

Heritage Statement

Fourth Floor, Canada House, Manchester

January 2024



adapt heritage

Contents

1.	Introduction	3
2.	The Heritage Assets	4
3.	Summary of Significance	5
4.	Impact Assessment	7
5.	Summary and Conclusions	9
Appendix 1:	Heritage Legislation, Planning Policy and Guidance	10



1. Introduction

1.1 This Heritage Statement has been prepared by Adapt Heritage on behalf of TBWAMCR in connection with an application for listed building consent for minor internal alterations and reconfiguration (the 'Proposed Development') at the Fourth Floor of the Grade II Listed Canada House, Manchester (the 'Application Site').

1.2 Under Section 16 of The Planning (Listed Buildings and Conservation Areas) Act 1990, Manchester City Council has a statutory, in considering whether to grant listed building consent, to 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.

1.3 The National Planning Policy Framework ('NPPF') (2023) provides the Government's national planning policy on the conservation of the historic environment. In respect of information requirements for applications, Paragraph 200 states the following:

*"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."*¹

1.4 The report is structured as follows:

- Section 2 identifies the relevant heritage assets with potential to be affected by the Proposed Development.

- Section 3 provides a summary of the significance, in terms of the special architectural and historic interest, of the Grade II Listed Canada House. This is proportionate to both the importance of the heritage asset and the likely impacts of the application proposals.

- Section 4 provides an assessment of the impact of the Proposed Development in light of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy set out in the NPPF and local planning policy (set out in detail at **Appendix I**).

- Section 5 sets out the summary and conclusions.

1.5 The assessment has been undertaken on the basis of published information, proportionate archival research and on-site visual survey. It has been produced in accordance with guidance set out in Historic England's Advice Notes including Managing Significance in Decision Taking in the Historic Environment (2015) and Statements of Heritage Significance (2019).

¹ DLUHC (2023) National Planning Policy Framework (NPPF) – Annex 2: Glossary



2. The Heritage Assets

Context

- 2.1 The NPPF (2023) defines a heritage asset as:

“A building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest.”²

- 2.2 A site visit was undertaken in September 2023 to identify heritage assets with potential to be affected by the Proposed Development.

Designated Heritage Assets

- 2.3 Designated heritage assets are those which possess a level of heritage interest that justifies designation under relevant legislation and are then subject to particular procedures in planning decisions that involve them.

Listed Buildings

- 2.4 The Application Site forms part of Canada House which was included on the statutory list of buildings of special architectural or historic interest at Grade II on 20 June 1988. The list entry description states the following:

“Packing warehouse. 1909, by W and G Higginbottom. Cast-iron frame with steel truss roof, the north, south and west sides with cladding of buff glazed terracotta (roof concealed). Trapezoidal plan on island site. Art Nouveau style.

Five storeys with basement and double attics, a ten bay west facade with slender piers finished as octagonal pinnacles with domed caps, cornice to ground floor, modillioned cornice to third floor, and separate cornices in each

bay of fourth floor; segmental-headed ten-light windows at ground floor with transoms arched in the centre lights (forming a wave-like line along the whole), except for small doorway in sixth bay; first, second and third floor windows set in giant segmental-headed arches, with moulded enrichment to the panels between the floors, those at first and second floors mostly coupled cross-window casements but with shallow canted oriels in the second and third, fifth and sixth, eighth and ninth bays, and those at third floor with glazing matching that at ground floor; three-light windows at fourth floor, sashed with glazing bars in the upper leaves, with cornices and stylised segmental pediments with triple-keystones; two-tier attics, the upper tier set back.

Slightly convex four bay north facade in matching style, but with main entrance in third bay: round-headed arch in neo-Baroque style, with lion-mask keyblock, fine Art Nouveau wrought-iron gates and inner doors; curved left corner, and one-bay return along rear in same style and materials; south end also in matching style. Rear consists of iron frame with octagonal piers and glazed panels, and includes loading doorway with wall-crane. Interior not inspected.

The architects are Walter Higginbottom (1850-1924) and George Harry Higginbottom (1852 -). These are not to be confused with William Herbert Higginbottom (1868–1929), who was born in Leeds but moved to and practised in Arnold, Nottingham.”

²

DLUHC (2023) National Planning Policy Framework (NPPF) – Annex 2: Glossary



3. Summary of Significance

Significance and Special Interest

- 3.1 The NPPF (2023) defines the significance of a heritage asset as:

“The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting.”³

Listed Buildings

- 3.2 Listed buildings are defined as designated heritage assets that hold architectural or historic interest. The principles of selection for listed buildings are published by the Department for Culture, Media and Sport and supported by Historic England Listing Selection Guides for each building type.

Assessment

- 3.3 As set out earlier, this assessment has been informed by published information, desktop archival research and on-site visual survey. It has been produced in accordance with guidance set out in Historic England’s Advice Notes including Managing Significance in Decision Taking in the Historic Environment (2015) and Statements of Heritage Significance (2019). It provides a broad overview of significance and focusses on the Site / area within which the Proposed Development is located.

Canada House



Figure 3.1: Canada House

Summary of Significance

- 3.4 Canada House (Figure 3.1) holds significance as a six-storey, ten bay, single-phase building with a cast-iron frame, a steel truss roof and a terracotta facade on all external faces (apart from the eastern elevation, which is a glazed screen with octagonal piers that run the full height of the building). It was designed in the Art Nouveau architectural style and built by W.G Higginbottom from 1905-09 for H S Booth and Others Ltd.



- 3.5 Internally, the original function of the listed building resulted in every floor having its own office divisions which are accessed by a main central staircase (Figures 3.2 and 3.3). Each floor includes original timber partitioning and glazing which are set between different style cast iron pillars, with individual doors providing access into former cellular offices. Some of the office space has been altered in the 20th century and opened up but some retain their cellular plan form.



Figures 3.2 & 3.3: Central Corridor within Canada House

- 3.6 The Application Site forms part of the fourth floor offices and are believed to have been smaller cellular offices before being opened up in the 20th century. It retains original timber partitioning with glazing, cast iron pillars and individual doors to one side (Figures 3.4 to 3.6). The opposite side, forming the external wall, includes original radiators. This part of the building includes a modern raised floor which sits against the existing doors and partitioning which prohibits their use (Figure 3.6).



Figure 3.4: Fourth Floor (the Application Site)



Figures 3.5 & 3.6: Fourth Floor (the Application Site)



4. Impact Assessment

Summary of Legislation and National Planning Policy

- 4.1 Under Section 16 of The Planning (Listed Buildings and Conservation Areas) Act 1990, Manchester City Council, in determining the submitted application for listed building consent, has a statutory duty to pay special attention to the desirability of preserving listed buildings and any features of special interest they may possess.
- 4.2 The NPPF also requires that great weight is given to the conservation of designated heritage assets, and this reflects the statutory duty of the 1990 Act with respect to listed buildings.
- 4.3 Paragraph 203 states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.
- 4.4 Paragraph 205 of the NPPF requires when considering the impact of development on the significance of a designated heritage asset that great weight should be given to the asset's conservation. 'Conservation' is defined by the NPPF as *'the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.'*⁴

The Proposed Development

- 4.5 The Proposed Development involves an application for listed building consent for minor internal alterations and reconfiguration to the fourth floor of Canada House. It includes the following:
 - Removal of modern raised floor and reinstatement of original floor level.
 - Removal and relocation of modern partition walls to create separate meeting rooms.
 - General refurbishment works.
- 4.6 Further information on the Proposed Development can be found within the supporting Method Statement and architectural drawing package submitted with the application.

Impact Assessment

- 4.7 This impact assessment employs national advice provided by Historic England as an appropriate framework for analysis, including Historic Environment Good Practice Advice (GPA) in Planning Note 2: Managing Significance in Decision Taking in the Historic Environment (2015), which sets out the importance of good design and response to local distinctiveness for new development in the historic environment. This advice provides a checklist of factors that may influence what will make the scale, height, massing, alignment, materials and proposed use of new development successful in its context.



Canada House

- 4.8 The Proposed Development involves the removal of the modern raised floor which was installed on the fourth floor (and other floors) at some point in the late 20th or early 21st century. It has been built around existing features including cast iron radiators and constructed against the timber partitioning and cast-iron pillars. The accompanying Method Statement shows the arrangement and form of the current raised floor.
- 4.9 Following removal of the raised floor, the intention is to return the space to the original slab level. This includes the removal of any modern fixtures and the subsequent re-laying of the existing carpet tiles (currently located on the raised floor). It is not proposed to remove or alter the existing slab level below the raised floor.
- 4.10 Where any superficial damage has occurred to the skirting and partitioning, this is to be repaired and repainting accordingly. Overall, this aspect of the proposals presents a positive opportunity to reinstate the original character of the space.
- 4.11 In addition to the above, the Proposed Development involves the removal of one modern partition wall and the installation of two new ones to create separate meeting rooms. The method and form of construction is to match the existing with the new partitions to follow the profile of the cast iron pillars and avoids any fixtures to original features.
- 4.12 One of the meeting rooms currently has a modern raised floor and the reconfigured proposals requires that this is maintained in order to keep the same level access from the remainder of the office space. As part of this, the proposals require a small section of raised floor to infill and level out an existing step down. The method and form of construction is proposed to be the same as existing including being built up against the existing door

and timber partitioning (with no direct works). These works are minor and are not considered to affect the special interest of the building.

- 4.13 From an M&E perspective, the existing spaces are already serviced, and the proposals will maintain the same arrangement. There are therefore no additional works required for this as part of the Proposed Development.

Statutory Duty and National Planning Policy

- 4.14 The proposed internal alterations have been carefully considered and respond to the significance of the listed building. The works relate to modern fabric and will not alter any historic features of special interest. The proposals will have a positive impact through the removal of the existing modern raised floor and reinstating former doorways.
- 4.15 On this basis, the Proposed Development will not harm the special architectural and historic interest of Canada House. The significance of the listed building will therefore be sustained. The requirement of s.16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 can therefore be satisfied if Manchester City Council grants listed building consent.
- 4.16 With respect to the core planning principle of the NPPF in relation to the historic environment, the Proposed Development can sustain the significance of the listed building. Accordingly, the proposals meet the objectives of paragraphs 203 and 205 of the NPPF.

Local Planning Policy and Guidance

- 4.17 As set out above, the Proposed Development responds to the significance of Canada House. It causes no harm and sustains the significance of the designated heritage asset and thereby complies with Policy EN3 of the Manchester Core Strategy (2012) and Policy DC19.1 of the Citywide Development Control Policies.



5. Summary and Conclusions

- 5.1 This Heritage Statement has been prepared by Adapt Heritage on behalf of TBWAMCR in connection with an application for listed building consent for minor internal alterations and reconfiguration (the 'Proposed Development') at the Fourth Floor of the Grade II Listed Canada House, Manchester (the 'Application Site').
- 5.2 Under Section 16 of The Planning (Listed Buildings and Conservation Areas) Act 1990, Manchester City Council has a statutory, in considering whether to grant listed building consent, to 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.
- 5.3 The proposed internal alterations have been carefully considered and respond to the significance of the listed building. The works relate to modern fabric and will not alter any historic features of special interest. The proposals will have a positive impact through the removal of the existing modern raised floor and reinstating former doorways.
- 5.4 On this basis, the Proposed Development will not harm the special architectural and historic interest of Canada House. The significance of the listed building will therefore be sustained. The requirement of s.16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 can therefore be satisfied if Manchester City Council grants listed building consent.
- 5.5 With respect to the core planning principle of the NPPF in relation to the historic environment, the Proposed Development can sustain the significance of the listed building. Accordingly, the proposals meet the objectives of paragraphs 203 and 205 of the NPPF.
- 5.6 The Proposed Development responds to the significance of Canada House. It causes no harm and sustains the significance of the designated heritage asset and thereby complies with Policy EN3 of the Manchester Core Strategy (2012) and Policy DC19.1 of the Citywide Development Control Policies.



Appendix I: Heritage Legislation, Planning Policy and Guidance



Heritage Legislation, Planning Policy and Guidance

Below is an overview of the relevant heritage legislation, national and local planning policy and supplementary planning documents and guidance.

Legislation

The Planning (Listed Buildings and Conservation Areas) Act 1990

Under Section 72 of The Planning (Listed Buildings and Conservation Areas) Act 1990, Manchester City Council has a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of their conservation areas. The meaning of 'preservation' in this context, as informed by case law, is taken to be the avoidance of harm.

The concept of 'preserve' has been interpreted through case law to mean 'to cause no harm'.

National Planning Policy

The National Planning Policy Framework (2023)

The National Planning Policy Framework (2023) requires that great weight is given to the conservation of designated heritage assets, and this reflects the statutory duty of the 1990 Act with respect to listed buildings and conservation areas.

Conservation is defined by the NPPF as “the process of maintaining and managing change to heritage assets in ways that sustain and where appropriate, enhance their significance.”

Paragraph 203 of the NPPF elaborates that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them into viable uses consistent with their conservation, as well as

the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 205 requires when considering the impact of a Proposed Development on the significance of a designated heritage asset, that great weight should be given to the asset's conservation and the more important the asset, the greater that weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss requires clear and convincing justification.

Paragraph 207 states 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 and or loss is necessary to achieve substantial benefits that outweigh that harm or loss, or all of the following apply:

- “the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use”

Paragraph 208 requires 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 securing its optimum viable use.



Local Planning Policy

Manchester Local Plan

The Manchester Local Plan is formed of the Core Strategy 2012-2027 and extant Unitary Development Plan (UDP) Policies and relevant development plans and supplementary planning documents.

Core Strategy 2012-2027

In relation to Heritage, Policy EN3 states that:

'Throughout the City, the Council will encourage development that complement 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...'

Citywide Development Control Policies

In relation to listed buildings, Policy DC19.1 states that 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 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."*

Guidance

National Planning Policy Guidance (2019)

Whilst not planning policy the Planning Practice Guidance provides a clear indication of the Government's approach to the application of national policy contained in the NPPF. Where there is conflict between the guidance in the PPG and earlier documents the PPG will take precedence.

Historic England Advice Note 2: Managing Significance in Decision-Taking in the Historic Environment (2015)

This note is not a statement of Government policy but supports the implementation of national government policy. It provides advice on assessing the significance of heritage assets and the impact of proposals on that significance.



Historic England Advice Note 12: Statements of Heritage Significance: Analysing Significance in Heritage Assets (2019)

The guidance covers the NPPF 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. Understanding the significance of heritage assets, in advance of developing proposals for their buildings and sites, enables owners and applicants to receive effective, consistent and timely decisions. The advice note explores the assessment of significance of heritage assets as part of a staged approach to decision-making in which assessing significance precedes designing the proposal(s).





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