



Paul Butler Associates
Planning, Development & Heritage Consultants

Warden Construction

Garden House, 114 High Street,
Manchester, M4 1HQ

Heritage Statement

October 2023

Paul Butler Associates, 31 Blackfriars Road, Salford, Manchester M3 7AQ
t. 0161 835 3530 | e. pba@paulbutlerassociates.co.uk | w. www.paulbutlerassociates.co.uk

Professional Planning, Development & Heritage Advisors since 1992.

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	Name and Qualifications	Position	Date
Prepared by:	Lynsay Ewart BSc(Hons) MSc MRTPI	Principal Planner	10.10.23
Checked by:	David Tye BSc (Hons) MTPI MRTPI	Snr Director	18.10.23
Issued by:	Lynsay Ewart BSc(Hons) MSc MRTPI	Principal Planner	18.10.23

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1. Introduction

- 1.1 This Heritage Statement has been prepared by Paul Butler Associates Ltd on behalf of Warden Construction. The statement has been provided in support of a planning application relating to Garden House, 114 High Street, Manchester, M4 1HQ. The proposals are remediation and associated works required to remove and replace external materials which have been found to be combustible. The external cladding will be removed and replaced with cladding that is compliant with fire safety regulations. In addition, other fire remedial works – such as the installation of cavity barriers, works to the timber balconies and works to the vents – will require removal of localised materials which may also need to be replaced.
- 1.2 The application building is located within the Smithfield Conservation Area but is not listed. There are a number of listed buildings in proximity to the site.

Structure of the Statement

- 1.3 In order to provide a clear understanding of the proposed scheme and its relationship with the surrounding area, this statement includes:
- A description of the application site and surrounding area;
 - An overview of the proposals;
 - A review of the relevant national and local planning and heritage policy guidance; and,
 - An assessment of significance of heritage assets and an appraisal of the proposal against its planning and heritage policy context.

2. The Application Site and Surrounding Area

- 2.1 The application site relates to an existing residential-led development located at Garden House, 114 High Street, Manchester, M4 1HQ. The site is located in the Northern Quarter of the city centre and is bounded by High Street to the west, New George Street to the north, and medium to low rise residential apartment blocks to the south and east.

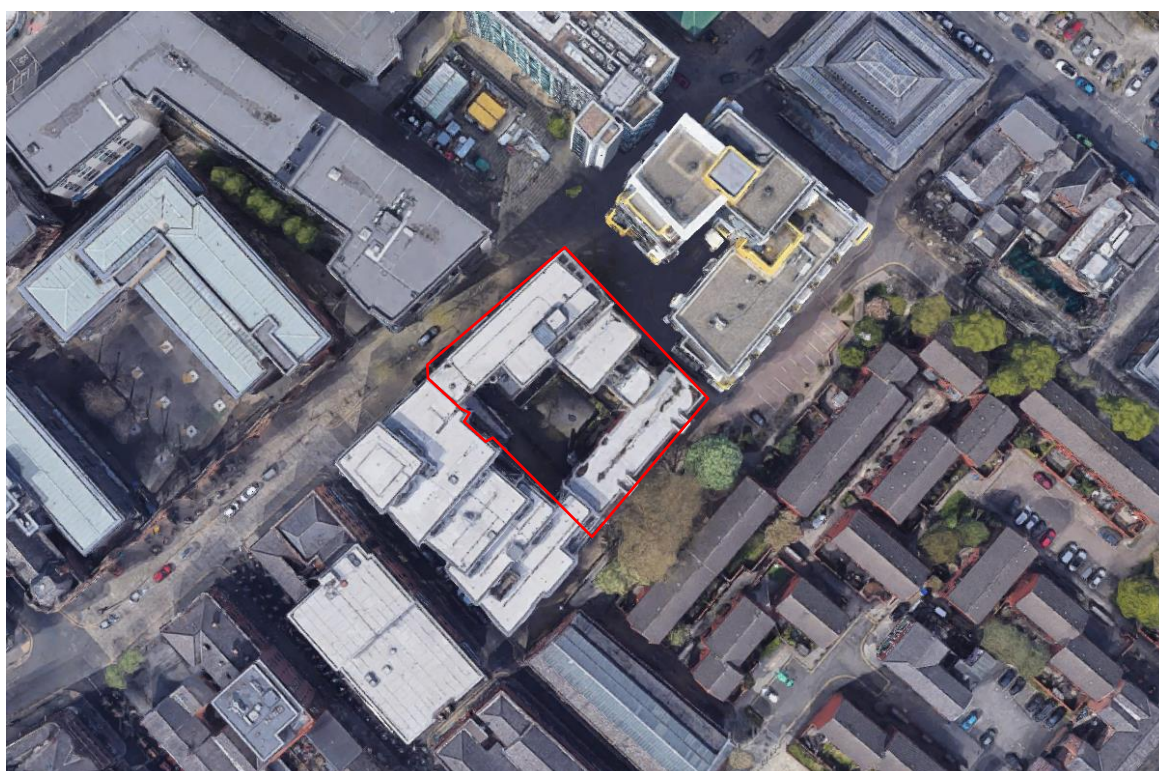


Figure 2.1: Aerial view of the application site (approximate boundary in red).

- 2.2 The application site comprises a part six, part seven storey residential development consisting of 47 apartments, a ground floor commercial unit, and communal garden in the courtyard to the rear.
- 2.3 The building façade is constructed using buff and light brown brick, aluminium cladding, and aluminium framed windows.



Figure 2.2: View of the application building (west elevation).



Figure 2.3: View of Garden House (north elevation).

- 2.4 The application site is located in the heart of Manchester City Centre within the Northern Quarter District. The Northern Quarter is located to the northeast within the Manchester City

Centre boundary and is surrounded by the Retail Core, Piccadilly Gateway, Ancoats and Victoria areas.

- 2.5 The application site is located within the Smithfield Conservation Area, and lies within proximity to various listed assets. The surrounding area is mixed use in nature.

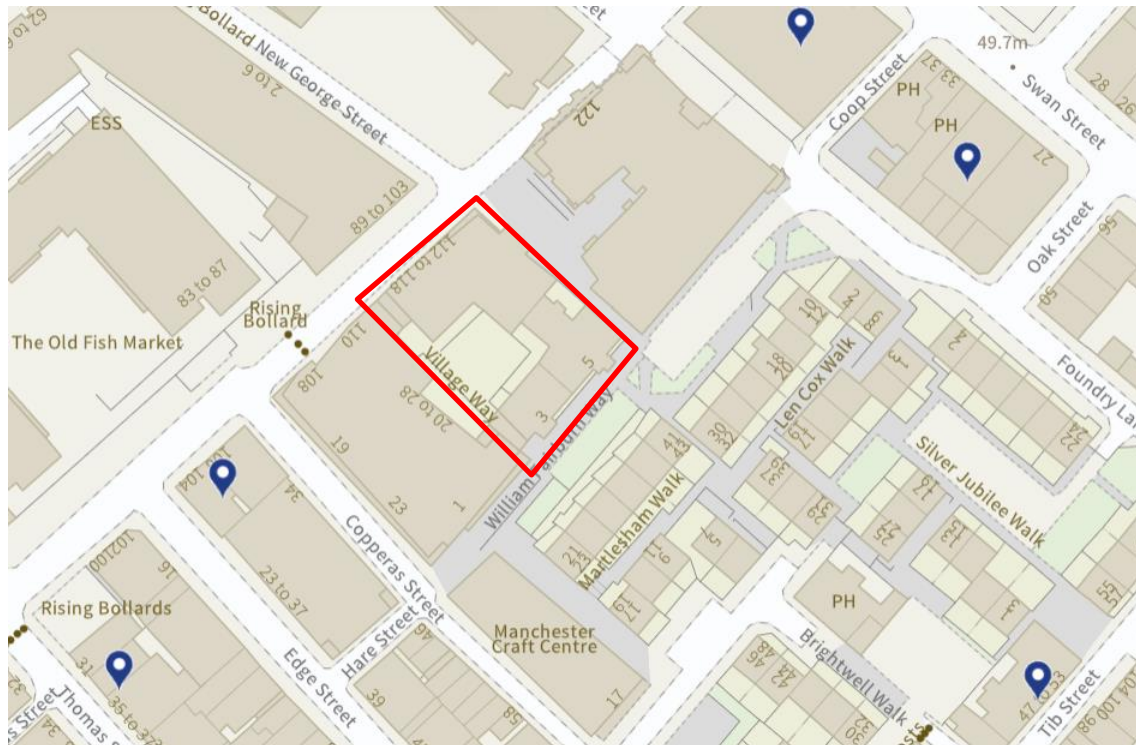


Figure 2.3: Historic England mapping showing listed buildings (blue pointers) in relation to the site (red line).

3. The Proposal

3.1 The application is submitted for remediation works to be carried out to Garden House, 114 High Street, which is a residential apartment building with a commercial use at ground floor. The proposals are for the removal of external cladding which has been found to be combustible, and for replacement with non-combustible cladding. In addition to this, other fire remediation works are required to the building which will require removal of localised external materials to enable remedial works to be undertaken. Where these external materials cannot be reinstated, the application also seeks replacement of these materials with new materials.

3.2 The following works are proposed to be undertaken:

- Replacement of non-fire compliant cladding and spandrel panels with a new cladding system, with colour and finish to match the existing. The cladding installed to the spandrel panels and penthouse apartments will be a powder coated aluminium, whereas the cladding installed to the projecting bays will be an anodised aluminium system.
- Installation of cavity barriers, this will require careful removal of localised brickwork which is to be retained and reinstated. Should new brickwork need to be installed, a visually similar replacement brick will be used. New brickwork reveals and PPC aluminium flashings will be required to the windows.
- Replacement of the existing aluminium louvred vents as required with new aluminium units in a colour to match existing. These will be removed to allow for installation of a new steel liner to the vent opening. Brickwork will be carefully removed and reinstated to enable new steel liners to be installed.
- Removal of wooden decking to balconies and the masonry around the fixing points at each floor to allow installation of new galvanised steel plates. The balcony will be reinstated with new timber effect decking 'Mydeck Luxura' colour Natural Hickory.

- 3.3 The proposed approach is to retain fire safe materials where possible. The investigative works have confirmed that brickwork can be removed without damage, therefore the intention is to carefully remove the brickwork/masonry to enable remedial works to be undertaken and for these materials to be reinstated once remedial works are complete.
- 3.4 The existing cladding, spandrel panels and louvred vents will be removed and replaced with fire safe materials. The replacement materials will be chosen to match the existing in colour and finish.
- 3.5 None of the remedial treatments will result in the external walls getting any deeper so the overall profile will remain unchanged.
- 3.6 Whilst the proposed materials are to match the existing, should there be any slight variance the materials would still be broadly similar in appearance to the existing, and therefore there will be no material affect to the appearance of the building. The building will benefit from an enhanced performance in the event of a fire.
- 3.7 A full description of the proposals is provided within the submitted drawings prepared by Halliday Meecham Architects.

4. National and Local Planning and Conservation Policy

National Planning Policy Guidance

The Development Plan

- 4.1 Section 38 (6) of the Town and Country Planning Act 2004 states that applications for development should be determined in accordance with the adopted development plan unless material considerations indicate otherwise. In the case of Manchester City Council the adopted development plan consists of the Core Strategy (adopted 2012) and the saved policies of the Unitary Development Plan. Due consideration in the determination of the application will also need to be afforded to national policies in the National Planning Policy Framework (NPPF) which represents a significant material consideration. The provisions of these documents are discussed in detail below.

Planning (Listed Buildings and Conservation Areas) Act 1990 as amended

- 4.2 Section 69(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended 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'. The site lies within the Smithfield Conservation Area.
- 4.3 In considering any development affecting the Smithfield Conservation Area, special attention will be given to the desirability of preserving or enhancing the character or appearance of the area (Section 72, Planning [Listed Buildings and Conservation Areas] Act 1990 as amended).

National Planning Policy Framework (NPPF)

- 4.4 Detailed guidance about the legislation and the Government's planning policies is given in the National Planning Policy Framework (NPPF). A revised version of the NPPF was published in September 2023, superseding the 2021 version. The NPPF continues to be a key part of reforms to make the planning system less complex and more accessible; to protect the

environment; and to promote sustainable growth. It replaces all previous Planning Policy Guidance and is a material consideration in planning decisions. Relevant sections of the NPPF are set out below:

4.5 Section 2 '**Achieving sustainable development**' of the NPPF (September 2023) advises that:

Para. 7. *'The purpose of the planning system is to contribute to the achievement of sustainable development. 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.'*

Para. 8. *'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, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy'.*

Para. 9. *'These objectives should be delivered through the preparation and implementation of plans and the application of the policies in this Framework; they are not criteria against which every decision can or should be judged. Planning policies and decisions should play*

an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area’.

Para 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’.*

4.6 Section 4 **‘Decision-making’** of the NPPF (September 2023) advises that:

Para. 38. *‘Local planning authorities should approach decisions on proposed development in a positive and creative way. They should use the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development where possible’.*

4.7 Section 12 **‘Achieving Well Designed Places’** of the NPPF (September 2023) advises that:

Para. 127. *‘Planning policies and decisions should ensure that developments:*

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

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

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

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

f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users; and where crime and

disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience’.

- 4.8 Section 16 ‘**Conserving and enhancing the historic environment**’ of the NPPF (September 2023) deals with conservation and heritage matters:
- 4.9 Para. 194 advises that ‘*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*’.
- 4.10 Para. 195 advises that ‘*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 assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal*’.
- 4.11 Para. 197 advises that ‘*In determining applications, local planning authorities should take account of: a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and c) the desirability of new development making a positive contribution to local character and distinctiveness*’.
- 4.12 Para. 199 advises that ‘*When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance*’.
- 4.13 Para. 200 advises 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'.*

- 4.14 Para. 201 advises that *'Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss'.*
- 4.15 Para. 202 advises that *'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'.*
- 4.16 Para. 207 confirms that *'Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance.'*

National Planning Practice Guidance (NPPG)

- 4.17 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: 017 Reference ID: 18a-017-20140306).

Historic England Guidance

- 4.18 Historic England has published guidance to assist with the management of the historic environment. This assessment has been prepared having regard to the following Historic England Guidance.

Historic England Advice Note 2: 'Making Changes to Heritage Assets'

- 4.19 Published in February 2016, this advice note illustrates the application of the policies set out in the NPPF in determining applications for planning permission and also listed building consent.

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

- 4.20 This document was published in March 2015 and provides advice to local authorities, planning and other consultants, owners, applicants and other interested parties. It sets out practical guidance to assist interested parties in making an assessment of the impact of proposals on the significance of heritage assets.

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

- 4.21 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, this 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: 'Conservation Principles Policies and Guidance'

- 4.22 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.

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

- 4.23 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 change to heritage assets.

Local Planning Policy Guidance

Manchester Core Strategy Development Plan

- 4.24 Manchester's Local Development Framework Core Strategy Development Plan Document was adopted on 11th July 2012. Relevant policies are set out below:
- Policy DM 1 'Development Management' sets out various issues that development should have regard to. Amongst other things, these include: appropriate siting, layout, scale, form, massing, materials and detail; impact on the surrounding areas; and effects on amenity.
 - Policy CC 9 'Design and Heritage' which states that development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings and conservation areas.

- Policy EN 1 'Design Principles and Strategic Character Areas' which states that developers will be expected to consider the City's heritage and continue the rich pattern of activity in the core area.
- Policy EN 3 'Heritage' states that 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.

Manchester Unitary Development Plan (UDP) Saved Policies

4.25 The Manchester Unitary Plan is part of the adopted development plan for the area and is one of the key decision making documents regarding the site. The Plan was produced under a now-superseded system of development planning and its extant policies are 'saved', which means they will continue to be used for development control purposes. The key policies of relevance are set out below:

- DC18.1 'Conservation Areas'. DC18 'Conservation Areas' states the Council will give particularly careful consideration to development proposals within Conservation Areas. The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues: i) the relationship of new structures to neighbouring buildings and spaces; ii) the effect of major changes to the appearance of existing buildings; iii) the desirability of retaining existing features, such as boundary walls, gardens, trees, (including street trees).
- DC19 'Listed Buildings' states that the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings. In giving effect to this policy, the Council will 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.

5. Significance Statement and Appraisal

5.1 In accordance with the NPPF and English Heritage's 'The Setting of Heritage Assets' guidance document, this section assesses the heritage significance of any heritage assets that apply to the site or are in proximity to the site. This follows a site visit and photographic survey.

5.2 The application site is located within the Smithfield Conservation Area, which is a designated heritage asset. There are no listed buildings in proximity to the application site, therefore this assessment will focus on the heritage significance and potential impact to the Smithfield Conservation Area.

Statement of Significance

The Smithfield Conservation Area

5.3 The application site is located within the Smithfield Conservation Area. This conservation area was originally designated in 1987 (at the same time as the Shudehill and Stevenson Square conservation areas which lie to the north-west and south-east respectively).

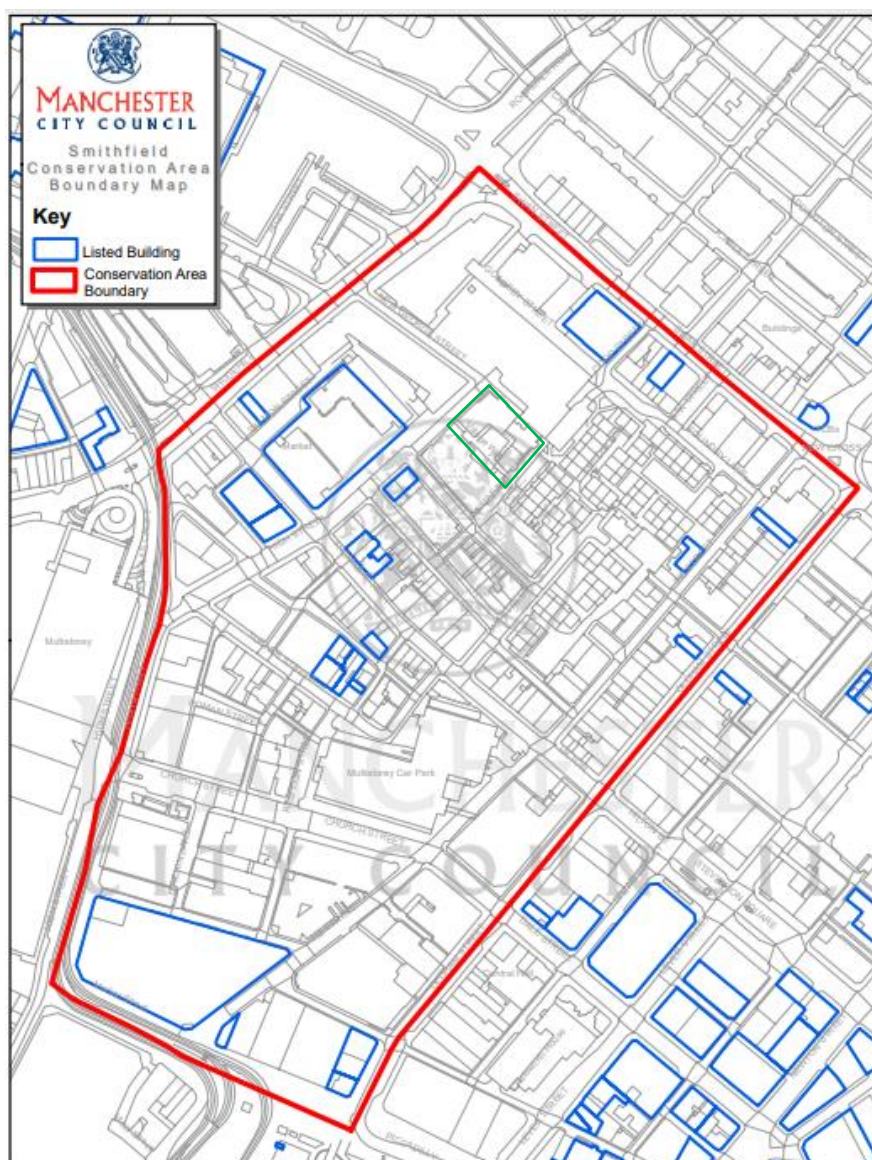


Figure 5.1: Map of Smithfield Conservation Area (red boundary) and listed buildings (blue line) in relation to the application site (green line).

Development of the Area

- 5.4 The small scale and unplanned development present in this area in the eighteenth century was generally accommodation for domestic weavers and other low rise buildings. In the mid-18th century, Sir Ashton Lever conceded to pressure from local property developers and sold land to William Stevenson. In 1772, a privately owned track was converted to public use and given the name Oldham St, the road taking its name from Adam Oldham.

- 5.5 By the end of the 18th century, a major planned residential development scheme had been drawn up for the area. William Stevenson's residential proposal was for three storey town houses designed to front a grid-iron layout with streets of varying widths surrounding a new public space at Stevenson Square. Whilst the original intention was for the area to become a residential area, instead it became largely commercial as he sold his land on, piecemeal, to others who often went on to develop commercial and industrial buildings which were more profitable.
- 5.6 By the 19th century the Northern Quarter experienced a decline in domestic weaving, although the expansion of commercial and industrial uses (such as the mechanised cotton mills) softened any potential harmful effects to the area's economy. In addition to workers housing, the area developed to accommodate public houses, textile warehouses and engineering and iron works. The development of the Smithfield Market further strengthened the area's role as a central district. Food markets were a predominant building type in the area, although few of these are still standing. The growth of a transient population discouraged higher status residential uses and many of the dwellings built under the Stevenson plan were demolished or converted into commercial premises. Affleck and Brown, a successful drapery firm in the 1850s redeveloped many shops, including 49-61 Oldham Street into a large drapery emporium.
- 5.7 A decline in commercial warehouse building in the area allowed the Northern Quarter to develop as a commercial and retail district instead. Oldham Street became a popular shopping street, as did the environs of the Smithfield Market which also became a honey pot for shopkeepers and retailers.
- 5.8 The viability of the Northern Quarter as a retail area suffered a sudden decline in the 1970s with the closure of the Smithfield Market and the opening of the Arndale Shopping Centre. The new centre changed the focus of retailing in the City Centre, which was consolidated by its layout which fronted onto Market Street and presented a blank tiled façade onto the Northern Quarter, which served to create a division between the two retail centres. After the development of the Arndale, the Northern Quarter became characterised with a high proportion of under-utilised floorspace and a lack of investment. In the last 30 years, the

fortunes of the area have begun to revive with investment in new uses, notably cafés, bars, restaurants, residential and visitor accommodation.

Character and Appearance in the Vicinity of the Site

- 5.9 The application building forms part of a dense urban grain, with surrounding buildings varying in height, materials and appearance. Despite the application building's location within a Conservation Area, its immediate context is that of relatively recent neighbouring development (see figure 5.2). The exception to this would be the retained façade of the Grade II Wholesale Fish Market to the south west of the site, and the Craft and Design Centre to the south east of the site which is not listed but regarded as a non-designated heritage asset. Garden House is co-visible with historic buildings located further south on High Street, although these are long range views (see figure 5.3). The effect of this intervening distance is that the application building is principally experienced within a relatively modern environment, with a historic distant historic backdrop.

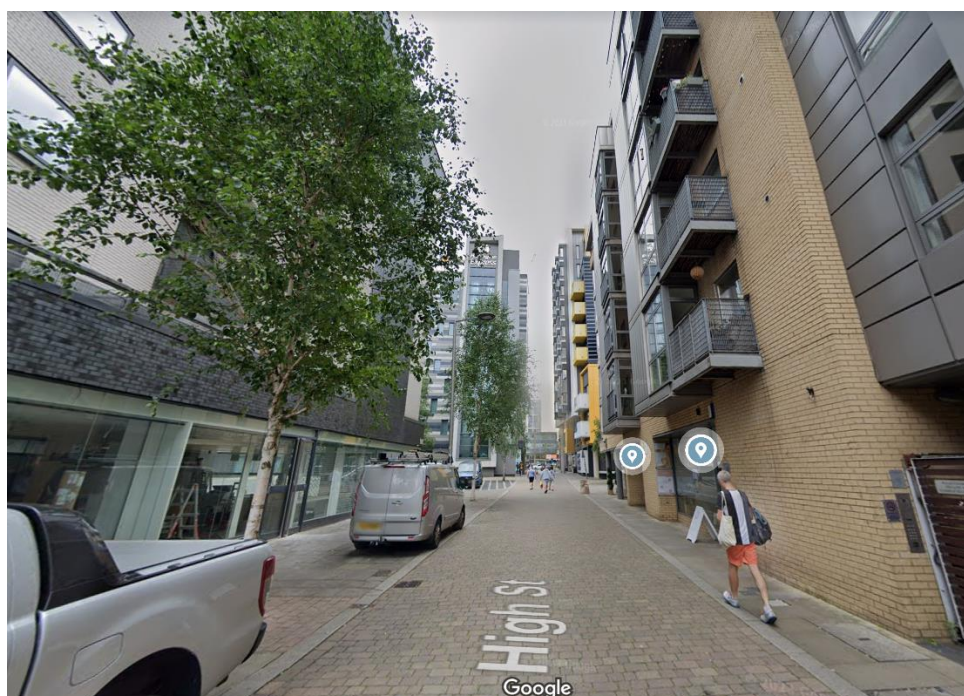


Figure 5.2: View of Garden House (right side) looking north on High Street.

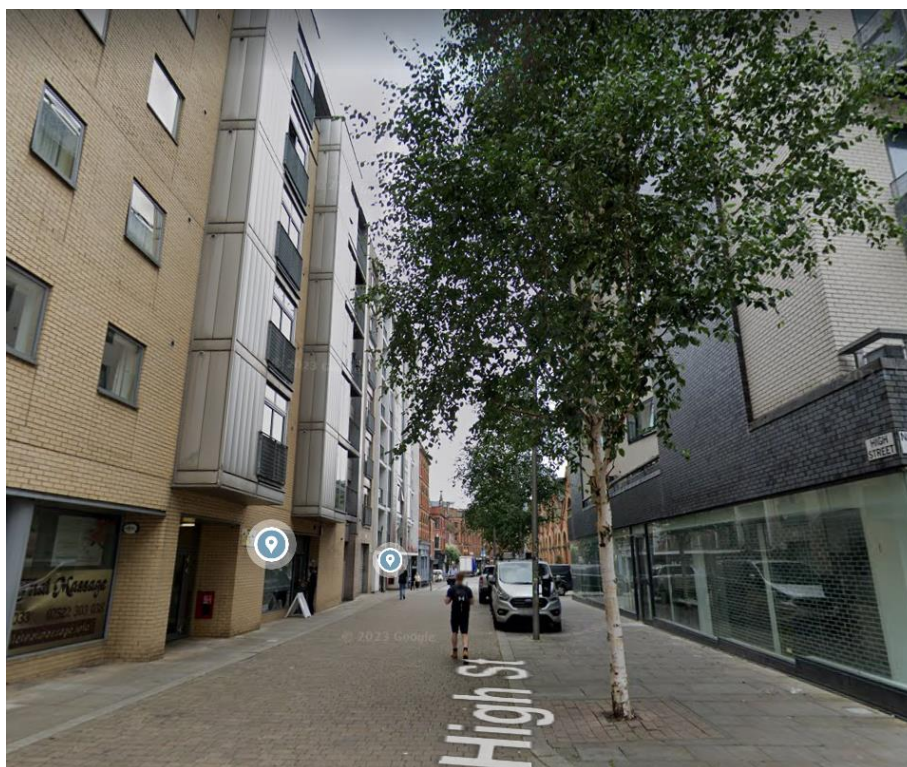


Figure 5.3: View of Garden House (left side) looking south on High Street.

- 5.10 The application building is understood to have been constructed in circa 2004, and whilst it is a high-quality design it is not of any especial architectural merit. It is considered to make a **'neutral impact'** to the character of the conservation area.

Nearby Listed Buildings

- 5.11 The application site is in proximity to various listed assets when considered 'as the crow flies' (see figure 2.3). However, intervening built form means that the application building is not co-visible with the majority of these listed buildings. The only listed building co-visible with Garden House is the southeastern elevation of the Former Wholesale Fish Market. The former Wholesale Fish Market was grade II listed on 08 October 1973. The structure was erected as a purpose-built commercial fish market opening in 1873 to provide for the rapidly expanding population's need for food. The listing includes No.79 High Street and No's 9 to 19 Thomas Street. The surviving fabric includes the remains of the Wholesale Fish Market with front range of shops and offices; the market building now reduced to its outer walls building incorporating a short shopping arcade, with offices over.

- 5.12 The significance of the setting of the Former Wholesale Fish Market building is derived from the relatively dense urban environment formed of neighbouring low-medium rise buildings which date from the 19th and early 20th centuries. Surrounding developments are constructed primarily with red brick with stone dressings, which creates a consistency in the surrounding materials palette. Surrounding historic buildings have a high level of embellishment and architectural detailing to the facades, which together with the varying and dramatic rooflines contributes to the setting of the Former Wholesale Fish Market building. The subject building has little if any influence on this long-established setting and relationship.

Heritage Appraisal

- 5.13 The proposed remediation works to be undertaken will utilise replacement materials which have matching / broadly the same appearance as the existing. Replacement materials will be similar in appearance in terms of colour, texture, scale, profile and spacing. The proposals will therefore have no material effect on the appearance of the building. In turn there will be no impact on the character or appearance of the Conservation Area, or upon the setting of the Grade II Former Wholesale Fish Market.
- 5.14 Overall, it is concluded that the proposed remedial works will have a **'neutral impact'** on the heritage significance of designated heritage assets. In summary, the design of the scheme will maintain a high quality, and the proposals will fully accord with the provisions of the NPPF; saved policies DC18 and DC19; and, policies CC9, EN1, and EN3 of the Manchester Core Strategy.

6. Conclusion

- 6.1 This Heritage Statement has been prepared to support a planning application for works to replace combustible external materials to resolve fire safety issues associated with the existing development at Garden House, 114 High Street, Manchester.
- 6.2 This statement has provided a statement of heritage assets which could have been impacted by the proposed remediation works, and also appraised any potential impact upon these assets. The proposals have also been assessed as being acceptable from a design and heritage perspective, largely since the proposals will use materials of a similar appearance and not result in any material change the appearance of the existing building.
- 6.3 Overall, the proposals are in accordance with saved policies DC18 and DC19; policies CC9, EN1, and EN3 of the Manchester Core Strategy; and, Section 12 and 16 of the NPPF.