to appraise the impact of the proposed scheme on this significance.

1.4 It was agreed during the initial consultation with MCC that the Heritage Statement could be proportionate to the works and therefore this is not intended as a full record of the building's history and significance but enough to understand potential impacts upon this significance.

Proposed Scheme

1.5 The proposed scheme comprises the full replacement of the existing roof covers with Welsh slate. Skylights are also proposed for replacement, many of which have been removed ahead of this LBC but appear to have been modern fabric of no interest.

1.6 The rear wall has been partially repointing but due to the perceived poor-quality finish this is proposed to be reviewed and re-pointing as part of this LBC package.

1.7 A previous scaffold has been erected which was fixed into the building, these fixings points will be repaired / brickwork replaced as required. Note that the existing scaffold has since been removed so any future scaffold would require review of fixing details with MCC which may be conditioned as required.

1.8 Future works packages will relate to the fit-out of the building and repairs to windows which will be covered by a separate application(s) where required.

2. The Application Site and Surrounding Area

2.1 The building is located on Portland Street within Manchester City Centre. The building is currently vacant following a soft strip. As previously outlined, a roof replacement and repointing works were in progress before being paused for the current LBC application.

2.2 On the Portland Street elevation, the building has a series of stone surrounds at ground floor level continued upwards to five storeys of red brick with sandstone dressings and a slate roof. The windows are two light, timber vertical sliding sashes.

2.3 The front elevation has a series of modern, dutch-style 'pram hood' canopies to the first floor windows. The rear is of red brick with a series of segmental arched window openings. Windows to the rear are generally two light sashes as per the front elevation, although there are some later timber casements.

2.4 The interior is comprised of two large open spaces with a central dividing brick wall. The interior is not directly impacted by the proposals so is not discussed in detail.

2.5 The existing roof has not been viewed in person from above and was largely replaced as part of the current works package but before this it appears to have been Welsh slate covered in a bitumen coating across the whole roof. This has since been partially replaced with a Chinese slate which will be replaced as part of this package of works.

2.6 There were a series of skylights across the existing roof that have now largely been removed. The timber and glass lantern (retained) is likely a historic feature of interest but the remainder of the skylights appear to have been 20th century insertions likely when the building was converted.

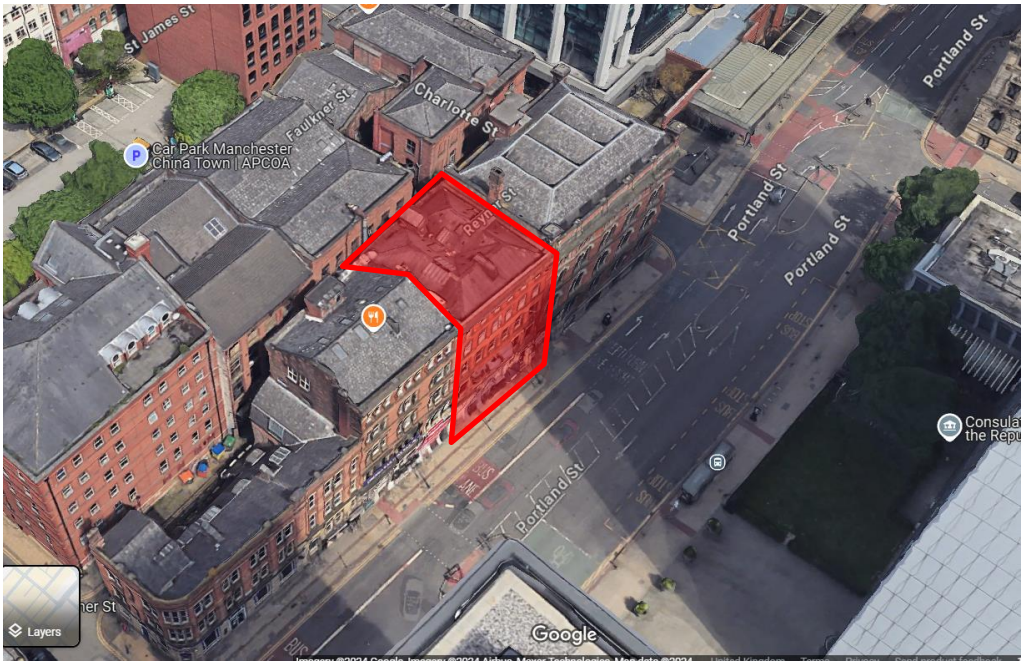


Image 2.1: Aerial Plan (Approximate site building shown in red).

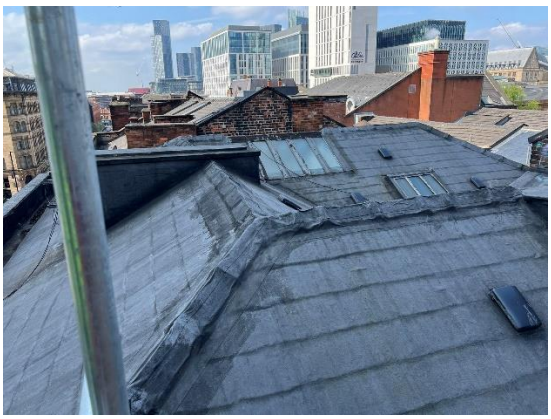


Image 2.2: The existing roof (pre-works)



Image 2.3: The existing roof part way through replacement



Image 2.4: The Portland Street elevation



Image 2.5: The rear elevation partly concealed with scaffolding (this scaffold has since been removed)

3. Historic Background Summary

3.1 Portland Street was shown as well developed by the early 19th century. Roper's Plan of Manchester (1807) shows Portland Street as well developed by this point although an open plot is shown near the site's location. The site area would be shown as developed by at least 1813 as shown by Pigot's Plan of that year.

3.2 The Manchester and Salford Town Plan of 1849 shows the site in more detail with it being an L-shaped public house known as the 'Fifteenth Hussar'. Much of Portland Street appears to be terraced housing at this point. The plan of the building would suggest that this pub was demolished and replaced with the surviving building at some point between 1849-1888.

3.3 By the 1888 Goad Plan it is clear the current building had been constructed with it shown as two units separated by a central dividing wall (as survives today). The building was occupied by W. Tristam Manufacturing Warehouse and Bayley and Craven Calico Printers Warehouse. A 'H' to the rear denotes a hoist for the movement of goods between the floors of the building which survives today in the form of the internal shaft which protrudes through the roof.



Figure 3.1 Roper's Plan of Manchester (1807)

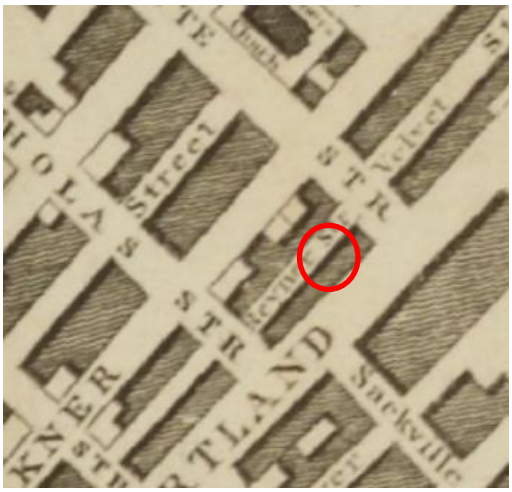


Figure 3.2 Pigot's 1813 Plan of Manchester



Figure 3.3 - Manchester and Salford Sheet 28
Surveyed: 1849, Published: 1851.

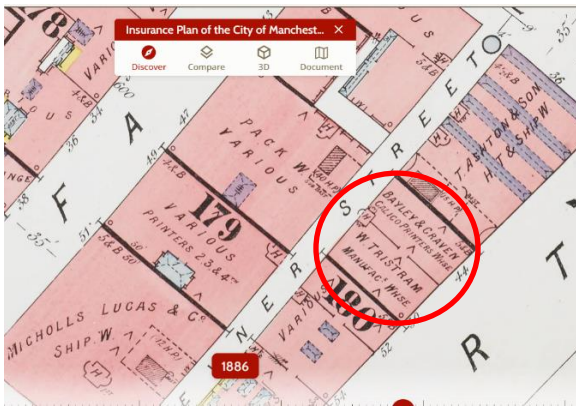


Figure 3.4 Manchester Goad Insurance Plan (1888)

4. Summary of Significance

4.1 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. In accordance with *Historic England Advice Note 12 – Statements of Heritage Significance: Analysing Significance in Heritage Assets* the following criteria are employed within this report to assess significance:

4.2 Archaeological interest – Where the heritage asset holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.

4.3 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.

4.4 Historic interest – An interest in past lives and events (including pre-historic) which heritage assets can illustrate or be associated with. 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.

44-50 Portland Street: Summary of Significance

4.5 44-50 Portland Street is a former goods warehouse in the heart of Manchester City Centre. Likely built in the mid-19th century it retains a largely unaltered external façade and largely retains its open plan layout internally. The building has historic interest as a surviving example of the industrial warehousing of Manchester in the 19th century.

4.6 The asset has high architectural interest predominantly from its Portland Street façade (although both the interior and restrained style of the rear are also of some interest) built in a loosely classical-palazzo style which is largely unaltered. It makes a positive contribution to the wider streetscape, surrounding conservation area and forms a group with neighbouring

listed assets. A series of 20th century alterations, such as canopies, shopfronts and the painting of the stonework all detract from the special interest of the building.

5. The Heritage Planning Context

Town and Country Planning Act 1990

5.1 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

5.2 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'.

5.3 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

5.4 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.

5.5 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'.

5.6 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.

5.7 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.

5.8 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.

5.9 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.

5.10 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)

5.11 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:

5.12 All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.

5.13 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.

5.14 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.

5.15 An unlisted building that makes a positive contribution to a conservation area is individually of lesser importance than a listed building.

5.16 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.

5.17 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.

5.18 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.

5.19 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)

5.20 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 comprises the following documents: Manchester's Core Strategy (2012); Addendum to Manchester Core Strategy (2024).

5.21 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

5.22 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.

5.23 ~~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.

5.24 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)

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

5.26 *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.*

5.27 *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.*

5.28 *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)

5.29 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)

5.30 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

5.31 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

5.32 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.

6. Impact upon Significance

6.1 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.

6.2 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.

6.3 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.

6.4 The following section gives a breakdown of the proposals, providing a background justification for each element and an associated impact upon significance. Any mitigation which has been undertaken or could further reduce harm has also been identified.

Replacement of the roof with Welsh slate

6.5 The roof is currently Chinese slates although it has been accepted that this work did not benefit from LBC therefore for planning purposes the 'existing' baseline position would be the Welsh slate roof with bitumen coating.

6.6 The fact that the existing roof had a coating applied likely suggests it had reached the end of its usable life and replacement was needed. It is proposed to replace the existing roof with a reclaimed Welsh slate to match existing.

6.7 A sample of matching Welsh slate has been reviewed by the Conservation Officer and deemed acceptable. It was noted that the large size of the existing slates were difficult to source so a slightly smaller replacement is proposed.



Figure 5.1 The existing slate (right) with the proposed replacements to the left.

6.8 No roof insulation is proposed although a breathable felt underlay will be used as per the issued specification.

6.9 The benefits of the replacement outweigh any potential negative impacts through the slight variation in slate size and ensure the long-term protection of the building into the future.

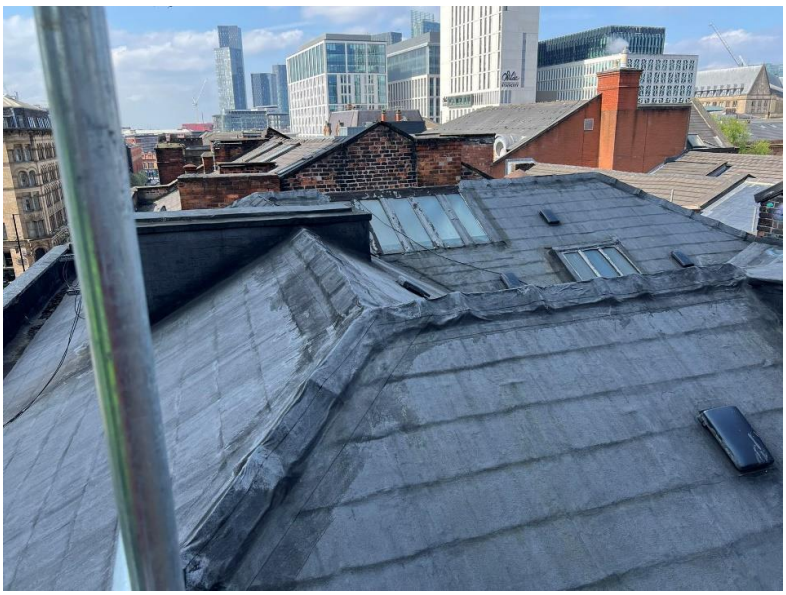


Figure 5.2 - The existing roof before the strip

Replacement roof ventilators

6.10 The existing roof ventilators are black plastic units that protrude above the slates. As part of the works these are proposed for replacement with a lead ventilator that is both more appropriate in materiality but will also sit closer to the roof slates. This element will give a low level enhancement to significance.



Figure 5.3 - The proposed roof ventilators

Replacement of skylights

6.11 There is a historic glazed lantern which will be retained and the glass replaced that would make it safer for operatives to undertake work on the roof and improve energy efficiency. The remainder of the skylights are likely more recent installations from when the building was converted.

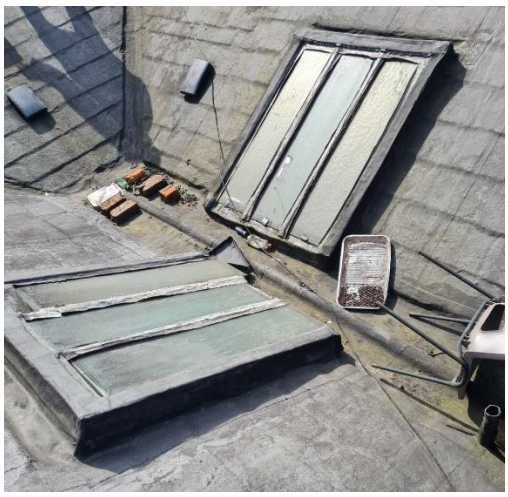


Figure 5.4 - The proposed roof ventilators

6.12 The skylights will be replaced with a similar arrangement that will allow for triple glazed glass to improve energy efficiency and safety of operatives undertaking work on the roof. The existing glass is a wired glass likely from the 20th century and therefore the proposal will not result in the loss of any heritage fabric.

Repointing of the rear wall

6.13 It is proposed to rectify the repointing works previously undertaken to the rear wall. The existing scaffold was noted to have tied directly into the building and any affected bricks will be repaired or replaced depending on the extent of damage caused. The specification and method statement (issued) has been reviewed by Manchester City Council and was deemed acceptable, however, a sample panel was undertaken that remained unacceptable to MCC due to a lack of a brushed finish and excess clumps. As this detail could not be agreed as part of this application and to not cause further delay to the roof replacement it is recommended this detail is conditioned.

Scaffold

6.14 As the existing scaffold has been removed and a means of access will be required for the roof replacement and brickwork repointing, further detail of the scaffold is recommended to be discharged via condition.

Summary and compliance with heritage planning policy

6.15 The proposals will replace a failing roof that is in a poor condition and has already been partially replaced with Chinese slates. The proposed Welsh slate offers an improvement over the existing bitumen covered slates and the skylights will largely replicate the existing detailing and not result in any harm to the asset's significance or the surrounding conservation area.

6.16 The repointing of the rear wall will also be beneficial to the building and conservation area pending an appropriate finish that can be secured by condition.

6.17 The proposals will not result in any harm to significance and will overall enhance the significance of the asset and wider conservation area and is therefore in full compliance with both local and national planning policy in relation to heritage.

Appendix A: List Entry

Heritage Category: Listed Building

Grade: II

List Entry Number: 1247041

Date first listed: 06-Jun-1994

List Entry Name: 44-50, PORTLAND STREET

Statutory Address 1: 44-50, PORTLAND STREET

Details:

SJ8497NW PORTLAND STREET 698-1/32/301 (North West side) Nos.44 TO 50 (Even)

GV II

Various home trade warehouses, now cafe, betting shop and offices. Probably c.1850-60; altered. Red brick in Flemish bond, with sandstone dressings and slate roof. Rectangular plan at right-angles to street. Simplified palazzo style. Five storeys over basement, a symmetrical 6-window facade; vermiculated plinth, pilastered ground floor with cornice, sill-bands to all upper floors, moulded cornice with blocking course. Round-headed doorways to left and right, with set-in shafts, enriched lintels, moulded heads with keystones, divided panelled doors, and cornices on consoles, and windows over altered basement openings in the intermediate bays; segmental-headed windows at 1st and 3rd floors, those at 1st floor above the doors with moulded stone architraves and cornices and the others with set-in stone surrounds and linked lintels, and those at 3rd floor with stone surrounds; square-headed windows at 2nd and 4th floors, those at 2nd floor with set-in stone surrounds and those at 4th floor with set-in stone shoulders, all with linked lintels: all these windows sashed without glazing bars. Rear and interior not inspected. Forms group with Nos 52 and 54 to left (q.v.), and with No.36 Charlotte Street (Fraser House) to right (q.v.).

Listing NGR: SJ8423697995