Heritage Statement

in connection with

Proposed alterations to

86 Cross Street, Manchester

Prepared by

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July 2024
REV B

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INTRODUCTION

Purpose and Format

1.1 This heritage statement has been prepared to assess proposals to convert No. 86 Cross Street Manchester into restaurant use. The property is Grade II Listed and is within the St. Annes Square Conservation Area. Owing to the listed nature of the building, in line with the requirements of planning law and policy, care is needed to ensure the heritage significance of the building is not unduly harmed.

1.2 The statement assesses heritage significance and guides proposals for change in a manner that conserves significance and avoids harm. The approach adheres to the principle of managing change intelligently, which lies at the heart of national planning policy for conservation of the historic built environment.

1.3 The statement has been prepared in accordance with the general guidelines set out in the Historic England publications 'Informed Conservation'[i] and Historic England Advice Note 12 'Statements of Heritage Significance'[ii] and in particular responds to heritage policies outlined in Chapter 16 of the National Planning Policy Framework (2023). The legal context is set by the Planning (Listed Buildings and Conservation Areas) Act of 1990.

1.4 The local planning policy context is set by the Places for Everyone Joint Development Plan Policy JP-P2, Manchester City Council Core Strategy, Policy EN3 and DC 19.1 of the UDP.

The Author

1.5 Ian Rowan, the author is a qualified Planning & Conservation Officer. With a background of over 35 years in Planning, Regeneration & Conservation, Ian holds a Masters Degree in Environmental Planning and a Post Graduate Diploma in Conservation & Regeneration, and has specialised in Conservation Planning since 2004.

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Methods of Research and Investigation

1.6 Inspections of the site were carried out in April 2024 to assess its physical nature. Background research has also been conducted to ascertain all relevant contextual matters appertaining to the proposals. In accordance with the NPPF, background research has been proportionate to the nature of the proposed works and their likely impact.

2 GENERAL DESCRIPTION

Location

2.1 The property is located on the corner of Princess Street and John Dalton Street. A location plan is given in Figure 1.

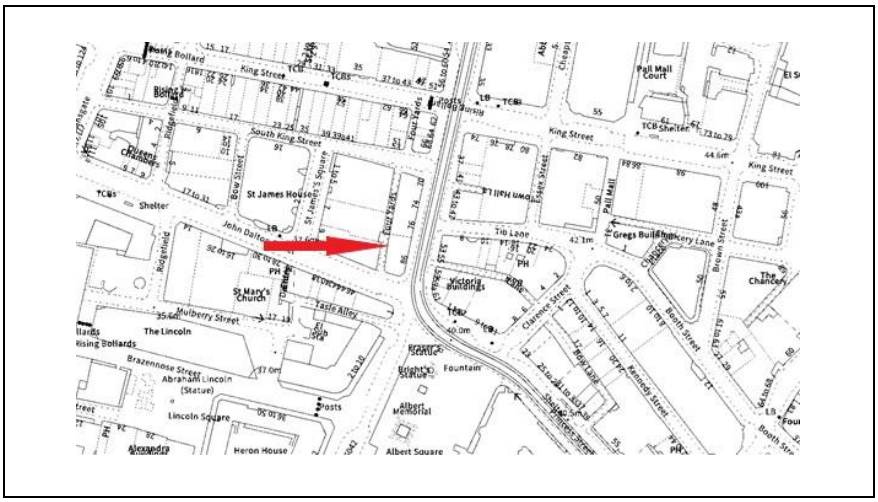

Figure 1 Location plan.

Outline Description & Historical Background

2.2 The building was constructed in 1906 and first appears on the Ordnance Survey map of 1915. Its grand Edwardian style is typical of a public building of this era. Map evidence, see figures 2 – 5 below suggests that the building's footprint has remained relatively static since.

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2.3 The property is located in the city centre and there are many surviving buildings from the 19th & early 20th Century in the vicinity. Features of interest of the building are shown in the site photographs given later in plates 1 – 24. The building is within the St. Annes Square Conservation Area and consideration needs to be given to any potential impact upon the significance of these heritage assets.

Figure 2 OS map of 1891

Figure 3 OS map of 1915

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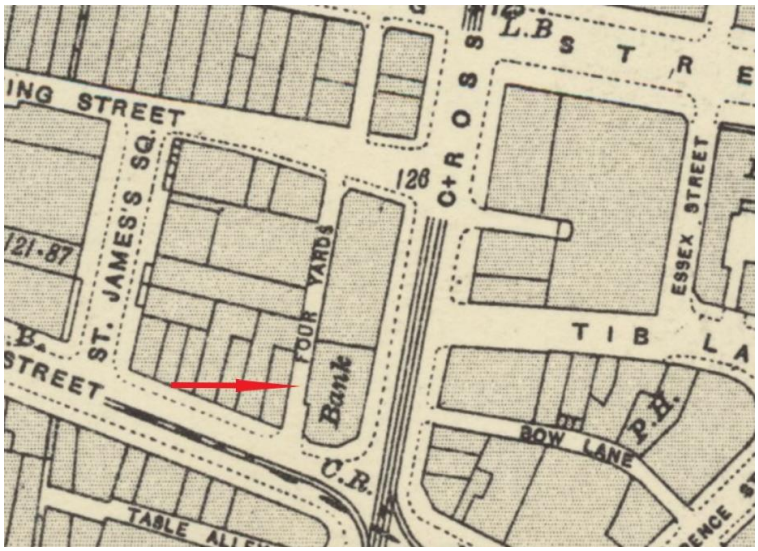

Figure 4 OS Map of 1932

Figure 5 Current OS Map

Photographic Survey

2.5 There follows a selection of photographs showing the relevant features of the site.

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Plate 1 – Cross Street Elevation

Plate 2 – John Dalton Street Elevation

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Plate 3 – Cross Street & John Dalton Street Elevations

Plate 4 – Rear Elevation

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Plate 5 – Ground Floor Rear Elevation

Plate 6 – 1st and 2nd Floor Rear Elevation

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Plate 7 – 1st and 2nd Storey Rear Elevation

Plate 8 – 1st and 2nd Storey Rear Elevation

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Plate 9 – Ground Floor, Rear Elevation

Plate 10 – Ground Floor

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Plate 11 – Ground Floor

Plate 12 – Ground Floor

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Plate 13 – Ground Floor

Plate 14 – Ground Floor

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Plate 15 – Ground Floor

Plate 16 – Coving and Detailing

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Plate 17 – Basement Strong Room

Plate 18 – Basement

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Plate 19 – Basement Stairs

Plate 20 – Basement Fireplace

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Plate 21 – John Dalton Street

Plate 22 – 1 Albert Square

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Plate 23 – View North Along Cross Street

Plate 24 – 59 – 61 Cross Street

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Heritage Asset Designations

2.4 The building is Grade II Listed and a copy of the Listing description is provided below. The building is also located within the St. Annes Square Conservation Area.

MANCHESTER CROSS STREET (West side) No.86 Anglia House
II
GV

Insurance office. 1906, by Charles Heathcote. Brown polished granite to ground floor, red sandstone ashlar above, lead clad roofs. Narrow rectangular plan on end-of-block site, with canted corner. Free Baroque style. Three storeys and attic, a 1:3:1-bay facade to Cross Street and 1-bay facade to John Dalton Street hinged on a canted corner with turret; Ionic colonnaded ground floor with doorways at the corner and in the 4th bay and shop windows in the others, all under a pulvinated frieze and prominent cornice; upper floors with heavily moulded cornice pierced by projected outer bays which have banded pilasters and emphatic steeply-pitched attic pediments, 2-light casements at 1st floor with broken pediments, coupled 12-pane sashes at 2nd floor, and round-headed casements at attic level with radiating glazing bars; otherwise, casement windows at 1st floor with enriched architraves, and sashed windows at 2nd floor recessed behind a screen with coupled colonnettes; flat-roofed dormer over centre with casement windows. Cylindrical Baroque turret over corner, with banded pilasters, prominent cornice, a round-headed window with open pediment on colonnetes, and ogival domed roof with consoles over the pilasters. Tall corniced chimneys. Facade to John Dalton Street matching the pedimented bays to Cross Street. Interior not inspected.

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3 HERITAGE APPRAISAL

Introduction

3.1 The following appraisal adheres to guidance published by Historic England (2019) and relates specifically to the requirement contained in paragraph 200 of the National Planning Policy Framework (2023), given in extract below:

3.2 ***"In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation."***

3.3 The appraisal begins by identifying and assessing any heritage values which might be affected by the proposals, before evaluating these values and expressing them concisely within a 'Statement of Significance'. The essential purpose of this Statement is to set priorities for conservation of significance and enable an objective assessment on the likely impact of the proposals.

Heritage Values

3.4 The heritage values explored below are distilled under the following headings: *archaeological value, historic value and aesthetic value*. The exploration focusses specifically on those values deemed of relevance to the proposals, and is therefore not an exhaustive assessment of the relevant heritage assets.

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Archaeological & Evidential Interest

3.5 Historic England (2019) suggests that "*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.*"

3.6 There is little in the way of archaeological evidence apparent in the building with the exception of the evidential value that is presented by the building itself in terms of past human activity. Upon examination of the building, there is some notable evidence presented. Built in a Baroque style, the building has an eclectic mix of columns, rusticated pilasters, cornice and modillioned gable demonstrating the style popular around this time, providing evidence of the early 20th Century construction. The Edwardian style windows at upper floors also yield valuable evidence of the period, whilst the chimneys provide evidence of the early heating source of the building. The shop front has been altered by removing transoms and mullions erode this value to some extent, and the mix of 2 styles of shop front, internal and external suggests a later shopfront. To the rear the style is a little more modest on the return along Four Yards, and the northern half of the building is relatively plain.

3.7 Internally, some evidential value is yielded through evidence of the original plan form. At the ground floor, this is still evident in terms of its space as original offices, whilst there is some evidence to the rear where earlier rooms have been opened up. Original coving and cornice exists throughout the ground floor, but the area is devoid of any other embellishment. The positions of the columns and beams provide evidence of the original support to the building.

3.8 The basement provides evidence of early office use, the fireplace and chimney providing evidence of what was likely a managers office, whilst the presence of the strong rooms provide evidence of the building's later use as a bank, and the staircase demonstrates the original means of access.

3.9 The conservation area provides physical evidence of the city's evolution and growth on the back of the industrial revolution. The wealth accumulated within the city is particularly demonstrated through its building stock, and

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this part of the conservation area holds a concentration of buildings from this era, built in a grand manner. The historic street pattern has helped shape the townscape through time, laid out in a grid layout, this has dictated the pattern of development. As such, the proposals building makes a contribution to the evidential value of the conservation area.

Historical Value

3.10 Historic England (2019) suggests that – *"Historical value derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative."*

3.11 The building conserves an element of Manchester's historic past and conveys a sense of the township that existed at this time of growth across the city. As such the building has some illustrative historic value due to its ability to depict images of the past. The relatively intact nature of its external envelope, provides notable historic value, particularly the elevations fronting John Dalton Street and Cross Street. The building has a long-standing association with the city, given its previous use as insurance offices then as Barclays bank, and yields some notable illustrative value worthy of acknowledgement.

3.12 As a relatively grand building, built to demonstrate the stature and opulence of the owners, historic value is displayed through its design and ornate style. Links to the architect Charles Heathcote will provide some regional associative value. Internally, historic value is yielded through the retention of columns and detailing to the ceiling.

3.13 The conservation area possesses illustrative historic value which is conveyed by its collection of buildings, both listed and unlisted, in particular those that display a high degree of authenticity. The growth of the city as a centre for industry and later the service sector, and the grand collection of public and semi-public buildings are a source of high historic value. The conservation area demonstrates this historic value through its collection of Georgian, Victorian and Edwardian architecture, and as such, the proposals building makes a relatively positive contribution to this value, in terms of its size, scale, opulence, design and detailing, particularly the ornate

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elevations to Cross Street and John Dalton Street.

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3.14 There is some high historic communal value to both the building and the conservation area, the latter possessing this concentration of well conserved historic buildings, being a source of shared community pride in terms of their contribution to shaping the city as it is today. To this end, the proposals building makes a contribution to the historic and communal significance of the conservation area.

Architectural and Artistic Interest

3.15 Historic England (2019) suggests that: *"Aesthetic value derives from the ways in which people draw sensory and intellectual stimulation from a place."*

3.16 The proposals building has an extremely visually appealing and architecturally interesting external envelope. It displays features typical of the grand Edwardian style, stone and slate demonstrating an opulence associated with public style buildings of this era, and the detailing contained within the rusticated sandstone, columns, broken pediments, stone window surrounds, cornice and turret providing a high level of architectural and aesthetic value, particularly to John Dalton Street and Cross Street, less so to the rear where detailing is lower, and lower again on the northern section of the rear elevation.

3.17 To these frontages the windows are of some notable value, the attic windows to Cross Street providing some detailing to the eaves. At ground floor level the shopfront has been altered to some extent, but this has not particularly impacted upon architectural value. The rear return is more modest in its architectural detailing. The initial return to Four Yards contains some moderate value in terms of the ornate cornice and columns but this value is lower on the northern section which is of a relatively plain nature. Fenestration above is in the main modern casements, with some evidence of sashes.

3.18 Internally, aesthetic value is lower, having been subject to change through time, and the impact of vacancy, the only elements of notes being the boxing to structural beams, glazed bricks in the basement and a period fireplace.

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Statement of Significance

3.19 Having assessed the heritage values associated with the site, it is possible to take a more informed approach to the assessment of site significance, giving specific consideration to conservation priorities in light of the proposals for change. In this context a statement of significance is given below.

3.20 The building is a Grade II Listed early 20th Century Edwardian office building located in Manchester city centre. The building has undergone a number of changes by way of removal of original internal features. Externally, the building is relatively intact.

3.21 The building possesses a range of heritage values, the most important of which relate to the external envelope of the building which is high in archaeological evidential, historic and aesthetic value, particularly the elevations to John Dalton Street and Cross Street, whilst this is more moderate to the rear. Internally, change has impacted making these values moderately low. The conservation area, as would be expected of such an area, is of relatively high significance.

3.22 There is evidential value provided through the retention of the original parts of the building mainly externally and to the 2 frontage elevations, the rear displaying some more subordinate elements. There have been some changes internally by removal of walls which has impacted upon this value.

3.23 Historic value is provided through the front elevations and their contribution to the historic streetscape, and also through its historic links to the growth of the city and commerce.

3.24 Aesthetic value is high, particularly to the front and side elevations. Intricate detailing adds to the aesthetic and architectural value of the building. The building sits within the setting of the city centre and makes an aesthetically pleasing contribution to the streetscape. Internally aesthetic value is relatively low due to change.

3.24 In essence the building derives much of its significance from its 2 main external elevations, being relatively intact and providing a high level of

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architectural detailing, demonstrating the building methods and styles of the early 20th Century, making a contribution to the high significance of the conservation area.

	Archaeological	**Historic**	**Architectural**
Frontages	High	High	High
Rear	Moderate	Moderate	Moderate
Internal	Low	Moderate	Low to Moderate
Conservation Area	High	High	High

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4 ANALYSIS OF THE PROPOSALS

General Principles

4.1 General guidance on assessing proposed changes to heritage assets is given in Chapter 16 of the National Planning Policy Framework (2023). The policy establishes the premise that conserving significance should be a guiding principle when developing proposals for any new scheme. In order to do this it is first necessary to conduct an appraisal of heritage values and identify the significance(s) of heritage assets before commencing with design. Part 3 of this appraisal fulfils this need, and the findings of part 3 have informed the development of the proposals. There follows, here in section 4, an objective review of the finalised scheme to verify to what extent conservation of significance has either been secured or compromised.

Summary of the Proposals

4.2 The proposals consist of conversion of the building to restaurant use, with internal reordering, introduction of a means of extraction to the rear elevation and replacement and repair of windows. Full plans will be submitted with the Listed Building application, however, indicative drawings depicting the proposals are shown below.

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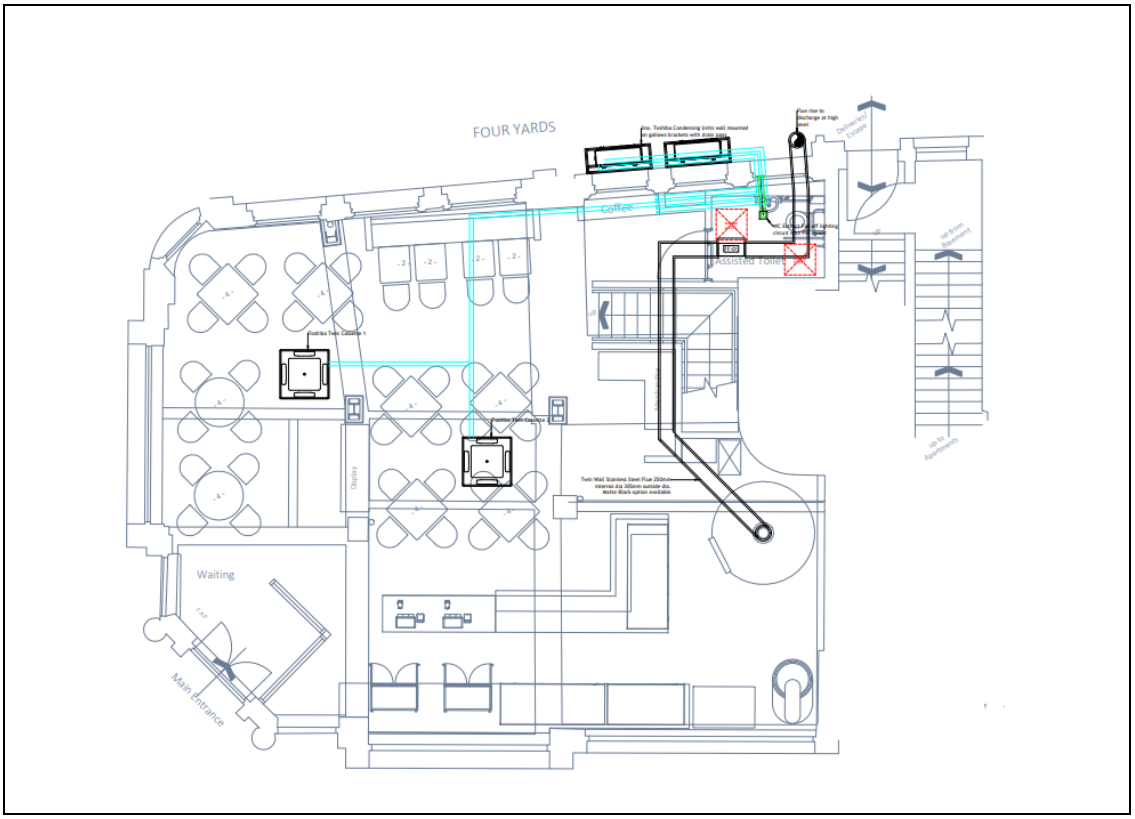

Figure 5 –Proposed Ground Floor Plan

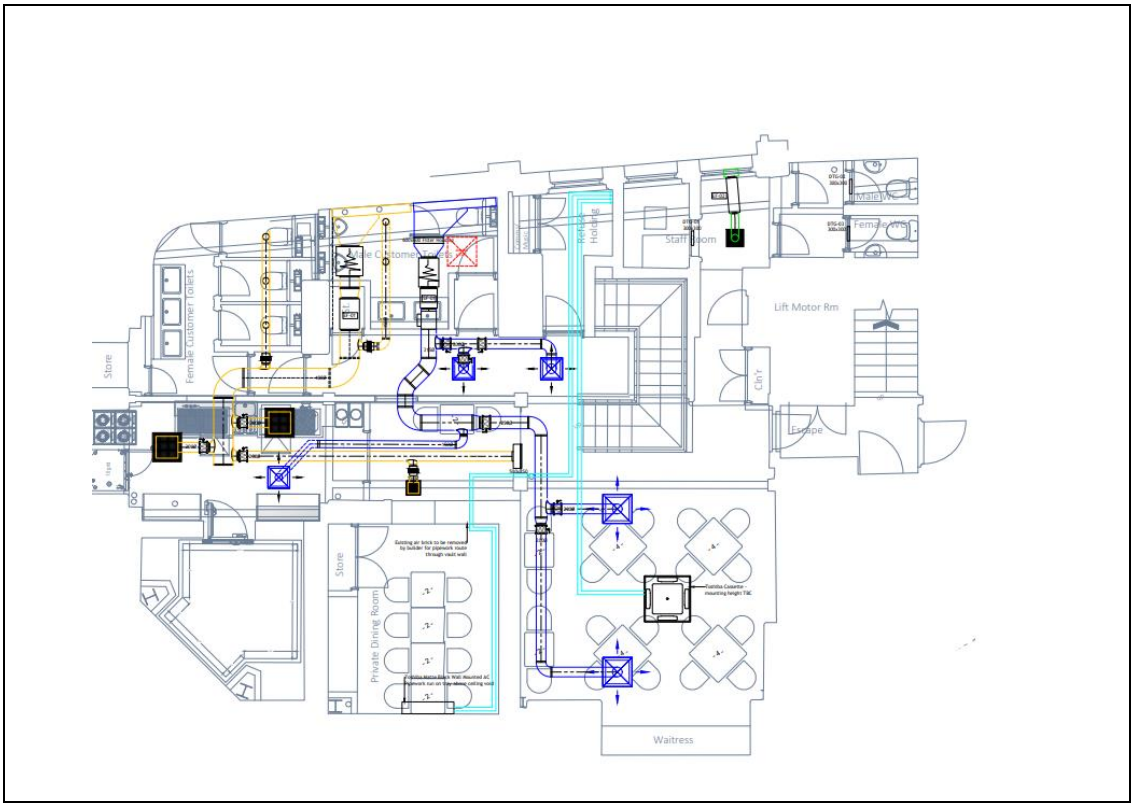

Figure 6 – Proposed Basement Plan

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Figure 7 – Front Elevation (Cross Street)

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Figure 8 – Side Elevation (John Dalton Street)

Figure 9 – Rear Elevation

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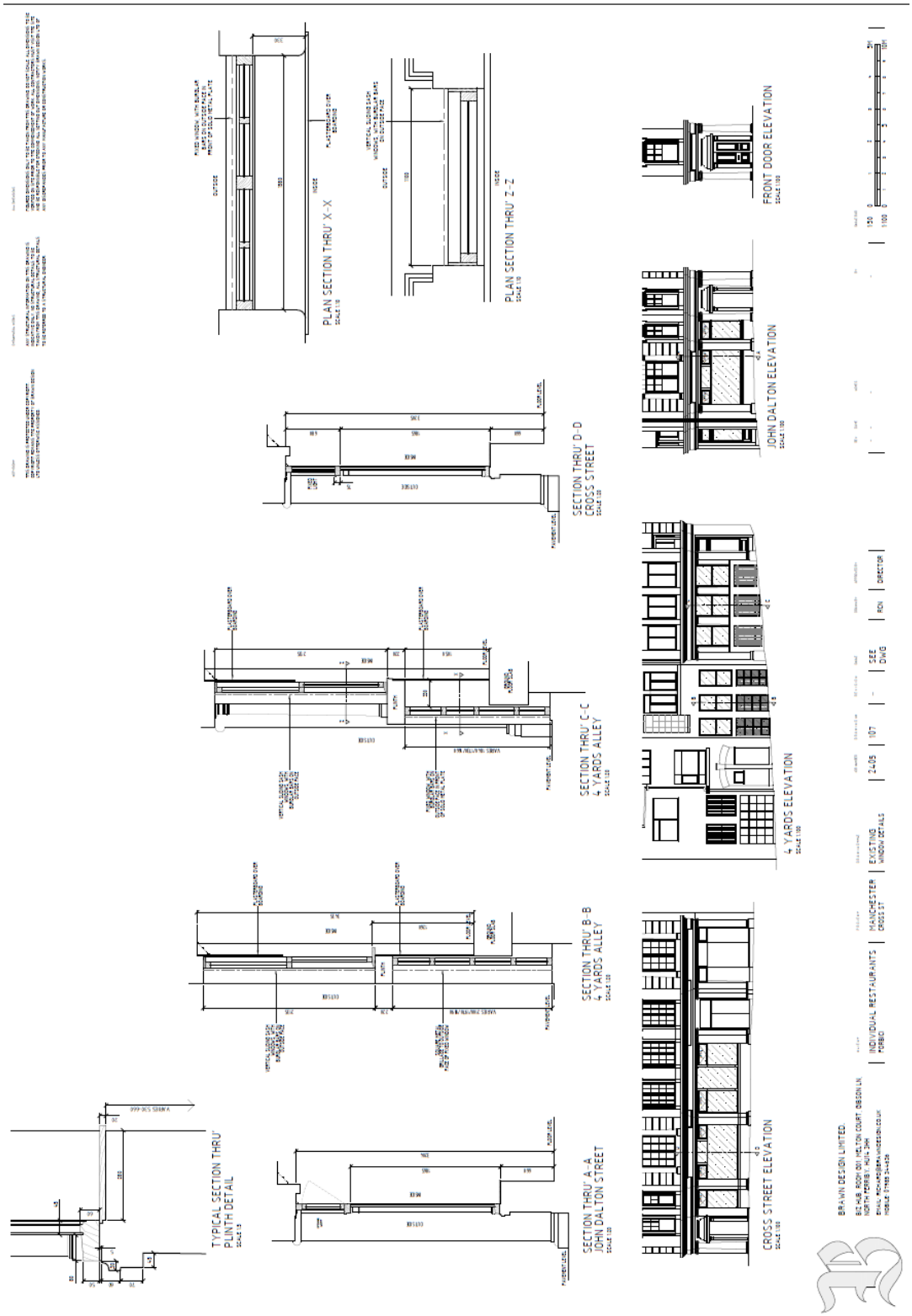

Figure 10 – Existing Sectional Window Details

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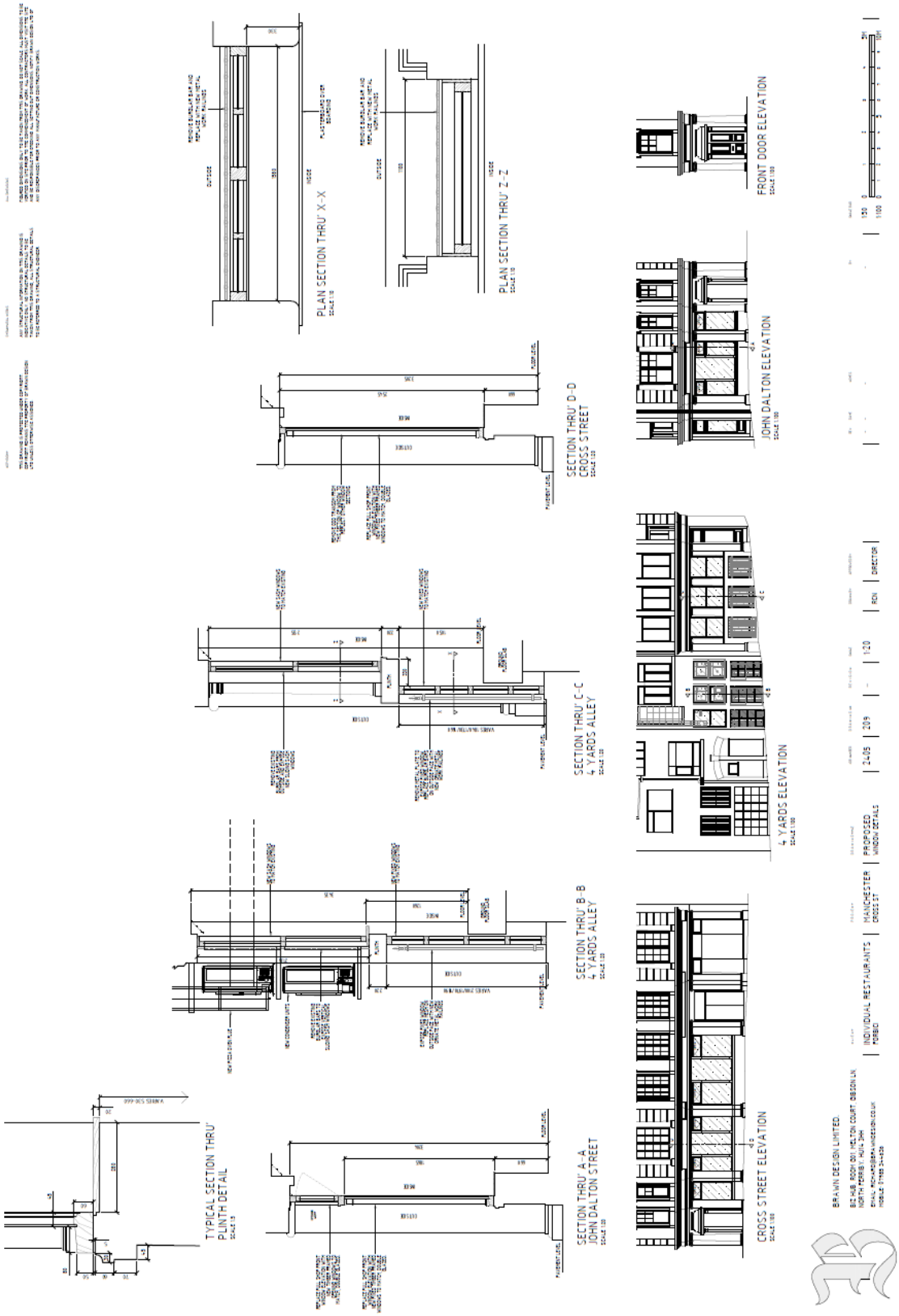

Figure 11 – Proposed Sectional Window Details

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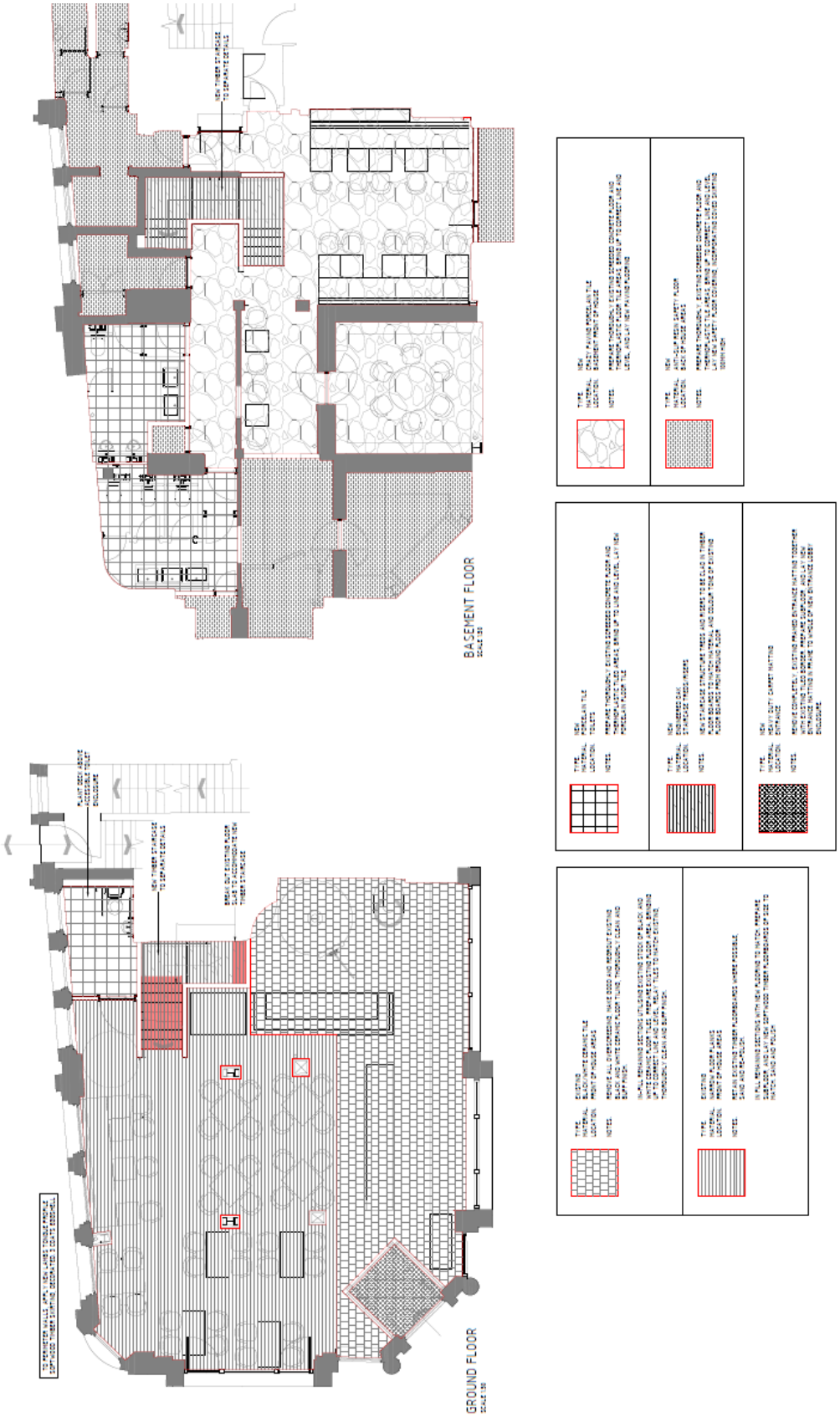

Figure 12 – Proposed Floor Finishes

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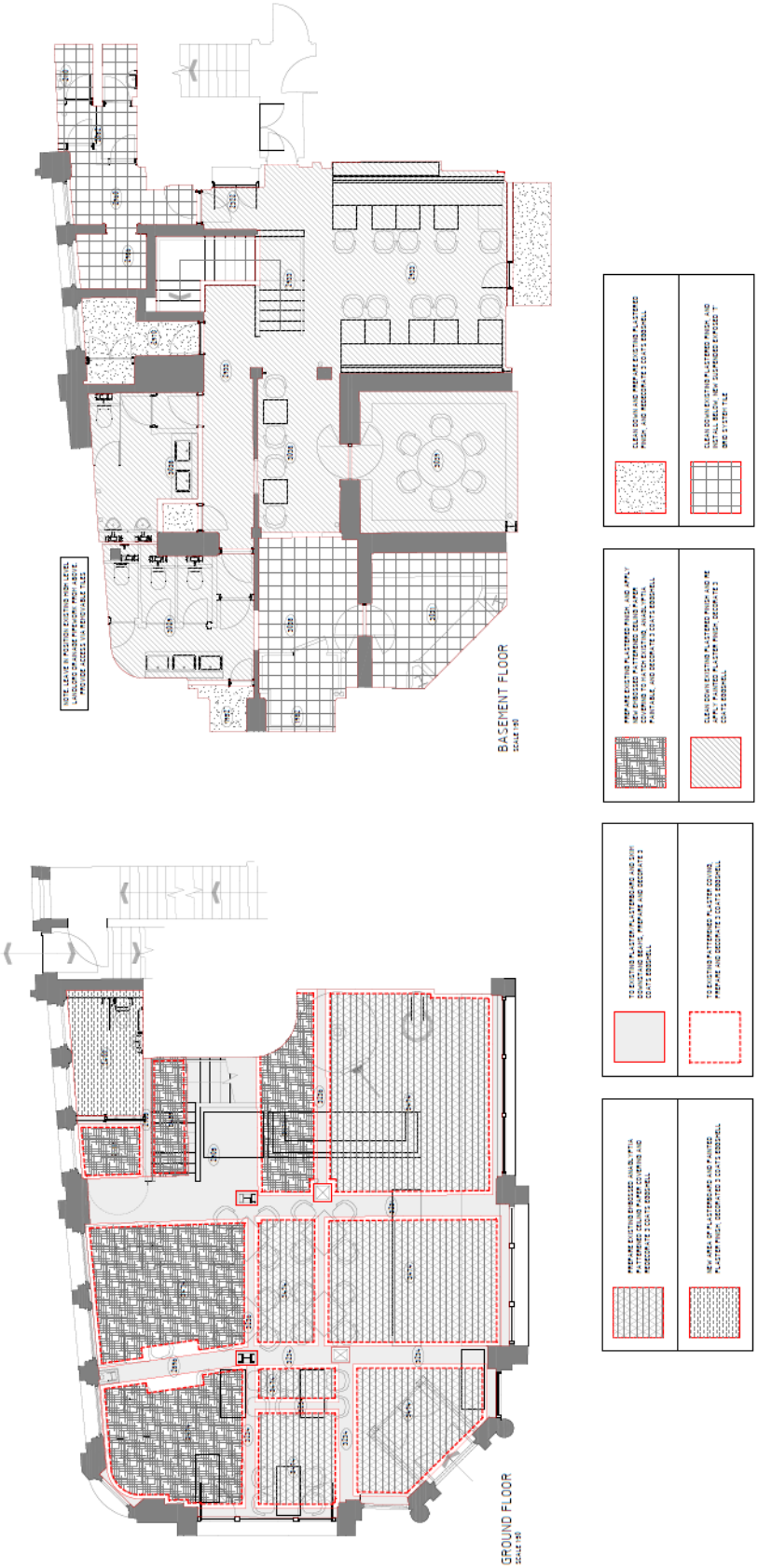

Figure 13 – Proposed Ceiling Finishes

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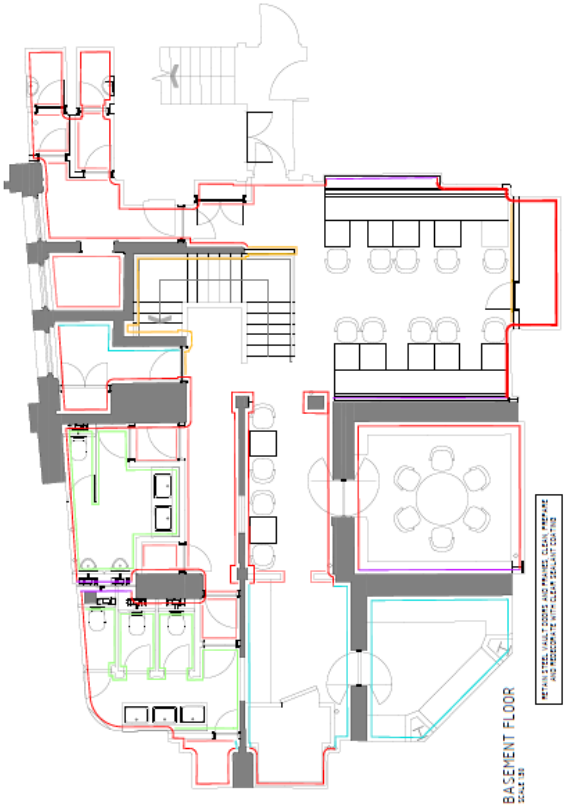

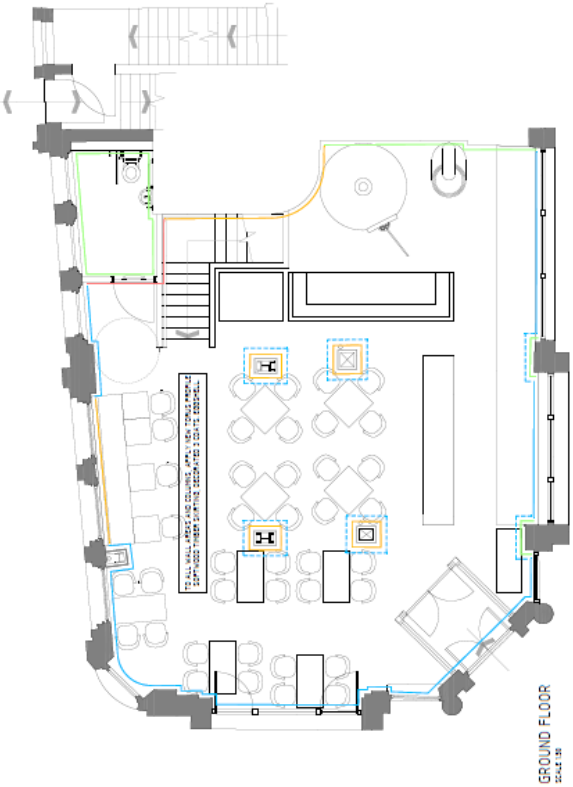

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Figure 14 – Proposed Wall Finishes

Analysis & Impact of the Proposals: National Planning Policy Framework

4.3 As discussed earlier, Chapter 16 (Conserving and enhancing the historic environment) of the NPPF (2023) considers heritage planning and identifies the following key drivers in the decision making process:

- *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.*

4.4 ***The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation –*** the building has long been in use as a commercial premises and the use of the building for restaurant use may avoid the need for more radical intervention in terms of internal division, whilst maintaining the commercial use, making the contribution to the city centre and conservation area. The front elevations, arguably the key contributors to the aesthetic significance of the building will continue to make this contribution. Internally an opportunity has been taken to enhance the, walls, ceilings and floor finishes. Walls, presumed to be original plaster are to retain plaster and repair where appropriate with redecoration, and the basement tiles will be restored to their original finish. The ceilings at ground floor will have the embossed Anaglypta paper applied to match existing, something which will further reveal significance. The floor covering is proposed to reinstate tiles where tiles previously were, and where there is currently a modern screed finish, and to retain and repair original floorboards where possible and reinstate a timber finish. The shop frontage, presumed later due to alterations and differences, is to be replaced with a new matching shop front, which will retain evidential value as a legible addition, whilst preserving architectural value. Windows to the

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rear are proposed to be replaced on a similar like for like basis, thus ensuring a legible addition whilst conserving the architectural detailing.

4.5 ***The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality*** – as a building within the city centre with a range of public transport options, the proposal is sustainable, whilst also providing a new use compatible with a city centre, as well as employment opportunities.

4.6 ***The desirability of new development making a positive contribution to local character and distinctiveness*** – with minimal changes, particularly to the external envelope where contribution is made to the historic environment, local character will be retained, i.e. the elevations to Cross Street and John Dalton Street. The location of the proposals to the rear alley, and the use of appropriate design and colours to blend the proposals will minimise any impact upon the relatively low significance of the rear.

4.7 The NPPF unifies the overall approach to planning in order to ensure that deliberations over decisions relating to heritage assets are made in the full planning context. Securing sustainable development is the primary driver of the NPPF: in the heritage context this relies on maintaining active use (long term) in a manner that seeks to limit potential harm to significance.

4.8 Paragraph 205 of the NPPF states: ***"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."***

In this instance and as demonstrated through the appraisal of heritage values the works do not impart undue harm upon the significance of the building and the primary heritage values are conserved. There is a high level of significance to the front elevations of the building, significance to the rear being more moderate. Internally significance is relatively low,

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whilst the conservation area is high in significance. The contribution of the building to the conservation area is very much derived from its 2 front elevations, being of relatively high architectural quality, and making a contribution to the historic streetscape.

4.9 The proposed internal works will be in the main reversible, the introduction of kitchen and dining equipment and the ducting for the means of extraction. It is proposed to reorientate stairs to the basement, these being of relatively low significance as a more subordinate part of the building, but the previously approved scheme moved the stairs and the current scheme will retain some elements of their original location. Given the structural issues with the building as identified within the structural survey, remedial works will ensure the long-term stability of the building. At ground floor, there is a mix of original floorboards and some evidence of presumed original floor tiles. Tiles will be reinstated to areas where missing, and likewise floorboards will be repaired and reinstated where appropriate, meaning no impact on historic fabric.

4.10 Externally the means of extraction is located to the rear of the premises where architectural detailing and value is low, and where contribution to the conservation area is similarly low. Painting of the apparatus to match existing fabric will mitigate impact, whilst the cartridges are located within the extant boarding over windows, which currently make little or no contribution to character or significance, and will not disturb anything of historic or architectural value. As a modern intervention, historic and archaeological values will not be impacted, the proposal being relatively interpretable and legible and as such any harm will be at a relatively low level. The flue has been designed to blend in with the rear of the building, appearing as a rainwater pipe. The cartridges are to be painted black to minimise impact, and given their location, the key drivers of architectural and aesthetic significance will not be unduly harmed. Internally

Analysis & Impact of the Proposals: Local Planning Policy

4.11 The relevant Planning Policy is provided through the Places for Everyone Joint Development Plan Policy JP-P2, Manchester City Council Core

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Strategy, Policy EN3 and DC 19.1 of the UDP, which are given in extract in Appendix 1.

4.12 The reuse of the building will enable a small element of Manchester City Centre's heritage to be more readily understood and enjoyed. The key drivers of the building's significance and that of the conservation area will be conserved and retained by the proposals, works being directed to where significance has been assessed as lower. As such the relevant parts of Policy JP-P2 has been complied with. The proposal will breathe new life into a vacant building and will therefore contribute to the historic streetscape by ensuring its future, usage being key to conserving the building. As such Policy EN3 is satisfied.

4.13 The report has demonstrated that the building will have a continued use through the proposals, the use being compatible with the key drivers of the building's significance. The proposals are steered to where the building's historic character and architectural value is low. The works are in the main reversible and should the building be repurposed, the interventions can easily be removed. As such the relevant parts of DC19.1 are satisfied.

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5 SUMMARY & CONCLUSION

5.1 This heritage statement has reviewed the potential impact of the installation of an extraction system through the building and discharging to the rear of 86 Cross Street, Manchester, upon the significances of the building and the conservation area. The findings of the statement are that the proposed development will not unduly harm the key heritage values and significances of the building and conservation area. The proposals are directed at the parts of the building where significance is lower. The proposals are mitigated by the use of appropriate colours to minimise impact, and whilst the proposal will provide a low level of "less than substantial harm" the use of the building for this purpose will bring some added vitality and viability to the area, and will secure the long-term future of the vacant building, which due to its vacancy has the potential to impart a negative value upon the historic environment.

5.2 The proposals satisfy national and local heritage planning policy and represent what in the context of the NPPF is described as sustainable development, and as such the proposal is wholly supportable.

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i Clarke, K, *Informed Conservation,* Historic England 2003

ii Historic England, *HEAN12: Statements of Heritage Significance,* 2019

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APPENDIX 1 – LOCAL PLAN POLICY

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Policy JP-P2: Heritage

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.

Local Plans will set out the key elements which contribute to the district's identity, character and distinctiveness and which should be the priority for conserving and enhancing in the future and demonstrate a clear understanding of the historic environment and the heritage values of sites, buildings or areas and their relationship with their surroundings. This knowledge should be used to inform the positive management and integration of our heritage by:

1. Setting out a clear vision that recognises and embeds the role of heritage in place-making;

2. 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;

3. 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;

4. 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

5. 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.

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Development proposals affecting designated and non-designated heritage assets and/or their settings will be considered having regard to national planning policy. Where heritage assets have been identified as being at risk, Local Plans should identify specific opportunities for them to contribute to regeneration and placemaking, and they should set out strategies for their repair and re-use. Development proposals which will help safeguard the significance of and secure a sustainable future for Greater Manchester's heritage at risk will be supported in principle, provided they are not contrary to national policy or other policies in the development plan.
Proposals should be informed, as necessary, by the findings and recommendations of the appropriate heritage assessment(s) in the development plan evidence base and/or any updated heritage assessment submitted as part of the planning application process.

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.
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:
a. not grant Listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is

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satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;
b. not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;
c. not permit any external or internal alteration or addition to a Listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;
d. seek to preserve and enhance the 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;
e. permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;
f. not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

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