

Heritage Statement

46 Henry Street, Ancoats, Manchester

April 2023



adapt heritage

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1. Introduction

- 1.1 This Heritage Statement has been prepared by Adapt Heritage on behalf of Fresh Fuel (Ancoats) Limited in connection with a full planning application (Ref: I36558/FO/2023) for the change of use of the existing building as a restaurant together with elevational alterations and other associated external works (the 'Proposed Development') at 46 Henry Street, Ancoats, Manchester (the 'Application Site').
- 1.2 The Application Site is located within Ancoats Conservation Area.
- 1.3 Under Section 72 of The Planning (Listed Buildings and Conservation Areas) Act 1990, Manchester City Council has a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of their conservation areas. The meaning of 'preservation' in this context, as informed by case law, is taken to be the avoidance of harm.
- 1.4 The National Planning Policy Framework ('NPPF') (2021) provides the Government's national planning policy on the conservation of the historic environment. In respect of information requirements for applications, Paragraph 194 states the following:

*"In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance."*¹

1.5 The report is structured as follows:

- Section 2 identifies the relevant heritage assets with potential to be affected by the Proposed Development.
- Section 3 provides an overview of the history and development of the Application Site and the surrounding area.
- Section 4 proportionately assesses the significance of relevant heritage assets and the contribution made by the Application Site.
- Section 5 provides an assessment of the impact of the Proposed Development in light of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy set out in the NPPF and local planning policy (set out in detail at **Appendix I**).
- Section 6 sets out the summary and conclusions.

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

¹ DLUHC (2021) National Planning Policy Framework (NPPF) – Annex 2: Glossary



2. The Heritage Assets

Context

- 2.1 The NPPF (2021) defines a heritage asset as:

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

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

Designated Heritage Assets

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

Conservation Areas

- 2.4 The Application Site is located within the Ancoats Conservation Area which was designated by Manchester City Council in June 1989. It is bounded by Great Ancoats Street, Oldham Road, Kemp Street, Wadeford Close, Jersey Street and the Rochdale Canal.
- 2.5 The boundary of the Ancoats Conservation Area is illustrated at Figure 2.1 and the Application Site is outlined in green.

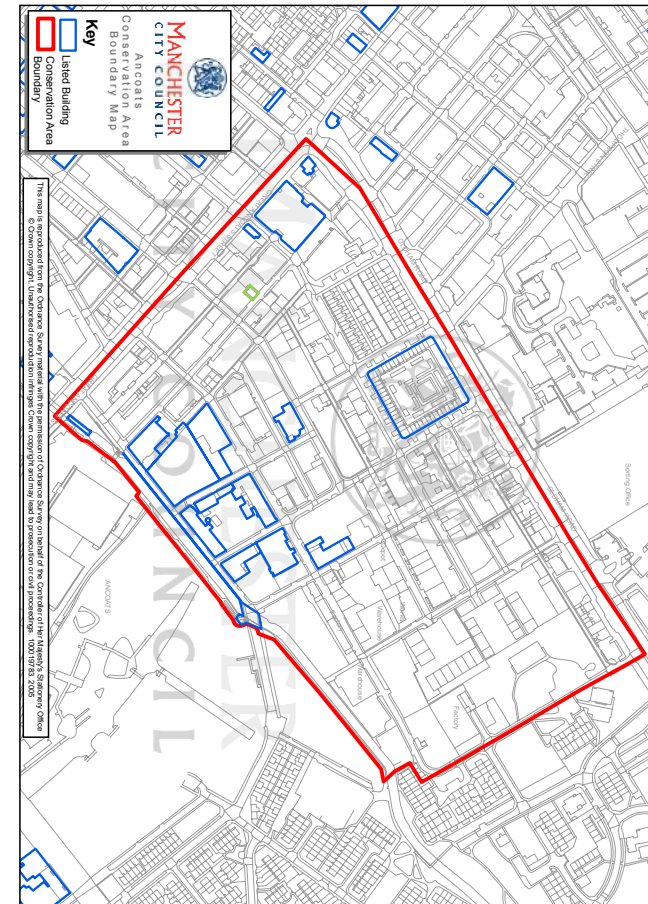


Figure 2.1: Ancoats Conservation Area (Site in Green) © Manchester City Council

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DLUHC (2021) National Planning Policy Framework (NPPF) – Annex 2: Glossary



Listed Buildings

- 2.6 A review of the National Heritage List for England (NHLE) in April 2023 confirms that there are various listed buildings within the wider vicinity of the Application Site:

Name	Grade	Designation Date	List Entry No
<i>Former Doctor's Surgery</i>	<i>II</i>	<i>16 August 2022</i>	<i>1482727</i>
<i>Derros Building</i>	<i>II</i>	<i>05 May 1998</i>	<i>1119732</i>
<i>Daily Express Building</i>	<i>II*</i>	<i>03 October 1974</i>	<i>1218285</i>

- 2.7 Based on the significance of these listed buildings and intervening development together with on-site visual survey, they are not considered to be affected by the Proposed Development. These assets are therefore not considered further in this report.



3. The Application Site and the Surrounding Area

Location and Context

- 3.1 The Application Site (Figure 3.1) fronts onto Henry Street to its north and is bound by a modern single storey garage building to the west and an 8 storey residential apartment building to the east. To the south is further modern development.



Figure 3.1: View of the Application Site and Surrounding Area © Google Maps (2022)

- 3.2 The Application Site itself consists of a mid-20th century industrial building which has been successively altered and adapted in the late 20th and early 21st centuries. It fronts the pavement line to Henry Street.



Overview of Historic Development

- 3.3 Below is an overview of the historic development of the Application Site and the surrounding area.
- 3.4 The Ancoats area of Manchester was first developed in the 18th century in the form of shops and houses along Great Ancoats Street. The Rochdale Canal was built in the late 19th century which led to rapid and large scale development within the area. The new method of transportation for raw materials and manufactured goods catalysed the industrialisation of the area in the form of mill buildings constructed on a monumental scale together with supporting more modest ancillary buildings.



Figure 3.2: Ordnance Survey of Manchester surveyed in 1850 and published in 1851 © National Library of Scotland

- 3.5 The Application Site is illustrated on the 1851 Ordnance Survey of Manchester (Figure 3.2) which shows it consisting of two terraced and court dwellings around 'Parkers Court'. This area was predominantly

residential with communal facilities whilst the other areas of Ancoats to the north east centred on the larger scale mill complexes.



Figure 3.3: Ordnance Survey of Manchester surveyed in 1888-1891 and published in 1893 © National Library of Scotland

- 3.6 The 1893 Ordnance Survey (Figure 3.3) shows a similar arrangement with densely packed housing around Henry Street, Gun Street and Great Ancoats Street. By 1922 (Figure 3.4), the two properties on the Application Site appears to have been amalgamated. An historic aerial photograph (Figure 3.5) indicates that the buildings on the site may have been altered to form a different use with different fenestration pattern, a pitched roof and centred chimneystack to the rear.



Figure 3.4: Ordnance Survey of Manchester surveyed in 1915 and published in 1922 © National Library of Scotland



Figure 3.5: Aerial Photograph of Manchester c.1927 (Ref: m67632) © Manchester City Council



- 3.7 The 1934 Ordnance Survey (Figure 3.6) continues this arrangement with the only noticeable changes in the surrounding area being the partial clearance of some land and the construction of Express House. The existing buildings on the site appear to remain by 1946 (Figure 3.7) from the position of the chimneystack and pitched roof.



Figure 3.6: Ordnance Survey of Manchester surveyed in 1931 and published in 1934 © National Library of Scotland

- 3.8 The RAF aerial photograph from 1953 (Figure 3.8) indicates that the Application Site may have been redeveloped by this point (or extensively altered) with numerous other buildings in the surrounding area cleared and redeveloped with low scale industrial and manufacturing premises.



Figure 3.7: RAF Photograph of Manchester c.1946 (Ref: raf_3g_tud_uk_185_vp2_5167) © Historic England



Figure 3.8: RAF Photograph of Manchester c.1953 (Ref: raf_58_1158_f21_0050) © Historic England





Figure 3.9: Historic Photograph of Henry Street c.1962 (Ref: m10131) © Manchester City Council



Figure 3.10: Historic Photograph of Henry Street c.1962 (Ref: m10131) © Manchester City Council

3.9 A number of historic photographs from 1962 (Figures 3.9 and 3.10) show the building that replaced the former residential dwellings. It is two storeys

and constructed from red brick with sides of render. The building included a vehicular opening, window and pedestrian entrance at ground floor. Above are three corresponding window openings with a flat roof. A large 'shell' garage sign is attached to one side which indicates it formed part of the neighbouring garage.

3.10 In April 2000, an application (Ref: 059081/FO/NORTH/20) was submitted to Manchester City Council for the 'Demolition and rebuild of Henry Street façade and extend existing roof to create additional garage space' at the Application Site. This was approved in July 2000 and led to the complete rebuilding of the existing façade of the building with new window and door openings (Figure 3.11).



Figure 3.11: View of Henry Street, May 2011 © Google Maps

3.11 More recently, the Ancoats area has seen a resurgence with numerous historic buildings refurbished and new buildings of varying heights and materials constructed.



4. Assessment of Significance

Significance and Special Interest

- 4.1 The NPPF (2021) defines the significance of a heritage asset as:

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

Conservation Areas

- 4.2 Conservation areas are designated on the basis of their special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance. Historic England has revised and republished its guidance in respect of conservation areas which provides a framework for the appraisal and assessment of the special interest and significance of a conservation area.

Assessment

- 4.3 As set out earlier, this assessment has been informed by published information, desktop archival research and on-site visual survey. It has been produced in accordance with guidance set out in Historic England's Advice Notes including Conservation Area Designation, Appraisal and Management (2019), Managing Significance in Decision Taking in the Historic Environment (2015) and Statements of Heritage Significance (2019).

Ancoats Conservation Area

- 4.4 Below is a proportionate assessment of the special interest of Ancoats Conservation Area. It includes an overview of its historic development and the special character and appearance of the conservation area. This is then followed by an assessment of the contribution made by the Application Site.

Historic Development

- 4.5 As illustrated further at Section 3, the streets of Ancoats were laid out during the latter part of the 18th Century, with little development taking place other than small houses and shops along Great Ancoats Street and Oldham Road. Survey work for the Rochdale Canal was carried out by James Brindley in 1765 and the first mills were built in the area as early as 1790.⁴ From the opening of the Rochdale Canal in 1804 through to 1912, the development of mills continued on a much larger scale and supported by housing and other facilities.
- 4.6 In addition, the first single-class housing area in the country was built in 1889 to provide homes for miller workers in Ancoats.⁵ This block, called Victoria Square, was the first example of municipal housing in Manchester, which was followed shortly by the development of model housing in adjacent Anita Street (originally known as Sanitary Street). The substantial economic activity generated by such a concentration of mills was halted by the slump in the cotton industry in the 1930's. The prosperity of the mills declined steadily afterwards, and the only new industry to establish itself in Ancoats was newspaper printing.

³

DLUHC (2021) National Planning Policy Framework (NPPF) – Annex 2: Glossary

⁴

Historic England (2011) Ancoats: Cradle of Industrialisation

⁵

Hartwell, Clare (2001) Pevsner Architectural Guides: Manchester



Special Character and Appearance

- 4.7 The principal buildings of Ancoats Conservation Area are the monumental cotton spinning mills, located adjacent or proximate to the Rochdale Canal which runs along the eastern edge of the area (Figure 4.1). The juxtaposition and interlinking of manufacturing transport and residential uses meant that Ancoats functioned as the first industrial estate in the world, and it is representative of industrial activity at a new scale.⁶



Figure 4.1: Rochdale Canal and McConnell Mills (April 2023)

- 4.8 This area of Manchester proved to be a suitable location for the larger mills, and it eventually became recognised as the place where the Industrial Revolution commenced on a grand scale.⁷

- 4.9 At the heart of the conservation area are the collection of mills which include Old Mill, McConnel and Kennedy Mills, Sedgwick Mill, Beehive Mill and Brownsfield Mill. Together, these represent the chronological development of cotton mill architecture from 1800 to the 1920's. A number of the mills include tall chimneystacks. As noted by Historic England, they constitute the first industrial estate in the world.⁸



Figure 4.2: Cutting Room Square (April 2023)

- 4.10 Ancoats, with its concentration of mill buildings is an important landmark in the history of the Industrial Revolution, representing the chronological development of cotton mill architecture from 1800 to the 1920s. Other key buildings in the conservation area include the Victoria Square housing,

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Manchester City Council (2023) Ancoats Conservation Area Overview

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Historic England (2011) Ancoats: Cradle of Industrialisation

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Historic England (2011) Ancoats: Cradle of Industrialisation



the original 1930s Daily Express building, the Former Church of St Peter (now the home of the Halle Orchestra) which is set within the landscaped Cutting Room Square (Figure 4.2) together with the Edinburgh Castle Public House which contrast with the larger scale and massing of the mill buildings to the east.



Figure 4.3: Henry Street (April 2023)

- 4.11 There is not one single defining architectural style within the conservation area although a strong sense of the former industrial character of the area does prevail. It employs a mix of detailing and forms between the old and new buildings including canted bays, buildings fronting pavement lines, elongated fenestration and varying heights ranging from two storeys to 10 storeys. There are also mix of flat roofs and pitched gables which add interest and variation to the roofscapes.
- 4.12 In terms of materiality, the use of red and brown brick prevails within the conservation area although newer buildings incorporate more modern

materials such as grey or gault brick, zinc cladding and terracotta panelling (Figures 4.3 and 4.4). Sandstone is utilised for decorative elements such as lintels and door frames to more traditional and historic buildings.



Figure 4.4: Jersey Street (April 2023)

- 4.13 In relation to key views and vistas, these vary across the conservation area, and include those to the mill complexes from the Rochdale Canal, those from within and along Jersey Street together with views of the Church of St Peter, the Express Building and the housing along Anita Street. There are minor views along secondary streets which reinforce the tight urban grains such as Henry Street.
- 4.14 The special interest of the conservation area is invested in the juxtaposition and interlinking of manufacturing, transport and residential uses that combine to represent the first industrial estate. Despite pockets of demolition and the insertion of new buildings, the historic industrial estate and suburb remains legible.



Contribution made by the Application Site to the Significance of the Ancoats Conservation Area

- 4.15 As set out earlier at Section 3, the Application Site originally consisted of terraced dwellings associated with the original development of Ancoats and the wider area. At some point in the early to mid 20th century, these were altered and latterly demolished and replaced with a new industrial building used as part of a garage. The façade of this building was completely removed in 2000 and a new façade added. The building was last used as offices and is now currently vacant.



Figure 4.5: View of the Application Site (April 2023)

- 4.16 The existing building (Figures 4.5 and 4.6) is two storeys and constructed from red brick with a shallow pitched roof with corrugated sheeting. The ground floor includes a small recessed vehicular opening and a separate pedestrian entrance, each with black shutters. Above are three UPVC windows. The Application Site



Figure 4.6: View of the Application Site (April 2023)

- 4.17 The Application Site is largely screened from much of the conservation area due to its small scale when compared against its larger neighbours. In addition, the angled and oblique views gained along Henry Street from both the west and east limit views of the building.
- 4.18 Overall, the existing building on the Application Site does not make a positive contribution to the significance of the Ancoats Conservation Area due to its simple and uncharacteristic design and late 20th century age. It does not display any particular architectural or historic interest and has been heavily altered. The use of red brick does however respond to the prevailing material of the conservation area.



5. Impact Assessment

Summary of Legislation and National Planning Policy

- 5.1 Under Section 72 of The Planning (Listed Buildings and Conservation Areas) Act 1990, Manchester City Council, in determining the submitted full planning application, has a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of their conservation areas.
- 5.2 The meaning of 'preservation' in this context, as informed by case law, is taken to be the avoidance of harm.
- 5.3 Paragraph 197 of the NPPF states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.
- 5.4 Paragraph 199 requires when considering the impact of development on the significance of a designated heritage asset that great weight should be given to the asset's conservation. 'Conservation' is defined by the NPPF as *'the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance.'*
- 5.5 Paragraph 206 requires that local planning authorities should look for opportunities for new development within Conservation Areas, to enhance or better reveal their significance. Paragraph 207 states that not all elements of a Conservation Area will necessarily contribute to its significance.

The Proposed Development

- 5.6 The Proposed Development involves a full planning application for the change of use of the existing building as a restaurant together with elevational alterations and other associated external works.
- 5.7 Further information on the design and appearance of the Proposed Development is set out within the Design and Access Statement prepared by E3 Architecture.

Impact Assessment

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

Ancoats Conservation Area

Principle for Change of Use

- 5.9 46 Henry Street is currently vacant and was previously in use as offices. Its potential conversion into retail use will secure a new use for the vacant building. The area surrounding the Application Site is characterised by a mix of uses including residential, commercial, and retail which forms part of the emerging character and continued vitality of Ancoats. The proposed new use will contribute towards this.



External Alterations

- 5.10 As set out earlier, the existing building on the Application Site does not possess any architectural or historic interest and does not contribute towards the special character and appearance of the Ancoats Conservation Area. The potential external alteration of the existing building should therefore be acceptable in principle, subject to its final appearance.
- 5.11 A number of external alterations are required as part of the Proposed Development in order to provide a new restaurant. The scale of the former building on the site is reinstated by subtly raising the parapet height of the building which also improves its overall vertical emphasis. These works involve the replacement of the existing poor quality corrugated sheeting with a concealed flat roof. It also allows for the required mechanical and electrical equipment to be concealed behind.



Figure 5.1: Existing and Proposed Elevations © E3 Architecture

- 5.12 In addition to this and given the constraints of the site (with one access directly from Henry Street), the existing stair core to one side is to be extruded upwards to provide a new ladder access for the flat roof. The proposed mass in this corner provides an opportunity to resonate with the historic chimneystacks and chimneys found to various buildings and mills

within the conservation area. It is also envisaged that this part of the building would provide an area for signage which reflects historic precedents set by industrial buildings and mill chimneys. It also allows for an opportunity to improve the variation and form of the building, adding interest and depth when viewed along Henry Street.

- 5.13 Collectively, these works do marginally increase the height of the building but will maintain the variety of forms and heights found within this part of the conservation area. In addition, the stair core element reinforces the industrial character of the conservation area.
- 5.14 The remainder of the elevation will have a more traditional form, being of two storeys, with consistent elongated window openings. A shop frontage at the ground floor also replicates a similar arrangement. The overall proportions of the building are improved by the design changes as illustrated at Figure 5.1 and resonates with the other architectural styles established within the conservation area.
- 5.15 The Proposed Development incorporates the prevailing materials found within this part of the conservation area including red brick and more modern materials such as zinc cladding. The proposed design represents a significant improvement when compared with the existing building on the Application Site which is of a poor design and includes inappropriate materials such as uPVC windows and corrugated sheeting which are generally out of character with the conservation area.
- 5.16 In relation to the Ancoats Conservation Area, the Council notes that *“The character of the area remains largely industrial, therefore any new development must ensure retention of that character through detailing and the use of compatible materials.”*⁹





Figure 5.2: Existing and Proposed Visuals © E3 Architecture

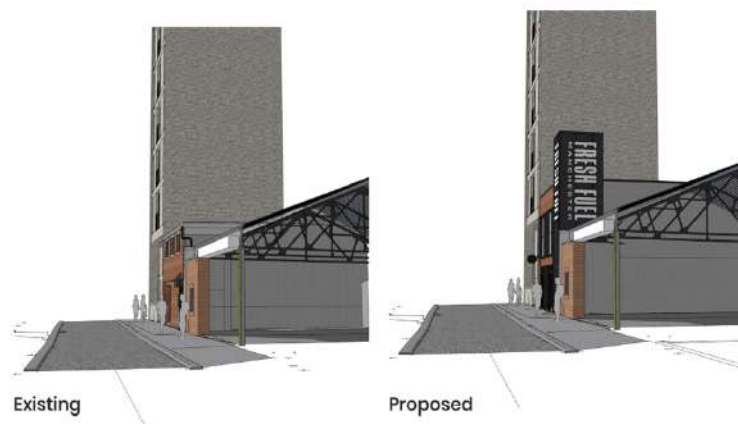


Figure 5.3: Existing and Proposed Visuals © E3 Architecture

- 5.17 The existing and proposed visuals and streetscenes (Figures 5.2 and 5.3) prepared by E3 Architecture illustrate the proposed visual changes along Henry Street. The existing building provides no interest to the streetscene and is proportionately discordant. The proposals will provide a significant improvement over this with greater interest and variation to the roofscape through the use of a projecting element, improved windows and height.

Summary

- 5.18 The proposed alterations will create a slightly larger building than found at present, but this is marginal when compared with the existing building and taller buildings in the surrounding area. In addition, and as discussed within Planning Practice Guidance, it is the degree of harm to the conservation area's significance rather than the scale of the development that is to be assessed. The minor increase in height together with the subtle elevational changes will not affect the special interest of the conservation area and the reasons for designation.

- 5.19 Overall, the Proposed Development envisages a high quality and contextually designed frontage to Henry Street which adheres to the established characteristics and materials of the Ancoats Conservation Area. It will not harm its significance and presents an important opportunity to remove a poor-quality building and improve the overall appearance of the Application Site.

Statutory Duty and National Planning Policy

- 5.20 As set out above, supported by on-site visual survey and proportionate assessment of the significance of the Ancoats Conservation Area, the proposed external alterations have been designed to reflect the established characteristics of the area. It presents the opportunity to improve this part of the conservation area and the contribution made by the Application Site. It will not harm those characteristics which define the special interest of the conservation area.



- 5.21 On this basis, the Proposed Development will not harm the special character and appearance of the Ancoats Conservation Area. The significance of the designated area will be sustained. The requirement of s.72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 can therefore be satisfied if Manchester City Council grants planning permission. Furthermore, the proposals present an opportunity to remove a poor-quality building and improve the overall appearance of the site.
- 5.22 With respect to the core planning principle of the NPPF in relation to the historic environment, the Proposed Development can sustain the significance of the conservation area. Accordingly, the proposals could meet the objectives of paragraphs 197, 199 and 206 of the NPPF.

Local Planning Policy and Guidance

- 5.23 The Proposed Development responds to the significance of the Ancoats Conservation Area. As set out earlier, the Proposed Development causes no harm and sustains the significance of the designated heritage asset and thereby complies with Policy EN3 of the Manchester Core Strategy (2012) and Policy DC18.1 of the Citywide Development Control Policies.



6. Summary and Conclusions

- 6.1 This Heritage Statement has been prepared by Adapt Heritage on behalf of Fresh Fuel (Ancoats) Limited in connection with a full planning application (Ref: I36558/FO/2023) for the change of use of the existing building as a restaurant together with elevational alterations and other associated external works (the 'Proposed Development') at 46 Henry Street, Ancoats, Manchester (the 'Application Site').
- 6.2 The Application Site is located within Ancoats Conservation Area.
- 6.3 Under Section 72 of The Planning (Listed Buildings and Conservation Areas) Act 1990, Manchester City Council has a statutory duty to pay special attention to the desirability of preserving or enhancing the character or appearance of their conservation areas. The meaning of 'preservation' in this context, as informed by case law, is taken to be the avoidance of harm.
- 6.4 Overall, the existing building on the Application Site does not make a positive contribution to the significance of the Ancoats Conservation Area due to its simple and uncharacteristic design and late 20th century age. It does not display any particular architectural or historic interest and has been heavily altered. The use of red brick does however respond to the prevailing material of the conservation area.
- 6.5 The proposed alterations will create a slightly larger building than found at present, but this is marginal when compared with the existing building and taller buildings in the surrounding area. In addition, and as discussed within Planning Practice Guidance, it is the degree of harm to the conservation area's significance rather than the scale of the development that is to be assessed. The minor increase in height together with the subtle elevational

changes will not affect the special interest of the conservation area and the reasons for designation.

- 6.6 Overall, the Proposed Development envisages a high quality and contextually designed frontage to Henry Street which adheres to the established characteristics and materials of the Ancoats Conservation Area. It will not harm its significance and presents an important opportunity to remove a poor-quality building and improve the overall appearance of the Application Site.
- 6.7 On this basis, the Proposed Development will not harm the special character and appearance of the Ancoats Conservation Area. The significance of the designated area will be sustained. The requirement of s.72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 can therefore be satisfied if Manchester City Council grants planning permission. Furthermore, the proposals present an opportunity to remove a poor-quality building and improve the overall appearance of the site.
- 6.8 Accordingly, the Proposed Development could meet the objectives of paragraphs 197, 199 and 206 of the NPPF. The Proposed Development can also address Policy EN3 of the Manchester Core Strategy (2012) and Policy DC18.1 of the Citywide Development Control Policies.



Appendix I: Heritage Legislation, Planning Policy and Guidance



Heritage Legislation, Planning Policy and Guidance

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

Legislation

The Planning (Listed Buildings and Conservation Areas) Act 1990

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

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

National Planning Policy

The National Planning Policy Framework (2021)

The National Planning Policy Framework (2021) requires that great weight is given to the conservation of designated heritage assets and this reflects the statutory duty of the 1990 Act with respect to listed buildings and conservation areas.

Conservation is defined by the NPPF as *"the process of maintaining and managing change to heritage assets in ways that sustain and where appropriate, enhance their significance."*¹⁰

Paragraph 197 of the NPPF elaborates that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage

assets, putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 199 requires when considering the impact of a Proposed Development on the significance of a designated heritage asset, that great weight should be given to the asset's conservation and the more important the asset, the greater that weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss requires clear and convincing justification.

Paragraph 201 states that where a Proposed Development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm and or loss is necessary to achieve substantial benefits that outweigh that harm or loss, or all of the following apply:

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

Paragraph 202 requires that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should

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be weighed against the public benefits of the proposal, including securing its optimum viable use.

Paragraph 206 requires that local planning authorities should look for opportunities for new development within Conservation Areas, to enhance or better reveal their significance.

Paragraph 207 states that not all elements of a Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area should be treated either as substantial harm under paragraph 201 or less than substantial harm under paragraph 202, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area as a whole.

Local Planning Policy

Manchester Local Plan

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

Core Strategy 2012-2027

In relation to Heritage, Policy EN3 states that:

'Throughout the City, the Council will encourage development that complement and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre.

New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient

monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains...'

Citywide Development Control Policies

Policy DC18.1 relates to the protection of the City's conservation areas. The policy states that:

'a. The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:

- i) the relationship of new structures to neighbouring buildings and spaces;*
- ii) the effect of major changes to the appearance of existing buildings;*
- iii) the desirability of retaining existing features, such as boundary walls, gardens, trees, (including street trees);*
- iv) the effect of signs and advertisements;*
- v) any further guidance on specific areas which has been approved by the Council.*

b. The Council will not normally grant outline planning permission for development within Conservation Areas.

c. Consent to demolish a building in a conservation area will be granted only where it can be shown that it is wholly beyond repair, incapable of reasonably beneficial use, or where its removal or replacement would benefit the appearance of character of the area.

d. Where demolition is to be followed by redevelopment, demolition will be permitted only where there are approved detailed plans for that redevelopment and where the Council has been furnished with evidence that the development will be undertaken.'

Guidance

National Planning Policy Guidance (2019)

Whilst not planning policy the Planning Practice Guidance provides a clear indication of the Government's approach to the application of national policy contained in the



NPPF. Where there is conflict between the guidance in the PPG and earlier documents the PPG will take precedence.

Historic England Advice Note 1: Conservation Area Appraisal, Designation and Management (2019)

The guidance provides information on conservation area appraisal, designation and management to assist in implementing historic environment legislation, planning policy and guidance. The guidance states that change is inevitable, and often beneficial, and this advice sets out ways to manage change in a way that conserves and enhances the character and appearance of historic areas. Conservation areas can contribute to sustainable development in all its three dimensions as outlined in the NPPF.

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

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

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

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





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