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Mansfield Chambers, 17-23 St Ann's Square, Manchester, M2 7PW

Heritage Impact Assessment

For MPA (Construction Consultants) Limited

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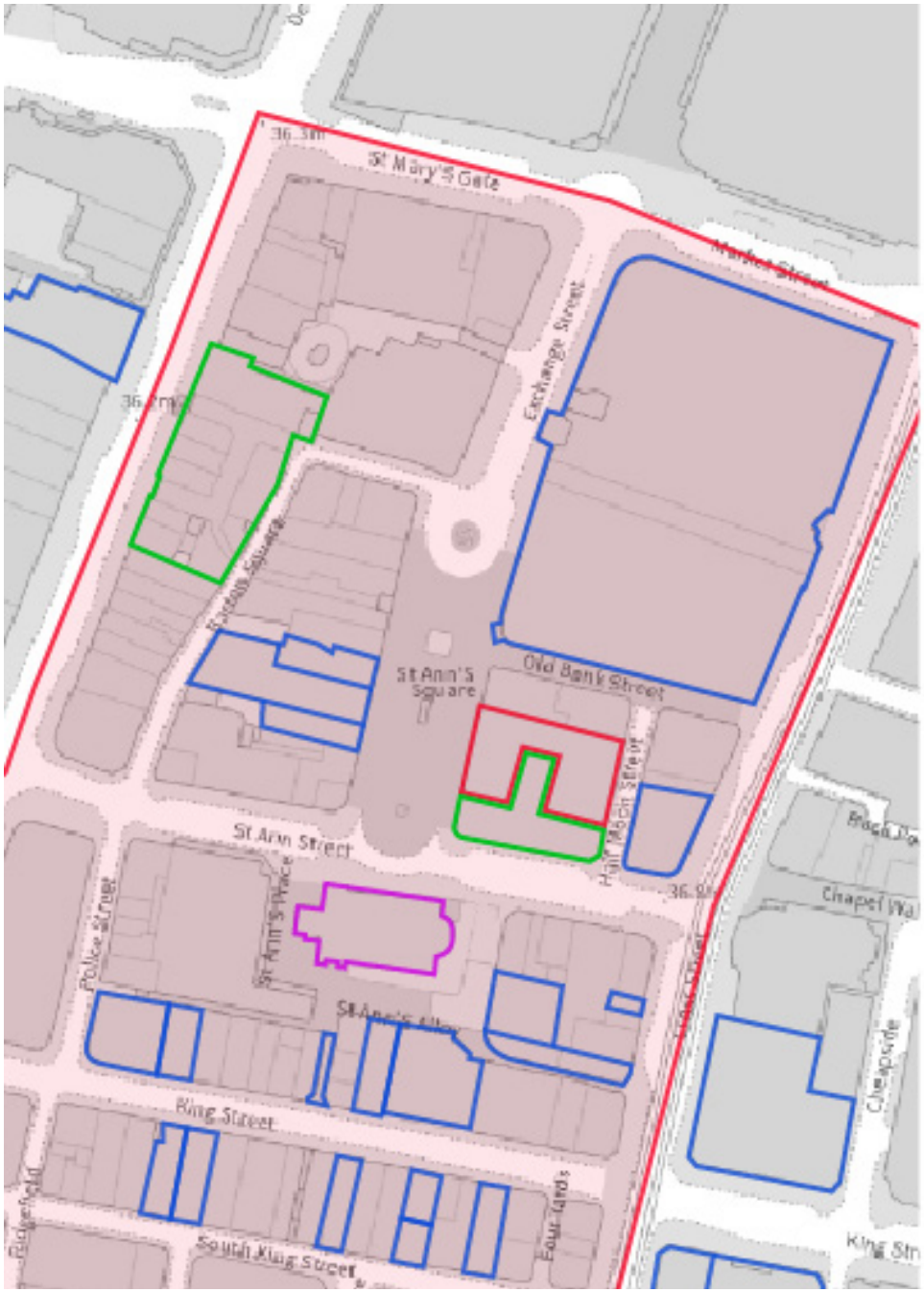


Key:

- St Ann's Square Conservation Area
- Grade I Listed Building
- Grade II* Listed Building
- Grade II Listed Building

1.1 *Heritage Assets Map*

1.0 Introduction

1.1 Introduction

Donald Insall Associates was commissioned by MPA (Construction Consultants) Limited in October 2023 to assist in the preparation of proposals for high-end retail use within the ground floor and basement of Mansfield Chambers, 17-23 St Ann's Square, Manchester, M2 7PW. The investigation comprised historical research, using both primary and secondary material, and a site inspection to establish the significance of the building which informed now consented works as follows:

139943/FO/2024:	Installation of a new shopfront and permission for the floorspace to operate between the hours of 9am-6pm Monday to Saturday, and 11am-5:30pm on Sundays. Approved: Tue 30 Jul 2024
139944/LO/2024:	Listed Building Consent for the internal refurbishment, along with the installation of a new shopfront. Approved: Tue 30 Jul 2024

This Addendum report should be read in conjunction with the detailed Heritage Impact Assessment prepared in support of the above applications which provides an illustrated history of the site and building and site survey findings. The significance of the building laid out in that report is repeated here within Section 2 whilst the specific constraints for this site are outlined below. Section 3 provides a justification of the works now proposed according to the relevant legislation, planning policy and guidance.

1.2 The Building, its Legal Status and Policy Context

Mansfield Chambers is a Grade II-listed building located in the St Ann's Square Conservation Area and in the setting of further listed buildings **[Plate 1.1]**:

Internal alterations to a listed building generally require listed building consent. The statutory list description of the listed building is included in Appendix I. Extracts from the relevant legislation and planning policy documents are in Appendix II and summarised below:

1.2.1 The Planning (Listed Buildings and Conservation Areas) Act 1990

The Planning (Listed Buildings and Conservation Areas) Act 1990 is the legislative basis for decision-making on applications that relate to the historic environment. Section 16 of the Act imposes a statutory duty upon local planning authorities with the aim to protect the special interest of a listed building.

1.2.2 The Local Plan

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. The development plan applicable to the building comprises the Manchester Core Strategy 2012-2027 (2012) and saved policies in the Unitary Development Plan (UDP - 1995) which require that proposed works preserve or enhance the historic environment, avoiding adverse impact on the special interest of listed buildings (UDP Policy 19).

1.2.3 The National Planning Policy Framework (2023)

The courts have held that following the approach set out in the policies on the historic environment in the National Planning Policy Framework (2023) will effectively result in a decision-maker complying with its statutory duties. The Framework forms a material consideration for the purposes of section 38(6). At the heart of the Framework is *'a presumption in favour of sustainable development'* and there are also specific policies relating to the historic environment.

The Framework requires that proposals for change give 'great weight' to the conservation of heritage assets (paragraph 205), that harm to the significance of heritage assets requires 'clear and convincing justification' (206), and that such harm is outweighed by public benefits. Harm is to be categorised as substantial (207) or less than substantial (208).

2.0 Assessment of Significance

2.1 Introduction

The purpose of this section is to provide an assessment of significance of Mansfield Chambers (basement and ground floors only internally) so that the proposals for change are fully informed as to its significance and that the effect of the proposals on that significance can be evaluated.

This assessment responds to the requirement of the National Planning Policy Framework to 'recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance'. The NPPF defines significance as;

> *'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological (potential to yield evidence about the past), architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting'.*

2.2 Assessment of Significance

Summary

Mansfield Chambers originally dates to the 1860s, constructed as a purpose-built commercial building comprised of shops and 'warehouses' (or rather store rooms) at ground floor, with corresponding basement space below, and offices above. There is a basement and three principal floors, the first and second floors (not part of this report) remaining in their original office use today (although recently vacant), accessed via the independent entrances in the northeast and southwest corners.

Externally, Mansfield Chambers was constructed running on a north-south alignment through the centre section of the block bound by St Ann's Square to the south (front), St Ann Street to the east, Half Moon Street at the north (rear) and Old Bank Street to its west. This was an eminent and prominent position, as evidenced by the presence of its immediate neighbour, the private Benjamin Heywood's Bank (Grade II*). There was, however, a clear hierarchy of status and use across the lower floors, with the shops and the principal entrance to the offices (cut out of 17 St Ann's Square) fronting onto the prestigious square, whilst the rear faced onto Half Moon Street, a secondary street similarly enclosed by the rears of the buildings to Cross Street. There is no evidence to indicate that this part of the building ever had any other, more prestigious uses, prior to its warehouse use, recorded in 1886 (11 years after construction). The rear retained this store use until subsequently, by the Edwardian period in conjunction with some of the shops to the front (a wholesale provisioner and wine merchant), finally becoming back-of-house space for WH Smith in the 1960s or early 1970s.

Internally, the ground and basement floors appear to have initially formed six separate units (each with an area of lightwell to the interior), the first available records showing the four to St Ann's Square in retail and hospitality use and the two to Half Moon Street as stores. The six units were amalgamated over a series of phased changes, until eventually operated as a single wholesale unit (subsequently WH Smith), although 23 St Ann's Square (the last to be absorbed) was subsequently re-separated (and remains so today). Plans indicate repeated changes in vertical and horizontal circulation, partitioning and fit out according to the changing relationship between the units and the occupants and types of use. Consequently, little survives of the original internal and dividing walls at ground floor (although there is slight greater survival in the south of the basement), even where these have been rebuilt, with almost no of the historic fit out at ground floor. However, the basic original separation of the four front units to St Ann's Square remains perceptible, evidenced in the survival of remnants of walls or their rebuilding (with associated coffering to the ceilings), and in the still extant division of the St Ann's Square frontage into four distinct shopfronts. This is also legible at basement level, although in the south only, the historic footprint lost entirely in the rear basement and almost completely in no. 17.

Internally, these floors as they survive today are formed of the separate 23 St Ann's Square and the large amalgamated unit, the latter containing two enclosed entrances running to the basement and upper floors, cut out of its southwest (17 St Ann's Square) and northeast (in what was originally one of the two Half Moon Street units). Both no. 23 and the single amalgamated space retain their retail use, although currently vacant.

Significance

The significance of Mansfield Chambers centres on the architectural interest of its neo-classical principal facade (although heavily altered), the contribution that this makes to the street scene and character of St Ann's Square and its listed buildings – particularly the Church of St Ann (Grade I) – and its historic interest as a representation of the Victorian commercial phase of the multi-faceted evolution of the St Ann's area (for which see below, Section 4.2.2). The rear elevation has some limited interest at ground floor, mainly in its original ashlar doorways in the east and its surviving swinging crane in the west. The modern rebuilding, however, although respecting the original bay division and retaining the structural supports, is heavily detracting, diluting the historic character of the rear and obscuring its historic warehouse function.

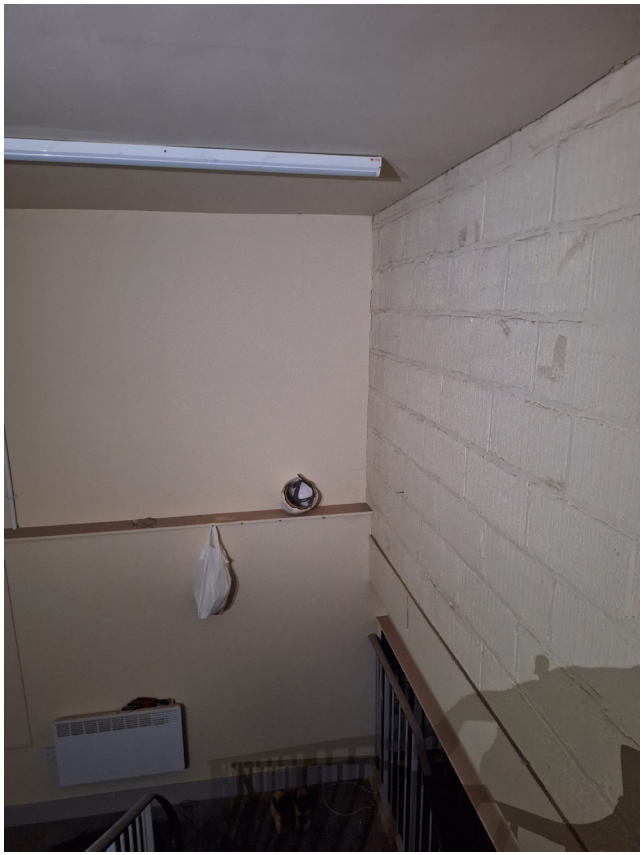
Internally, however, the building is heavily altered, having lost almost all of its historic fittings and fit out and potentially a substantial amount of its internal historic fabric. At ground and basement floors much of its original plan form has been lost, particularly in the west and north. Consequently, the interior collectively has only a low historic and architectural interest. At ground and basement floors it is the areas of retained structural fabric that provide fragmented evidence of the building's original cellular layout, this surviving primarily at basement level, a secondary, more utilitarian service space throughout the life of the building. Here, it is the southern units that have the most intact plan form and structural fabric (although with evidence of alteration), their retained dividing walls and original and early interconnecting openings the source their greatest interest. Although this area seemingly retained a single function from before 1886 until around the 1960s there is very little fabric surviving to evidence its wine store use, beyond two remnant wine bins (now infilled) and discolouration left by former shelving. Having lost this internal dividing fabric and the extent of modern fitout the basement rear and unit 17 are of much lower significance, the presence of probably non-original grid column to the rear further distorting any evidence of the original plan form and character.

There is, therefore, comparatively little evidential or historical associative interest in those basement areas viewed (i.e. excluding no. 23), with the limited interest focused principally in the south.

At ground floor the architectural and historic interest is derived principally from the two surviving moulded and bracketed lightwell walls, the remnants of dividing wall running between the four units and the original cellular plan form that these memorialise. Even in no. 23, which has been restored as a separate unit, the loss of the staircase enclosure, relocation of the stairs, replacement of the lightwell screen and known creation of modern openings to its west wall compromises its interest. Beyond the two moulded and bracketed lightwell enclosures there is no surviving historic fit out or decoration to this floor and no features such as fireplaces survive, with the original circulation between the shopfloors and their basement stores lost, the staircase to no. 17 a modern replacement and only one staircase (potentially altered) surviving in the rear.

The area subject of this application has been heavily altered with little remaining historic fabric. The staircase enclosure was formed in the mid-late 20th century with the stair running basement and ground floors a modern insertion and the enclosure itself formed in failing, modern lined blockwork with modern steel beams and columns. This abuts a masonry wall which encloses the former hoist. The fragment of cornice visible is not original – at the earliest dating to when the staircase enclosure was formed in the mid-late 20th century - this area is unaffected by the proposed works. Otherwise no historic features or fabric were viewed on site. The plant enclosure itself is formed entirely of modern fabric, inserted into the upper space of the staircase enclosure and accessed via a hatch. Although forming an insertion into the staircase enclosure, this is an extensively altered modernised space and as such it has little impact on the significance of the building overall; however its tired appearance and the structural condition of the enclosure wall detract **[Plates 2.1 – 2.7]**.

2.1 *Modern plant enclosure in staircase enclosure*



2.2 *Blockwork wall to staircase enclosure and lined rear wall (blockwork)*

2.3 *Side of plant enclosure and fragment of cornice and wall*

2.4 *20th century masonry wall abutting plant enclosure*

2.5 *Outer face of failing staircase enclosure blockwork wall*

2.6 *Outer face of failing staircase enclosure blockwork wall*

2.7 *Modernised ceiling within plant enclosure*

3.0 Impact Assessment

3.1 Description of the Proposals and their Impact on the Listed Building

This application seeks to amend the approved proposals to incorporate areas outside of the original scope of works centred on the plant room area above the ground-basement stair located in the northwest (Half Moon Street) corner of the building. It is proposed to redesign the plant room – partially demolishing the ceiling below to provide sufficient head height for maintenance; finishes would also be replaced with vinyl tiles in place of carpet, relined walls and the replacement of the suspended ceilings. The proposals affect only modern fabric whilst the overall aesthetic would remain unchanged with exposed fabric remaining. Increasing the head height would ensure that the MEP services can remain located in this back-of-house area without impacting areas of higher significance and be served by the same external louvres to Half Moon Street. Whilst the proposed lowering of the ceiling would have an impact on the volume of the staircase enclosure, as demonstrated in the submitted sections this would be comfortably accommodated with the stair flight and would impact only on a modernised back-of-house space – as such no harm would be caused to the significance of the building.

3.2 Justification and Conclusion

The proposed alterations to the plant room would have a negligible impact on the significance of the building overall. As such, they would sustain the significance of the listed building in accordance with paragraph 203 of the National Planning Policy Framework and meet the statutory duty of Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 to preserve the special architectural and historic interest of the listed building. The proposals would also accord with relevant policies in the Local Development Framework including Policy 19 of the Unitary Development Pan (1995) in that alteration has no adverse effect on the architectural or historic character of the building.

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. The development plan applicable to the building comprises **The Core Strategy (2012)** and saved policies from the **Unitary Development Plan (1995)**. **Policy EN3 Heritage in the Core Strategy** establishes a presumption in favour of 'development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the city centre' and that 'proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset'. Similarly, **Policy 19 Listed Buildings of the UDP** indicates the 'council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings'...provided 'in its opinion, there would be an adverse effect on its architectural historic character'.

The minor amendments now proposed form part of a wider scheme which would bring forward a reuse of the ground and basement floors in a manner akin to their historic use, albeit to serve the needs of 21st century retail, without causing harm to the significance of the listed building or its architectural historic character. Perhaps, more critically however given the well-known challenges facing the high street, is the role that the proposed retail offer would play in maintaining and enhancing the distinctiveness of St Ann's Square as a high-end retail area, both historically and as existing.

The thrust of the Core Strategy aligns with the **National Planning Policy Framework,** which seeks to ensure the heritage assets are conserved in a manner accordingly to their significance. The wider scheme of works would sustain and enhance the significance of both the listed building and the conservation area through the high-end retail offer they would enable, which in turn will positively contribute to the economic vitality and local character and distinctness of this part of the city (Para 203). As such they would be wholly beneficial and would cause no harm to the significance of Mansfield Chambers as a Grade II listed building or the St Ann's Conservation Area. Likewise, the statutory duties of the **Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990** to preserve the special interest of the listed building and to preserve or enhance the character or appearance of the conservation area would be met.

It is therefore the conclusion of this report that the proposals would meet the statutory duties of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990, the policy requirements of the Local Plan and the tests for sustainable development outlined in the NPPF insofar as they relate to the historic environment.

Appendix I - Statutory List Description

Mansfield Chambers, 17-23 St Ann's Square
Grade II listed building
List Entry Number: 1247654
Date first listed: 03-Oct-1974
Listing NGR: SJ8381498389

Shop with offices over. Probably later C19; altered. Stucco on brick, with dressings of stone and fibre-glass imitating stone (roof concealed). U-plan formed by main range parallel to street with back extension, and rear wing attached to this parallel to Half Moon Street. Italianate style. Four storeys and 5 bays (the first narrower and slightly set back); 4-bay giant arcade to ground and 1st floors (1st floor treated as mezzanine), with pilasters (now partly or wholly of fibre-glass), frieze, and moulded cornice; low 3rd floor with sill-band and frieze; modillioned cornice and pilastered parapet with urns. The arcade has C20 shop fronts at ground floor and semi-circular windows above, and the narrow bay to the left of this has a doorway with C20 doors, rectangular overlight, frieze lettered "MANSFIELD CHAMBERS", and segmental pediment on long fluted consoles, and above this a round-headed 2-light window with circular tracery; the 2nd floor has round-headed sashes in moulded architraves with swags and cornices; 3rd floor has short sashed windows. Three chimneys visible above parapet. Interior not inspected.

Appendix II - Planning Policy and Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990

The Act is legislative basis for decision making on applications that relate to the historic environment.

Section 16 of the Act impose a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and conservation areas and states:

[...] in considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

National Planning Policy Framework

Any proposals for consent relating to heritage assets are subject to the policies of the NPPF (December 2023). This sets out the Government's planning policies for England and how these are expected to be applied. With regard to 'Conserving and enhancing the historic environment', the framework requires proposals relating to heritage assets to be justified and an explanation of their effect on the heritage asset's significance provided.

Paragraph 7 of the Framework states that the purpose of the planning system is to 'contribute to the achievement of sustainable development' and that, at a very high level, 'the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs'.

At paragraph 8, the document expands on this as follows:

Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives:

a) 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;

b) 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

c) 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.

and notes at paragraph 10:

10. So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).

With regard to the significance of a heritage asset, the framework contains the following policies:

201. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

In determining applications local planning authorities are required to take account of significance, viability, sustainability and local character and distinctiveness. Paragraph 203 of the NPPF identifies the following criteria in relation to this:

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

With regard to potential 'harm' to the significance designated heritage asset, in paragraph 205 the framework states the following:

> *...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.*

The Framework goes on to state at paragraph 206 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. Substantial harm to or loss of:*
>
> *a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;*
>
> *b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

Where a proposed development will lead to 'substantial harm' to or total loss of significance of a designated heritage asset paragraph 207 of the NPPF states that:

> *...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 benefit of bringing the site back into use*

With regard to 'less than substantial harm' to the significance of a designated heritage asset, paragraph 208 of the NPPF states the following;

> *282. 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.*

Unitary Development Plan for the City of Manchester (1995)

The Unitary Development Plan for the City of Manchester (the UDP) was adopted by the Council in 1995 as the statutory document that set out guidelines for all development in Manchester and provided a framework from which to base decisions about planning applications. Although the UDP has been superseded the following policies were retained and remain extant.

19. Listed Buildings

DC19.1 In determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:

> b. not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;
> c. not permit any external or internal alteration or addition to a Listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;
> d. seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;
> f. not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

Manchester Local Plan. Core Strategy Development Plan Document (2012)

Manchester Local Plan was adopted by Manchester City Council in 2012, though it retains several of the policies set out in the 1995 UDP. The following policies are of relevance.

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

Policy CC 9: Design and Heritage

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

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

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

Other Relevant Policy Documents

National Planning Policy Guidance (2019)

Historic England: Historic Environment Good Practice Advice in Planning (December 2017)

Historic England: Conservation Principles and Assessment (2008)

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