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Chatsworth House, Manchester

Heritage Statement

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Contents

1. Introduction.....	3
2. The Application Site and its Surroundings.....	5
3. Historic Development	8
4. Assessment of Significance.....	10
5. The Heritage Planning Context	13
6 Impact Assessment.....	19
Bibliography	21
Appendix A – Historical Sources	22

1. Introduction

1.1 This Heritage Statement has been prepared by Paul Butler Associates on behalf of LC Building Consultants to support a planning application for external changes to Chatsworth House, Manchester [the site]. This Heritage Statement has been prepared to consider the potential impact of the scheme on the significance and setting of any nearby heritage assets.

1.2 This Statement should be read in conjunction with the supporting planning drawings prepared by LC Building Consultants and 12/23 Architecture Design.

Approach and Methodology

1.3 This heritage statement has been prepared to comply with the tests and requirements of the National Planning Policy Framework (NPPF: 2023), specifically paragraphs 200 and 201, under which a description of the significance of a site, including any contribution made by its setting, must be provided to support any planning applications to assess the effect on significance of any proposed changes. There is also a requirement for applicants to make an informed assessment of heritage significance as part of a staged approach to decision-making.

1.4 The assessment follows the staged approach to decision-making set out within *Historic England Advice Note 12 - Statements of Heritage Significance: Analysing Significance in Heritage Assets* (2019):

- *Understand the form, materials and history of the affected heritage asset(s), and/or the nature and extent of archaeological deposits*
- *Understand the significance of the asset(s)*
- *Understand the impact of the proposal on that significance*
- *Avoid, minimise and mitigate negative impact, in a way that meets the objectives of the NPPF*
- *Look for opportunities to better reveal or enhance significance*

- 1.5 The report also draws on other best practice guidance documents such as, *Conservation Principles (2008)* and *Historic Environment Good Practice Advice in Planning Note 3 - The Setting of Heritage Assets (2017)*.
- 1.6 Research has been primarily desk-based consulting; historic mapping and written secondary sources. A visual and photographic survey of the site and its surroundings were undertaken on 14th March 2024.

The Proposal

- 1.7 The proposal is to cover the existing tiled finishes to the staircores and penthouse of the site building with a rendered finish which is specified further in the supporting drawings.

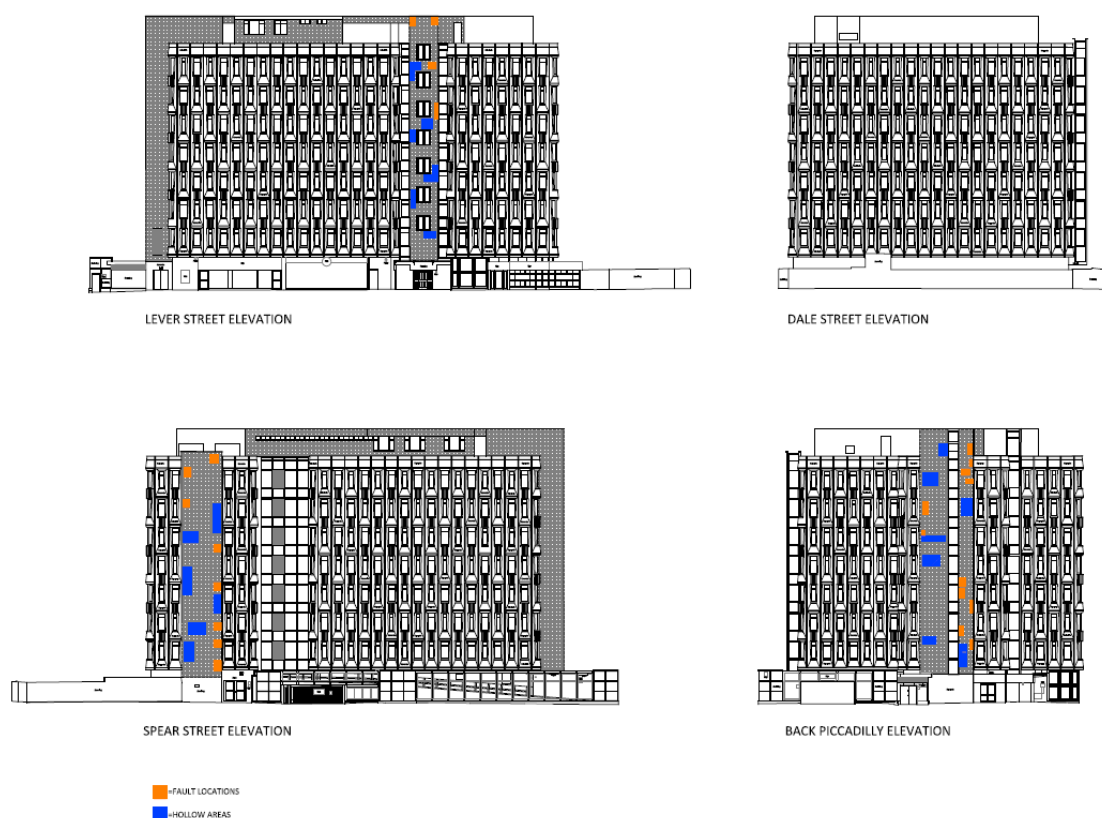


Figure 1.1 An existing elevation plan showing the extent of the failing tiling

2. The Application Site and its Surroundings

Site location

- 2.1 The application site is within the Northern Quarter of Manchester City Centre and is bounded on each side by Lever Street, Back Piccadilly, Spear Street and Dale Street.

Designations

- 2.2 The site sits within the Stevenson Square Conservation Area. Chatsworth House is not listed, although around the site area there are several designated assets including: 8; 10; and 12-14 Lever Street; 22 Dale Street; and Sevendale House (all separately Grade II Listed).

Non-Designated Heritage Assets

- 2.3 Manchester City Council does not have a list identifying any Non-Designated Heritage Assets (NDHAs) or Locally Listed Buildings and does not have a current Conservation Area Appraisal and Management Plan for the Stevenson Square Conservation Area. The site's significance has been reviewed as part of this document and it is not considered Chatsworth House can be viewed as a NDHA.

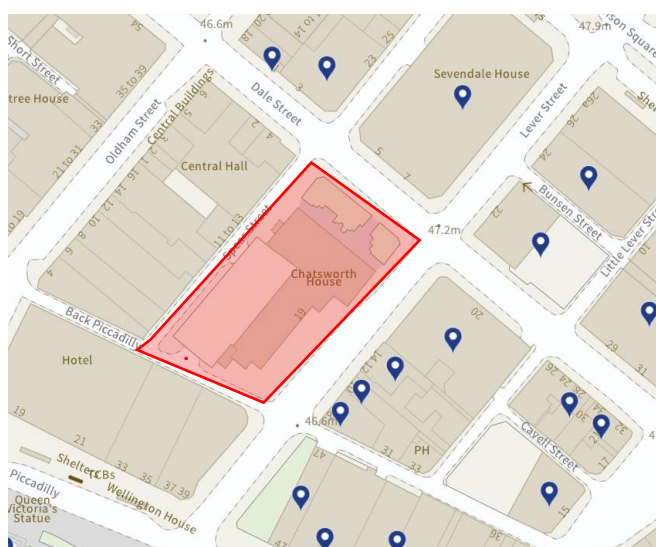


Figure 2.1 Plan showing: the site location (red); and surrounding designated assets

The site and its setting

- 2.4 Chatsworth House is an eight-storey building and is T-shaped in plan. It is built of concrete with tile dressings to the staircores and penthouse. Windows are uPVC casements set within splayed openings. The ground floor has a series of commercial units within modern shopfronts.
- 2.5 The tiling appears to be in a poor condition with several sections missing and failing sections have been highlighted following a survey, giving a somewhat poor appearance to the building.



Figure 2.2 Chatsworth House as seen from Back Piccadilly, note the sections of failing tiling.



Figure 2.3 Chatsworth House as seen from Spear Street.



Figure 2.4 Detail of the tiling to Chatsworth House on Spear Street.

- 2.6 Chatsworth House fronts onto Lever Street, which is a main road in Manchester City Centre linking Piccadilly Gardens to Great Ancoats Street. The surrounding roads are formed of a square grid pattern and particularly along Lever Street there are medium distance views along their length, although they are not terminated by any buildings of note.
- 2.7 The setting of the site has a variety of building types with Georgian terraces directly opposite on Lever Street of red brick and one with cream render. Around the junction of Dale Street and Lever Street the buildings are predominantly mid-to late-Victorian industrial premises with high status frontages. Along Dale Street is a modern pop-up market directly adjacent to the site that appears semi-permanent. Lever Street and Dale Street have a series of trees lining the pavement partially obscuring the site building.
- 2.8 Back Piccadilly and Spear Street are of a different character and are very much 'back streets' with buildings from all sides backing onto these roads. On these back streets there are no active frontages and little pedestrian footfall, functioning predominantly for service access and bin storage. To the rear of the site the plot is terminated by a 2m high modern fence behind which sits a car park.



Figure 2.5 The view along Lever Street looking towards Great Ancoats Street. The site building is partially visible to the left.



Figure 2.6 The corner of Back Piccadilly and Spear Street with the site on the right. The area has a relatively poor appearance of rear elevations.

3. Historic Development

- 3.1 The area that is now Piccadilly Gardens, beyond the south-west side of the Stevenson Square Conservation Area, was once the site of the so-called 'daub holes', where mud for the construction of wattle and daub walls was extracted from the ground.
- 3.2 In the mid-18th century, the land lying between Ancoats Lane and the old daub holes was owned by Sir Ashton Lever. Conceding to the pressure of property developers, Lever eventually sold the land to William Stevenson. Stevenson sold the land on, piecemeal, to entrepreneurs, many of whose names are commemorated in the local street names. Tinker's Map of Manchester of 1772 shows much of the current Conservation Area was still beyond the boundaries of the city, although what would become Oldham Street is indicatively shown as an 'intended road'.
- 3.3 By the early 19th century, Pigot's Map of 1813 shows a significant expansion of the city, with the street layout established, Stevenson Square is shown to the north along with the Piccadilly Infirmary to the south on the site of the current gardens. The site area is shown occupied for the first time as a block with an access lane from Spear Street to the rear of the properties.



Figure 3.1 Tinker's Map of Manchester of 1772 (approximate site highlighted in red).

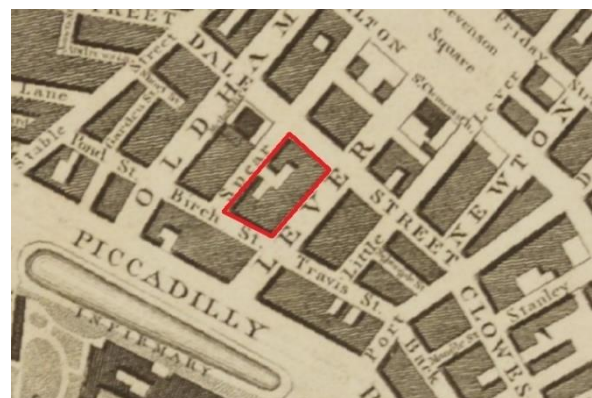


Figure 3.2 Pigot's Map of Manchester - 1813 (site area highlighted in red).

- 3.4 The properties within the site area are shown in more detail on the Manchester Town Plan of 1849-51 which shows them as a series of narrow terraces formed around the courtyard to the rear identified as 'No.2 Court'. A Livery Stables is shown to the south of the plot facing onto Back Piccadilly.

- 3.5 During the latter half of the 19th century most properties in and around the present-day conservation area were replaced by commercial buildings.



Figure 3.3 Manchester and Salford Sheet 29 Surveyed 1849, Published 1851. 1:1056. (approximate site area highlighted in red).



Figure 3.4 Insurance Plan of the City of Manchester Vol. 1 sheet 6 (1886)

- 3.6 The planform shown from the early 19th century is evident throughout the 19th and early 20th century. Further detail is shown on the 1888 Goad Plan of Manchester where the individual premises are identified, generally being warehouses and offices. Between the 1849-51 Map and the 1886 Goad Plan several properties within the site area on the corner of Lever Street and Spear Street have been demolished and replaced for larger industrial warehouses.



Figure 3.5 EAW038399 ENGLAND (1951). Piccadilly Gardens and the city from the west, 1951.

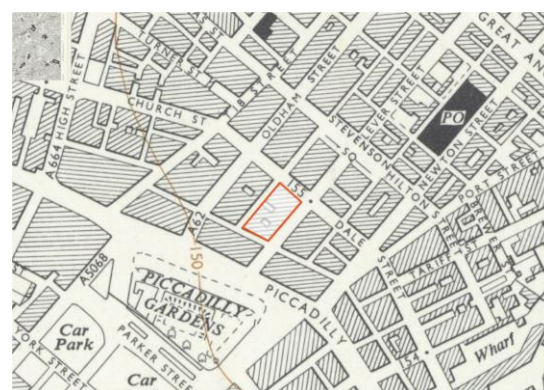


Figure 3.6 SJ89NW - A Surveyed / Revised 1948 to 1955, Published 1956.

- 3.7 The 19th century properties remained well into the mid-20th century and the roofscapes are visible on aerial photographs in 1951 and on the OS Map of 1956. The current building was constructed in 1975 following demolition of the 19th century buildings. Originally known as Australia House (as it housed the Australian consulate) it was built by Carl Fisher & Partners.

4. Assessment of Significance

- 4.1 Significance can be defined as the value of a heritage asset to this and future generations because of its heritage interest. The interest may be a combination of archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. The understanding of the significance of a place is vital to inform sensitively managed change. In accordance with *Historic England Advice Note 12 – Statements of Heritage Significance: Analysing Significance in Heritage Assets* the following criteria are employed within this report to assess significance:
- 4.2 Archaeological interest – Where the heritage asset holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
- 4.3 Architectural and artistic interest – These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture.
- 4.4 Historic interest – An interest in past lives and events (including pre-historic) which heritage assets can illustrate or be associated with. Heritage assets with historic interest not only provide a material record of our nation's history, but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

4.5 The criteria for relative levels of significance of each asset is outlined below –

Significance	Criteria
Very High	Sites, buildings, landscapes and remains of 'exceptional', 'more than special interest' or sometimes considered nationally or internationally important. These include World Heritage Sites; Grade I Listed and Grade II* Listed assets; Scheduled Ancient Monuments or archaeological remains of equivalent significance.
High	Sites, buildings, landscapes and remains of acknowledged 'special interest' and sometimes considered nationally important. These include Conservation Areas; Grade II Listed Assets; and archaeological remains of national importance.
Medium	Sites, buildings, landscapes and remains of 'some interest' and generally considered of local or regional importance. These include Non-Designated Heritage Assets; Locally Listed Assets and archaeological remains of regional interest.
Low	Sites, buildings, landscapes and remains of 'limited interest' sometimes considered of local interest. These include historic sites that through level of alteration or typology are of insufficient significance to be considered Non-Designated Heritage Assets or Locally Listed.
Neutral	Sites, buildings, landscapes and remains of 'no or negligible interest'. These include sites or landscapes of no (or very minor) interest.
Intrusive / Detrimental	Sites, buildings, landscapes and remains of 'no or negligible interest' that harm the setting or significance of wider assets.

4.6 A summary of significance of the assets that may be potentially impacted by the proposal are shown on the following pages using the above criteria. It is not considered that the proposals will impact the individual listed buildings so no further assessment of significance is proposed for these.

Heritage Asset	Summary of Significance	Level of Significance
Stevenson Square Conservation Area	The Stevenson Square Conservation Area represents the expansion of Manchester from the late 18th to early 19th century through to the industrial properties of the Victorian era. There are important groups of assets; such as Nos. 69-77 Lever Street forming a row of five three-storey merchants' houses. Numbers 8-14 Lever Street also form a group of Georgian houses, larger and more elaborate than 69-77. The majority of buildings are Victorian or early-20th century. Most are related to the cotton industry, often warehouses, showrooms or workshops. These buildings are taller than the earlier examples and create a varied matrix of building mass, divided by largely dark, narrow streets. Wealth produced by the cotton industry can be seen reflected in the buildings, either stone or brick with stone dressings, many of which are elaborately decorated. Towards the end of this period terracotta became popular and was extensively used either in conjunction with brick or on its own. The most significant street redeveloped for textile uses during the Victorian and Edwardian periods is Dale Street. It changes direction at the junction of Newton Street and Port Street, increasing the importance of the buildings at this point.	High
Chatsworth House	Chatsworth House was built in 1975 replacing a series of early 19th century properties. It was designed by Carl Fisher & Partners. There is some very limited architectural interest in the form of the splayed windows and the overall Brutalist style. The building is not an early or innovative example, is not by a prominent architect, and is not of significant architectural merit to be considered a NDHA or of any significance. Broadly the site can be seen as ranging from no significance to intrusive to the significance of the Conservation Area.	Neutral / Detrimental

5. The Heritage Planning Context

Town and Country Planning Act 1990

- 5.1 Section 38(6) of the Planning Act states that the determination of planning applications must be made in accordance with the Development Plan unless other material considerations indicate otherwise. This establishes the Development Plan as the primary decision-making document when considering planning applications.
- 5.2 In this instance the development plan comprises the Manchester Core Strategy (2012-2027). The provision of this document is discussed below.

Planning (Listed Buildings and Conservation Areas) Act 1990

- 5.3 The Planning Act (1990) defines a conservation area as *'an area of special architectural or historic interest the character or appearance of which it is desirable to preserve or enhance'*. Paragraph 72 states that *'special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area'*.
- 5.4 In considering development affecting Listed Buildings, special regard will be given to the desirability of preserving the building, its setting or any features of special architectural or historic interest (Section 66, Planning [Listed Buildings and Conservation Areas] Act 1990).

National Planning Policy Framework

- 5.5 The Revised NPPF which was published in July 2018 and most recently updated in December 2023, sets out the Government's planning policies regarding the conservation of the historic environment.
- 5.6 Section 16, *Conserving and Enhancing the Historic Environment*, and policies 195-214 of the NPPF sets out the heritage context. The NPPF states that heritage assets are *'an irreplaceable resource and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations'*.

- 5.7 Paragraphs 200 and 201 require applicants to describe the significance of any heritage assets affected, including any contribution made by their setting; and that the level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance; local planning authorities should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.
- 5.8 Paragraph 203 sets out three considerations which local planning authorities should consider when determining applications -
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - the desirability of new development making a positive contribution to local character and distinctiveness.
- 5.9 Paragraph 205 notes that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. Paragraph 206 follows that any harm to, or loss of, the significance of a designated heritage asset should require clear and convincing justification.
- 5.10 Paragraph 207 identifies a series of criteria that must be met where substantial harm to or total loss of significance will be caused to a designated heritage asset; it has to be demonstrated that substantial loss or harm is necessary to achieve substantial public benefits that outweigh that harm or loss. Paragraph 208 states that where a development will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.
- 5.11 Paragraph 212 states that local planning authorities should look for opportunities for new development within the setting of heritage assets to enhance or better reveal their significance; and, that proposals that preserve those elements of the setting that make a

positive contribution to or better reveal the significance of the asset should be treated favourably.

National Planning Practice Guidance (NPPG)

5.12 The NPPG was published in March 2014 (updated 2023). The Guidance includes a section on the historic environment. Relevant paragraphs from the Guidance are set out below:

- All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.
- What matters in assessing whether a proposal might cause harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset's physical presence, but also from its setting.
- Proposed development affecting a heritage asset may have no impact on its significance or may enhance its significance and therefore cause no harm to the heritage asset. Where potential harm to designated heritage assets is identified, it needs to be categorised as either less than substantial harm or substantial harm (which includes total loss) in order to identify which policies in the National Planning Policy Framework apply.
- An unlisted building that makes a positive contribution to a conservation area is individually of lesser importance than a listed building.
- The National Planning Policy Framework requires any harm to designated heritage assets to be weighed against the public benefits of the proposal. Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives.
- Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified by plan-making bodies as having a degree of heritage significance meriting consideration in planning decisions but which do not meet the criteria for designated heritage assets.
- It is important that all non-designated heritage assets are clearly identified as such. In this context, it can be helpful if local planning authorities keep a local list of non-

designated heritage assets, incorporating any such assets which are identified by neighbourhood planning bodies.

- 5.13 With regard to assessing substantial harm, National Planning Practice Guidance advises: *'Whether a proposal causes substantial harm will be a judgment for the decision taker, having regard to the circumstances of the case and the policy in the National Planning Policy Framework. In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.'* (Paragraph: 018 Reference ID: 18a-018-20190723).

Manchester Core Strategy (2012-2027)

- 5.14 Manchester's Core Strategy was adopted by the Council in 2012, it sets out the long-term strategic policies for future development and forms the framework that planning applications will be assessed against. The policy in relation to heritage is outlined below:

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.

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

Historic Environment Good Practice Advice 2: 'Managing Significance in Decision-Taking in the Historic Environment' (2015)

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

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

- 5.16 Published in December 2017, this document sets out guidance on managing change within the setting of heritage assets, including historic buildings, sites, areas and landscapes. Building on the historic environment provisions of national planning policy, the document provides advice on the definition of 'setting' before setting out key principles for assessing the implications of development proposals on the settings of heritage assets.

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

- 5.17 This Guidance was published in October 2019 and covers the National Planning Policy Framework requirement for applicants for heritage and other consents to describe heritage significance to help local planning authorities to make decisions on the impact of proposals for changes to heritage assets.

Historic England: Conservation Principles Policies and Guidance

- 5.18 This Guidance was published by Historic England (then English Heritage) in April 2008. The Document is designed to provide a logical approach to making decisions and offering guidance on all aspects of England's historic environment. Guidance is provided on understanding heritage values (evidential, historical, aesthetic, and communal), and assessing heritage significance.

6 Impact Assessment

- 6.1 Heritage impact is defined as the potential level of harm or benefit to the special architectural or historic interest caused by a proposed development. The NPPF stresses that impacts on heritage assets should be avoided and if it cannot be avoided, it should be minimised or mitigated. The NPPF does not prescribe a format for analysis of heritage significance and/or impact.
- 6.2 Scale or severity of impacts or changes can be judged taking into account their direct and indirect effects and whether they are temporary or permanent, reversible or irreversible. The cumulative effect of separate impacts should also be considered. Change can be either harmful or beneficial to heritage significance.
- 6.3 The following methodology is based on the guidance set out by ICOMOS (2011) *Guidance on Heritage Impact Assessments for Cultural World Heritage Properties*, although intended for World Heritage Sites it provides a sliding scale of impacts that can be applied to assets on all significance levels.

Impact Grading	Criteria
High Beneficial	Comprehensive changes to an asset or its setting resulting in a major enhancement of significance.
Medium Beneficial	Significant changes to an asset or its setting resulting in a notable enhancement of significance.
Low Beneficial	Modest changes to an asset or its setting resulting in a slight enhancement of significance.
Neutral	No or negligible change to an asset or its setting resulting in no or negligible change to significance.
Low Adverse	Modest changes to an asset or its setting resulting in slight harm to significance.
Medium Adverse	Significant changes to an asset or its setting resulting in notable harm to significance.
High Adverse	Comprehensive changes to an asset or its setting resulting in major harm to significance.

Impact upon Heritage Assets

- 6.4 The proposals will involve the covering of the failing tiles with render and a new aluminium coping detail at roof level.
- 6.5 The tiles contribute in a very limited way to the architectural interest of Chatsworth House but the property is not considered of enough significance to be considered a Non-Designated Heritage Asset so therefore no justification of harm to the significance of the building itself is required.
- 6.6 Chatsworth House is not considered a positive contributor to the significance of the Conservation Area, or the setting of the surrounding assets. As part of this, the tiling also makes no real contribution to the setting of any assets or their significance and their removal will not alter or harm significance. Visually the render will give a very similar appearance to the existing tiles, except when viewed in close proximity.
- 6.7 The staircore tiling is most noticeable from Spear Street and Back Piccadilly and these areas are considered less sensitive in heritage terms than Lever Street which is a main road with several heritage assets.
- 6.8 The aluminium coping detail will not be visible from the ground.
- 6.9 In summary, there is no identified harm to any designated or non-designated heritage assets as a result of the proposals.

Justification and Public Benefits

- 6.10 Although the proposal itself will not result in any level of harm to any heritage assets it will rectify what is a failing system where tiles are debonding and are at risk of falling from the building. As the tiles make no real architectural contribution to the character of the Conservation Area is not considered feasible to repair on a like for like basis which would be significantly more expensive and involve higher ongoing maintenance costs. It is also not considered appropriate to replicate a failing system.

Compliance with Planning Policy

- 6.11 This assessment establishes that Chatsworth House is not considered a Non-Designated Heritage Asset.
- 6.12 There is no harm to the significance of any designated or Non-Designated Heritage Assets as a result of the proposals. The development allows for the resolution of a defect that results in the tiles debonding and falling from the building which poses a risk to public safety.
- 6.13 There are no areas of conflict with either Manchester's Core Strategy or the NPPF in relation to heritage as significance is sustained and unchanged in all instances.

Bibliography

Manchester City Council - Stevenson Square Conservation Area

https://www.manchester.gov.uk/info/511/conservation_areas/1208/stevenson_square_conservation_area/2

<https://manchesterhistory.net/manchester/tours/tour4/area4page80.html>

Appendix A – Historical Sources



Tinker's Map of Manchester of 1772 (approximate site area highlighted in red).



Pigot's Map of Manchester - 1813 (site area highlighted in red).



Manchester and Salford Sheet 29 Surveyed 1849, Published 1851. 1:1056. (approximate site area highlighted in red).



Insurance Plan of the City of Manchester Vol. I sheet 6 (1886)



EAW038399 ENGLAND (1951). Piccadilly Gardens and the city, Manchester, from the west, 1951.



SJ89NW - A Surveyed / Revised 1948 to 1955, Published 1956.