



# Paul Butler Associates

Planning, Development & Heritage Consultants

40 Chorlton Street

Hanover Square Hospitality Group Ltd

Heritage Addendum

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**Professional Planning, Development & Heritage Advisors since 1992.**

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## 1. Introduction

1.1 This Heritage Addendum has been prepared by Paul Butler Associates on behalf of Hanover Square Hospitality Group Ltd in support of an amendment application relating 40 Chorlton Street, Manchester, M1 3HW (the site). The application building is not nationally listed, but is located within the Whitworth Street Conservation Area and is regarded as a non-designated heritage asset.

1.2 The description of development is:

*“Variation to condition 2 (approved plans) attached to planning permission 120392/FO/2018 to enable external alterations and provision of plant associated with the consented restaurant / bar use at ground and basement level”.*

1.3 Planning permission was granted in August 2018 for the conversion of the building to an aparthotel and restaurant / bar at basement and ground floor, together with a roof extension (ref 120392/FO/2018). A Heritage Statement (June 2017) and Addendum (June 2018) prepared by Stephen Levrant Heritage Architecture Ltd (SLHA) was submitted in support of application 120392/FO/2018. This application now proposes additional external alterations at ground floor level. The heritage significance of the site and surroundings has been assessed and identified within the SLHA Heritage Statement (June 2017) which is readily available on Manchester City Council’s public access website. This report makes reference to the SLHA Heritage Statement where relevant and is provided in the form of an Addendum.

1.4 This Addendum includes:

- A review of the site and surroundings.
- A review of the originally submitted scheme, and the proposed amendments to that scheme for which approval is now sought.
- A review of key heritage policy and guidance.
- A review of the significance of the affected heritage assets.
- An assessment of the impact on the significance of those assets resulting from the proposed scheme.

- 1.5 A Policy Review is set out within Appendix A.
- 1.6 This Addendum should be read in conjunction with the submitted elevational drawings and the following documents:
- Application Forms
  - Covering Letter (prepared by Paul Butler Associates)
  - The Heritage Statement prepared Stephen Levrant Heritage Architecture Ltd (SLHA). [Available via MCC's public access under application 120392/FO/2018].
  - The Heritage Addendum Note prepared Stephen Levrant Heritage Architecture Ltd (the SLHA Addendum). [Available via MCC's public access under application 120392/FO/2018].
  - Acoustic Assessment of Proposed New Mechanical Services Equipment prepared by ACA Acoustics
  - Extraction Details including MEP Services Design Specification (issue 01), Halton Reco-Air Specification brochure, and the Mechanical Services Layout Drawings M01- M04.

## 2. Site and Surroundings

### The Site

- 2.1 40 Chorlton Street located within an area of the city centre known as 'The Village' and is bounded by Canal Street to the east, Chorlton Street to the north, and Richmond Street to the west. The building was originally constructed as a warehouse in the early 20<sup>th</sup> century. Currently the building is in use as an aparthotel, which was consented under application 120392/FO/2018. The ground floor and basement level are currently vacant.
- 2.2 The building is constructed in red brick, with arched vertically proportioned windows, stone cill bands and a decorative stone surround to the main entrance on the Chorlton Street elevation. As part of the conversion to an aparthotel, the building has been extended at roof level with a mansard style addition constructed from anodised aluminium cladding and faience to the projecting window reveals. Permission 120392/FO/2018 also gave consent for

the use of the ground floor and basement as a restaurant / bar. This use has not yet commenced, and this application is the subject of external alterations associated with the implementation of the restaurant / bar use. Currently, the ground and basement floor levels are not in use. Vinyl branding for the aparthotel has been applied to the ground floor window openings.



*Figure 2.1: Chorlton Street elevation*



*Figures 2.2: View looking west on Chorlton Street*

## The Surrounding Area

- 2.3 The surrounding buildings are relatively densely developed and predominantly red brick. Buildings vary in footprint, height, age and architectural style including former warehouses, grade II listed former Georgian townhouses, the grade II Shena Simon College (Manchester College), and more recent developments including late 20<sup>th</sup> century buildings and the recently constructed Kampus development.
- 2.4 There are a variety of land uses within the vicinity of the site, which reflects its city centre location.

## 3. The Proposed Scheme

### Background and Need for the Application

- 3.1 Planning permission 120392/FO/2018 consented the Change of Use of the building to a part-hotel providing 41-beds (Use Class C1) with a restaurant/bar use at ground and basement floor (Class A3/A4, now class E / sui generis). This permission has been implemented and is therefore extant. The aparthotel is currently in use and operating as 'Leven'. The restaurant/bar use at the basement and ground floor has not yet been implemented,

however an operator is now on board with the unit soon to open as 'Maya Brasserie'. Now that an operator is on board, it has come to light that additional external alterations will be required at ground floor to accommodate the restaurant / bar use. The proposals therefore involve revisions to the drawings consented under application 120392/FO/2018.

3.2 The proposals involve external alterations at ground floor level of the building. Alterations include:

Chorlton Street elevation:

- Installation of new opaque / frosted windows. Frames to have a design and colour to match windows on the upper floors (aparthotel).
- Alterations to the brickwork panel below windows including installation of airbricks and removal of paint. Any damaged bricks to be replaced with a brick to match.
- Removal of boarded up panel and replaced with brickwork to match the existing.
- Existing signs to have new halo light effect and discreet keypad entry button located on inside of door reveal.

Richmond Street elevation:

- Installation of doors and window panel with frosted glazing, frame to match windows on upper floors (aparthotel).
- Installation of louvre panels extraction intake and exhaust.
- Installation of a metal door with part solid panel, in a colour to match the window frames on upper floors. Door to have keypad entry and external lighting.

Canal Street elevation:

- Installation of new windows including clear glazed and opaque glazed. Frames to have a design and colour to match windows on the upper floors (aparthotel).
- Installation of brickwork to lower section of two of the existing openings.

- Installation of a new door with clear glazed panels. Frames to match the windows above (aparthotel). Door to have keypad entry, disabled push to open button and external lighting.

## Consultation with Manchester Council

- 3.3 Members of the applicant's professional team have sought pre-application advice from MCC officers who confirmed the proposed alterations were considered acceptable. In addition, the scope of information to support the application was confirmed in an email from an MCC planning officer on 15 May 2023.

## 4. Key Policy / Guidance Review

- 4.1 The key policy and guidance considered as part of this Heritage Addendum includes:

- National Planning Policy Framework (2021)
- Historic England Guidance:
  - Historic Environment Good Practice Advice in Planning: 2 'Managing Significance in Decision-Taking in the Historic Environment' (2015).
  - Historic Environment Good Practice Advice in Planning: 2 'The Setting of Heritage Assets' (Second Edition) (2017)
  - Advice Note 12 'Statements of Heritage Significance: Analysing Significance in Heritage Assets' (2019)
  - 'Conservation Principles, Policies and Guidance' (English Heritage 2008)
- Manchester Core Strategy (2012).
- Manchester Unitary Development Plan (1995).

- 4.2 With regards to the planning Listed Building and Conservation Areas Act 1990, the key section is Section 72. This states that 'with respect to any buildings or other land in a conservation area..., special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.' in this context 'preserving' means

‘doing no harm’ and therefore if the proposed scheme would result in any ‘harm’ then this harm should be assessed against the relevant NPPF policy.

- 4.3 The relevant heritage policy and guidance which have been considered in the preparation of this Addendum are summarised within Appendix A.

## 5. Statement of Significance

- 5.1 The heritage significance of 40 Chorlton Street (a non-designated heritage asset), the Whitworth Street Conservation Area (a designated heritage asset), and nearby listed buildings (designated heritage assets) has been identified within a Significance Assessment (section 5) of the SLHA Heritage Statement submitted in support of application 120392/FO/2018, which was approved on 22 August 2018. This Heritage Addendum should be read alongside this report.

- 5.2 The significance identified within the SLHA Heritage Statement (2017) remains valid, and Paul Butler Associates are in agreement with the conclusions of this assessment with the only exception being that since the writing of the SHLA Heritage Assessment (2017), planning permission 12039/FO/2018 has been implemented; the aparthotel is operational; the roof extension has been constructed; and the building which was previously vacant has been brought back into active use (on the upper levels). The removal of scaffolding and the occupancy of the building with an active has provided positive benefits for the appearance of the building and for the Conservation Area. The ground floor (proposed restaurant floorspace) remains vacant, with window and door opening covered. This vacancy has a minor negative effect on the appearance of the building.

- 5.3 Notwithstanding the significance statement previously provided and available on MCC’s public access, a summary of the heritage significance is provided below:

### Whitworth Street Conservation Area

- 5.4 The significance of the Conservation Area derives from the number of Victorian and Edwardian buildings which were built between 1850 and 1920, in response to the expansion of the textile industry in Manchester. Whitworth Street and Princess Street form two key parts of the Conservation Area, with the former warehouses on Princess Street being earlier in date

than the more embellished and opulent buildings on Whitworth Street. Buildings are typically five to seven storeys tall and set back of pavement creating an imposing canyon like environment. Materials are typically red brick, terracotta and buff coloured stone, with steep slate roofs. The roof line and eaves line of buildings are often dramatic, for example the cupola of Lancaster House or the baronial style tower at 74 Princess Street. In the vicinity of the application and along Canal Street, buildings are generally smaller however the tree lined corridor along Canal Street continues to create a sense of enclosure. Historic buildings for other purposes including public houses and educational uses exist close to the site, but the prevalence of former warehouse buildings and the adjacency of the canal are significant in highlighting Manchester's historic development as an industrial city.

- 5.5 The site lies close to the boundary of the Conservation Area. Views out of the Conservation Area to the north and west along Richmond Street and Chorlton Street have a negative impact on the Conservation Area setting, this is resultant of the surface car park and the more recent developments on Chorlton Street.

## 40 Chorlton Street

- 5.6 As identified by historic map regression and in Section 3 (Historical Development) of the SLHA Heritage Statement (2017), at some point during the second half of the 19<sup>th</sup> century the site had been developed with a series of smaller buildings. Following various further phases of development, extensions and building re-fronting, the building was developed in a form similar to how 40 Chorlton Street exists today.
- 5.7 The building has been significantly altered, the original roof had previously been removed prior to the recent construction of the roof extension consented under application 120392/FO/2018 which is regarded as a high-quality intervention which sensitively responds to the heritage context of the site and surroundings. In addition, there have been various alterations at lower ground level including the insertion of a doorway to the righthand side of the loading entrance on the Chorlton Street elevation, installation of low level brick panels to the bottom of ground floor windows on Chorlton Street and Canal Street, installation of personnel doors to Richmond Street, together with various alterations associated with plant and ventilation including louvres. Application 120392/FO/2018 consented the removal of

brick piers and widening of openings on Canal Street with installation of a louvred opening to house a substation.

- 5.8 The Historic England Publication 'Statements of Heritage Significance: Analysing Significance in Heritage Assets' (HE 2019) suggests three areas of interest for assessing a heritage assets significance. These are to be described, following which the level of the general significance of the heritage asset should be assessed, with the particular contribution of any described features. The three areas of interest are:
- 5.9 For the building on site, the following interests are considered:
- 5.10 **Archaeological interest** – Where the heritage asset holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
- 5.11 **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.
- 5.12 **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.
- 5.13 A statement of significance is set out below using Historic England's criteria.

## **Archaeological Interest**

- 5.14 The archaeological interest is low. The building provides evidence of past human activity in terms of the construction of early 20th century warehouses in Manchester when the city grew in response to the cotton industry. However, the building has been substantially altered internally.

## Architectural and artistic interest

- 5.15 When compared to other former warehouses in the Conservation Area, 40 Chorlton Street has a relatively plain, uniform and simple appearance. Whilst not of the same detailing or decorative embellishment as other commercial buildings in the surrounding area, it is nonetheless an attractive example of an early 20<sup>th</sup> century warehouse which makes a positive contribution to the Conservation Area. The building has medium local architectural interest.

## Historic Interest

- 5.16 Whilst the building has been substantially altered, it can still be clearly read as a former warehouse. The former loading entrance on Chorlton Street has been altered with a modern glazed infill, but the retention of this opening is significant in recognising the historic use of the building. The building therefore provides evidence of past human activity in terms of the construction and use of warehouses in the area around the turn of the 20th century. Whilst the building has been substantially altered throughout its life and little remains internally of historical interest, its value as part of a group with other nearby former commercial buildings means that it is of medium local historic interest.

## Nearby Listed Buildings

- 5.17 The application site is located in proximity to a number of listed assets. The significance of these buildings and their settings have been assessed in section 5.3 (Significance Assessment) of the 2017 SLHA heritage Assessment. The SHLA assessment is considered to remain valid, notwithstanding the implementation of planning permission 12039/FO/2018 and the construction of the roof extension to the application building. This Addendum does not intend to repeat the significance of nearby listed assets.

## 6. Impact on Significance

- 6.1 In order to assess the impact of the proposals upon heritage significance, there are three types of heritage impact that must be appraised:

- Any direct impact caused by the development on the significance of the application building, which is considered to make a positive contribution to the Conservation Area;
- Any indirect impact caused by the development on the significance of the Whitworth Steet Conservation Area; and,
- Any indirect impact caused by the development on the significance of nearby listed buildings.

6.2 This following section provides an assessment of the heritage impact of the development and advises mitigation where required.

## Direct impact caused by the development on the fabric of 40 Chorlton Street and its setting

6.3 The proposed works will result in some physical impact to the application building owing to the external alterations proposed at ground floor level. The proposed works, the subsequent impact on the building's significance, along with any required mitigation are considered within the table below. This assessment will enable clarification as to whether the proposed works result in any harm to the historic significance of the building, in accordance with National Policy and Guidance.

|                        | Proposed Works                                                                                                                      | Impact on significance                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | Mitigation                                                                                         |
|------------------------|-------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------|
| Chorlton Street Facade |                                                                                                                                     |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            |                                                                                                    |
| 1.                     | Installation of new opaque / frosted windows. Frames to have a design and colour to match windows on the upper floors (aparthotel). | <b>Minor positive.</b> Currently the ground floor windows are boarded / covered, some windows applied with colourful branding associated with the aparthotel. The removal of these coverings will enhance the appearance of the building and notwithstanding the opaque glazing they will increase interaction with the street. The existing windows are a single pane design and the alterations approved under 12039/FO/2018 were for replacement new aluminium frame windows with no subdivision, together with removal of the brickwork panel below the windows. The proposed multi-pane glazing arrangement would reflect the original window design to the Canal Street and Richmond Street elevations (as seen in the historic building regulations | Compliance condition for windows to match existing windows for the aparthotel on the upper floors. |

|                           | Proposed Works                                                                                                                                                      | Impact on significance                                                                                                                                                                                                                                                                                                                                                             | Mitigation                                                  |
|---------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------|
|                           |                                                                                                                                                                     | drawings included in the SLHA report (see figures 11 and 12). The proposed multi-pane window is appropriate to the character of the building and will also provide consistency across the fenestration.                                                                                                                                                                            |                                                             |
| 2.                        | Alterations to the brickwork panel below windows including installation of airbricks and removal of paint. Any damaged bricks to be replaced with a brick to match. | <b>Minor positive.</b> The low level brick panel is not original, however the black paintwork is not appropriate and will become a maintenance issue. The removal of paint and repair work as required is considered to have a beneficial impact. The proposed airbricks will have a negligible impact on the appearance of the building.                                          | Condition to ensure any replacement brick matches existing. |
| 3.                        | Removal of boarded up panel to the doorway on the right-hand side of the loading entrance, and replace with brickwork to match the existing.                        | <b>Neutral.</b> This door opening is not original, therefore the loss of this opening is not considered to result in harm to significance of the building.                                                                                                                                                                                                                         | Condition to ensure brick matches existing.                 |
| 4.                        | Existing signs to have new halo light effect and discreet keypad entry button located on inside of door reveal                                                      | <b>Neutral.</b> These works are minor and would have a negligible impact on the character and appearance of the building.                                                                                                                                                                                                                                                          |                                                             |
| Richmond Street Elevation |                                                                                                                                                                     |                                                                                                                                                                                                                                                                                                                                                                                    |                                                             |
| 5.                        | Installation of doors and window panel with frosted glazing, frame to match windows on upper floors (aparthotel).                                                   | <b>Minor Positive.</b> The proposed door would replace a modern service door which does not have any heritage significance. Application 120392/FO/2018 consented the installation of a new aluminium framed door in this location. The installation of a glazed door is therefore established, the revised frame design will match the windows above and is considered acceptable. | Condition relating to materials.                            |
| 6.                        | Installation of louvre panels for                                                                                                                                   | <b>Neutral.</b> Louvre panels are proposed to openings which are currently boarded over. Google street view imagery from 2018 shows                                                                                                                                                                                                                                                | Condition relating to materials.                            |

|                        | Proposed Works                                                                                                                                               | Impact on significance                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              | Mitigation                                                                                         |
|------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------|
|                        | extraction intake and exhaust.                                                                                                                               | that these openings have already been adapted to accommodate plant, with large boxed vents projecting through the glazing. This section of Richmond Street is very much characterised as a service street, and defined by back of house infrastructure. Neighbouring buildings feature air conditioning units, louvres, refuse storage, and a fire escape. The Richmond Street elevation is not the principal elevation of the building. The installation of louvres is would not detract from the overall character or significance of the building.                                                                                                                                                                                                                                                                                                                                                                                                               |                                                                                                    |
| 7.                     | Installation of a metal door with part solid panel, in a colour to match the window frames on upper floors. Door to have keypad entry and external lighting. | <b>Minor Positive.</b> The door will replace and existing service door which is of no heritage significance. Application 12039/FO/2018 consented a double louvred door in this location, and therefore this change is also regarded as a positive against the existing consent.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | Condition relating to materials.                                                                   |
| Canal Street Elevation |                                                                                                                                                              |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |                                                                                                    |
| 8.                     | Installation of new windows including clear glazed and opaque glazed. Frames to have a design and colour to match windows on the upper floors (aparthotel).  | <b>Minor positive.</b> Currently the ground floor windows are boarded / covered, some windows applied with colourful branding associated with the aparthotel. The removal of these coverings will enhance the appearance of the building and notwithstanding the opaque glazing they will increase interaction with the street. The existing windows are a single pane design and the alterations approved under 120392/FO/2018 were for replacement new aluminium frame windows with no subdivision, together with removal of the brickwork panel below the windows. The proposed multi-pane glazing arrangement would reflect the original window design to the Canal Street and Richmond Street elevations (as seen in the historic building regulations drawings included in the SLHA report (see figures 11 and 12). The proposed multi-pane window is appropriate to the character of the building and will also provide consistency across the fenestration. | Compliance condition for windows to match existing windows for the aparthotel on the upper floors. |

|     | Proposed Works                                                                                                                                                                      | Impact on significance                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                            | Mitigation                                  |
|-----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------|
| 9.  | Installation of brickwork to lower section of two of the existing openings.                                                                                                         | <b>Minor Negative.</b> This change does not reflect the original arrangement of the openings which extended to ground level; the stone cill at ground level is still visible in places. Nonetheless, the building has been heavily altered, including with the installation of brickwork at the base of other ground floor windows and the removal of openings altogether to house plant. Whilst the proposals would impact the form of the original openings, this would not significantly alter the understanding of the building or its heritage significance. | Condition to ensure brick matches existing. |
| 10. | Installation of a new door with clear glazed panels. Frames to match the windows above (aparthotel). Door to have keypad entry, disabled push to open button and external lighting. | <b>Minor positive.</b> The proposed door would replace an existing modern door with no heritage significance (as seen on Google streetview). The proposed double door will assist in creating activity to this elevation. Permission 120392/FO/2018 consented the installation of a new aluminium framed door in this location, the revised proposals are considered to be high quality and an improvement on the existing.                                                                                                                                       | Condition relating to materials.            |

- 6.4 The assessment above identifies an overall positive heritage impact, with mitigation set out where advised. Only one element of the proposals have been associated with minor harm, namely the installation of brickwork to the base of existing openings on the Canal Street elevation. There are a number of positive impacts associated with the proposals which are considered to mitigate against any perceived harm. When balancing the limited impact of this 'harm' against the significance of the non-designated heritage asset, it is judged that on balance the proposals are acceptable.
- 6.5 The works are confined to within the existing envelope of the building, and are not regarded to result in any impact upon the setting of the building or how it is experienced from the surrounding environment.

### Indirect Impact on the Character and Appearance of the Whitworth Street Conservation Area

- 6.6 As noted above, the works are relatively minor and will not extend beyond the envelope of 40 Chorlton Street. Since the works will not result in any notable change to the character or appearance of the building, there will be no indirect impact upon the significance of the Conservation Area. There will be positive impacts associated with the ground floor and basement of the building being brought back into an active use, and window openings being exposed. The proposed windows and doors are considered to respond to the character of the application building, which makes a positive contribution to the Conservation Area. Overall, it is concluded that the proposed development would have a minor positive impact on the heritage significance of the Whitworth Street Conservation Area.

### Indirect Impact on the Setting of Nearby Listed Buildings

- 6.7 The proposed alterations would not impact upon views of listed buildings, and thereby would not have any impact upon their setting.

#### Summary of Heritage Impact

- 6.8 The below table confirms a summary of the heritage impact:

| Heritage Asset                     | Impact on significance of asset |
|------------------------------------|---------------------------------|
| 40 Chorlton Street                 | Minor Positive                  |
| Whitworth Street Conservation Area | Minor Positive                  |
| Nearby Listed Buildings            | Neutral                         |
| Overall Impact                     | Minor Positive                  |

- 6.9 This Addendum concludes that the overall impact of the proposals would be **minor positive**.

## Appendix A – Policy Review

The heritage planning policy of relevance to the proposed scheme, and which provides the context for its assessment, is set out within national and local planning policy guidance. These policies have been considered in the preparation of this Addendum.

Section 38(6) of the Town and Country Planning Act 2004 states that applications for development should be determined in accordance with the 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.

### National Planning Policy Framework (NPPF)

Detailed guidance about the legislation is given in National Planning Policy Framework (NPPF), which was first published on 27th March 2012 and last updated on 20 July 2021 and sets out the Government's planning policies regarding the conservation of the historic environment. The original NPPF and its subsequent updates are 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.

The NPPF places great emphasis on the role of decision makers to promote sustainable development. Paragraph 8 advises that sustainable development has three dimensions: 'economic, social and environmental'.

In relation to determining planning applications, the NPPF sets out a presumption in favour of sustainable development. For decision taking this means approving development that accords with an up-to-date development plan without delay (Paragraph 11).

Section 16 of the NPPF deals with conserving and enhancing the historic environment. Paragraph 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*'. This statement demonstrates that the information and significance requirements of national policy have been complied with.

Paragraph 195 of the NPPF 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'*.

Paragraph 196 states that *'Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision'*.

Paragraph 197 of the NPPF 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'*.

Paragraph 199 of the NPPF 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'*.

Paragraph 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'*.

Paragraph 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, 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 not for profit, 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 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'.*

Paragraph 203 advises that *'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset'.*

Annex 2 of the NPPF provides a glossary of key terms which are relevant to this application. 'Significance' is defined as: *'The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting'.*

'Setting of a heritage asset' is defined within Annex 2 as *'The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral'.*

## National Planning Practice Guidance (NPPG)

The National Planning Practice Guidance (NPPG) is a web-based resource which was launched in March 2014 and coincided with the cancelling of the majority of Government Circulars. It provides guidance on many aspects of planning including plan-making and decision taking.

*It states 'Heritage assets may be affected by direct physical change or by change in their setting. Being able to properly assess the nature, extent and importance of the significance of a heritage asset, and the contribution of its setting, is very important to understanding the potential impact and acceptability of development proposals'.*

In relation to the setting of a heritage asset, the NPPG states *'A thorough assessment of the impact on setting needs to take into account, and be proportionate to, the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.*

*Setting is the surroundings in which an asset is experienced, and may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not.*

*The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each*

*The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting. This will vary over time and according to circumstance.*

*When assessing any application for development which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset's*

*significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation'* (Paragraph 013 Reference ID: 18a-013-20140306).

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

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

Historic England Advice Note 2: Making Changes to Heritage Assets: 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 listed building consent.

Historic Environment Good Practice Advice 2: Managing Significance in Decision-Taking in the Historic Environment: 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): 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: Conservation Principles Policies and Guidance: 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: Published in October 2019, this advice note 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

### Manchester Core Strategy Development Plan

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 CC 9 'Design and Heritage' states that development in the City Centre should preserve or enhance heritage assets, including 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

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.
- Policy DC14 'Shop Fronts and Related Signs' of the Plan seeks to ensure that the frontages and signage of commercial premises are in keeping with the character of the building and the surrounding area.