



Paul Butler Associates
Planning, Development & Heritage Consultants

Warden Construction

56 High Street, Manchester, M4 1ED

Heritage Statement

May 2023

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Professional Planning, Development & Heritage Advisors since 1992.

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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 56 High Street, Manchester, M4 1ED. 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 and replacement of ducting – 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.

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 56 High Street, Manchester, M4 1ED. The site forms a building occupying a central position within an urban block, bounded by mixed use development to the north and south. To the west is High Street and to the east is a small surface car park.



Figure 2.1: Aerial view of the application site (outline red).

- 2.2 The application site comprises an eight storey building; a commercial unit occupied by 'CFO Activity Hub' is located on the ground floor, whilst the upper floors comprise residential apartments. The building sits back of pavement and fronts onto High Street, which is a busy commercial thoroughfare within the city centre. The building façade is constructed using red brick, aluminium spandrel panels and cladding, and ashlar faced stone.
- 2.3 Planning history (see reference 060739/FO/CITY1/00) for the site suggests the building was constructed in the early 2000s.



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

Figure 2.2: View of 56 High Street (scaffolded due to fire remediation investigative works).

- 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. The application building is located on the western boundary of the Northern Quarter adjacent to the retail core.

- 2.5 The application site is located within the Smithfield Conservation Area. It does not contain any listed buildings and is not in close proximity to any listed buildings (see Historic England asset map below).

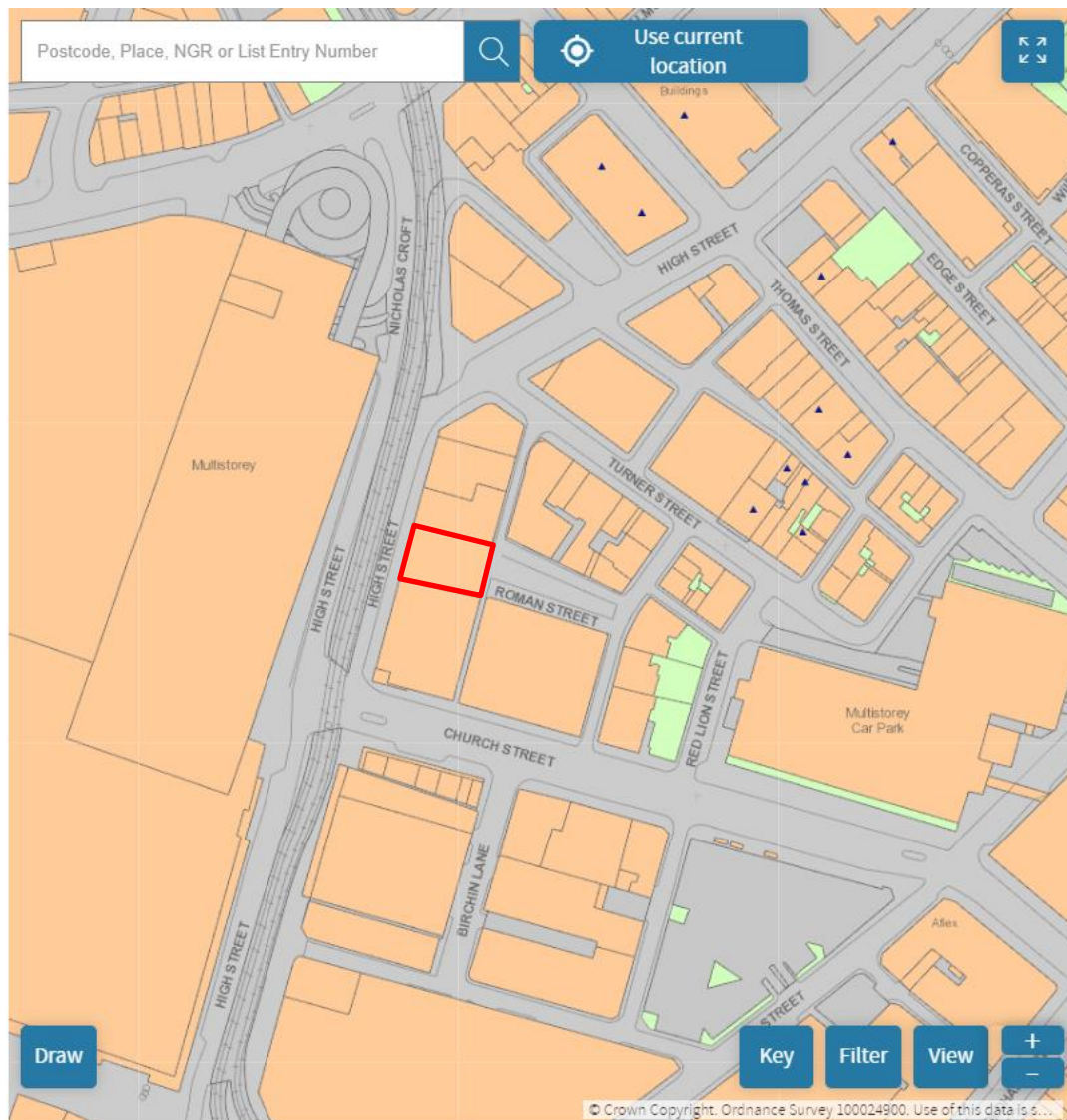


Figure 2.3: Historic England mapping showing listed buildings (blue triangles) in relation to the site (red line).

3. The Proposal

3.1 The application is submitted for remediation works to be carried out to 56 High Street Manchester, which is a residential apartment building with a community 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 with a new powder coated aluminium cladding system, with colour and finish to match the existing.
- Replacement of spandrel panels with new powder coated aluminium spandrel panels glazed into the existing curtain wall frame, the colour and finish is to match the existing.
- Replacement of louvred vents, 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.
- 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.
- Removal of the roof fascia trim to enable cladding removal works. The trim will be reinstated. Should the fascia trim need to be replaced, a visually similar material will be used.
- The sealing and backing strip to the windows is to be stripped out to enable a new galvanised steel plate at the joint.

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 brick, stone and roof fascia trim, 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 louvre 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 July 2021, superseding the 2019 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 (July, 2021) 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 (July, 2021) 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 (July, 2021) 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 (July, 2021) 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' states that the Council will seek to preserve and enhance the character of designated conservation areas.

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 adjacent to the western boundary. 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).

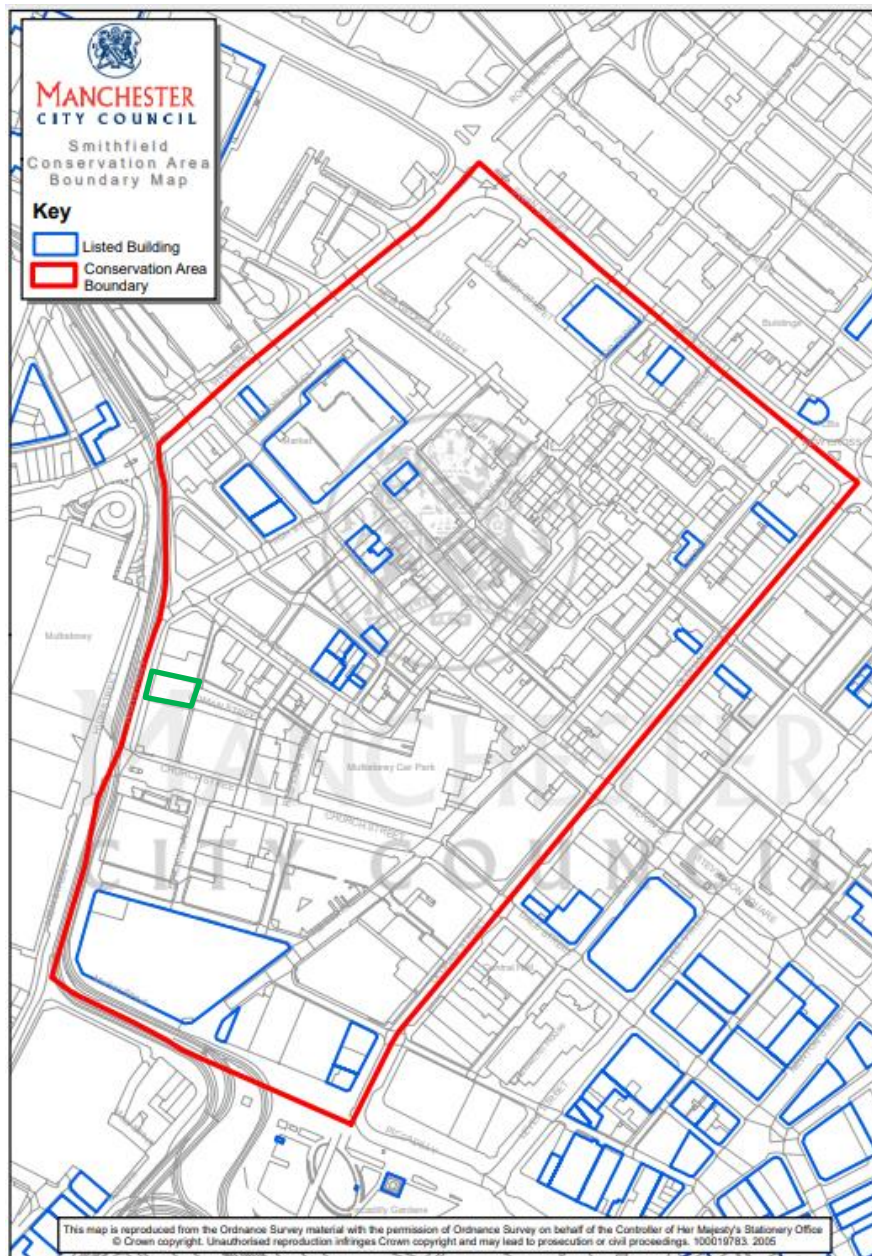


Figure 5.1: Map of Smithfield Conservation Area (red boundary) and listed buildings (blue line) in relation to the application site (green line).

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 buildings in the subject block varying in age, materials, height and roofscape. The application building and 58 High Street to the south and more recent developments, whereas the buildings adjoining the application building to the north are more decorative 19th century buildings. These buildings, located to the left of the application site below are likely to be regarded as non-designated heritage assets owing to their architectural detailing and historic association with the development of the Northern Quarter in the 19th century.

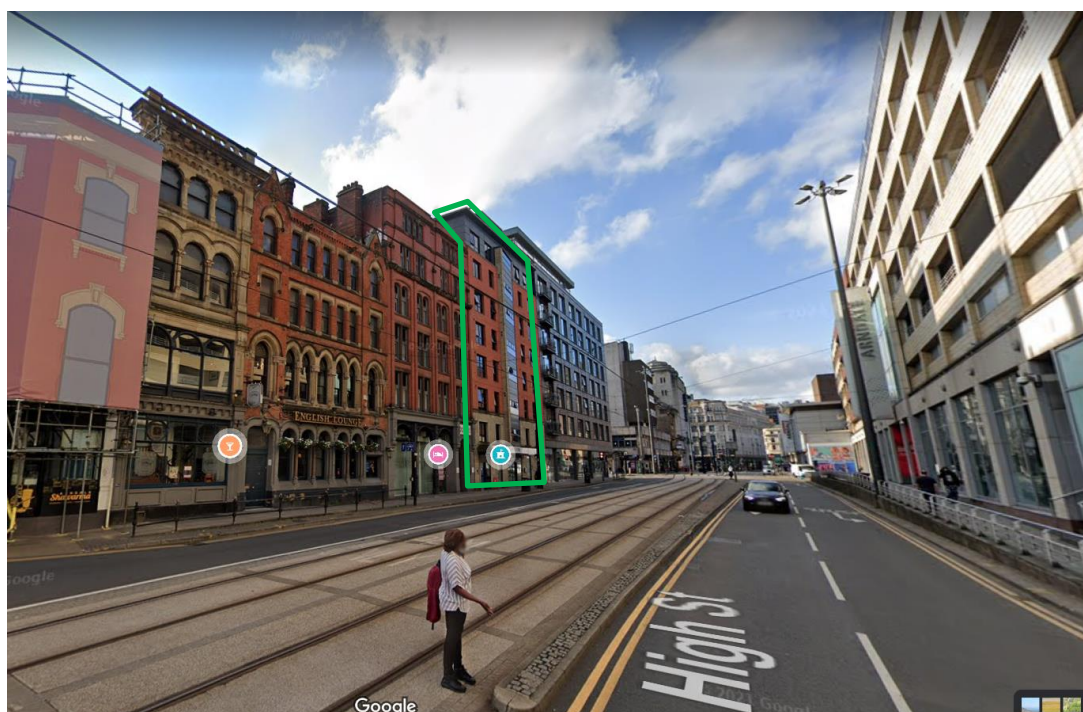


Figure 5.2: View of application building (green line) from High Street looking south.

- 5.10 The application building occupies a position on the western boundary of the Conservation Area, facing towards the Arndale Centre which dates from the 1970s. As noted above, the

facing elevation of the Arndale Centre is flat, and lacks the articulation and interaction created by the shopfronts on the Market Street elevation of the building. This, together with the site's proximity to High Street - which is a busy thoroughfare for vehicular traffic with a tramline separating the carriageways - creates a psychological and physical barrier between the Conservation Area and the retail core of the city centre.

- 5.11 The rear elevation of the application building can be viewed from Edgehill Street. The dense layout of surrounding buildings creates the sense of an enclosed courtyard-like space, which was previously occupied by a building but is now occupied by a small surface car park. The rear elevation is not the principal elevation and is characterised by back of house features such as personnel doors, louvres, roller shutters and an air conditioning unit.

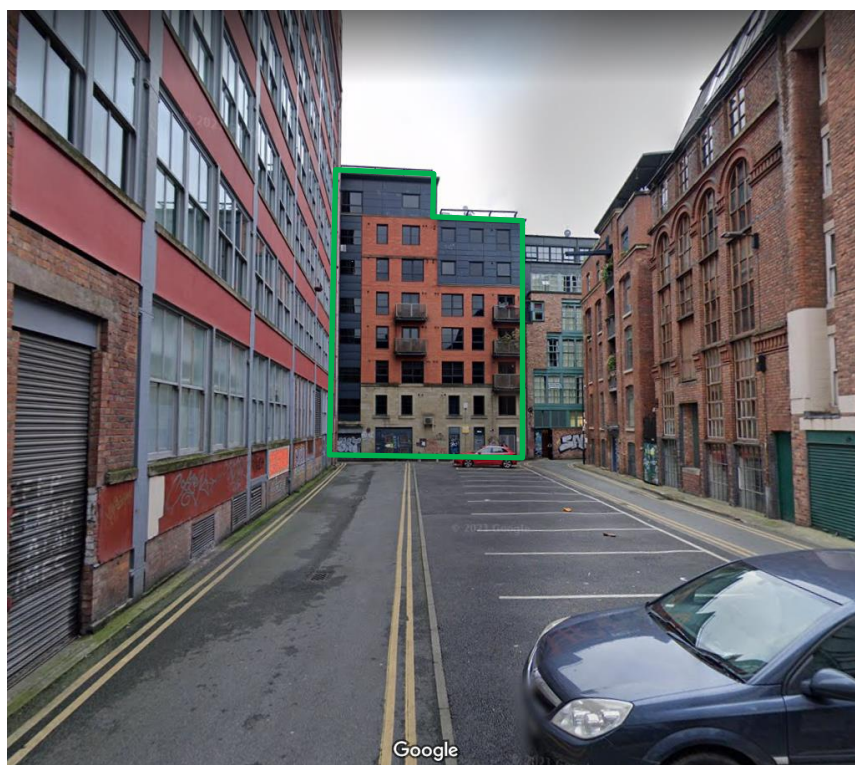


Figure 5.3: View of the application building (green line) from Edgehill Street car park.

- 5.12 The application building was constructed in circa 2000, 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.

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.
- 5.14 Overall, it is concluded that the proposed remedial works will have a '**neutral impact**' on the heritage significance of the Smithfield Conservation Area. 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 56 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.