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Carver's Warehouse, 77 Dale Street, Manchester, M1 2HG

**Heritage Impact Assessment
For Civic Engineers**



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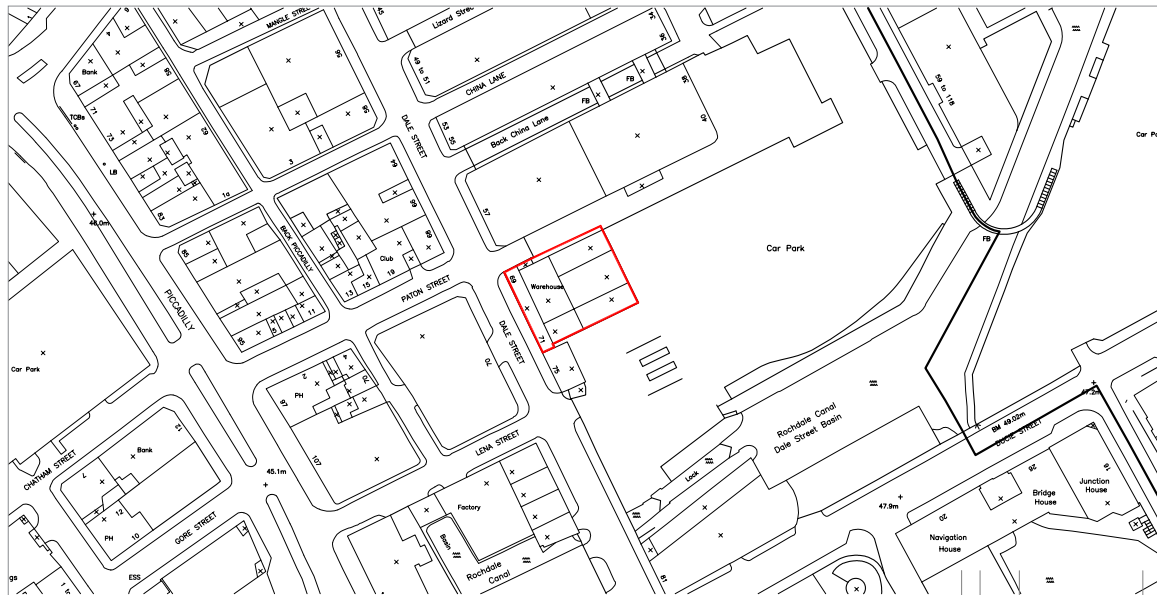
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Ordnance Survey map reproduced under Licence 100020449

1.0 Summary of Heritage Impact Assessment

1.1 Introduction

Donald Insall Associates was commissioned by Civic Engineers in June 2022 to develop proposals for Carver's Warehouse, 77 Dale Street, Manchester, M1 2HG. This statement has been prepared in support of an application for listed building consent for the insertion of a new internal staircase from basement to ground floor.

The design process has been informed by an assessment of the site's significance, comprising historical research, using both archival and secondary material, and a site inspection. An illustrated history of the site and building, with sources of reference and bibliography, is in Section 2 and is based upon two main studies: Martin Stockley Associates (undated, c.2006). 'Carvers Warehouse, Dale Street, Manchester Heritage Statement' and University of Manchester Archaeological Unit, for Martin Stockley Associates (2006). 'Carver's Warehouse, Rochdale Canal Basin, Manchester. An Archaeological Building Survey of the 1806 Canal Warehouse'.

1.2 The Building and its Legal Status and Policy Context

Carver's Warehouse (also known as Dale Warehouse) is a Grade II*-listed building located in the City of Manchester. It is situated immediately northwest of the Rochdale Canal Company Office (Grade II, 1200844), the Entrance Archway and Lodge to Yard of the Rochdale Canal Company (Grade II, 1200846)

and the Rochdale Canal Lock Number 84 (Dale Street Lock) (Grade II, 1247557), which also form part of the Piccadilly Basin complex.

Alterations to a listed building generally require listed building consent.

The statutory list description of the listed building is included in Appendix I and a summary of extracts from the relevant legislation and planning policy documents is provided in Appendix II.

The Planning (Listed Buildings and Conservation Areas) Act 1990 is the legislative basis for decision-making on applications that relate to the historic environment. Section 16 of the Act impose statutory duties upon local planning authorities which, with regard to listed buildings, requires the planning authority to have '*special regard to the desirability of preserving the listed building or its setting or any features of special architectural or historic interest which it possesses*'.

Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires planning applications to be determined in accordance with the development plan, unless material considerations indicate otherwise. The development plan applicable to the Site is the Manchester City Council Core Strategy (2012), which states that development in the city centre should preserve or enhance heritage assets. Extant policies of the Unitary Development Plan (1995) similarly specify that when assessing applications the Council will have regard to the desirability of securing the retention, restoration, maintenance and

continued use of buildings of Special Architectural or Historic Interest. The courts have held that following the approach set out in the policies on the historic environment in the National Planning Policy Framework 2021 will effectively result in a decision-maker complying with its statutory duties. The Framework forms a material consideration for the purposes of section 38(6). The key message of the NPPF is the concept of 'sustainable development' which for the historic environment means that heritage assets 'should be conserved in a manner appropriate to their significance'.

The NPPF recognises that, in some cases, the significance of a designated heritage asset can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. The NPPF therefore states that any harm or loss to a designated heritage asset 'should require clear and convincing justification' and that any 'less than substantial' harm caused to the significance of a designated heritage asset should be weighed against the benefits of the proposal including, where appropriate, securing its optimum viable use. A designated heritage asset is defined as a World Heritage Site, Scheduled Monument, Listed Building, Protected Wreck Site, Registered Park and Garden, Registered Battlefield or Conservation Area.

2.0 Historical Background

2.1 Site and Context

2.1.1 The 18th Century

Construction of the 33-mile-long **Rochdale Canal** began in 1794, on a section-by-section basis. It was the first trans-Pennine canal, running from Manchester to connect with the Calder and Hebble Navigation, and was designed as a broad canal able to carry cargo of almost any type. The first section, linking Sowerby Bridge to Todmorden, opened in 1798, and subsequent sections were built sequentially, terminating in Manchester at the Dale Street Basin (today called Piccadilly Basin). Dale Street itself was part of a wider area to the north of Piccadilly owned by **Sir Ashton Lever** and incrementally released for development from the 1770s onwards. A gridwork of roads quickly emerged, initially around Stevenson Square (to the west of Dale Street), which gradually began to spread eastwards.

2.1.2 The 19th Century

The canal was officially opened in December 1804, the section running through Manchester from Dale Street, the last to be undertaken, was completed in 1805. The wharves and warehouses in the **Dale Street Basin** (at this time known as the **Manchester Wharf**) were then constructed by the Rochdale Canal Company over the period 1806-08, the first building being the **Dale Warehouse** (today 'Carver's' Warehouse). The two-storey **Lock Keeper's House** was constructed in the east of the basin in c.1815 (since demolished) and additional warehouses in 1817 and 1821/22, the latter facing the Dale Street Lock and known as the Brick Warehouse. The crenelated **entrance archway and the Gothick-style lodge** facing Dale Street were also added in 1822 (Grade II), running between the Brick Warehouse

and the company office building (built in either 1807 or 1820, since demolished). Gas lighting was provided in 1825 and the reservoir extended in 1834; by 1841 the basin contained seven warehouses (connected to the basin by canal arms) and a shed.¹ The basin was at the peak of its importance at this time and by 1845 an office block and a trussed canopy with a suspended first-floor walkway filled the space between the Dale Warehouse and Dale Street [Plates 2.1.1-2.1.2]. A reconstruction plan shows the basin in 1855, its wharf (labelled No.3) still filled with buildings (primarily warehouses), with the Dale Warehouse situated to the northwest (No.1) [Plate 2.1.3].

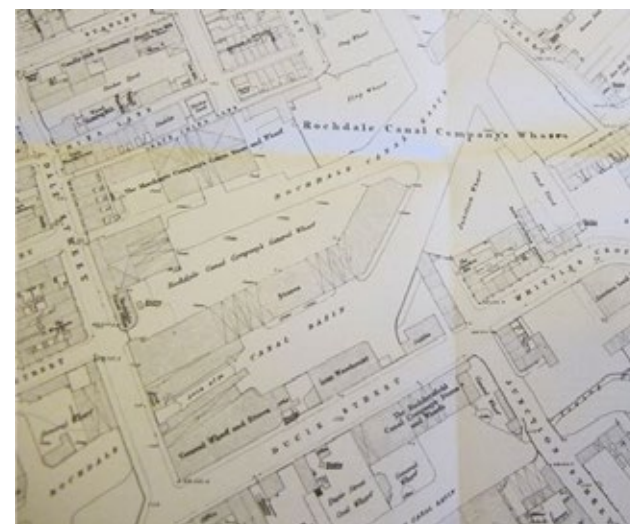
The Rochdale Canal was in its heyday in the first third of the 19th century, 223,032 tons of goods (primarily cotton, grain and coal) being carried in 1812 and 498,402 in 1829. This prosperity, however, was quickly challenged by the Manchester-Littleborough line of the Manchester and Leeds Railway (1839), served after 1842 by **Piccadilly Station** (then known as London Road).

The construction of large commercial buildings accelerated in the final third of the 19th century and maps and plans of the 1880s show the eastern section of Dale Street occupied by dense blocks of **warehouses, stores and factories** [Plates 2.1.4-2.1.5]. This development of the area continued into the early-20th century.

The canal was leased to a conglomerate of railway companies from 1855 to 1890 but its commercial use continued to decline.



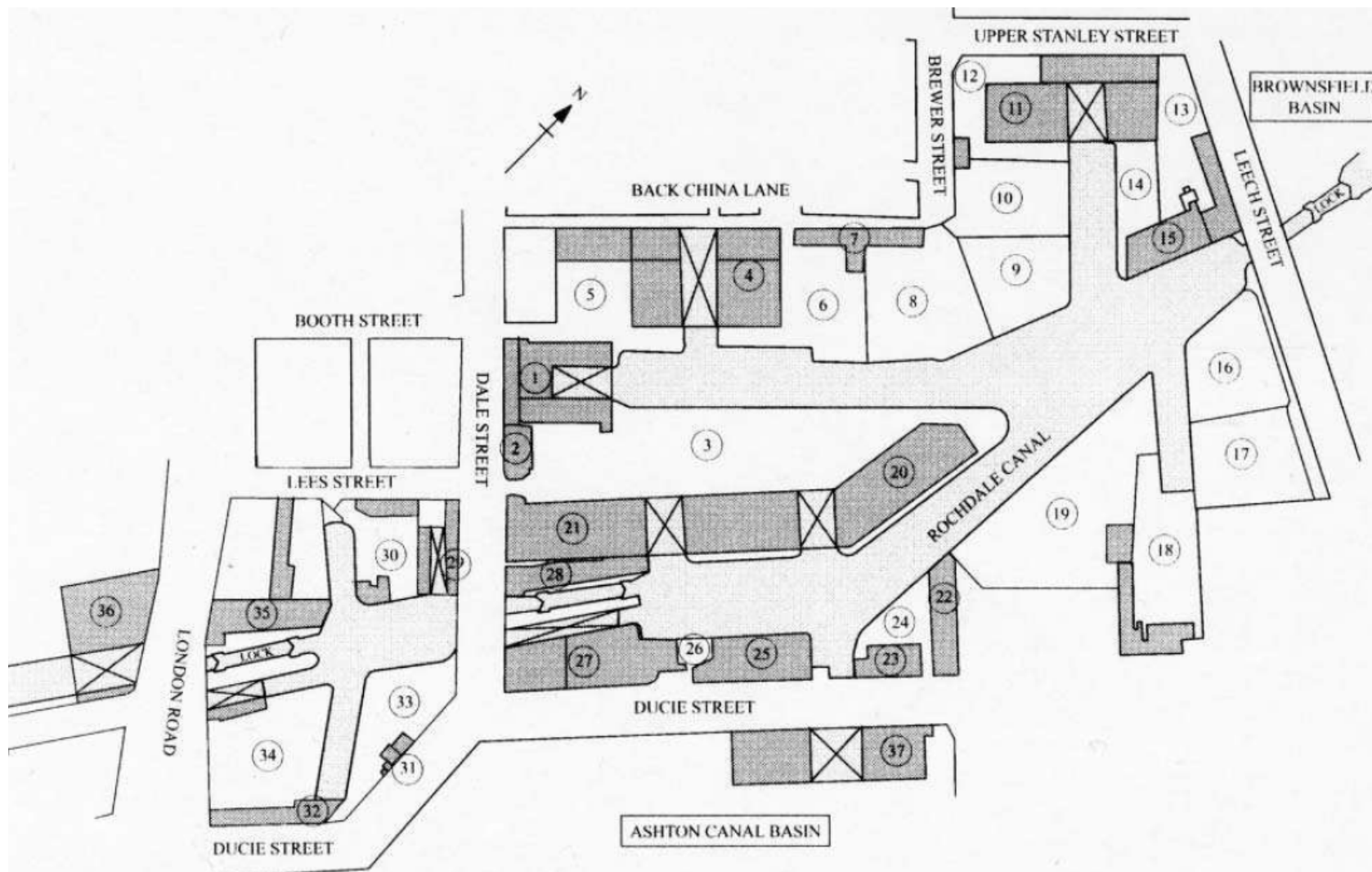
2.1.1 Dale Street, Ordnance Survey, 1848, surveyed 1845 (NLS)



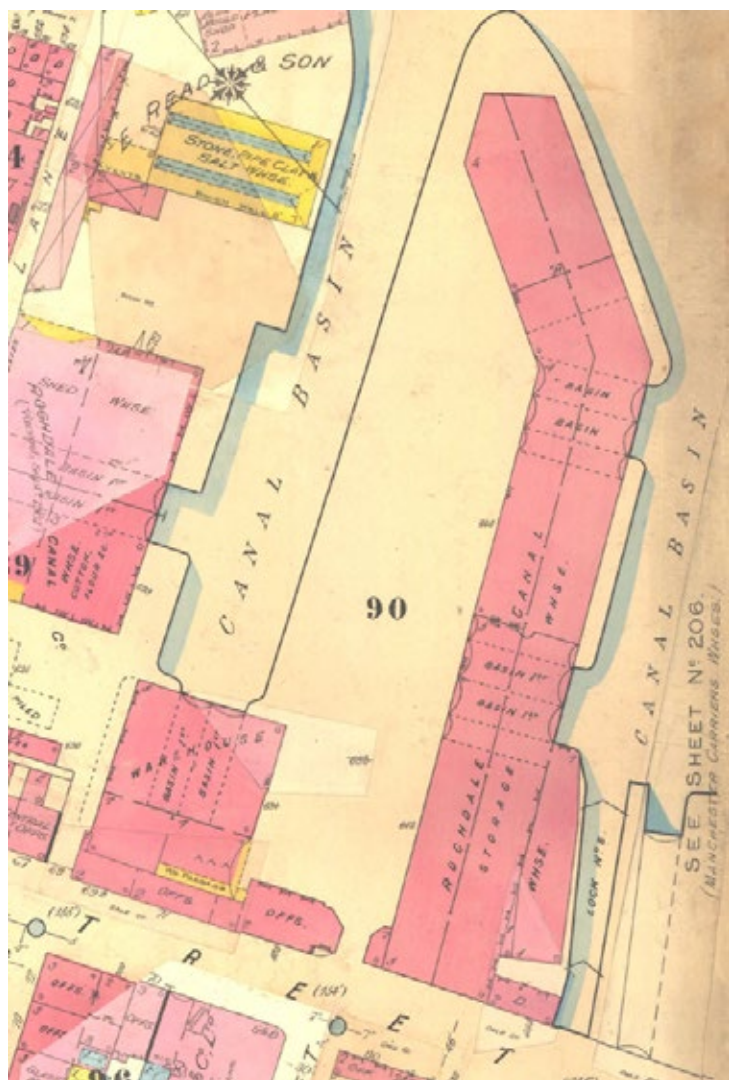
2.1.2 Dale Street Basin, Ordnance Survey, 1849 (reproduced by Hartwell)

1

University of Manchester Archaeological Unit (2000), p. 8.



2.1.3 Dale Street Basin
in 1855 (Maw et al.)



2.1.4 Dale Street Basin, Goad Insurance Plan, 1886 (Manchester Central Library)



2.1.5 Eastern section of Dale Street, Goad Insurance Plan, 1886 (Manchester Central Library)

2.1.3 The 20th and 21st Centuries

The Ordnance Survey map of 1922 (revised in 1915) provides the first large-scale depiction of the basin, showing a built-up wharf still occupied by the mainly early-19th century **warehouses** [Plate 2.1.6]. Traffic was, however, falling, the Rochdale Canal Company closed its own carrying business in 1921 and the Dale Street Basin's central **canal arm** was infilled in c.1926 (and others in 1935). Although the various warehouses were still standing, the wharf had already been repurposed as a **bus station and car park** by 1938 [Plates 2.1.7-2.1.8].² Traffic on the canal as a whole continued to decline and no goods barges travelled its full length after 1937.³

By the 1940s there was little to no commercial use of the canal, prompting the continued conversion of its wharves to car parking and the infilling of many of the basins. At Dale Street, the removal of buildings began with the 1822 warehouse in 1940 and by 1943 the basin itself had been infilled with demolition rubble. The two boat bays were presumably backfilled at the same time [Plates 2.1.9-2.1.12].⁴ On the canal as a whole, the last recorded freight was carried in 1958 and over time sections were culverted, bridges lowered and buildings constructed across the canal bed, public rights of way being withdrawn entirely in 1965.⁵

The row of **warehouses** along the east of the Dale Street Basin had been lost by 1970, as had the **Lock Keeper's House** [Plate 2.1.13]. By 1972, at the time the **archway and lodge** were listed at Grade II, the site was partly obscured by heavy signage and hoarding. Photographs of this decade show much of the basin site cleared and in use as a surface **car park**, although the row of 19th century offices (later 69-71 Dale Street) and warehouses lining the south of the site were still standing in 1985 [Plates 2.1.14-2.1.15]. The site was acquired around this time by **Town Centre Securities** (the owner today) and a masterplan for the basin's zoned development was commissioned in 1996. The warehouse of 1836, situated in the northwest corner, was converted to apartments in 2003-04. The date of the removal of the building immediately east of the arch is not recorded.

The implementation of the **masterplan** for the regeneration of the basin began in the first years of the 20th century and entailed the construction of a new basin, the reopening of the canal and the insertion of footbridges. The Dale Warehouse was also converted (requiring the demolition of buildings immediately to the south). A **strategic regeneration framework** for the basin area was produced in 2016, although no further construction or redevelopment has yet occurred [Plate 2.1.16].



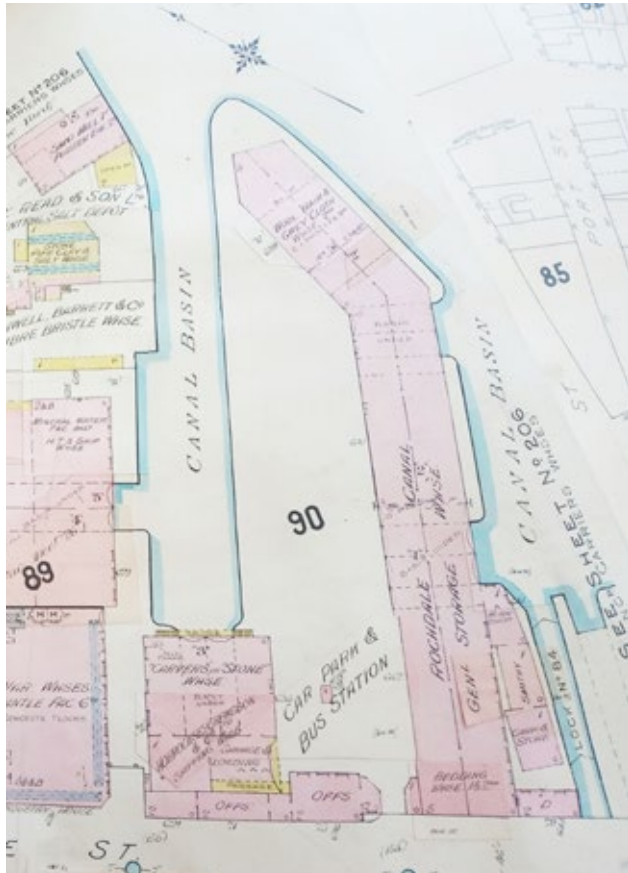
2.1.6 Dale Street Basin and surroundings, Ordnance Survey, 1922, revised 1915 (NLS)

2 Ibid.; Manchester City Council, Image Collection, text accompanying image m54244.

3 University of Manchester Archaeological Unit (2006), p. 8; Idem. (2000), p. 4.

4 Maw et al. (2009), p. 5.

5 University of Manchester Archaeological Unit (2006), p. 8; Idem. (2000), p. 4.



2.1.7 Dale Street Basin, Goad insurance plan, 1932 (Manchester Central Library)



2.1.8 Dale Street Basin and surroundings, Ordnance Survey, 1946, revised 1938 (NLS)



2.1.9 Boat bays to Dale (Carver's) Warehouse, date unknown but prior to infill (Manchester Libraries)



2.1.10 Dale Street Basin (Dale Street Warehouse centre right), date unknown but prior to infill (Manchester Libraries)



2.1.11 Dale Street Basin, Goad insurance plan, 1943 (Manchester Central Library)



2.1.12 The infilled Dale Street Basin, in use as a car park, viewed from the canal, c.1965 (Heritage Photo Archive)



2.1.13 Dale Street Basin, Goad insurance plan, 1970 (Manchester Central Library)



2.1.14 Dale Street Basin in use as a car park, 1973 (Historic England)



2.1.15 Dale Street Basin frontage to Dale Street, 1985 (Manchester Libraries)



2.16 Dale Street Basin, now known as Piccadilly Basin, 2022 (Historic England)

2.2 Dale Warehouse (now Carver's Warehouse)

This section of the report is largely based upon the archaeological building survey carried out in 2006 by the University of Manchester Archaeological Unit and a heritage statement by Martin Stockley Associates (undated but likely c.2006).⁶ This has been supplemented with additional information from maps, plans, photographs and further secondary sources.

There are five key phases in the development of the building:

Phase 1: 1806-08: Construction

Phase 2: 1824: Insertion of the waterwheel, providing power to the hoists

Phase 3: Late 19th to Early 20th Century: Electrification of the hoist system

Phase 4: Late 20th Century: Adaptation for retail use (mainly at first, second and third floors)

Phase 5: Early 21st Century: Substantial refurbishment and conversion into offices, erection of new extensions

2.2.1 Phase 1: 1806-08: Construction

The Dale Warehouse was built in **1806-08**, by the **Rochdale Canal Company**, as a medium-sized, general-purpose canal warehouse. Initially known as the **Stone Warehouse**, the building was completed in 1808 under **John Heap** and insured for £3,000. It is described by the University of Manchester as a **Type 1 warehouse**, 'which represents the earliest and most important form of warehouse plan distinguished by the presence of internal canal arms'.⁷ It was seemingly intended to remain in the company's ownership, driving trade by providing free warehousing and wharfing. Constructed on a northwest-southeast alignment in watershot gritstone (millstone ashlar) with ashlar dressings and a slate roof, the warehouse had a keystone carved with the date 1806 and the initials **WC** (believed to indicate that the designer was **William Crossley**). Crossley was the engineer for the section of canal that ran from the Bridgewater Canal at Manchester to the Calder & Hebble Canal at Sowerby Bridge.⁸ Although there are no known architectural plans there is no reason to doubt that the warehouse was built on its rectangular footprint and across its four principal storeys (plus loft and basement), the ground floor being raised. Above was a low-pitched roof and on the south gable elevation a **hoist and canopy**.

The front elevation faced to the west (and was originally the frontage to the street), where there were multiple loading doors and a central projecting bay. The canal arm ran from the basin into the basement of the building via two arched **boat bays** (shipping holes) to the east (rear) elevation, flanked by **cart entrances**. The north gable was given a **Venetian window** and

the small-paned glazing still surviving (in part) in this gable elevation in 1989 may also have been original to construction. Although **chimneystacks** were provided at each gable end the University of Manchester noted that the building was constructed without internal fireplaces.

Internally, the **cast-iron columns** and **wooden floor beams**, the **timber hoist frame** and the **central hoist frame** (today surviving as remnants at loft level) were all built as part of the original construction, the hoist system at this time being powered by gravity only. The ground floor straddled an arm of the canal and acted as a **wet dock**, allowing unimpeded loading and unloading. The **principal staircase** was situated near to the east elevation and originally ran to all floors, all being open plan and at upper levels and having a central **trapdoor** to each floor.⁹

The floors comprised **hardwood floorboards**, supported by softwood beams or joists (as was customary in the early general-purpose warehouses) carried by **cast-iron columns** (those on the upper floors with flanges to accommodate changes to the arrangement of the floorspace). Reflecting the early age of the warehouse, there is no evidence of any attempt at fireproofing, whilst it remains uncertain whether any waterwheel existed (or was anticipated) at the time of construction (see below, Section 2.2.2).

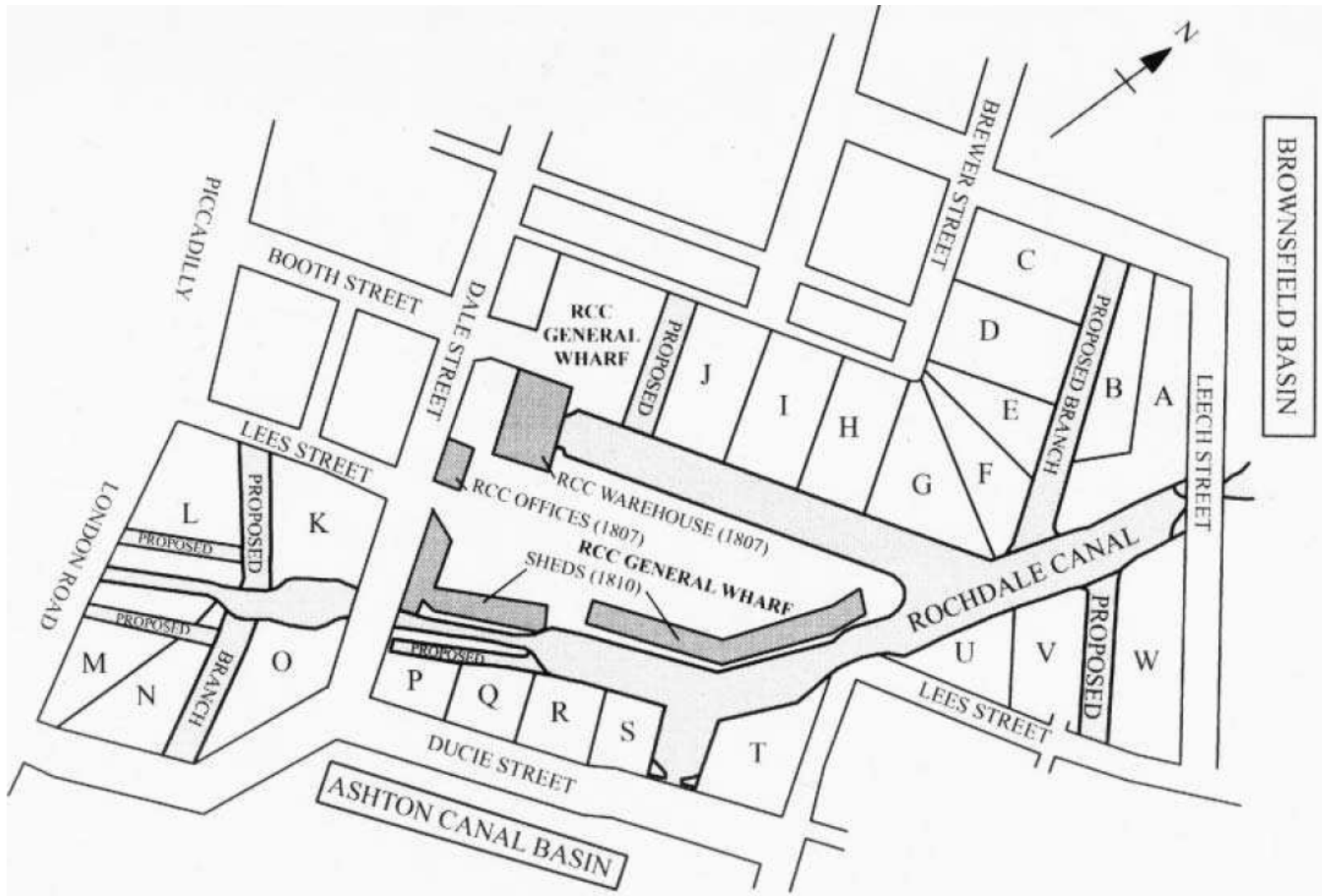
A plan of the basin produced in 1810 shows the building with a regular rectangular footprint, abutting the canal and set back from Dale Street, it also shows the RCC's offices (1807) to the south [**Plate 2.2.1**].

6 University of Manchester Archaeological Unit, for Martin Stockley Associates (2006). 'Carver's Warehouse, Rochdale Canal Basin, Manchester. An Archaeological Building Survey of the 1806 Canal Warehouse'; Martin Stockley Associates [undated]. 'Carvers Warehouse, Dale Street, Manchester. Heritage Statement'.

7 University of Manchester Archaeological Unit (2006), p. 5.

8 Hartwell (2001a), p. 304.

9 Martin Stockley Associates [undated], n.p.n.



2.2.1 Rochdale Canal Company
 plan of the Dale Street Basin, 1810
 (reproduced in Maw et al.)

2.2.2 Phase 2: 1824: Insertion of the waterwheel and associated drive shaft system

Maw et al. (2009) suggests that a **waterwheel** was installed during the construction of the building in 1806 and was replaced in 1824. Other texts, however, indicate that the waterwheel of 1824 was an entirely new addition. Regardless, it is known that in 1824 the company installed a 16-foot breast shot 'high breast bucket' waterwheel. This was set within a basement-level millstone grit wheel-pit located outside of (and running parallel to) the south gable wall of the warehouse. Using hub-mounted gearing and 56 timber and wrought-iron buckets, the wheel powered the series of hoists situated internally and externally at loft level, driven by a vertical drive shaft that ran vertically through every floor. Inside the warehouse, the original gravity hoist system was remodelled (or possibly replaced) as part of the changes. **Tunnels** bringing the line shaft and the launder trough into the building were also added at the same time, as were the sluice gate and headrace. It is possible, but not certain, that the engineer and millwright **Thomas C. Hewes** (b. 1768) carried out the survey work.

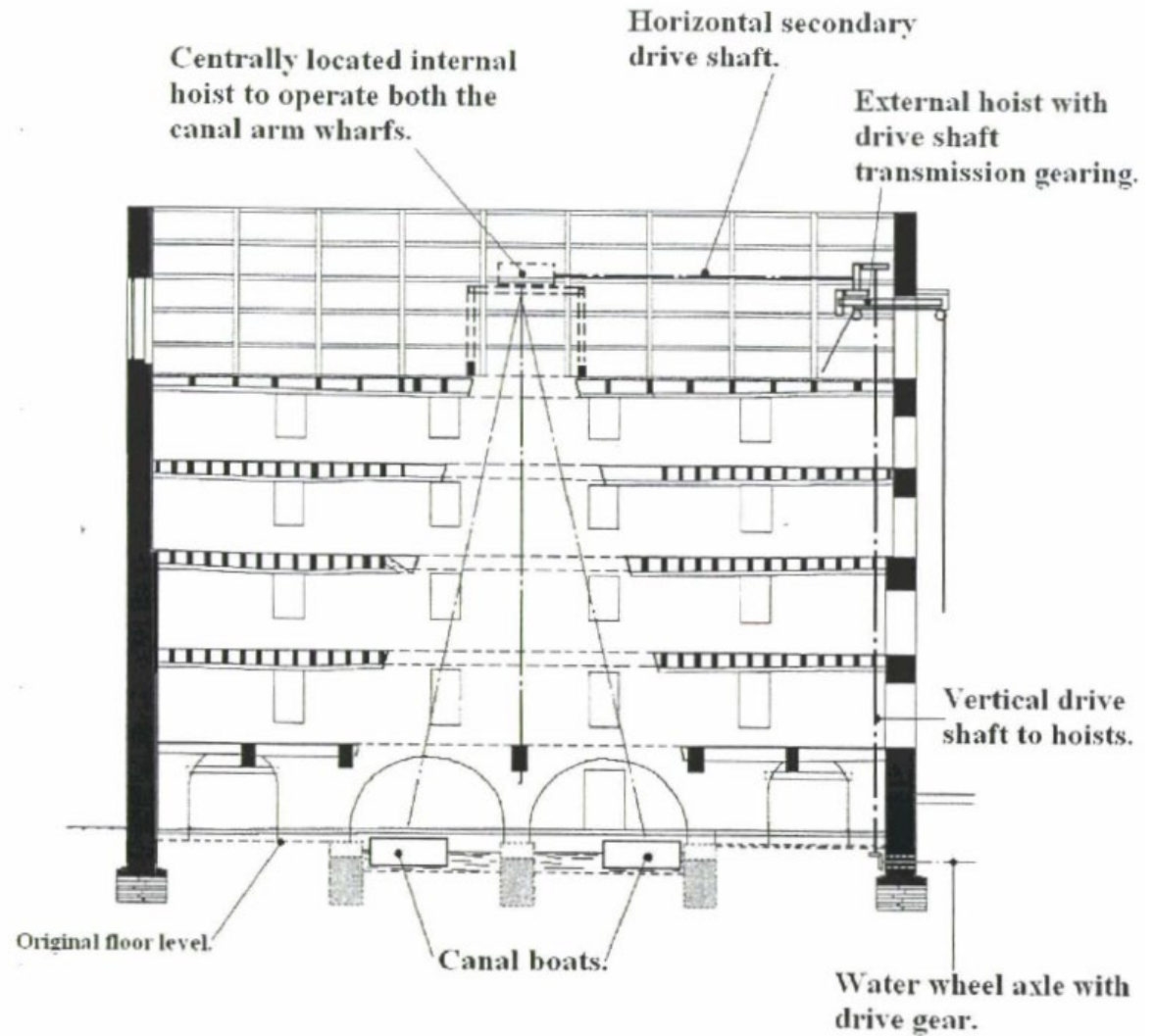
Structures had been added along the south elevation of the building by the 1840s, prompting the blocking of its windows and goods doors, and a small projection was also visible on its east side (see above, Plate 2.1). The occupant at this time was **Carver & Co.**, a carrier company, which warehoused goods here prior to their transportation across Yorkshire via the Rochdale Canal. A map of 1831 gives a similar depiction of the building as shown in the plan of 1810 **[Plate 2.2.2]**.

By the 1830s the waterwheel was also powering the hoists in the Brick Warehouse (since demolished), via a 70-foot drive shaft carried through a tunnel that still survived beneath the car park in 2006.¹⁰ A reconstruction drawing suggests the possible location of the building's hoist systems during this period – there was a centrally located internal hoist and an external hoist with an internal vertical drive shaft aligning with the north elevation **[Plate 2.2.3]**.

10 Ibid.; University of Manchester Archaeological Unit (2006), Summary.



2.2.2 Dale Street Warehouse, 1831 (reproduced in University of Manchester, 2006)



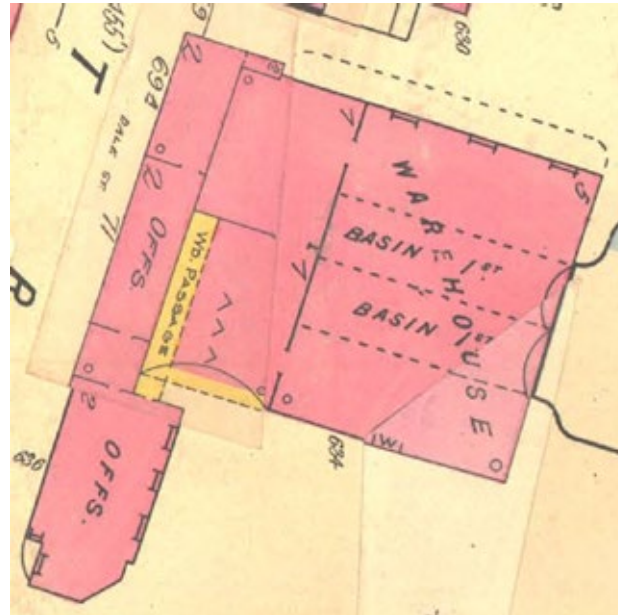
2.2.3 Suggested positions of hoist systems during the life of the waterwheel (University of Manchester)

2.2.3 Phase 3: Late-19th to Early-20th Century: Electrification of the hoist system

Carver and Co. remained within the building in the 1860s, the name **Carver's Warehouse** first being recorded in 1863. The Goad Fire Insurance Plan of 1888 shows the south elevation still fully obscured by the later office and canopy additions [Plate 2.2.4].

Internally, the **waterwheel** was made redundant in the 1890s and its function was replaced by a hydraulic jigger system, powered by a large jigger situated at loft level (which perhaps also powered the external hoist). A smaller hydraulic **jigger** was installed at basement level, to the rear of the south cart arch, and powered the external hydraulic wall crane that moved goods from the building to the wharf. New **lifting holes** were also added, prompting the replacement of the floorboards, and changes to the floor layout at third and fourth floor – which necessitated the repositioning of the cast-iron columns. The warehouse was also re-floored - which saw the replacement of the 1806 nine-inch wide hardwood floor boards with six-inch machine sawn softwood floorboards to accommodate the new lifting holes associated with the hydraulic jigger.¹¹ A new **stairway** adjacent to the west elevation may have been added at this time and ran upwards from the fourth floor.

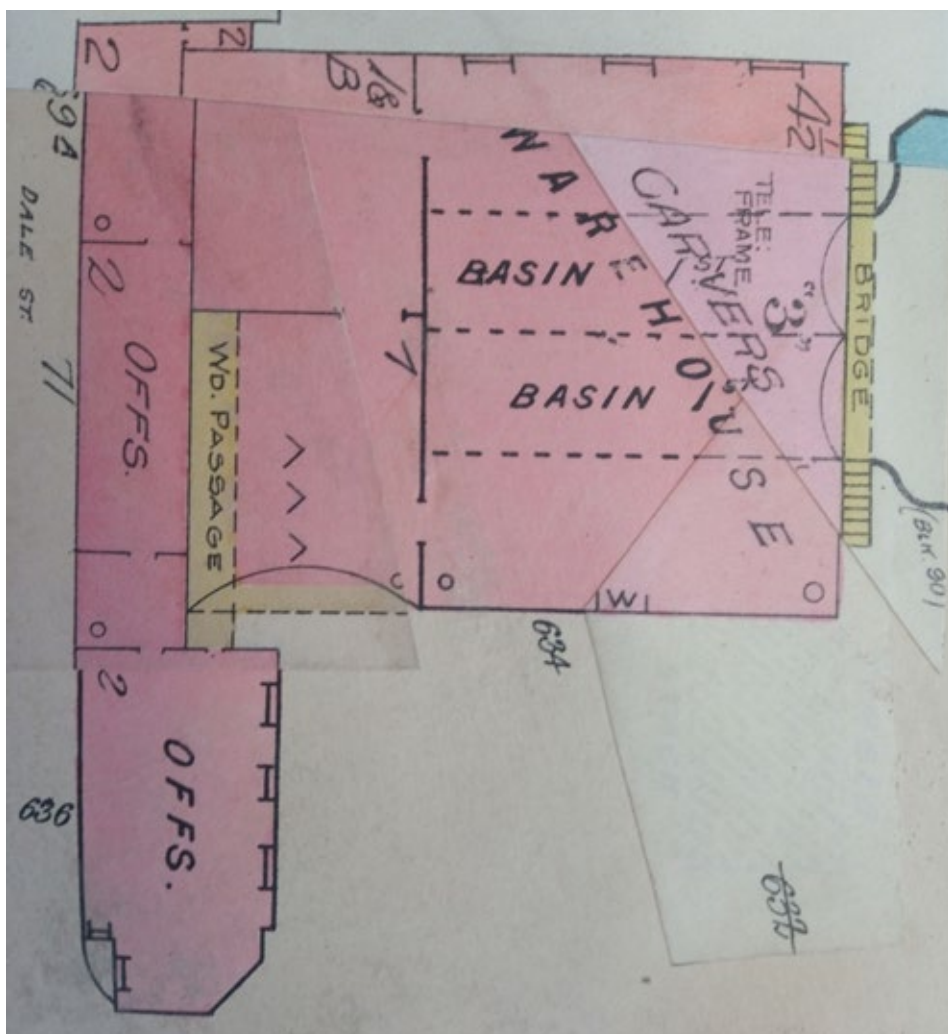
The **hoist system** installed in the 1820s was replaced in 1909 and an external timber bridge across the east elevation had been added by 1913 [Plate 2.2.5]. The replacement hoist system was itself **electrified** at an unknown date after 1936 and windows were introduced



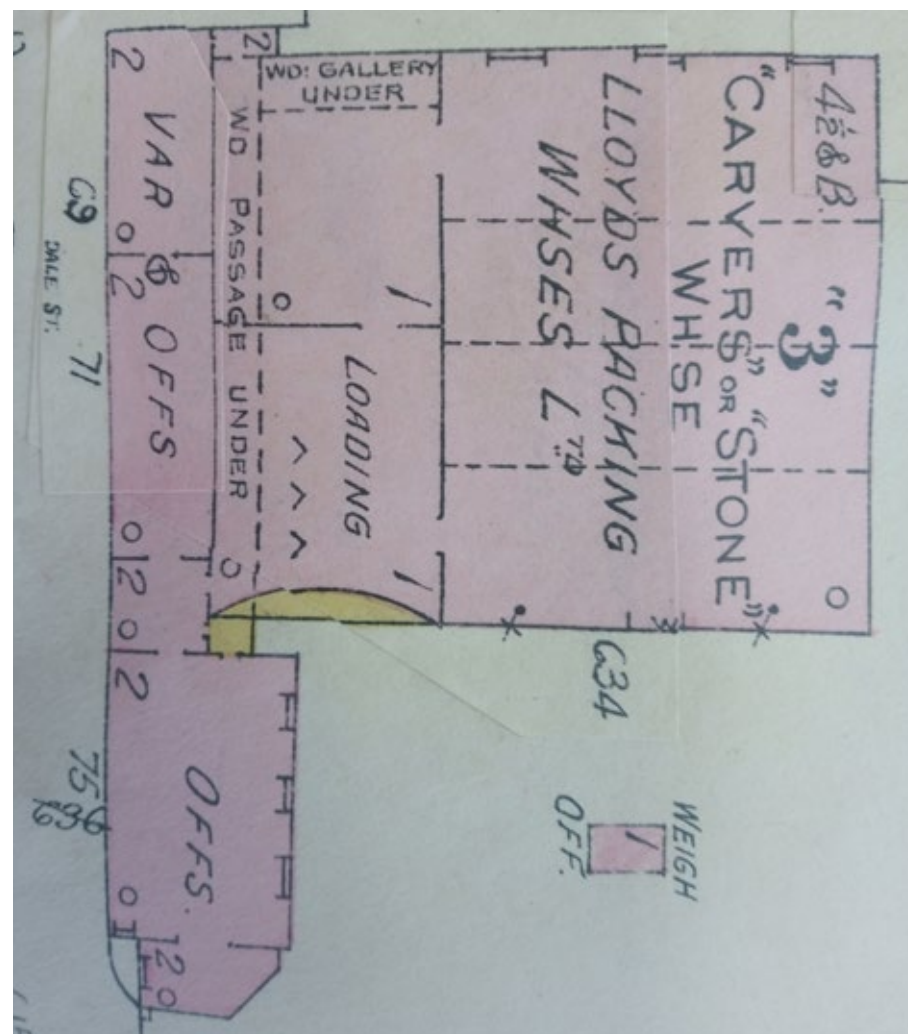
2.2.4 Goad Insurance Plan, 1886 (Manchester Central Library)

to the east elevation between 1932 and 1943. Otherwise, the Goad Fire Insurance Plans indicate that no substantial change had occurred to the elevations or external footprint of the building [Plate 2.2.6]. Carver and Co. had vacated by the 1930s, the building was labelled as being occupied by **Horrockses & Crewdson** as a shipping warehouse in 1932.

11 Ibid; p12



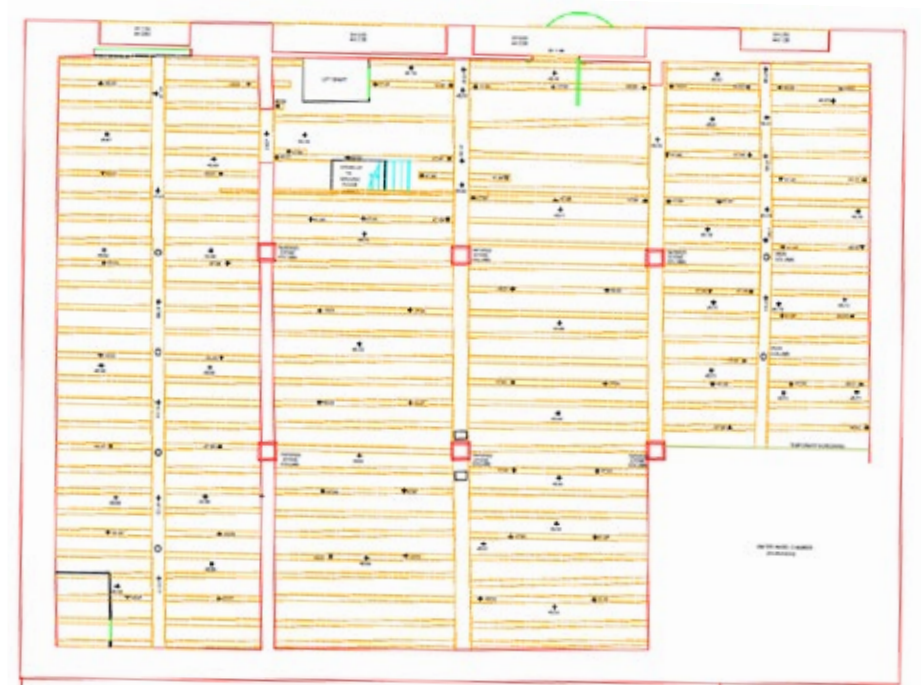
2.2.5 Goad Insurance Plan, 1913 (Manchester Central Library)



2.2.6 Goad Insurance Plan, 1943 (Manchester Central Library)



2.2.8 South gable end, c.1980 (Heritage Photo Archive)

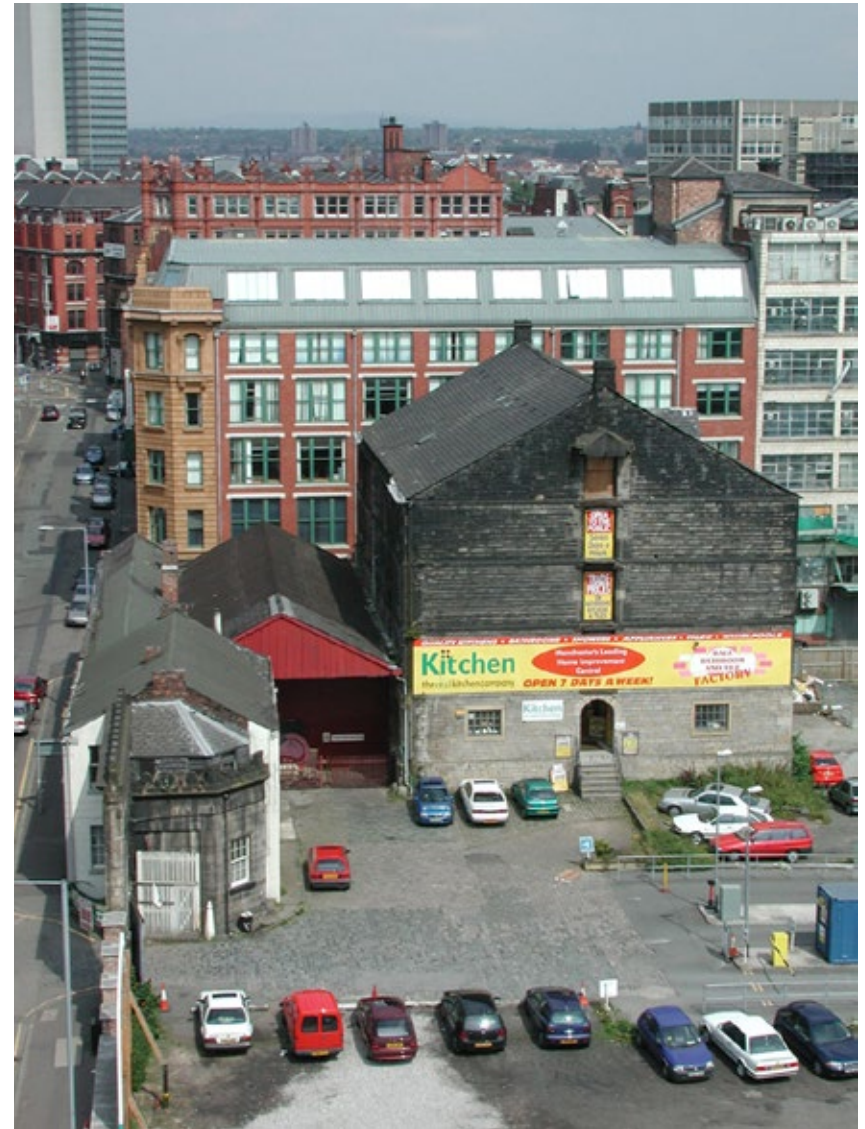


2.2.9 Basement survey drawing showing steps and lift shaft, 2000 (Chris Partington)

2.2.4 Phase 5: Early 21st Century: Refurbishment, conversion into offices and erection of new extensions

The Rochdale Canal, as it passed through Manchester, was brought back into use at the turn of the century and in 2003 permission was granted for the refurbishment, extension and conversion of Carver's Warehouse, with the demolition of both the street-facing office block (69-71 Dale Street) and the wooden trussed canopy to its rear. There is no known record of any internal or external changes occurring as a result and photographs suggest that the building remained in showroom use until at least 2006 [Plate 2.2.10].

When surveyed in 2006, the building still retained 'its **original build and floor levels**' (although the west entrances remained inaccessible, with the south gable wall the main point of entrance). It was described as one of only two canal warehouses still extant in this area of Manchester.¹³ Internal historic fabric still surviving at this time included the cast-iron columns, the internal wooden floor levels (many with trapdoors still in situ), the vertical hydraulic jiggers situated in the west area of the basement and the east area of the roof pitch, and evidence of the winch, hoists and hoist posts at loft level. Parts of the **waterwheel mechanism** also survived at basement level. On the ground floor (which remained open plan), the main staircase (which reached as far as the fourth floor) ran along the east elevation, adjacent to a narrow stair providing internal access to the basement. This floor also retained its loading doors to the west elevation, whilst at basement level the boat bays to the east remained blocked [Plates 2.2.11-2.2.12].



2.2.10 Building in showroom use, prior to restoration and conversion (Martin Stockley Associates)

13 University of Manchester Archaeological Unit (2006), Summary.



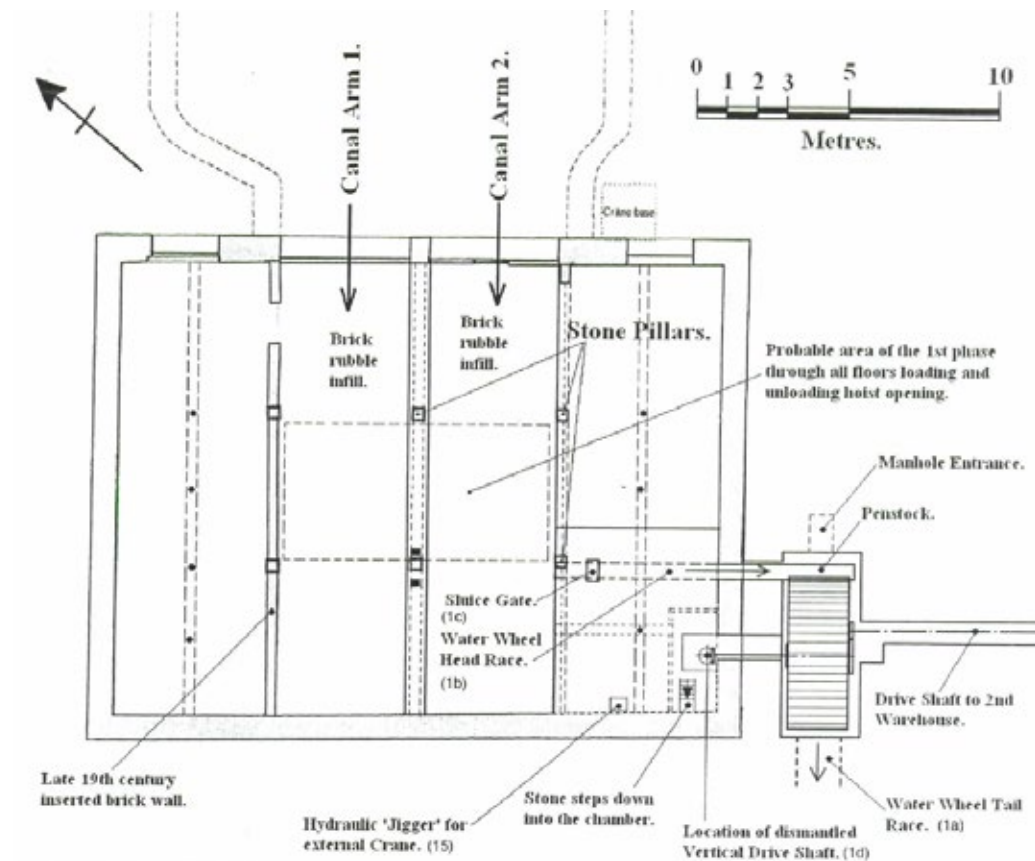
2.2.11 East elevation with boat bay openings infilled, 2006 (University of Manchester)



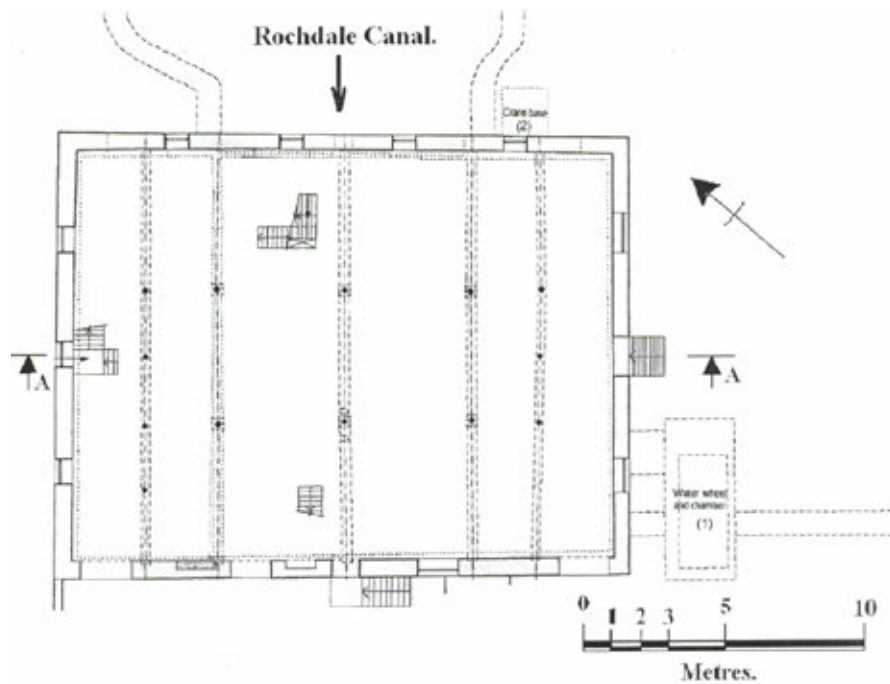
2.2.12 West elevation with loading doors, partly obscured by hoardings, 2006 (University of Manchester)

A set of floor plans produced during the survey showed the **basement floor** containing rows of stone pillars to the centre and south (those in the north having been replaced with a late-19th century brick wall), a line of columns and beams to the north and south, and the sluice gate, headrace and jigger in the southwest corner. The **ground floor** was shown to have five rows of columns with beams above, and three staircases adjacent to the north and east elevations (both passing from basement up to first floor), and one to the west rising to first floor. There were two external staircases providing access to the raised ground floor – one in the west elevation and another in the south elevation [Plates 2.2.13-2.2.15]. Annotations indicate that the 1806 hoist system used a large hoist opening in the middle of the building through all floors.

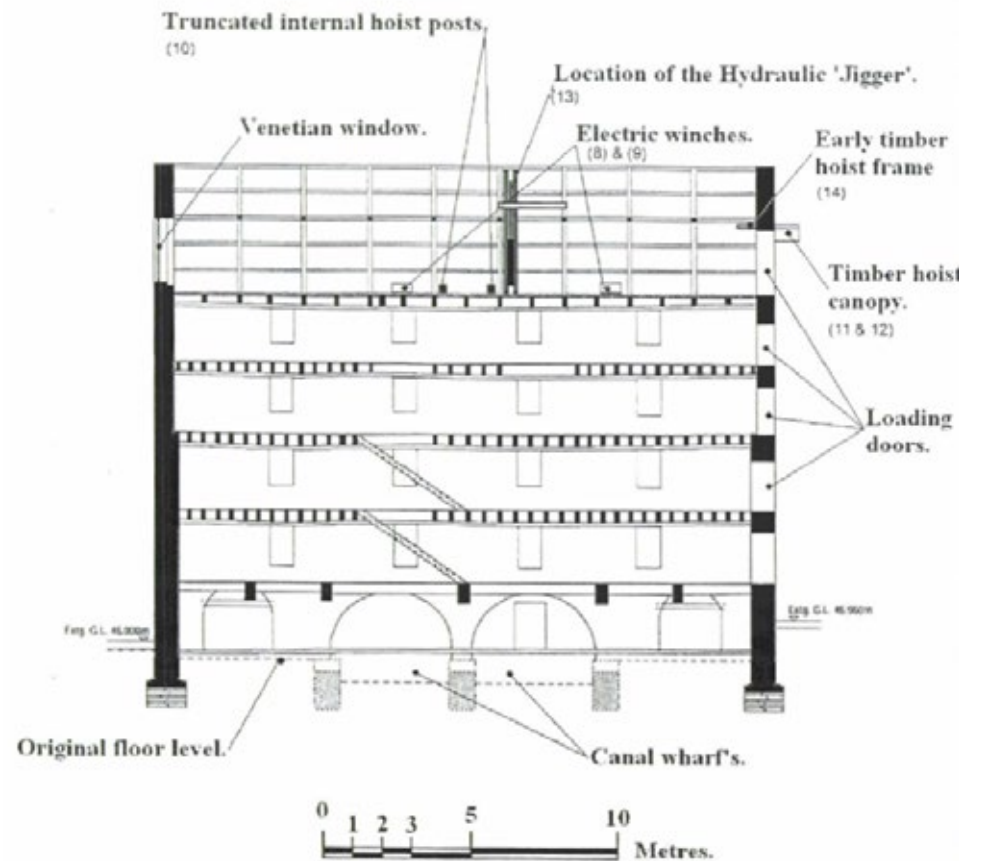
Internally, historic hoists still survived but were not believed to be original, whilst the original principal staircase had been altered and now ran only between the third, fourth and attic floors. Photographs confirm that the basement remained unconverted and retained evidence of its former bays, whilst the ground floor still contained its cast-iron support system, cupboards constructed within the masonry wall, loading door openings and floor hatches to the basement below [Plates 2.2.16-2.2.23].



2.2.13 Basement plan prior to conversion, 2006 (University of Manchester)



2.2.14 Ground floor plan prior to conversion, 2006 (University of Manchester)



2.2.15 Longitudinal section prior to conversion, 2006 (University of Manchester)



2.2.16 Basement prior to conversion, 2006 (University of Manchester)



2.2.18 Basement canal bays, 2006 (University of Manchester)



2.2.17 Basement boat bays, prior to conversion, undated (Northern Quarter Manchester)



2.2.19 Basement pillars and columns, 2006 (University of Manchester)



2.2.20 Integral cupboards surviving in the west wall at ground floor, 2006 (University of Manchester)



2.2.21 Ground floor, showing the principal stairs and the cast-iron columns with beams above, 2006 (University of Manchester)



2.2.22 Ground floor, showing the principal stairs and access to the basement, 2006 (University of Manchester)



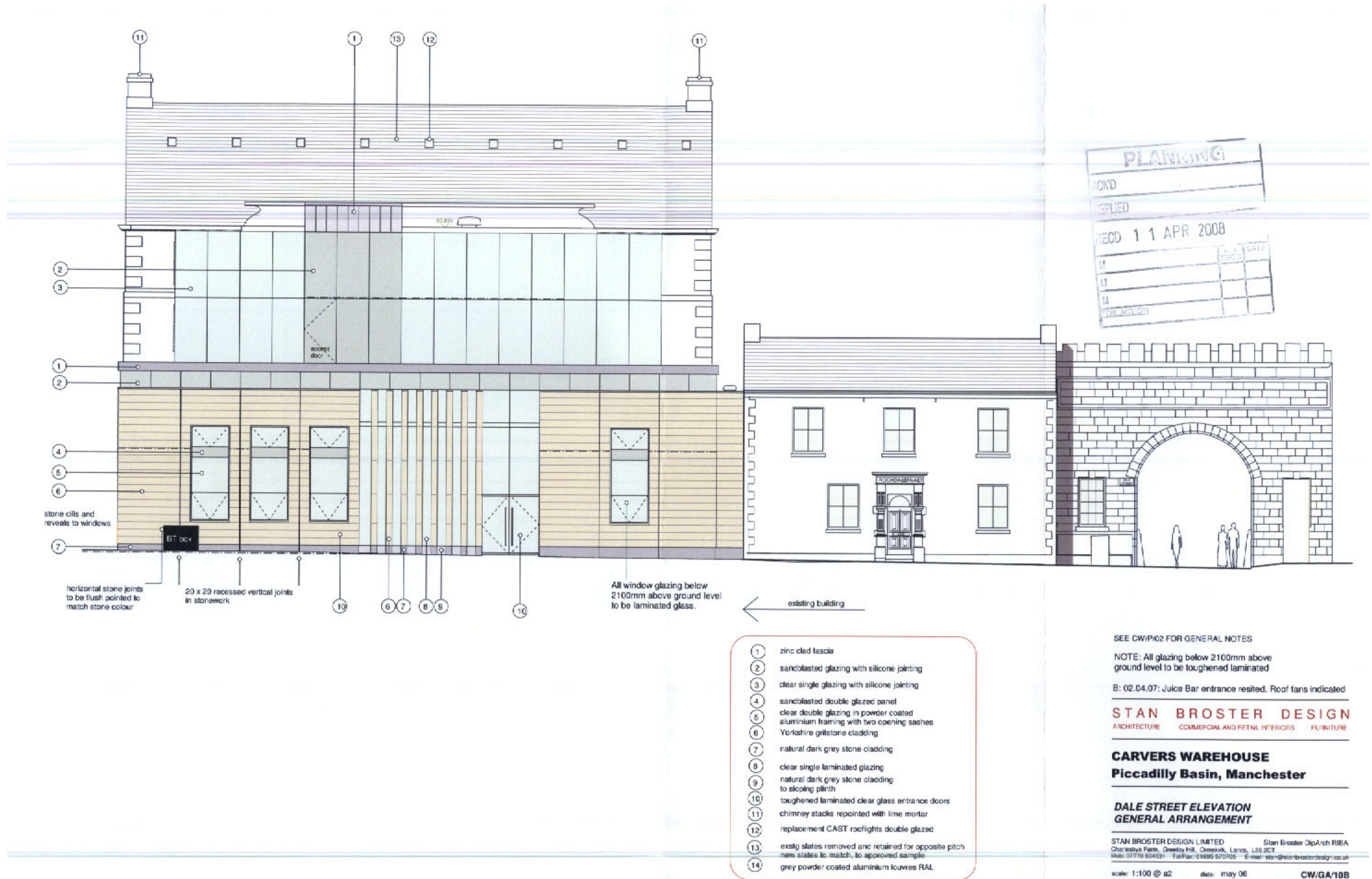
2.2.23 Ground floor loading door to the west elevation, 2006 (University of Manchester)

The building was converted to **office** use in 2007-08, to designs by **Martin Stockley Associates** (Consulting Engineers) and **Simpson Haugh Architects**. During the works the two unlisted buildings fronting Dale Street (Nos.69-71) were demolished and replaced with a two-storey **steel and pre-cast concrete entrance building** (with meeting rooms) and a four-storey steel and glass atrium (containing access bridges and the lift and stair cores) [Plates 2.2.24-2.2.25]. Within the listed building, at basement level new concrete slabs were laid in the north and the south, timber and stone floors were added (with a glazed viewing window to the waterwheel chamber) and the cart and boat bay openings to the north elevation were converted to windows and glazed doors. A new entrance into the modern block was also created in the west elevation [Plate 2.2.26]. At ground floor, the west entrance was repositioned further to the north, risers inserted against the west wall, and the existing staircase on the west side of the building removed (with the joists and floorboards also lowered here). The staircases to the north and east of the building were also removed, dry lining panels added to the walls and floorboards and joists affected by dry rot repaired or replaced (namely at the northwest corner of the building; noting a 500-2000mm cutback to joists) [Plate 2.2.27]. More generally, modern services were installed, a former lift shaft opening was infilled and the building was refurbished, retaining historic features and fabric including cast-iron columns and wooden roof timbers. Partitioning was added along the west elevation on some floors to accommodate lobbies and WCs [Plate 2.2.28].

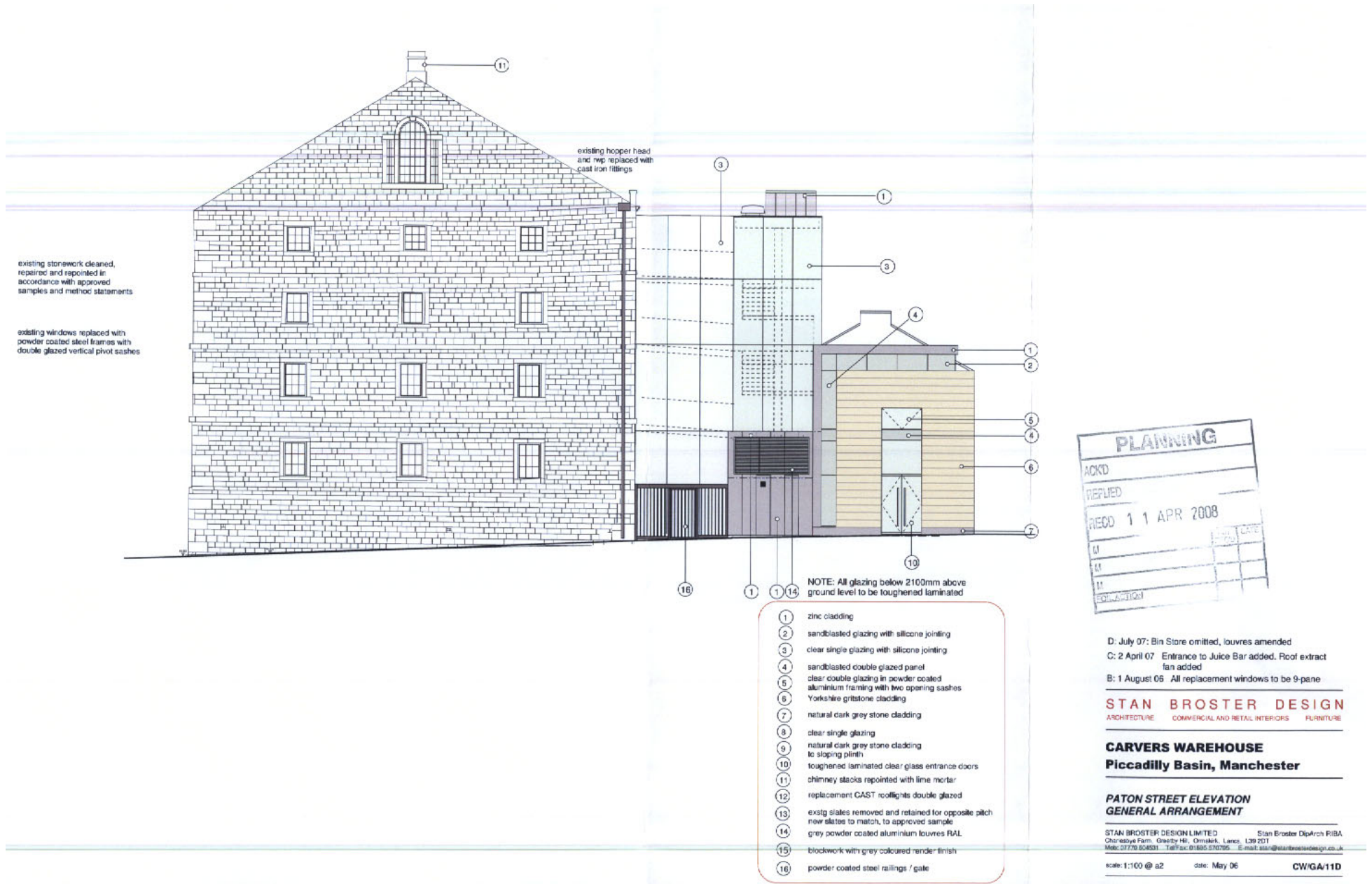
Part of the modern entrance block was converted to café use in 2008. A ground floor plan submitted as part of the proposals shows the ground floor of the listed building retaining its windows to all elevations, the south gable entrance and the repositioned entrance to the west elevation and, internally, its rows of cast-iron columns as well as modern services risers along the west elevation. No staircases or associated openings remained legible at this floor [Plate 2.2.29].

A further refurbishment of the listed building and its modern additions was undertaken by Town Centre Securities in 2020 and is described on the company's website as delivering a refurbished 2,200 square foot office suite within the loft of the listed building, and communal facilities including showers, cycle storage, shared work areas and meeting pods in the refurbished modern atrium.¹⁴ Recent plans indicate that there has been no fundamental alteration to the floor plan or structure of the ground floor, although a ramp is now shown adjacent to the west entrance. Plans of the basement floor reveal that a store room, WCs and a kitchenette have been inserted in line with the west elevation, a plantroom has been in the southwest corner and meeting room and office partitions have been altered.

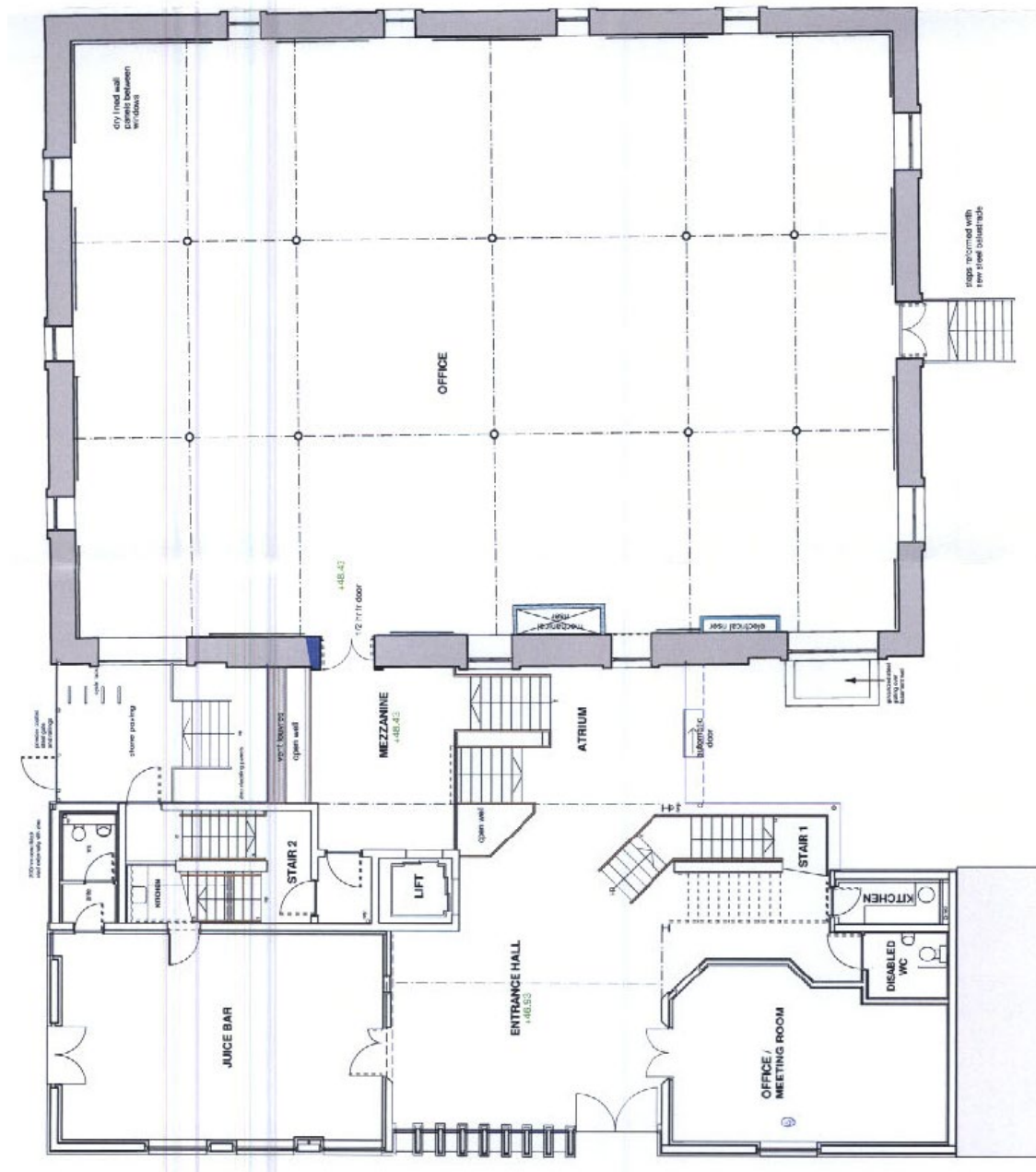
14 Town Centre Securities, 'Office Space in Manchester's Piccadilly Basin Ready for Occupation', <https://www.tcs-plc.co.uk/index.php/news/carvers-refurb-completed>. There is no associated planning application.



2.2.24 Proposed new entrance block and atrium (elevation to Dale Street), 2006 (Stan Broster Design)



2.2.25 Proposed new entrance and atrium (elevation to Paton Street), 2006 (Stan Broster Design)



2.2.29 Ground floor with proposed changes for the creation of a cafe, 2008 (Stan Broster Design)



2.2.28 Restoration complete, with retention of cast-iron columns, undated (c.2008) (Northern Quarter Manchester)



2.2.30 Atrium interior after refurbishment of 2020 (Town Centre Securities)

2.3 Planning History

The following applications are listed on the Manchester City Council online planning portal.

068060/FO/2003/C3; 2003; Approved

Repair, refurbishment and extension of Carvers Warehouse to provide commercial office accommodation. Demolition of 69-71 Dale Street and associated structures. Construction of new office frontage building to Dale Street. Refurbishment of 75 Dale Street. Creation of new hard landscaped public square.

068061/LO/2003/C3; 2003; Approved

Listed Building Consent. Repair, refurbishment and extension of Carver's Warehouse to form commercial offices, including demolition of 69-71 Dale Street and associated structures and construction of new frontage building to Dale Street. Refurbishment of 75 Dale Street. Opening up of existing doorway within Rochdale Canal Basin entrance arch

085886/FO/2008/C3; 2008; Approved

Change of use of ground floor meeting room to delicatessen incorporating restaurant/cafe, sale of hot and cold food for consumption on and off the premises, sale of alcohol for consumption on and off the premises (use class sui generis) and formation of new entrance

102572/LO/2013/C2; 2013; Approved

Listed Building Consent for the erection of partitioning to sub divide the office space [fourth floor].

133341/LO/2022; 2022; Pending Consideration

Listed Building Consent. Formation of stairwell and construct accommodation staircase between Lower Ground Floor and Ground Floor.

2.4 Sources and Bibliography

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Idem. (2001b). *Pevsner Architectural Guides: Manchester*

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Martin Stockley Associates [undated]. 'Carvers Warehouse, Dale Street, Manchester. Heritage Statement'
University of Manchester Archaeological Unit, for Martin Stockley Associates (2000). 'Piccadilly Basin – Marina, Canal and Public Realm Works, Manchester. An Archaeological Watching Brief'
Idem. (2002). 'Piccadilly Basin Development Phase II, Rochdale Canal, Manchester. An Archaeological Watching Brief'
Idem., for Martin Stockley Associates (2006). 'Carver's Warehouse, Rochdale Canal Basin, Manchester. An Archaeological Building Survey of the 1806 Canal Warehouse'

Websites and Online Articles

Pankhurst, S. (2019). 'Carver's Warehouse. Manchester history in Yorkshire stone', *Northern Quarter Manchester*, 26 December 2019, <https://northernquartermanchester.com/carvers-warehouse-manchester-history-in-yorkshire-stone/>

3.0 Site Survey Descriptions

3.1 The Building

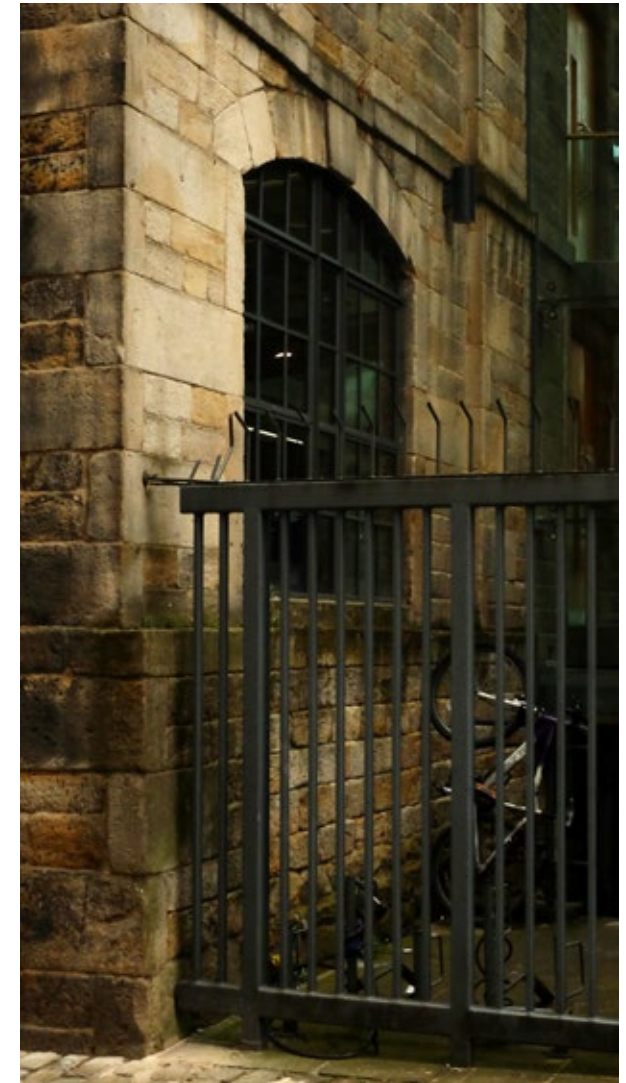
This is a former canal warehouse which is now occupied by offices. The building is of 1806, by William Crossley (dated on initialled keystone of window in north gable), with its waterwheel of 1824; the building was substantially restored and extended in 2008. It is of coursed watershot and squared sandstone with ashlar dressings and has a slate roof. It is rectangular in plan on a north-south axis, with shipping holes in its rear (east) wall and a waterwheel next to the south end. It is four storeys over a basement, the former front on the west side (now obscured from the street by an extension of 2008, but visible in its glazed atrium).

3.2 The Building Externally

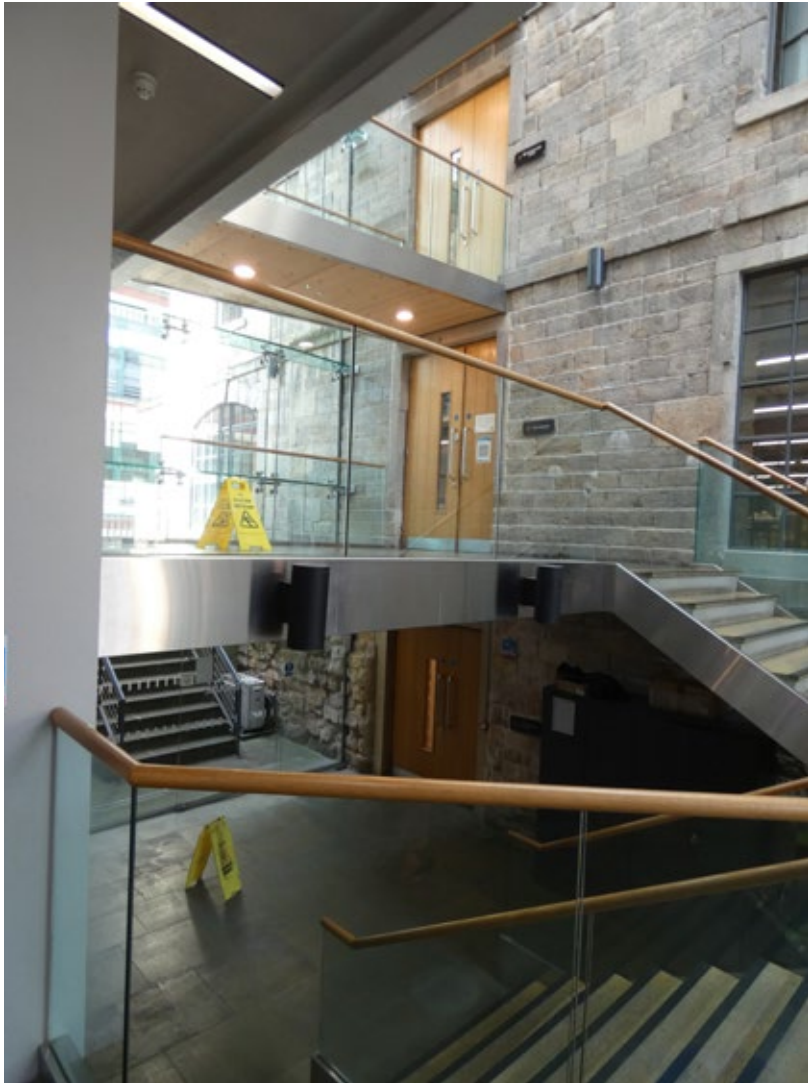
Its long elevations – east and west – are symmetrical and have a rhythm of 1:3:1. The **west elevation** was the original front, with its centre projecting very slightly. It features a basement plinth, quoins and stone banding, a moulded cornice, parapet over its projected centre [Plate 3.2.1]. This elevation is now largely internalised by the new office atrium [Plate 3.2.2]. The gabled **north elevation** has three windows on each floor and a Venetian window to the attic with lettered keystone (WC). The gabled **south elevation** has a central round-headed doorway to the raised ground floor containing modern plank doors and with modern metal balusters to the stone staircase, flanked by squat rectangular multi-paned windows, and above the door is a full-height round-headed loading slot,

with loading doors to each level including and arched opening at attic [Plate 3.2.3]. The rear, the **east elevation** features two semi-circular shipping holes in the central bays, flanked by round-headed doorways in the outer bays – all containing modern glazing, there are four rectangular windows on each floor above framed by ashlar, and small gable on roof over the left-hand windows [Plate 3.2.4]. The roof has small skylights, gable chimneys.

The 2008 works involved the removal of buildings fronting Dale Street and the erection of a new two-storey stone-clad block, with a connecting glazed atrium containing stair and lift cores linking into Carver's Warehouse via original openings.



3.2.1 Part view of the west elevation (Insalls)



3.2.2 Part view of the west elevation from within the atrium (Insalls)



3.2.3 View of north gable (Insalls)



3.2.4 View of east elevation from the former canal basin (Insalls)

3.3 The Building Internally

Generally

The building is entered via a modern atrium, which contains meeting rooms, welfare facilities, staircases and lifts [Plate 3.3.1].

The interior of the building has been modernised for office use, but retains its warehouse character in its external load-bearing stone walls, and its restored timber floor structure (visible from the underside of each level) supported by unusual, branched cast iron columns with octagonal bases. They have two struts attached to fish bellied plates supporting timber beams. On the upper floors, columns have flanges to receive boards for flexible subdivision of the floor space. The attic floor retains its timber queen post roof structure. The warehouse was fitted with a hydraulically driven hoist installed in 1824. The waterwheel remains sealed in its underground chamber adjacent to the warehouse and is an exceptional example of a hoisting system driver (not seen*). The Heritage Statement (c.2006) notes that 'many of the original trap doors in the timber floors for moving goods between floors remain in place' however if still remaining, these are concealed by modern finishes.

N.B. This survey focusses on the basement and ground floors which are subject to this application, however other floors were inspected for overall context.



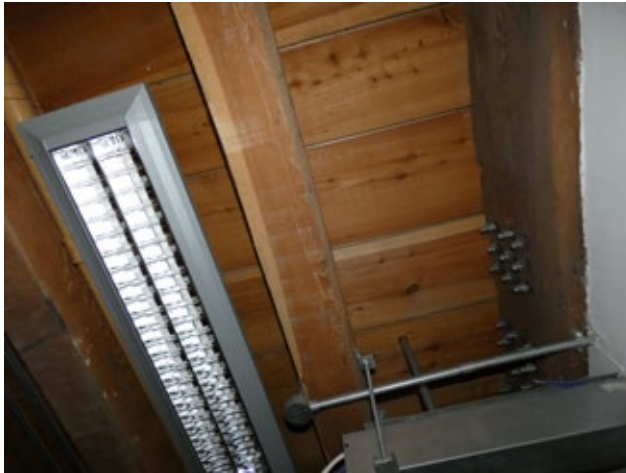
3.3.1 Modern atrium, looking to Dale Street (Insalls)

3.3.1 Basement

The basement is in use as an office and a series of meeting rooms and stores, having been refurbished in 2008. The restored external stone walls, cast iron columns and restored floor / ceiling structure remain on show and within the open plan office space (on the south side of the floorplan) there are squared stone columns (which once flanked the two loading basins). Also within the office space are two large arched shipping holes facing towards the basin – originally used to unload goods from internal wet docks. The floor finishes are modern stone and there are modern kitchen and WC partitions along the west side of the floorplan, and a plant room to the south west corner. There is a range of modern surface-mounted services throughout. The kitchenette and store room area are located where the stair is proposed – these spaces are subdivided by modern partitions and, as with the remainder of this floor, feature modern floor finishes, in addition to a gas pipe, service trays and ducts which are hung from the joists. Within the kitchenette is a single cast iron column supporting a hefty timber beam (original) running east - west, which support timber joists and in turn floorboards – the joists and floorboards appear to be part-historic, part-replacements in this area. The ends of the joists have been splice repaired [Plates 3.3.1.1 – 3.3.1.4].



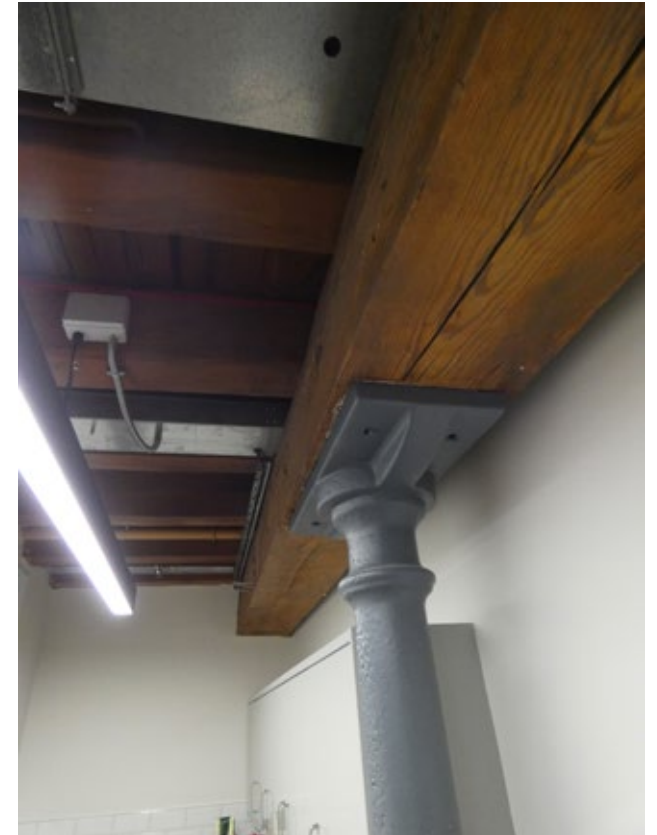
3.3.1.1 View of store room in NW corner (Insalls)



3.3.1.2 View of ceiling of store room, NW corner (Insalls)



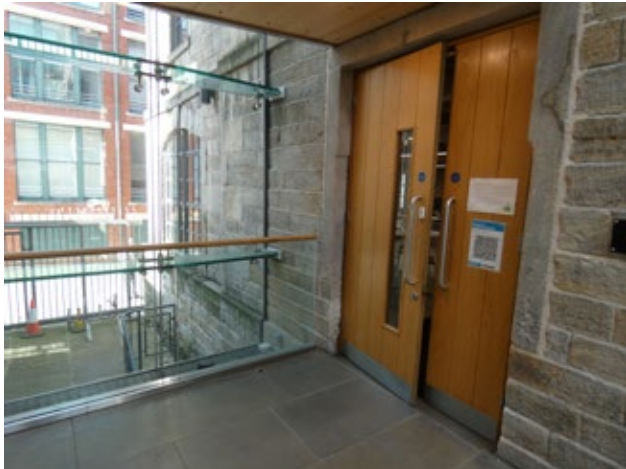
3.3.1.3 View of kitchenette in NW corner (Insalls)



3.3.1.4 Detail view of column and beam in kitchenette, NW corner (Insalls)

3.3.2 Ground Floor

The ground floor is in use as an office, having been refurbished in 2008. The restored external stone walls, cast iron columns and floor /ceiling structure above remain on show within the open plan office space. The floor finish is modern vinyl and there is a modern kitchen along the west side of the space, along with a range of modern surface-mounted services. The modern floor finish has been removed in the area of the proposed staircase, with temporary floor tiles in its place [Plates 3.3.2.1 – 3.3.2.7].



3.3.2.1 View of entrance, Ground Floor (Insall)



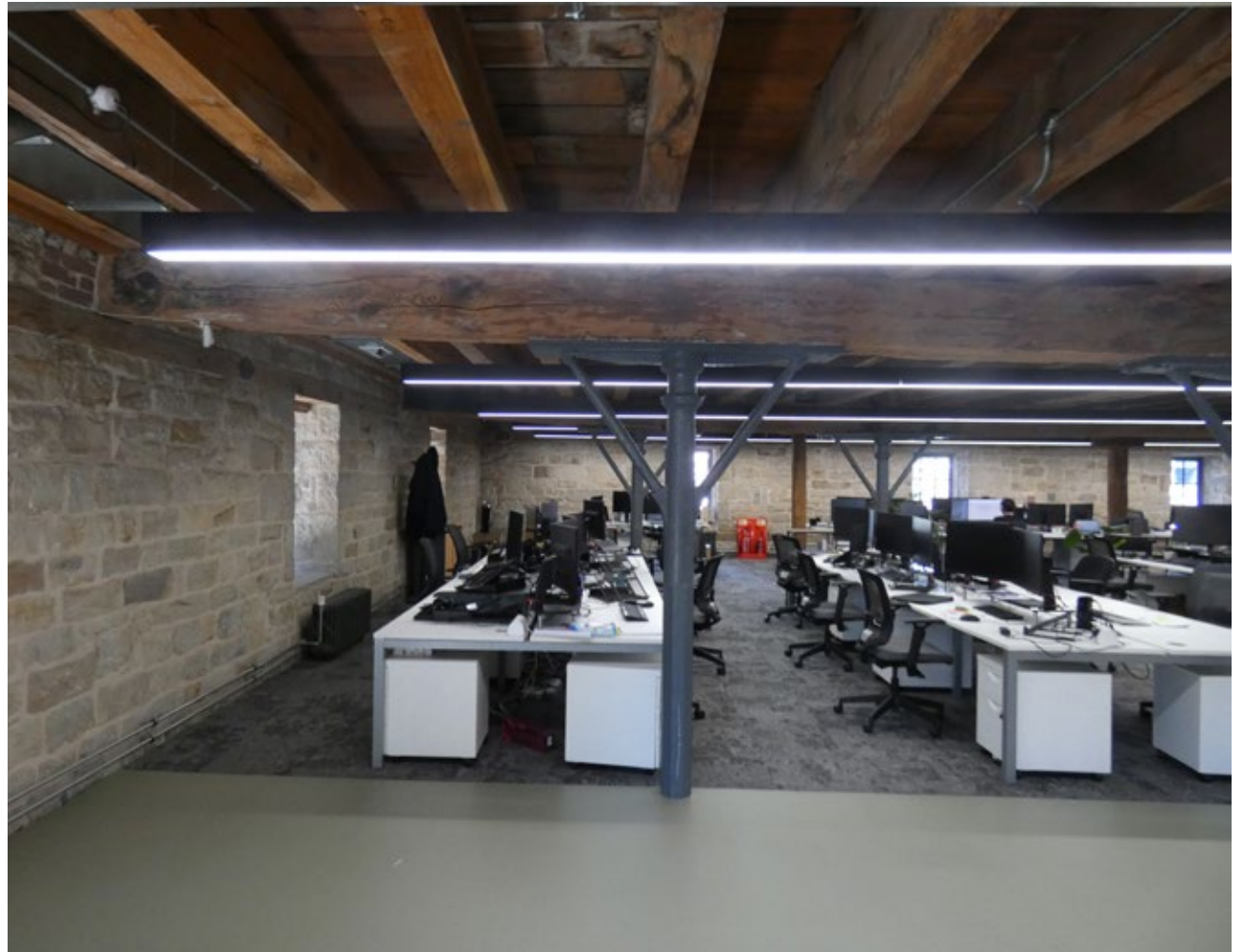
3.3.2.2 View of entrance within office, Ground Floor (Insall)



3.3.2.3 General view of office interior, Ground Floor (Insall)



3.3.2.5 View of office interior NW corner, Ground Floor (Insall)



3.3.2.4 View of office interior NW corner, Ground Floor (Insall)



3.3.2.6 View of office interior NW corner, Ground Floor (Insall)



3.3.2.7 View of ceiling structure in the NW corner, Ground Floor (Insall)

4.0 Assessment of Significance

4.1 Introduction

The purpose of this section is to provide an assessment of significance of Carver's Warehouse so that the proposals for change to the building are fully informed as to its significance and so that the effect of the proposals on that significance can be evaluated.

The assessment begins with a general summary of the building's history and significance; then the various elements of the building are assessed according to a sliding scale of significance, reflecting the extent to which they contribute to the special architectural and historical interest of the listed building.

This assessment responds to the requirement of the National Planning Policy Framework to 'recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance'. The NPPF defines significance as;

'The value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological (potential to yield evidence about the past), architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting'.

4.2 Assessment of Significance

Carver's Warehouse or the 'Dale' or 'Stone' Warehouse was built in 1806 for William Carver Esquire to designs by William Crossley – who acted as engineer on the waterway connecting the Bridgewater Canal in Manchester to the Calder & Hebble Canal in Sowerby Bridge. The Rochdale Canal Company Offices were built in the same year and the construction of these buildings was in direct response to the growing success of the newly completed Rochdale Canal network (1804). The location of these structures, at the entrance to the Basin, their architecture and function reflect the ambition the canal operators at that time had in the potential for the development of trade and commerce on these newly opened canal routes. In 1824, a hydraulically driven hoist system was installed in the warehouse, which, powered from a subterranean waterwheel, was housed in a masonry chamber located outside the warehouse footprint and harnessed the hydraulic energy from the adjacent canal arm.

This building is highly significant as the earliest surviving canal warehouse in the city and for its unusual use of loadbearing stone walls and comprehensive use of cast iron columns. As a general-purpose canal warehouse structure, it is one of only 59 surviving examples in the region and as a 'Type 1 warehouse', it represents the earliest and most important form of warehouse plan distinguished by the presence of internal canal arms' (legible now only

through the arched openings at basement level). Furthermore, it is one of only two warehouses in the city known to have been powered by a waterwheel, the other site being the Grocers' warehouse in the Castlefield Canal Basin.¹⁵

Its surviving 1824 waterwheel and chamber, remnants and features of the original hoist system and parts of the late-19th century jigger are of **very high historical, evidential, technological, and archaeological value**, not only in demonstrating the development of the warehouse itself but also as a record of all the major power-system developments in warehouse hoist technology in the 19th century. It is also of **very high historical value** for its association with the Rochdale Canal Company – reflecting a period of major expansion and demonstrating the intricately linked function of the canal infrastructure and its buildings, and later with and Carver and Co (a carrier company). It has **very high group value** with the adjacent company offices (Grade II). It is of **very high architectural value** for its load-bearing stone structure, pierced with original window and hoist openings, which is unique in Manchester - typified by its brick-built warehouses. Its interior has been much altered and now contains a series of offices, but its fundamental character remains through the retention of most of its open floorplate and its robust industrial features including its exposed stone walls, exposed floor / ceiling structure and its series of cast iron and stone columns. The building is also of **moderate communal value** as a former warehouse employing countless Rochdale

15 (Nevell 2003; Taylor, Cooper & Barnwell 2002) quoted in University of Manchester Archaeological Unit (2006), Summary.

Canal Co. workers from 1806, and employees of Carver and Co later in the century. During the 20th century, as this use declined so did its direct association with people. Although recognised as a heritage asset (listed at Grade II* in the 1970s whilst vacant); it was not until 2008 that it was given a new life, which has enhanced its communal value as an office and café (within its new extension).

The building's special interest is manifest in its fabric and plan form, which has the following hierarchy of significance:

Of the **highest significance** are:

- The little-altered stone external elevations with window and loading openings, bar the modern joinery and glazing;
- The arched openings at basement – which show the location of the former canal basins;
- The form and slate finish to the roof, along with its dormer in the eastern slope;
- The stone and cast iron columns;
- Historic equipment and remnants of the 19th century hoist systems.

Of **high significance** is:

- The internal floor structure, which is more typical of other warehouse buildings and which has been altered (new boards in the late-19th century, joists and beams splice repaired).

Of **moderate significance** is:

- The modern floor structure and boards, which attempt to match the originals and contribute to the general appearance of the floor / ceiling structure, but do not have the same significance due to their recent date.

Of **neutral significance**, neither contributing to nor detracting from the significance of the whole are:

- Modern office fit outs including floor finishes, kitchenettes, modern partitions and services;
- Modern extensions to the west.

5.0 Commentary on the Proposals

5.1 Description of the Proposals and their Impact on the Listed Building

Proposals for listed building consent were submitted in May 2022 for:

*Formation of stairwell and construct accommodation staircase between Lower Ground Floor and Ground Floor
[Ref: 133341/LO/2022; 2022]*

Following comments from Manchester City Council, the proposals have been revised. The revisions are outlined in the additional drawings by Stan Broster (architect of the 2008 works to the building). The proposals are described in detail below, with the impact on the significance of the listed building set out in italics.

5.1.1 The Proposals and their Impact

Civic Engineers (previous name Martin Stockley Associates) occupy the ground floor and part of the basement of the Carver's Warehouse, having worked on the conversion and restoration of the building in 2008. It is proposed to insert a spiral staircase to connect the ground floor office with the meeting rooms at basement level, in order to improve staff and visitor circulation and overall, the visitor experience.

The staircase has been revised since the initial application proposal from a half-turn to spiral layout - in order to significantly reduce its footprint and impact on historic floor fabric. The stair would sit in the north west corner of the building and would require the removal of a modest portion of historic floor structure – namely joists and floorboards. The

joists which would be affected have been subject to splice repairs – carried out as part of the 2008 works; whilst some of the floorboards are historic (thought to be late-19th century), some are modern replacements from 2008. The removed fabric would be retained on site, being temporarily used for bench seating and would be reinstated in the future, when Civic Engineers vacate the building. The staircase would be of steel and timber – steel structure and slender balustrades coated dark grey with oak treads. The proposals are accompanied by a three-phase methodology drawing for the installation, which accompanies this revision to the application. Notably, this methodology sets out the approach to the removal of the joists and floorboards and how the fabric will be cut and retained to enable future reinstatement.

As part of the works, the modern partitions in this area would be carefully removed to reinstate the planform in this area as well as revealing more of the floor / ceiling structure and liberating the column which current sits within the kitchenette.

The removal of a small amount of historic fabric and change to planform in this area would cause some minor harm to the significance of the listed building. The loss of fabric is intended to be temporary and the fabric would be retained on site, and indeed on show, for future reinstatement which would mitigate the harm caused. The change to planform would be minor and would not be atypical of this warehouse – which once contained a series of hatches, large hoist openings and staircases (since removed / openings infilled and covered). The staircase would suit the industrial character of the building. The removal of the modern

partitions would result in a minor improvement to the character of the building by reinstating planform and better revealing the historic structure.

5.2 Justification of the Proposals and Conclusion

As explained in Section 1.2, Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that in making any determination under the planning Acts, that they are determined in accordance with the development plan, unless material considerations indicate otherwise. The development plan applicable to the Site comprises the Manchester City Council Core Strategy (2012). Decision-makers must also comply with the requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990.

The proposals are minor in nature and relate to the installation of a spiral staircase between basement and ground floor and the removal of modern partitions at basement level. Overall, the building would be conserved in a manner that is appropriate to its significance, by ensuring this Grade II*-listed building can function efficiently as an office. Whilst the proposals would involve some elements of low level harm, brought about by the insertion of the new stair requiring minor openings in original fabric, given that: the fabric will be retained on site for future reinstatement; that building originally contained a number of interconnecting stairs; and the modest scale and appropriate character of the spiral stair proposed - overall the special interest of the listed building would be preserved. This proposal would comply with DC19.1 - desirability of securing the

retention, restoration, maintenance and continued use of such buildings - which is reserved under the Manchester City Council Core Strategy (2012).

The Planning (Listed Buildings and Conservation Areas) Act 1990

The Act forms the legal basis for decision making where a proposed development will impact listed buildings. For listed buildings it sets out that the decision maker shall 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*' (Section 16). Given that the proposals are small scale, appropriate to its character, reversible and will enable the removal of modern partitions it is considered that overall, the works would preserve the special interest of the listed building.

The statutory requirements of the Act set a high bar for allowing development that would harm heritage assets. However, the statutory requirements must be viewed in light of the relevant heritage policies in the National Planning Policy Framework (NPPF).

National Planning Policy Framework (2021)

Paragraph 199 of the NPPF makes clear that great weight should be given to the conservation of designated heritage assets, irrespective of whether the harm amounts to substantial harm, total loss or less than substantial harm to its significance. Paragraph 202 of the NPPF states that any less than substantial harm to the significance of a designated heritage asset should be weighed against the public benefits of the proposal.

Taking a lead from the NPPF, the *Manchester City Council Core Strategy* (2012) makes a similar provision. In this case, it is considered that the proposals will cause some minor harm to the listed building and that this harm would be very much 'less than substantial', and in accordance with paragraph 202 of the NPPF, this would be outweighed by the following public benefits:

- These small-scale works will futureproof the listed building by introducing an interconnecting stair, which is not against its original arrangement or character, ensuring the building can continue in its active viable use as an office.
- The removal of a series of modern partitions would better-reveal some of its historic features including its floor/ceiling structure and a cast iron column.

Overall and on balance, therefore, the proposals would comply with paragraphs 199 and 202 of the NPPF and would align with its underlying aim to achieve sustainable development.

5.3 Conclusion

Although some harm has been identified within the proposals, this harm is considered to be 'less than substantial', in accordance with the terminology of the NPPF (Paragraph 202). The benefits offered by the scheme would outweigh the 'less than substantial harm' caused and as such, they would meet the tests for sustainable development outlined within the NPPF, insofar as they relate to the historic environment and accord with local policy.

Appendix I - Statutory List Description

Dale Warehouse

Grade II* listed building

List Entry Number: 1200845

Date first listed: 10 November 1972

Listing NGR: SJ8469298190

Canal warehouse, including subterranean water-wheel; now store and display rooms. 1806, by William Crossley (dated on keystone of window in north gable), with waterwheel of 1824; altered. Watershot coursed squared sandstone with ashlar dressings and slate roof. Rectangular plan on north-south axis, with shipping holes in rear (east) wall and water-wheel next to south end. Four storeys over abasement, the former front on the west side (now mostly covered by wooden sheds etc) apparently symmetrical, 1:3:1 bays, the centre projected slightly; basement plinth, quoins, bands on 4 levels, moulded cornice, parapet over projected centre; windows with raised sills and plain surrounds (now mostly blocked with brick), and at ground floor of south end a segmental-headed loading doorway with gudgeon of former wall-crane to left. Roof has small skylights, gable chimneys. North gable wall has 3 windows on each floor and Venetian window to attic with lettered keystone (not legible from ground), this and 2 windows immediately below all with original small-paned glazing (others with altered glazing). South gable wall (present entrance front) has central round-headed doorway to raised ground floor, one rectangular window each side, and a full-height round-headed loading slot above the door, with loading doors to each level including attic (but that at 1st floor concealed by signboard), all with wooden sills and the top under a hoist-canopy. Rear has 2 semicircular

shipping holes in centre, a round-headed doorway to the left, 4 windows on each floor above, and small gable on roof over left-hand windows. INTERIOR: 2 rows of cast-iron columns with unusual integral struts to long fish-bellied plates carrying timber beams, the lower half of the columns octagonal in section and those on the upper floors with integral flanges for longitudinal shuttering; subterranean wheel-pit parallel to south wall containing 16-foot breast-shot water-wheel (by T. C. Hewes) with hub-mounted gearing and remains of wooden spokes and wrought-iron and wooden buckets, formerly used to drive hoists both in this building and in a former warehouse to the south (via line-shaft through tunnel which mostly survives beneath car-park). (Manchester Region Industrial Archaeology Society: 1989-).

Appendix II - Planning Law, Policy and Guidance

Planning (Listed Buildings and Conservation Areas) Act 1990

The Act is legislative basis for decision making on applications that relate to the historic environment. Section 16 of the Act impose a statutory duty upon local planning authorities to consider the impact of proposals upon listed buildings and conservation areas.

Section 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that: [...] in considering whether to grant listed building consent for any works the local planning authority or the Secretary of State shall 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.

Local Policy

Manchester City Council's Core Strategy was adopted on 11 July 2012 and is the key Development Plan Document in the Local Development Framework (LDF).

Policy CC 9 Design and Heritage

[...] 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.

Policy EN 3 Heritage

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

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

The **Unitary Development Plan** for the City of Manchester (UDP) was adopted by the Council on 21 July 1995. The following relevant policies remain extant.

DC19. Listed Buildings

DC19.1 In determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:

- c. not permit any external or internal alteration or addition to a Listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;
- f. not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

National Planning Policy Framework

Any proposals for consent relating to heritage assets are subject to the policies of the NPPF (July 2021). This sets out the Government's planning policies for England and how these are expected to be applied. With regard to 'Conserving and enhancing the historic environment', the framework requires proposals relating to heritage assets to be justified and an explanation of their effect on the heritage asset's significance provided.

Paragraph 7 of the Framework states that the purpose of the planning system is to 'contribute to the achievement of sustainable development' and that, at a very high level, 'the objective of sustainable development can be summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs'. At paragraph 8, the document expands on this as follows:

Achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives:

- a) an economic objective – to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the*

right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure;
b) a social objective – to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering well-designed, beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities’ health, social and cultural well-being; and
c) an environmental objective – to protect and enhance our natural, built and historic environment; including making effective use of land, improving biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

and notes at paragraph 10:

10. So that sustainable development is pursued in a positive way, at the heart of the Framework is a presumption in favour of sustainable development (paragraph 11).

With regard to the significance of a heritage asset, the framework contains the following policies:

195. Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a

proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset’s conservation and any aspect of the proposal.

In determining applications local planning authorities are required to take account of significance, viability, sustainability and local character and distinctiveness. Paragraph 197 of the NPPF identifies the following criteria in relation to this:

a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
c) the desirability of new development making a positive contribution to local character and distinctiveness

With regard to applications seeking to remove or alter a historic statue, plaque, memorial or monument (whether listed or not), paragraph 198 states that:

...local planning authorities should have regard to the importance of their retention in situ and, where appropriate, of explaining their historic and social context rather than removal.

With regard to potential ‘harm’ to the significance designated heritage asset, in paragraph 199 the framework states the following:

...great weight should be given to the asset’s conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

The Framework goes on to state at paragraph 200 that:

Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:
a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.*

Where a proposed development will lead to ‘substantial harm’ to or total loss of significance of a designated heritage asset paragraph 201 of the NPPF states that:

...local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary

to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

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

With regard to 'less than substantial harm' to the significance of a designated heritage asset, of the NPPF states the following;

202. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

National Planning Practice Guidance

The National Planning Practice Guidance (NPPG) was published on 23 July 2019 to support the National Planning Policy Framework (NPPF) 2021 and the planning system. It includes particular guidance on matters relating to protecting the historic environment in the section: Conserving and Enhancing the Historic Environment.

The relevant guidance is as follows:

Paragraph 2: What is meant by the conservation and enhancement of the historic environment?

Conservation is an active process of maintenance and managing change. It requires a flexible and thoughtful approach to get the best out of assets as diverse as listed buildings in every day use and as yet undiscovered, undesignated buried remains of archaeological interest.

In the case of buildings, generally the risks of neglect and decay of heritage assets are best addressed through ensuring that they remain in active use that is consistent with their conservation. Ensuring such heritage assets remain used and valued is likely to require sympathetic changes to be made from time to time. In the case of archaeological sites, many have no active use, and so for those kinds of sites, periodic changes may not be necessary, though on-going management remains important.

Where changes are proposed, the National Planning Policy Framework sets out a clear framework for both plan-making and decision-making in respect of applications for planning permission and listed building consent to ensure that heritage assets are conserved, and where appropriate enhanced, in a manner that is consistent with their significance and thereby achieving sustainable development. Heritage assets are either designated heritage assets or non-designated heritage assets.

Part of the public value of heritage assets is the contribution that they can make to understanding and interpreting our past. So where the complete or partial loss of a heritage asset is justified (noting that

the ability to record evidence of our past should not be a factor in deciding whether such loss should be permitted), the aim then is to:

- capture and record the evidence of the asset's significance which is to be lost
- interpret its contribution to the understanding of our past; and
- make that publicly available (National Planning Policy Framework paragraph 199)

Paragraph 6: What is "significance"?

'Significance' in terms of heritage-related planning policy is defined in the Glossary of the National Planning Policy Framework as the value of a heritage asset to this and future generations because of its heritage interest. Significance derives not only from a heritage asset's physical presence, but also from its setting.

The National Planning Policy Framework definition further states that in the planning context heritage interest may be archaeological, architectural, artistic or historic. This can be interpreted as follows:

- **archaeological interest:** As defined in the Glossary to the National Planning Policy Framework, 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 skill, 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.

In legislation and designation criteria, the terms 'special architectural or historic interest' of a listed building and the 'national importance' of a scheduled monument are used to describe all or part of what, in planning terms, is referred to as the identified heritage asset's significance.

Paragraph 7: Why is 'significance' important in decision-taking?

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

Paragraph 13: What is the setting of a heritage asset and how should it be taken into account?

The setting of a heritage asset is defined in the Glossary of the National Planning Policy Framework.

All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not. The setting of a heritage asset and the asset's curtilage may not have the same extent.

The extent and importance of setting is often expressed by reference to the visual relationship between the asset and the proposed development and associated visual/physical considerations. Although views of or from an asset will play an important part in the assessment of impacts on setting, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust, smell and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each. The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting. The contribution may vary over time.

When assessing any application which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset's significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation.

Paragraph 15: What is the optimum viable use for a heritage asset and how is it taken into account in planning decisions?

The vast majority of heritage assets are in private hands. Thus, sustaining heritage assets in the long term often requires an incentive for their active conservation. Putting heritage assets to a viable use is likely to lead to the investment in their maintenance necessary for their long-term conservation.

By their nature, some heritage assets have limited or even no economic end use. A scheduled monument in a rural area may preclude any use of the land other than as a pasture, whereas a listed building may potentially have a variety of alternative uses such as residential, commercial and leisure.

In a small number of cases a heritage asset may be capable of active use in theory but be so important and sensitive to change that alterations to accommodate a viable use would lead to an unacceptable loss of significance.

It is important that any use is viable, not just for the owner, but also for the future conservation of the asset: a series of failed ventures could result in a number of unnecessary harmful changes being made to the asset.

If there is only one viable use, that use is the optimum viable use. If there is a range of alternative economically viable uses, the optimum viable use is the one likely to cause the least harm to the significance of the asset, not just through necessary initial changes, but also as a result of subsequent wear and tear and likely future changes. The optimum viable use may not necessarily be the most economically

viable one. Nor need it be the original use. However, if from a conservation point of view there is no real difference between alternative economically viable uses, then the choice of use is a decision for the owner, subject of course to obtaining any necessary consents.

Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused, and provided the harm is minimised. The policy on addressing substantial and less than substantial harm is set out in paragraphs 199-203 of the National Planning Policy Framework.

Paragraph 18: How can the possibility of harm to a heritage asset be assessed?

What matters in assessing whether a proposal might cause harm is the impact on the significance of the heritage asset. As the National Planning Policy Framework makes clear, significance derives not only from a heritage asset's physical presence, but also from its setting.

Proposed development affecting a heritage asset may have no impact on its significance or may enhance its significance and therefore cause no harm to the heritage asset. Where potential harm to designated heritage assets is identified, it needs to be categorised as either less than substantial harm or substantial harm (which includes total loss) in order to identify which policies in the National Planning Policy Framework (paragraphs 199-203) apply.

Within each category of harm (which category applies should be explicitly identified), the extent of the harm may vary and should be clearly articulated.

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

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later additions to historic buildings where those additions are inappropriate and harm the buildings' significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm, depending on the nature of their impact on the asset and its setting.

The National Planning Policy Framework confirms that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). It also makes clear that any harm to a designated heritage asset requires clear and convincing justification and sets

out certain assets in respect of which harm should be exceptional/wholly exceptional (see National Planning Policy Framework, paragraph 200).

Paragraph 20: What is meant by the term public benefits?

The National Planning Policy Framework requires any harm to designated heritage assets to be weighed against the public benefits of the proposal.

Public benefits may follow from many developments and could be anything that delivers economic, social or environmental objectives as described in the National Planning Policy Framework (paragraph 8). Public benefits should flow from the proposed development. They should be of a nature or scale to be of benefit to the public at large and not just be a private benefit. However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits, for example, works to a listed private dwelling which secure its future as a designated heritage asset could be a public benefit.

Examples of heritage benefits may include:

- sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- reducing or removing risks to a heritage asset
- securing the optimum viable use of a heritage asset in support of its long term conservation

Other Relevant Policy Documents

*Historic England: Historic Environment Good Practice
Advice in Planning (March 2015)*
*Historic England: Conservation Principles and
Assessment (2008)*

