

No. 17

Quay

Street

Manchester

Heritage Statement

Prepared by



Stephen Levrant Heritage Architecture Ltd

Canada House, Chepstow Street, Manchester, M1 5FW

www.heritagearchitecture.co.uk

Prepared for:

OBI Property

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No. 17 Quay Street, Manchester - Heritage Statement

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1. INTRODUCTION

1.1 Purpose of the Heritage Statement

This **Heritage Statement** has been prepared on behalf of OBI Property by Heritage Architecture Ltd, a specialist practice of conservation architects, surveyors, planners and heritage consultants which specialises in the historic environment.

The Site comprises the modern No. 17 Quay Street office development, which is situated within and adjacent to conservation areas and close to a number of listed buildings. The development proposals seek to substantially refurbish the interior and exterior of the existing, modern (**Figures 1 & 2, below**).

Consequently, a Heritage Statement is required in order to assess the visual impact on nearby designated heritage assets, which have the potential to be affected by the development proposals. The conclusions of this initial assessment will be outlined in **Section 5.7: Statement of Significance**. This baseline assessment will inform the ensuing Heritage Impact Assessment (**Section 6**).



Figure 1: Looking south towards the Site, with Quay Street (left) and Byrom Street (right)

The following report should be read in conjunction with the Design and Access statement prepared by OBI Property. The local authority is Manchester City Council (MCC).

The content and level of detail of the document accords with the NPPF (2021) requirements, as well as Historic England's October 2019 guidance on the structure and form of Heritage Statements. The NPPF emphasises that the level of detail submitted in support of applications for planning permission and/or listed building consent should be no more than is necessary to reach an informed decision and should be proportionate to the significance of the heritage asset(s) affected and the impact on that significance (**NPPF, paragraphs 43-44 and 189**).

1.2 General Methodology – focus on proportionality.

This Heritage Statement is framed by the requirements of the **Planning (Listed Buildings and Conservation Areas) Act 1990, Section 72**. This is necessary because the 1990 Act requires that the Local Planning Authority (LPA) must treat the desirability of preserving the character, fabric and settings of designated heritage assets as issues which are afforded great weight (rather than simply as material considerations) as defined by **NPPF paragraph 193**.

The LPAs assessment of potential harm to the character, fabric or setting of a listed building, or to the character and appearance of a conservation area, must be an evidence-based planning judgment. This is because the weight which the authority applies to determine the degree of direct (physical) or indirect (visual) impact must be *proportionate* to the relative significance of the identified heritage asset. Thus, ‘*less-than-substantial*’ harm should not be afforded the same weight as that defined as being ‘*substantial*’. The NPPF also stresses that all analysis and evidence must be **proportionate** to the relative significance of the heritage asset and the impact of the proposed development. This fundamental requirement informs the methodology used in this Heritage Statement.

The analysis of heritage significance and impact in this Heritage Statement accords with the requirements of the **paragraphs 194** of the NPPF and Historic England’s October 2019 guidance, as it presents sufficient and proportionate evidence to enable the Council, “*to reach an informed decision*”. The conclusions of this Heritage Statement are thus based on the, “*need to be proportionate to the significance of the heritage assets [potentially] affected, and the impact on the significance of those heritage assets*”.

The Heritage Impact Assessment (Section 6) comprises an assessment of the **indirect heritage impact** as defined as follows by ICOMOS in its 2011 guidance:

- **Indirect heritage impact** are changes to the experience of the Site, or the setting of other heritage assets. Indirect heritage impacts on setting refers to perceptible visual effects on the experience and/or character of heritage assets beyond the development footprint.

The assessment of relative significance is a comparative process, and for this reason it relies heavily on the analysis of a range of information, including local knowledge. It aims to establish whether a component of the area is of local, regional, national or international significance, and therefore merit appropriate consideration in the Planning process.

1.3 Research sources

This Heritage Statement is the result of an extensive process which synthesises relevant evidence sourced from: documentary research, site analysis, building surveying, and professional judgment. The documentary research was based upon primary and secondary sources, including maps, drawings and reports.

Visual surveys of the Site were conducted in September 2022. Consideration has also been given to the historical development of the area and key heritage views within the locality. The purpose is to define the contribution of the built form to the appreciation and understanding of the special interest of the area.

1.4 Authorship

This report has been prepared by Heritage Architecture Ltd., a conservation practice specialising exclusively in the historic environment.

Author:

Lee Hutchings BSc (Hons) – Senior Historic Building Consultant

2. THE SITE AND HERITAGE CONTEXT

2.1 Location and site description

The Site is located on the corner of Quay Street and Byrom Street, in Manchester City Centre. The Site comprises a large, modern office building, bounded by Quay Street to the north, No. 15 Quay Street "Fifteen on Quay Street" to the east, Artillery Street to the south and Byrom Street to the west (**Figures 1 & 2**).

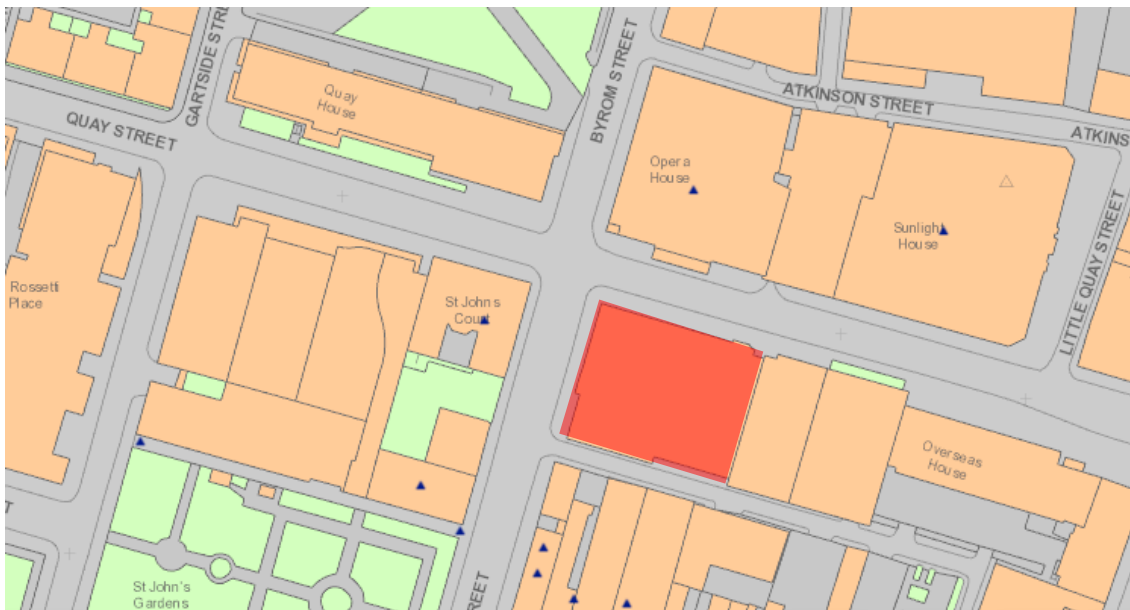


Figure 2: Map showing the location of the Site shaded red

2.2 Area of Analysis

Consideration has been given to the relevant part of Manchester City centre that surrounds the Site. Due to the external proposals being limited to the existing envelope of the modern building that forms the Site, the area of analysis has been limited to Quay Street and Byrom Street, but is not intended to be prescriptive; listed buildings outside of the study area which have the potential to be affected by the proposals will be included within the Visual Impact Assessment (VIA) where relevant.

2.3 Statutory Designations

2.3.1 Listed Buildings

Statutory listing of buildings means that a building is of special architectural or historic interest and is therefore of heritage significance. Grading of listed buildings reflects their architectural and historic interest; Grade I buildings are of exceptional interest; Grade II* buildings are particularly important buildings of more than special interest; and Grade II buildings are of special interest.

Due to the proposed external alterations to the current building that forms the Site, there is potential to indirectly impact the settings of surrounding listed buildings. The listed buildings closest to the Site

have been identified in **Figure 3 (below)** and those that are considered to be susceptible to indirect impacts from the Proposed Development have been listed in **Table 1**.

Due to the density of the urban grain, particularly to the west and north of the Site, it is considered that a considerable number of listed buildings will not be susceptible to potential indirect impacts from the Proposed Development and, consequently, have been scoped out of assessment within this report.

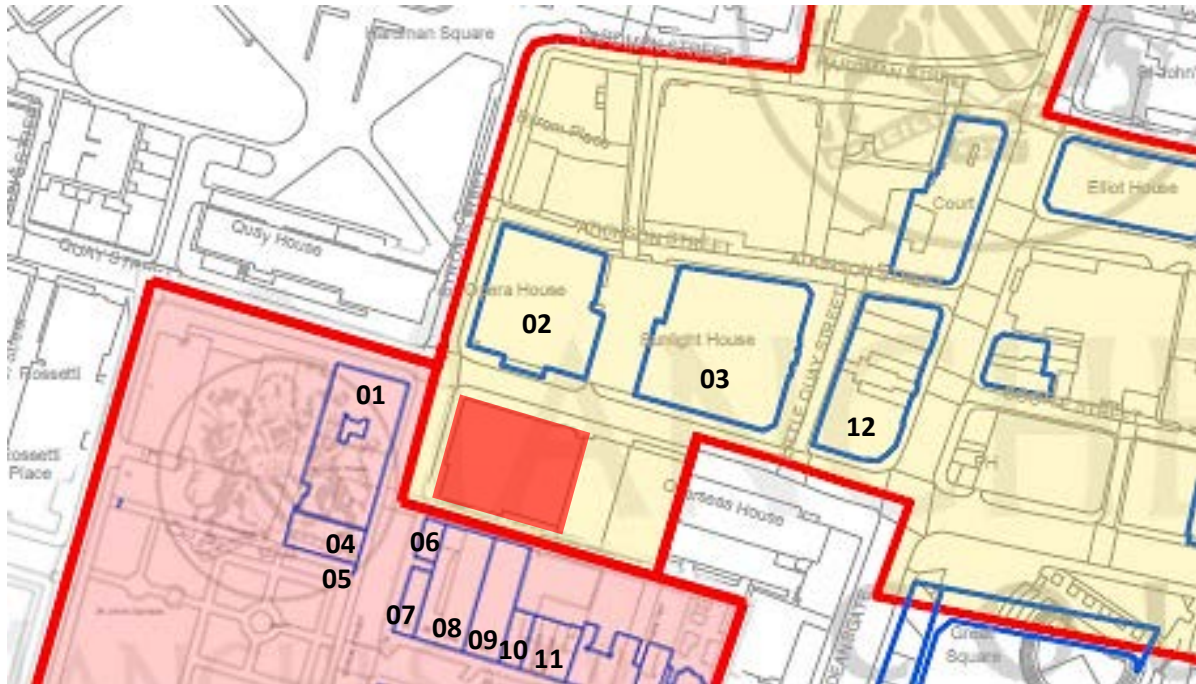


Figure 3: Designated heritage asset plan showing the Site shaded red. Surrounding listed Buildings are numbered 01-12, those which are considered to have the potential to be impacted by the proposed development are identified in Table 1, below.

Table 1: Designated Heritage Assets within the study area which have the potential to be indirectly (visually) impacted by the Proposed Development

Number, Figure 4 (above)	Designated Heritage Asset	Grade	Potential to be indirectly impacted by the Proposed Development and scoped in for assessment
1	Cobden House	II*	Yes
2	Manchester Opera House	II	Yes
3	Sunlight House	II	No
4	No. 14 Byrom Street	II	No
5	Two bollards at east end of St John's Passage	II	No
6	15A Byrom Street	II	No

7	28 St John Street	II	No
8	24A and 26 St John Street	II	No
9	24 St John Street	II	No
10	22 St John Street	II	No
11	18 and 20 St John Street	II	No
12	Royal London House	II	No
Red	St John Street Conservation Area	-	Yes
Yellow	Deansgate/Peter Street Conservation Area	-	Yes

2.3.2 Conservation Areas

Conservation Areas are designated areas that are deemed to have special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance.

The Site is situated within the Deansgate/Peter Street Conservation Area, and immediately adjacent to the St John Street Conservation Area, the potential visual impact upon their character and appearance will thus be tested within the Heritage Impact Assessment in Section 6.

3. POLICY CONTEXT

3.1 The Planning (Listed Building and Conservation Areas) Act 1990

The Planning (Listed Buildings and Conservation Areas) Act 1990 is of relevance to the proposals as it provides specific protection for buildings and areas of special architectural or historic interest, over and above that provided by development management.

As highlighted within Section 2, the Site is situated within the setting of a number of listed buildings, **Section 66** of the Act is of relevance, as it requires the LPA to “*have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses,*” when considering whether to grant planning permission.

Section 72 of the Act must also be recognised in line with the proposals, as it embodies the ‘*general duty as respects conservation areas in exercise of planning functions.*’ As the Site is situated within the Deansgate/Peter Street Conservation Area and within the setting of the St John Street Conservation Area, it will be clear any proposed development of the Site will have the potential to impact external views within the designated areas.

A key phrase in this regard within **Section 72** states that local authorities should ensure while carrying out their planning function that ‘*special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that [conservation] area.*’ This duty is therefore applicable to the present proposals.

3.2 National Planning Policy Framework (NPPF) 2021

The policies in the NPPF constitute the Government’s view of what sustainable development in England means in practice. In these terms, development proposals which fail to give due weight to the conservation of heritage assets are deemed not to be sustainable development, and consequently should not be supported. This is because one of the key dimensions of sustainability is protecting and enhancing our historic environment (**paragraph 8**).

The NPPF stresses that “**great weight**” should be given to the conservation of **designated heritage assets (paragraph 199)**, emphasising the need to avoid substantial harm in terms of: demolition, alteration, or the compromise of its setting. Substantial harm is defined within the NPPF as having a fundamental impact on the significance of the heritage asset by means of its total loss, profound physical harm to its fabric, or the complete compromise of its setting.

3.3 Planning Practice Guidance (PPG) (2019)

The PPG is an online document which is amended as required by the Government. It provides current advice to assist with the interpretation of the NPPF. The section “*conserving and enhancing the historic environment*” of the current iteration of the PPG has been reviewed and referenced in the course of producing this Heritage Statement.

Of particular relevance in this instance is the PPG's commentary upon the importance of "significance" in decision taking (**Paragraph 7**). This section advises that *"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."* This report aims to provide such information and in particular to assess the significance of the settings of the identified designated heritage assets which may be affected by the proposals.

Also, of relevance in this instance is **Paragraph 13** which aims to define setting as a term and to explain how it should be taken into account in the assessment of proposals. Paragraph 13 defines the setting of a heritage asset as *"...the surroundings in which an asset is experienced [which] may therefore be more extensive than its curtilage. All heritage assets have a setting, irrespective of the form in which they survive..."*. It goes on to note that *"the extent and importance of setting is often expressed by visual considerations"* however setting also includes *"our understanding of the historic relationship between places"*. This highlights the requirement for proportionate research into the development of the area affected by the proposals and the relationships between the various identified heritage assets.

Paragraph 18 of the PPG discusses the assessment of proposals in order to establish whether "substantial harm" is being caused to a heritage asset. It is emphasised that *"what matters in assessing if a proposal causes substantial harm is the impact on the significance of the heritage asset...[and] significance derives not only from a heritage asset's physical presence, but also from its setting."*

The PPG emphasises that, in general terms, *"substantial harm is a high test, so it may not arise in many cases"* (Paragraph: 018 Reference ID: 18a-018-20190723).

Finally, **Paragraph 8** of the PPG is noted in this context as it identifies the importance of pre-empting or minimising potential harm to heritage assets or their settings by obtaining *"a clear understanding of the significance of a heritage asset and its setting...to develop proposals which avoid or minimise harm."* This approach has been adopted during the development of the proposals by obtaining early heritage advice and in the research carried out for the present heritage statement.

3.4 Local Planning Policy

The relevant, local heritage Planning policy maintains the same focus as the NPPF. The City Council's heritage policies focus on the fundamental importance of *"preserving or, where possible, enhancing the historic environment"*. The following policies from Manchester's Core Strategy (2012) are of importance to the heritage assets considered within this statement.

Policy CC9 (Design and Heritage) states that development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments. The policy also establishes that new development must support the range of uses the Council expects in the City Centre and contribute to a coherent and integrated physical environment.

Policy EN3 (Heritage) states that throughout the City, MCC will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods. New developments must be designed to support MCC in preserving or, where

possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance.

The Council's key regeneration objective is tempered by the need to ensure that: *"historic sites and areas of particular heritage value should be both safeguarded for the future and, where possible, enhanced for their own heritage merits and as part of wider heritage regeneration proposals"* (paragraph 12.21, Policy EN3). The policy thus evidently requires development proposals to be sensitive to the inherent values of the designated heritage asset, with any impact justified by clear, documentary evidence. This report aims to demonstrate how this requirement is addressed by the current proposal.

3.5 Historic England's guidance

The Heritage Statement accords with the requirements of the NPPF, and the guidance set out in **Historic England's Advice Note 12**, *'Statements of Heritage Significance: Analysing Significance in heritage Assets'* (October 2019). The recent guidance calls for a staged approach, which provides relevant and proportionate information sufficient to inform decision-making by the Council.

In 2015 Historic England released three Good Practice Advice notes supporting the implementation of national policy and the related guidance in the PPG. The advice notes do not constitute a statement of Government policy itself, nor do they seek to prescribe a single methodology or particular data sources. **Good Practice Advice Note 2 (Managing Significance in Decision-Taking in the Historic Environment – March 2015)** and **Good Practice Advice Note 3 (The Setting of Heritage Assets – as amended December 2017)** were both utilised as part of this assessment in order to gain a full understanding of the relevant issues, alongside the NPPF and PPG.

In particular, the present report takes account of the advice contained within the revised version of Advice Note 3 on understanding what constitutes the setting of a Listed Building, Conservation Area or other heritage asset, and the selection of assets the settings of which may be considered to be affected by development in a particular location, as well as the approach to the selection of indicative key views of a proposed development in context with existing heritage assets.

As regards the approach to the impact assessment itself, the report takes account of Historic England's revised advice to the effect that *"as setting and views are matters of qualitative and expert judgement [...] technical analyses [...] should be seen primarily as material supporting a clearly expressed and non-technical narrative argument that sets out 'what matters and why' in terms of the heritage significance and setting of the assets affected, together with the effects of the development upon them."* This advice has informed the approach taken to the present report.

4. HISTORY AND DEVELOPMENT

4.1 Introduction

In order to understand the relative significance of the Site and its contribution to surrounding historic environment, it is first necessary to understand its historical development.

This section of the report analyses and interprets historic maps and primary and secondary information in order to provide a sound evidence base, placing the Site in the context of the development of this part of Manchester.

4.2 Brief Historical Development of the Immediate Area

The area around the Site was still open fields in the mid-18th century when Bonnie Prince Charlie, who led the last uprising in the Jacobite Rebellion in his bid for the Crown, used the area as a gun park.

Quay Street had been laid out around this time to provide access from Deansgate (then known as Alport Lane) down to Manchester's first quay on the River Irwell. The Byrom family, a local wealthy family, were responsible for laying out the grid of streets in the area and constructing a new church on the site of what is now St Johns Gardens just south-west of the Site.

The adjacent St John Street was constructed to the east of the church to provide a grand, formal composition. The construction of Cobden House by the Byrom family (now Grade II* listed), built on the south-west corner of Quay Street and Byrom Street, immediately opposite the Site, demonstrates the affluent status of the resident population in the area at this time. However, perhaps due to the location of the site, between the city centre and the growing industrial area to the south-west, by 1820 only half of the area laid out by the Byrom's had been taken up for speculative development.

From 1851 Cobden House was purchased by Owens College, which became the University of Manchester, which reflects the shift in focus of the area from residential to commercial. When Owens College outgrew Cobden House they moved to the current site of the university on Oxford Road and Cobden House was used as the County Court until 1990.

Whilst the area to the south-west of the Site developed under the technical advances of the railways and industry, the area to the east, towards the city centre proper, was rapidly developing under commercial pressures. Buildings such as the Opera House (1912 – Grade II listed) and the fourteen storey Sunlight House (1932 – Grade II listed), which are opposite the Site on the north side of Quay Street, reflect the decline in the residential population. The effects of this shift were confirmed with the demolition of St Johns Church in 1931. The grounds of the church were then turned into a public garden and a stone cross was erected to commemorate the church and the notable people buried in the grounds.

Post-War commercial development of the area brought about a dramatic change. Astley House was constructed in 1959, followed by Granada House, for Granada Television in 1960 – 2. Opposite the Site, the now demolished Quay House was developed in 1964 – 5.

4.3 Historic Development of the Site

The earliest development of the Site was in the 18th century with the construction of a three-story residential townhouse on the corner of Quay Street and Byrom Street. By the end of the 19th century the house was numbered 19 Quay Street, and contained a large wood yard on the plot to its immediate east (See Figure 4 below).



Figure 4 – A view looking south-west towards the original Hospital for Skin Diseases as seen in 1901. This view shows the 18th century former house that was used as the hospital before the new c1903-5 building was constructed on the same site. Quay Street can be seen to the left and Byrom Street to the right. (Source: Manchester Archives)

In 1895 the Manchester & Salford Hospital for Skin Diseases moved their premises from their original home near to Piccadilly Railway Station on Dale Street, where they had been since 1884 catering for 631 patients, to a former townhouse at 19 Quay Street (See Figure 4 above).

The move allowed the hospital to make provision for in-patients as it could now offer six beds. By 1895 the hospital treated 3,504 patients, and in 1901 they treated 3,921 patients and opened a department that treated diseases using "Finsen Light, X-rays and High Frequency".

By the early 1900s the 18th century former house was becoming too small for the hospital's uses, so in 1902 the Hospital Committee invited architects to submit drawings for a new, purpose-built hospital for the Quay Street site and adjacent wood yard. 19 submissions were eventually received, with the winning submission coming from renowned local architects, Thomas Worthington & Son.

An article in *The Builder*, on the 22nd August 1903, described the hospital during its early phases of construction "The front towards Quay Street forms the official entrance and approach to the Boardroom, etc, but all patients enter from the forecourt in Byrom Street." (See Figure 5 below)

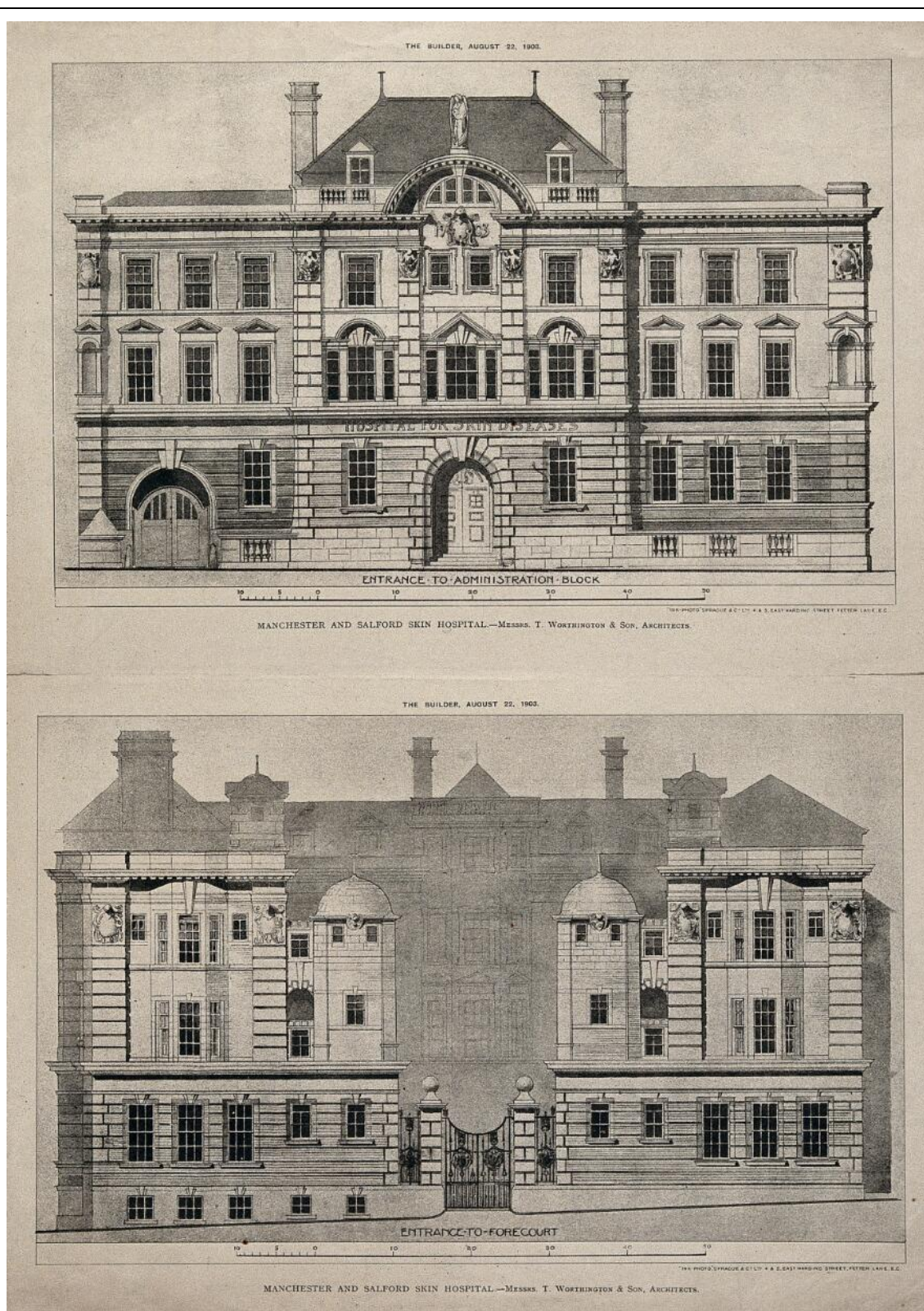


Figure 5 – The original architectural plans for the new hospital building as shown in an article in The Builder in August 1903. (Source: The Builder)

The new hospital was constructed from red brick with much Portland stone dressings and decoration in the Edwardian Baroque style and opened in November 1905, with an extension being added to the east of the building in 1927.



Figure 5 – A view of the newly completed Hospital for Skin Diseases as seen in the early 1900s. Note the vacant plot to the left of the building on Quay Street. (Source: historic postcard)

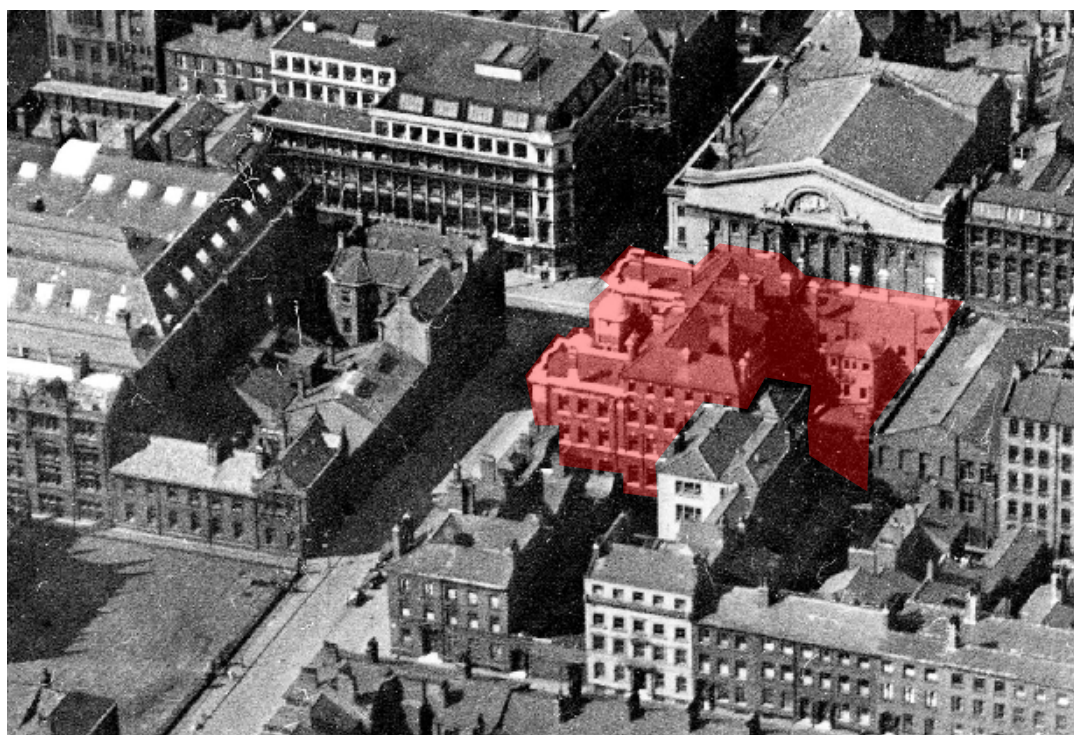


Figure 6 – Aerial view looking north over the Site in 1930 (Source: Manchester Archives)



Figure 7: The hospital as seen in 1975. Note the vacant plot to the left of the building now contains the 1927 extension. (Source: Manchester Archives)



Figure 8: A view of the Quay Street elevation of the hospital as seen in 1988. (Source: Manchester Archives)

The building continued to be used in its original purpose until 1999 when it was demolished and replaced by the current office building that now forms the Site.



Figure 8a: The principal elevation as seen from Quay Street.

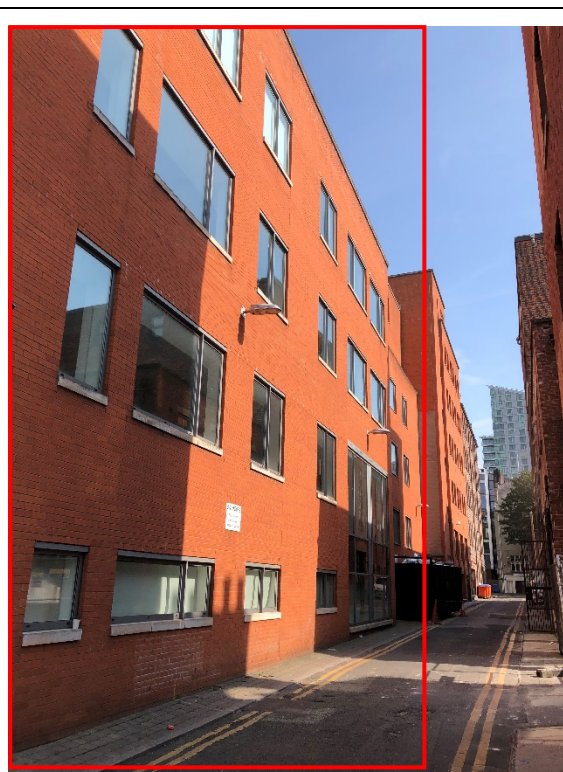


Figure 8b: The rear elevation as seen from Artillery Street.

Table 2 – Map Regression

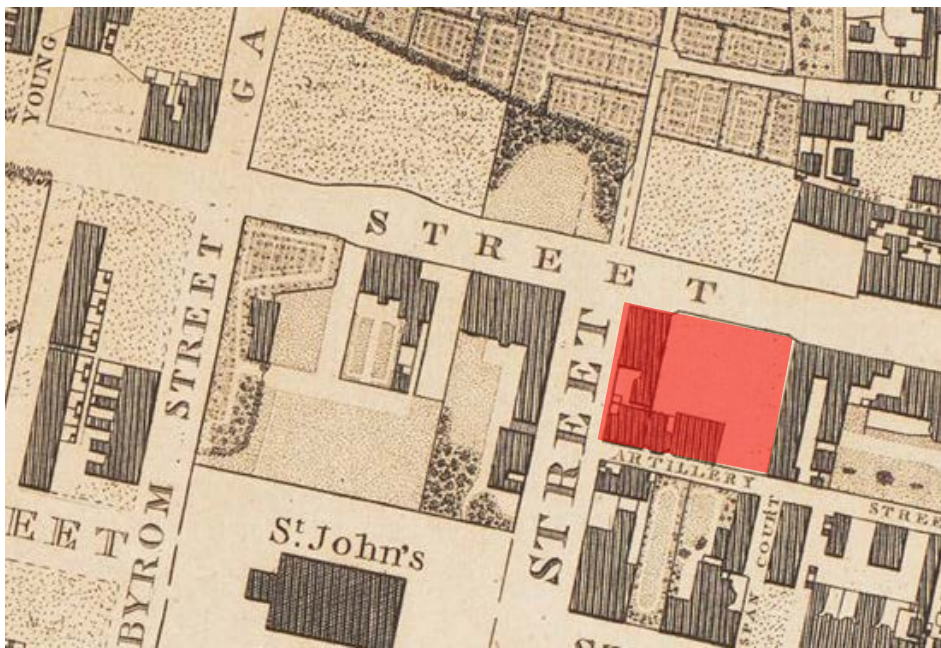


Figure 9 – A plan of Manchester and Salford. William Green. Begun in the year 1787 and completed in 1794 – This early map of the Site shows the original townhouse located on the corner of Quay Street and Byrom Street, located adjacent to a large, open wood yard to the east (right). (Source: Manchester University Archives)



Figure 10 – 1891 OS – This partial 1890s map shows the Site to have not altered greatly since the 18th century, apart from the addition of some storage sheds erected around the perimeter of the adjacent wood yard. (Source: Manchester University Archives)

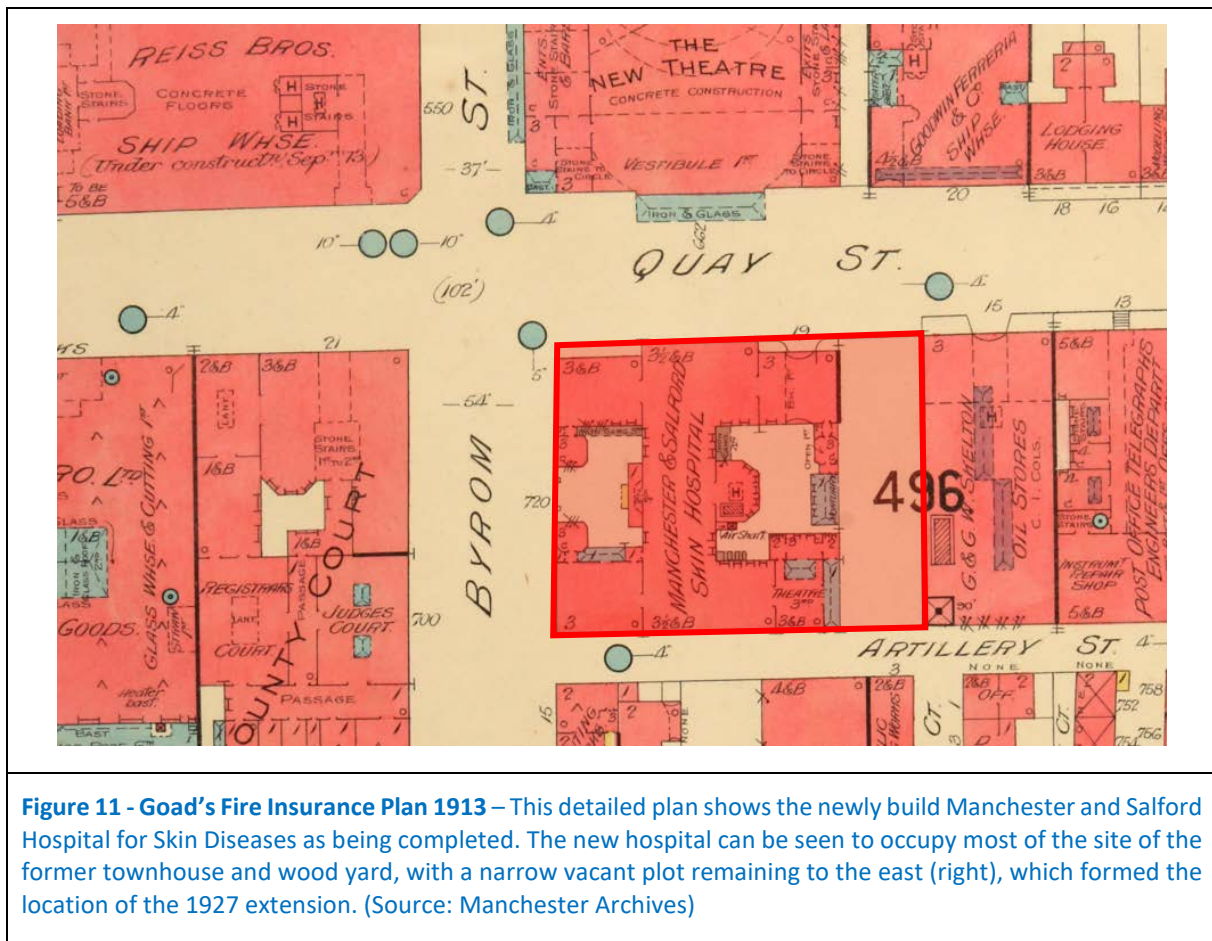


Figure 11 - Goad's Fire Insurance Plan 1913 – This detailed plan shows the newly build Manchester and Salford Hospital for Skin Diseases as being completed. The new hospital can be seen to occupy most of the site of the former townhouse and wood yard, with a narrow vacant plot remaining to the east (right), which formed the location of the 1927 extension. (Source: Manchester Archives)

4.4 Brief Character Appraisal

4.4.1 Introduction

This section of the report describes character of the environs immediately surrounding the Site, and assesses its relative historic and architectural importance (known as characterisation analysis and in line with English Heritage guidance on providing a sound evidence base¹).

4.4.2 The character and interrelationship of spaces within the environs of the Site

Quay Street slopes gently from St Peters Square to Water Street in a predominantly east-west direction. Quay Street has undergone a number of largescale redevelopments throughout the 20th and early-21st century, which has resulted in only a few historic buildings now surviving along the entire length of the street. The character of the street is of large commercial and office buildings, interspersed by the Grade II listed Opera House, a number of bars and coffee shops, and a boutique cinema.

Byrom Street leads to the core of the St John Street Conservation Area, partially through the Deansgate /Peter Street Conservation Area to the south, which is characterised by a complete 18th/early-19th century street of genteel former residential townhouses. St Johns Gardens forms a tranquil, and largely hidden public garden on the site of the former St John's Church, which was demolished in the early-1930s.

In recent years, large footprint buildings have replaced those with a smaller footprint along both sides of Quay Street, especially to the north within the development of Spinningfields.

4.4.3 The architectural and historic qualities of the buildings and the contribution they make to the special interest of the area

The statutorily designated buildings, in conjunction with those unlisted buildings, which make a positive contribution to the character of the Deansgate/Peter Street Conservation Area and St John Street Conservation Area, reflect a cross-section of building typologies. This in relation to the more recent developments in the area produces a varied mix of built form predominantly underpinned by buildings now largely being used as offices.

Modern buildings along Quay Street are largely constructed of concrete and glass, with other examples such as the Site using rough red/orange brick and a mix of stone and reconstituted stone/concrete. Building within the St John Street Conservation Area, and particularly St John Street and Byrom Street, use historic, handmade brown/red brick with painted stone dressings and pitched slate roofs – of which are all strong characteristics of this conservation area.

The listed Georgian terraces along St John Street are the focus of the St John Street Conservation Area and make a substantial contribution to the character and appearance of that area, whilst on the south side of Quay Street, and adjacent to the Site, the Grade II* listed Cobden House is an important survivor of the 18th century residential development of the area and is evocative of the origins and history of the area.

To the north side of Quay Street, immediately opposite the Site, is the Grade II listed Opera House. This building forms a very decorative and high quality classical stucco-decorated frontage onto Quay

¹ PPS5 Historic Environment Planning Practice Guide, paragraph 27

Street. To the east of the Opera House is the 14-storey Sunlight House, built in 1932 as a purpose-built commercial office building, which started the largely office use of buildings in the area.

The more recent constructions are of a different ethos to that which characterise the ‘special interest’ of the Conservation Area and vary in terms of architectural quality, however a number of examples of 1960s developments are now considered to contribute to the architectural quality and historic development of the Deansgate/Peter Street Conservation Area.

4.4.4 Prevailing or former uses within the area and the influence of these on the plan form and building type

The footprint and planform of the buildings surrounding the site reflects the light industrial, institutional, commercial and residential uses that occurred during the 18th, 19th and 20th centuries, with large, more commercial/industrial buildings to Quay Street, whilst former residential buildings on narrow plots define St John Street and Byrom Street.

The prevailing use today, while mixed, consists largely of office use where the block mass along the south side of Quay Street is approximately seven storeys. No. 17 Quay Street is a plain and unadorned example of a late-1990s/early-2000s commercial office development, which can be seen to not provide much in the sense of architectural prowess.

4.4.5 Views and vistas

The Site is located approximately in the centre part of Quay Street, and is partially visible in oblique views from further north and south along the street. The Site is also located within the Deansgate/Peter Street Conservation Area and within the setting of the St John St Conservation Area and within the immediate settings of a small number of listed buildings.

Due to the long and straight nature of Quay Street and its large footprint buildings to both sides, views of individual buildings are largely experienced obliquely whilst traveling east and west, however, the prominent corner location of No. 17 Quay Street creates a greater visual prominence at this cross-road position.

Quay Street offers the primary axial view through the northern edge of the Deansgate/Peter Street Conservation Area. The two listed buildings most proximate to the Site can be seen conjunctively from a number of viewpoints. The Grade II* listed former County Court offices at Cobden House (12 Byrom Street) for example, forms a prominent and greatly exposed building on the Quay Street and Byrom Street junction, opposite to the Site, whilst the Grade II listed Opera House is located directly opposite the Site on the northern side of Quay Street, and which views are largely experienced from the building’s frontage within short-range and more intimate views when traveling along Quay Street.

4.4.6 The extent of intrusion or damage (negative factors) and the existence of any neutral areas

Some developments/alterations can detract from both the quality of architecture and the character and appearance of the two conservation areas, and as a result, are considered to be negative factors. Examples of negative factors are noted where recent extensions and development create a visual abruptness through design, bulk, location and the selection of materials.

The Site has a significant capacity for change – and although the existing building is considered to make a neutral contribution to the urban streetscape, settings of surrounding listed buildings and to both conservation areas, there is the potential to offer an enhancement to the area by the redesign

of the plain and uninspired exterior of the current building, which will greatly improve the bland and uninspired design and materiality of the current, modern building in order to form .

4.4.7 Photographic survey

Table 2 - Photographic survey	
	Figure 12: Looking west along Quay Street from the junction of Deansgate. This view illustrates the gentle slope of the street down towards Water Street. The Site is seen obliquely to the distant left (outlined).
	Figure 13: Looking west along Quay Street from the north side of the street, outside Sunlight House. This view illustrates the strong enclosed, linearity of the street and the oblique views of No. 17 from this location.



Figure 14: Looking west along Quay Street from its junction with Byrom Street and the Site, illustrating the entirely modern streetscape from this location, including a number of medium-rise office buildings from the 1960s, 2000s and 2020s.



Figure 15: Looking south into Byrom Street from outside the side return of No. 17, illustrating the smaller scale and height of buildings leading into St John Street Conservation Area.



Figure 16: A view looking north along Byrom Street towards No. 17 Quay Street (outlined) which can be seen obliquely from this location. Note the 2000s/10s medium and high-rise developments forming parts of the Spinningfields district that both dominate and terminate the view from this location.

5. SIGNIFICANCE APPRAISAL

5.1 Introduction

The purpose of the significance appraisal is to use recognised criteria to assess the relative heritage significance of designated heritage assets which have the potential to be impacted by the Proposed Development. The existing Site will also be assessed, with particular regard to the contribution the Site may make to the ability to understand and appreciate the heritage significance of any surrounding Listed Buildings and Conservation Areas. This will provide a baseline for the relative ‘magnitude of change’ and ‘scale of impact’ which is to be assessed within the subsequent Heritage Impact Assessment (HIA).

This in turn allows, in a planning policy context, the extent of “harm” upon any heritage asset incurred by the proposals to be established within the terms defined by the NPPF. In particular, the assessment of significance of setting informs the choice of heritage views which form a key part of the following Visual Impact Assessment.

5.2 Methodology

Criteria have been established to appraise a building’s significance. Statutory criteria, as set out in the ‘Principles of Selection for Listing Buildings’, DCMS, 2018, provides a list of principles for assessing significance based on architectural and historic interest, age and rarity, aesthetic merits, selectivity and national interest.

The assessment of significance accords with the requirements of the NPPF and uses Historic England’s methodology outlined in its 2019 document, “*Statements of Heritage Significance*”. Historic England’s “*Conservation Principles Policies and Guidance*” 2008 and the revised guidance on “*Setting of Heritage Assets*” (as reissued in Dec. 2017) have also been acknowledged as part of the following assessment.

Consequently, the significance of a designated heritage asset is determined by an analysis of the relevant aspects of the following:

➤ **Archaeological interest**

There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.

➤ **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.

➤ **Historic Interest**

An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. 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.

The analysis of the significance allows for an assessment of the current integrity and authenticity of the Site and its contribution to the settings of nearby designated heritage assets. The focus is on providing necessary and proportionate amount of information based on the perceived level of heritage significance (refer to **Table 3, below** for full definitions of heritage significance as defined in this present report).

Table 3: Definition of significance terms used in this Heritage Statement	
High heritage significance	relates to those components deemed to be of special interest. They are important to the understanding of the Site's design concept and play a considerable role in reflecting their archaeological, architectural, artistic or historic interest.
Medium heritage significance	relates to those components deemed to be of some interest. They will make a modest contribution to the understanding of Site's design concept and play a minor role in reflecting their archaeological, architectural, artistic or historic interest.
Low heritage significance	relates to those components deemed to be of more modest interest. They make a relatively insignificant contribution to the understanding of the architectural design concept and retain a slight role in revealing the building's evidential historic aesthetic or communal values.
No significance /Detrimental	features and elements that do not contain any special interest. These can <i>detract from the significance</i> of the building and maybe evidence of poor craftsmanship or ad-hoc refurbishments.
Unknown heritage significance	features or components where the relative importance or interest requires determination by further investigation.

5.3 Significance Appraisal - The Site

The Site comprises a medium-sized modern office building constructed in the late-1990s/early-2000s. Historically, the Site was the location of the now demolished Manchester and Salford Hospital for Skin Diseases between c1903-1999. The Site is within the immediate settings of the adjacent to the Grade II* listed Cobden House, and opposite to the Grade II Listed Manchester Opera House and is located within the Deansgate/Peter Street Conservation Area.

As the Site retains no historic buildings or structures it yields **no heritage interest**. The present modern building that forms the Site is of a simple and uninspired design using rough red/orange brick, reconstituted buff stone and glazed windows, consequently the building is considered to be of

a **neutral contributor** to the Deansgate/Peter Street Conservation Area and to the setting of the St John Street Conservation Area.

5.4 Listed Buildings – Contribution of setting to significance

The heritage assets which have the potential to be impacted by proposed redevelopment of the Site have been identified in Section 2.2. The contribution of setting to the significance of these heritage assets will be explored in **Table 4, below**.

The scope of potential impact upon heritage assets can involve impacts upon their setting. The importance of ‘setting’ lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance. Therefore, it is the contribution of setting to the significance of the heritage asset which should be established at this stage in the process.

For these purposes, the contribution of setting to the significance of any given heritage asset is considered to be either **high, medium, low, negligible, or neutral** (refer to **Table 3** above for complete definitions).

Table 4: Contribution of setting to significance of identified listed buildings			
Number given on Figure 3	Name and Grade	Summary of architectural and historic interest from list description	Contribution of setting to significance and relationship to the Site
1	Cobden House Quay Street Grade II*	A good survival of an elegant former Georgian town house with Classical-style detailing including decorative cornicing, a symmetrical front elevation and a well-detailed rear Venetian window. Historic interest derived from its association with the prominent political figure, Richard Cobden, who lived here while acting in a central role for the national political movement, the Anti-Corn Law League.	Due to the corner location of Cobden House, which extends along Byrom Street, the understanding and appreciation of the building is experienced along much of Byrom Street, and the central part of Quay Street. The Site is a neutral contributor to the setting of Cobden House. The overall contribution of the setting to significance of the heritage asset is thus considered to be low-to-medium.

2	Manchester Opera House Grade II	Theatre, now opera house. 1912, by Richardson and Gill with Farquarson. Classical stucco frontage to Quay Street with plain, unadorned side elevation onto Byrom Street. Good example of a high quality, and largely unaltered early-20th century theatre.	The understanding and appreciation of the Opera House is largely confined to the close and immediate environs of Quay Street and Byrom Street, and from kinetic views when traveling past the building. The Site is a neutral contributor to the setting of the Opera House. During the c1980s and c1990s/2000s the buildings to the east and south were replaced with modern office buildings and a car park, whilst the site to its west was redeveloped with the construction of medium and high-rise buildings during the 2010s, consequently the overall contribution of the setting to significance of the heritage asset is considered to be low.
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5.5 Conservation Areas

The Deansgate/Peter Street Conservation Area is also focused on the high architectural interest of the development of principal streets, but this time it is the Victorian commercial development of the city centre. The designated Conservation Area is thus recognised to be of **medium/high heritage interest**.

The adjacent St John Street Conservation Area has been designated due to the high architectural interest of the buildings on St John Street which is the only surviving Georgian terraced street in central Manchester. The designated Conservation Area is thus recognised to be of **high heritage interest**.

The Site is situated within the south-west corner of the Deansgate/Peter Street Conservation Area. The conservation area boundary purposefully extends around the perimeter of the current building as when the conservation area was designated on the 26th June 1985 the original Edwardian Hospital for Skin Diseases was still located on the site, and thus included within the original boundary.

The existing building that forms the Site makes a **neutral contribution** to the special character and appearance of the Deansgate/Peter Street Conservation Area and to the setting of the St John Street Conservation Area.

Due to the proposed external changes to the existing building on the Site there is some potential for the development to impact wider views from within the designated areas. This is to be tested in the Visual Impact Assessment.

5.6 No. 17 Quay Street (The Site)

The current 1990s/2000s building that forms No. 17 Quay Street is a **neutral** contributor to the character and appearance of the Deansgate/Peter Street Conservation Area and to the setting of the adjacent St John Street Conservation Area and does not yield any heritage interest.

5.7 Statement of Significance

The statement of significance provides further details and a summary of the Site's relative architectural and historic interest.

- The Site comprises a 1990s/2000s modern office building.
- Historically, the Site was the location of a high quality hospital constructed in 1903-5, which was demolished in 1999. As the Site no longer contains any evidence of built form or historic fabric, it yields **no heritage interest**.
- The Site is located within the Deansgate/Peter Street Conservation Area and adjacent to the St John Street Conservation Area, of which the Site is a **neutral contributor** to both.
- The Site is adjacent to and within the immediate settings of the Grade II* listed Cobham House, and Grade II listed Opera House.

6. HERITAGE IMPACT ASSESSMENT

6.1 Measuring heritage impact

This assessment of the potential heritage impact concerns the visual impact of the proposals upon the settings and character and appearance of identified heritage assets. The contribution of the setting to significance in each case has been established in the significance assessment above, in preparation for the following impact assessment.

The magnitude of impact is a product of the extent of change which is likely to result from the Proposed Development on the setting of the identified heritage asset. Where the proposed changes are considered to enhance the setting or appreciation of a heritage asset, the impact on its significance will be deemed to be *beneficial*. Conversely, where the Proposed Development is considered to compromise its positive heritage interests the impact on the significance will be deemed *adverse*. Please refer to **Table 5, Appendix I for relative significance / values used in this Heritage Statement**.

The relative importance and interest of each heritage asset is considered in the context of its surroundings, and the extent to which the setting contributes to the interest of the asset is considered. In terms of the context, where this exists, historical relationships between heritage assets and their surroundings, and other assets in the vicinity, are considered. In some instances, these relationships may be understood in the light of historic research but may not be, immediately, visually apparent.

The effects are rated as: **Major, Moderate, Minor, Negligible or Neutral**, and can be direct or indirect, adverse or beneficial.

The criteria for assessing the magnitude of change and significance of impact are set out in **Tables 6 and 7 (Appendix II and III)**, indirect heritage impacts (such as the change to the setting of listed buildings), are set out in **Table 6 (Appendix II)**. This follows the recommended approach to evaluating heritage impact derived by ICOMOS (2011) and the tests set by Historic England in the 2017 guidance on the evaluation of: “The Setting of Heritage Assets” (*Historic Environment Good Practice Advice in Planning. Note 3*).

6.2 Determining the overall impact

The significance of the effect of change – i.e. the overall impact - on an attribute is a function of the importance of the attribute and the scale of change.

The overall impact of the Proposed Development upon the setting and context of the identified heritage assets is assessed in light of the consideration of the identified heritage views and the effect of the development in each case to arrive at a conclusion as to the effect of the proposals.

This gives particular consideration to the overall effects upon key heritage assets (listed buildings and conservation areas) which may form part of the Site, exist in close proximity to it, or be frequently visible in a series of views in conjunction with the proposals. Please refer to **Table 7, Appendix III** for ICOMOS Guide on determining significance of overall impact.

Mitigation in respect of any adverse impact upon the setting, and / or the context of the identified listed buildings is formulated upon the overall benefits of the Proposed Development. Benefits relate

to both the place in which the development will be constructed, as well as benefits to the wider community or society as a whole.

6.3 Visual Impact Assessment - Discussion

The current proposals aim to retain the current 1990s/2000s reinforced concrete frame of the current building and remove all external components such as rough orange/red brick, glazed windows/doors and stone/reconstituted stonework dressings.

The framework will then be re-clad in a grey brick, the window openings will have new, Crittall style metal-framed windows installed and the projecting staircore and upper floors will be clad in a dark metal sheeting, with larger glazed windows. A rooftop terrace will be introduced to provide external amenities for building users – this will be hidden from street level.

Two entrances will be formed at ground floor level on the Quay Street elevation, and one on the Byrom Street elevation, each with flat, projecting canopies.



Figure 17: CGI proposed view of the refurbished No. 17 Quay Street as seen looking south-east towards Quay Street (left) and Byrom Street (right).

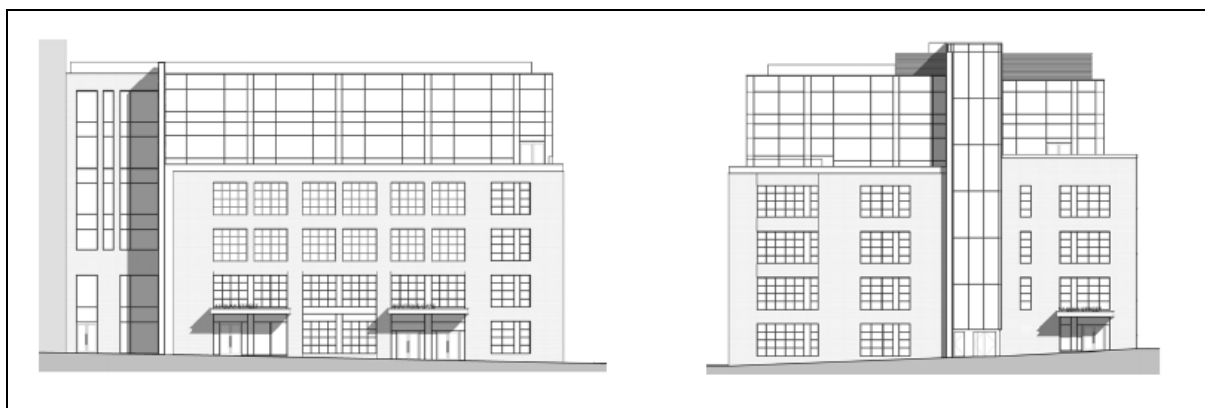


Figure 18-19: Elevational drawings of the proposed Quay Street elevation (left) and Byrom Street elevation (right).

The elevational changes that form part of the proposed development of No. 17 Quay Street can be seen to largely concentrate on a change of brick elevations and windows/doors, with additional cladding to the staircore and upper floor levels.

These changes can be seen to revitalise the existing, 1990s/2000s building, which currently presents an uninspired and now dated office building, typical of its construction date. The new changes to the building will be seen to replace the bland character of the building with a warehouse aesthetic, inspired by the historic warehouse uses along Quay Street and across Manchester.

The proposed building also appears more conducive with the material palette of the emerging St. John's development to the western end of Quay Street, which also utilises a similar warehouse aesthetic effectively.

6.4 Visual (indirect) Impact Assessment – Summary

As recommended in the revised Historic England guidance on the Settings of Historic Buildings referenced above, the perceived indirect (visual) impact upon the nearby heritage assets have been tabulated below in **Table 5**. The impact assessment has been informed by the baseline significance appraisal above and follows the recommended ICOMOS scheme of Heritage Impact Assessment as defined by the Guidance on Heritage Impact Assessments for Cultural World Heritage Properties (2011).

These values have been established within **Table 7 (Appendix I)** which assesses the scale of impact and the perceived effect of change in each case as regard each of the designated heritage assets identified which could potentially be affected by the proposed development.

Table 5 – Predicted impacts of proposed development upon significance of setting to Heritage Assets						
Reference in Figure 3	Heritage designation	Asset and	Significance value	Scale of impact	Significance of the effect of change, or overall impact	
1	Cobden House Quay Street Grade II*		High	Negligible change	Neutral	

2	Opera House Grade II	Medium	Negligible change	Neutral
Red	St John Street Conservation Area	High	Negligible change	Negligible beneficial
Yellow	Deansgate/Peter Street Conservation Area	High	Negligible change	Negligible beneficial

6.5 Conclusions

The well-considered contextual changes result in a sensitively reimagined building, which uses a neutral colour palate, which with the choice of metal-framed windows, and other similar detailing, allows the building to remain a modest addition to the streetscape, which will not impact the settings of the Grade II listed Opera House or the Grade II* listed Cobden House, but by improving the bland qualities of the existing building will be seen to negligibly benefit the character and appearance of the Deansgate/Quay Street Conservation Area, and the St John Street Conservation Area.

Consequently, it is considered that the proposed development will have a **negligible beneficial impact** on the character and appearance of the Deansgate/Quay Street Conservation Area, and the St John Street Conservation Area, and will have **no impact on the settings** of the identified heritage assets.

The proposals comply with national and local planning policy.

APPENDICES

Appendix I: Definition of Significance Terms used in this Heritage Statement

Table 6: The hierarchy and definition of heritage significance relevant to the redevelopment of the Site (tailored from ICOMOS & Historic England guidance)

Heritage status / hierarchy	Description.
Very High / Exceptional heritage significance <i>International architectural and historic interest and importance.</i>	This heritage grading relates to the fabric and setting of: - Scheduled Ancient Monuments, - Grade-I listed buildings, - Grade-I historic parks/gardens, - and battlefields, defined by statute, where the particular site is well represented in the impacted historic environment.
High heritage significance <i>National architectural and historic importance and interest.</i>	This heritage grading relates to the fabric and setting of: - Grade-II* and grade-II listed buildings, - Grade-II* and grade-II historic parks/gardens, - battlefields, as defined by statute, - Conservation Areas containing very Important buildings where the particular site is well represented in the impacted historic environment.
Medium heritage significance <i>Regional architectural and historic importance and interest.</i>	This heritage grading relates to the fabric and setting of: - Grade-II listed buildings (dependant on character), - Grade-II historic parks/gardens and battlefields, - designated Conservation Areas, - Unscheduled archaeological sites and landscapes of potential national interest where the fabric and character of the site is well represented in the impacted historic environment.
Low heritage significance <i>Local architectural and historic heritage importance and interest.</i>	This heritage grading relates to the fabric and setting of: - Locally Listed Buildings (as formally identified by the Council and defined by an adopted Local Planning Policy), - Site's identified and recorded as being of heritage interest on the Historic Environment Record, which retain a definable heritage interest as a component of the historic environment. - unrecorded buildings, structures, or designed landscape features, which demonstrably retain a degree of heritage value due to their: architectural design, historic, communal, or townscape interest.
Negligible heritage significance <i>Buildings or fabric components which have been extensively altered, eroding or compromising their architectural and historic interest</i>	This heritage grading relates to sites which may be: - recorded on the Historic Environment Record in record form or as 'Find Sites' but retain minimal or no original fabric or definable character. - buildings, structures, or designed landscape features, which detract from the architectural design, historic, communal, or townscape interest of the principal heritage asset.
Unknown heritage potential <i>Buildings/sites where the potential importance interest requires determination</i>	This heritage grading relates to sites which may be locally identified as meriting recognition but have not been previously recorded or investigated so that their origins and fabric significance have yet to be objectively defined.

Appendix II: Assessing the Magnitude of Change or Impact

The magnitude of change or impact is assessed based upon a detailed understanding of how and to what extent the proposed development might impact the heritage asset.

The contribution of the setting to the value of the heritage asset is an integral component which also contributes to the overall value or significance of the asset. Which in turn, allows for the magnitude of direct and / or indirect heritage impact to be determined.

Table 7: Criteria for defining the effect and degree of direct and indirect heritage impact		
Definition of magnitude and nature of heritage impact.	Direct heritage impacts (<i>physical alteration or change to character</i>)	Indirect heritage impact (<i>visual change to the experience or setting of the building and its context</i>).
Major adverse <i>Substantial harm of this nature, which results in total loss of significance or fundamentally affects the significance of defined heritage assets, should normally be avoided.</i>	Development resulting in demolition of a significant historic fabric component which results in total loss of significance, or fundamental compromises the setting of a designated heritage asset.	Substantially harmful change to the fabric and character of a designated heritage asset, or the setting of the identified designated heritage assets. Where the development severely erodes the heritage interest of the identified heritage assets in the view, or the ability to appreciate those values and thus results in total loss of significance.
Moderate Adverse <i>less-than-substantial harm will need to be demonstrably mitigated and justified by clear public benefits.</i>	Development resulting in extensive harmful alterations (but not total demolition) of a designated heritage asset or its setting.	Less than substantial harm to the fabric and character of a designated heritage asset, or the setting of the identified designated heritage assets. Where the development erodes to a clearly discernible extent the heritage interest of the heritage assets in the view, or the ability to appreciate those values.
Minor Adverse <i>The negative impact will need to be balanced by appropriate mitigation.</i>	Development resulting in alterations to a designated heritage asset which result in minor compromise of its fabric or erosion of its character.	Minor compromise to the fabric and character of a designated heritage asset, or the setting of the identified designated heritage assets. Where the development erodes to a minor extent the heritage interest of the assets in the view, or the ability to appreciate those values.
Negligible adverse	Development resulting in negligible direct impact on a designated heritage asset which	Negligible perceptible change to the character of a designated heritage asset, or the experience

<i>This does not mean that there will be no physical or visual change, rather that the resultant difference would not diminish the value of the heritage assets' significant physical fabric, their settings or significance to any appreciable degree.</i>	results in the removal of a minor, original fabric component, but avoids diminishing its character and its special architectural or historic interest.	and understanding of its special interest. The degree of change would alter, but not diminish, the intrinsic values of the identified heritage assets, or the experience and appreciation of the buildings or the designated area to any appreciable degree.
Neutral <i>This does not necessarily mean that there will be no physical or visual change, rather that the resultant difference will be imperceptible or appropriately balanced.</i>	Development which comprises an imperceptible physical impact resulting in no apparent change or achieved by removing a component of no heritage value which detracts from the special interest of the building fabric.	Imperceptible change to the fabric and character of a designated heritage asset, or the setting of the identified designated heritage assets. A neutral impact occurs when the development does not affect the interest of the heritage assets in the view, or the ability to appreciate its significance.
Negligible beneficial <i>The resultant difference will be imperceptible but have a positive impact on the understanding or appreciation of the heritage asset.</i>	Development resulting in a negligible beneficial direct impact on a designated heritage asset which results in the removal of a minor non-original fabric component which is detracts from the character and its special architectural or historic interest.	Negligible perceptible change to the character of a designated heritage asset, or the experience and understanding of its special interest. The degree of change would imperceptibly enhance the intrinsic values of the identified heritage assets, or the experience and appreciation of the buildings or the designated area.
Minor Beneficial <i>The proposed change would result in a demonstrable improvement to the overall character or setting of a heritage asset.</i>	Development resulting in alterations to a built heritage asset which deliver a minor beneficial physical impact or enhancement of the site's special interest.	Minor enhancement to the fabric and character of a designated heritage asset, or the setting of the identified designated heritage assets. Where the development enhances to a minor extent the interest of the heritage assets in the view, the or the ability to appreciate its significance.
Moderate Beneficial <i>The proposed change would result in a considerable improvement to the overall character and appreciation of a heritage asset with clear beneficial enhancement of its heritage values.</i>	Development resulting in alterations to a built heritage asset resulting in moderate beneficial physical impact, or an enhancement of the site's character.	Evident improvement of the fabric and character of a designated heritage asset (or the setting of the identified designated heritage assets) resulting in an enhancement of its cultural heritage values. Moderate enhancement to the setting of the built heritage asset. Where the development will

		enhance to a clearly discernible extent the heritage interest of the heritage assets in the view, or the ability to appreciate its significance.
Major beneficial <i>The proposed change would result in substantial improvement to the overall character and appreciation of a heritage asset, revealing and/or enhancing important characteristics of its heritage values.</i>	Development resulting in restoration or alterations to a designated heritage asset which comprises substantial restoration of its fabric and historic character and an enhancement of its cultural heritage values.	Substantial improvement of the fabric and character of a designated heritage asset (or the setting of the identified designated heritage assets) resulting in a significant enhancement of its cultural heritage interest. Substantial restoration or enhancement of the setting of the built heritage asset where the development will enhance to a fundamental extent the heritage values of the heritage assets in the view, or the ability to appreciate its significance.

Appendix III: Assessing the Significance of Impact

The table below, Assessing the Significance of Impact, uses a matrix to combine the value of the heritage assets with the magnitude of impact. As stated within ICOMOS Guidance, this is a general guide and is not intended to be prescriptive.

Scale or severity of impacts or changes can be judged taking into account their direct and indirect effects and whether they are temporary or permanent, reversible or irreversible. The cumulative effect of separate impacts should also be considered. The scale or severity of impact can be ranked without regard to the value of the asset. This significance of impact can be either adverse or beneficial.

Table 8: Assessing the Significance of Impact

Value of Heritage Asset	Scale & Severity of Change/Impact				
	No Change	Negligible change	Minor change	Moderate change	Major change
For WH Properties Very High – Attributes which Convey OUV	Significance of Effect or Overall Impact (Either Adverse or Beneficial)				
	Neutral	Slight	Moderate/ Large	Large/Very Large	Very Large
For Other Heritage Assets or Attributes	Significance of Impact (Either Adverse or Beneficial)				
Very High	Neutral	Slight	Slight/ Moderate	Large/very Large	Very Large
High	Neutral	Slight	Slight/ Moderate	Moderate/ Large	Large/Very Large
Medium	Neutral	Neutral/Slight	Slight	Moderate	Moderate/ Large
Low	Neutral	Neutral/Slight	Neutral/Slight	Slight	Slight/ Moderate
Negligible	Neutral	Neutral	Neutral/Slight	Neutral/Slight	Slight