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Hanover Building – Corporation Street, Manchester, M4 4AH

Heritage Impact Assessment

For IA Interior Architects



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Contents

1.0	**Summary of Heritage Impact Assessment**	**4**
1.1	Introduction and Methodology	**4**
1.2	The Building, its Legal Status and Policy Context	**4**
2.0	**Historical Background**	**5**
2.1	A Brief History of the Co-operative Movement	**5**
2.2	The Development of the Shudehill Conservation Area	**5**
2.3	The Building: Hanover House, Corporation Street	**8**
2.4	Architect Biography: F. E. L. Harris	**18**
2.5	Relevant Planning History	**18**
2.6	Sources and Bibliography	**19**
3.0	**Site Survey Descriptions**	**21**
3.1	The Setting of the Building and the Conservation Area Context	**21**
3.2	Hanover Building	**25**
3.3	The Building Internally	**32**
4.0	**Assessment of Significance**	**39**
4.1	Introduction	**39**
4.2	Assessment of Significance	**39**
5.0	**Commentary on the Proposals**	**41**
5.1	Description of the Proposals and their Impact on the Heritage Assets	**41**
5.2	Justification of the Proposals	**41**
Appendix I - Statutory List Description		**43**
Appendix II - Planning Policy and Guidance		**44**

1.0 Summary of Heritage Impact Assessment

1.1 Introduction and Methodology

Donald Insall Associates were commissioned by IA Interior Architects in February 2024 to assist them in the development of proposals for the Hanover Building, Corporation Street, Manchester.

This assessment has been prepared in accordance with the requirement of the National Planning Policy Framework (2024), paragraph 207, which asks that applicants 'describe the significance of any heritage assets affected' by proposals for change. This assessment takes account of the guidance provided by Historic England in 'Statements of Heritage Significance: Analysing Significance in Heritage Assets. Historic England Advice Note 12' (2019); IEMA, IHBC and CIfA: 'Principles of Cultural Heritage Impact Assessment in the UK' (2021).

The investigation has comprised historical research, using both primary and secondary material and consulting the relevant Historic Environment Record (HER), and a site inspection. An illustrated history of the building, with sources of reference and bibliography, is in Section 2; the site survey findings are in Section 3. The investigation has established the significance of the building, which is set out in Section 4 and summarised below.

The specific constraints for this building are summarised below. This report has been drafted to inform the design of replacement external doors by IA Interior Architects and Section 5 provides a justification of the scheme according to the relevant legislation, planning policy and guidance.

1.2 The Building, its Legal Status and Policy Context

Hanover Building is a Grade II-listed building located in the Shudehill Conservation Area in the City of Manchester. Alterations to a listed building generally require listed building consent; development in conservation areas or within the setting of a listed building or conservation area requires local authorities to assess the implications of proposals on built heritage. The statutory list description of the listed building is included in Appendix I and relevant extracts of law, policy and guidance for change in the historic environment are contained in Appendix II. In summary, the relevant legal and policy background is as follows.

1.2.1 The Planning (Listed Buildings and Conservation Areas) Act 1990

The Planning (Listed Buildings and Conservation Areas) Act 1990 is the legislative basis for decision-making on applications that relate to the historic environment. Sections 16 and 66 of the Act impose statutory duties upon local authorities to have special regard to the desirability of preserving a listed building or its setting, or any features of special architectural or historic interest which it possesses. Section 72 requires local authorities to pay special regard to the desirability of preserving or enhancing the character or appearance of a conservation area.

1.2.2 The Local Plan

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 building comprises the Manchester Core Strategy 2012-2027 (2012) and saved policies in the Unitary Development Plan (1995) which require that proposed works preserve or enhance the historic environment, avoiding adverse impact on the special interest of listed buildings (UDP Policy 19).

1.2.3 The National Planning Policy Framework

The courts have held that following the approach set out in the policies on the historic environment in the National Planning Policy Framework (2024) 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). At the heart of the Framework is *'a presumption in favour of sustainable development'* and there are also specific policies relating to the historic environment.

The Framework requires that proposals for change give 'great weight' to the conservation of heritage assets (paragraph 212), that harm to the significance of heritage assets requires 'clear and convincing justification' (213), and that such harm is outweighed by public benefits. Harm is to be categorised as substantial (214) or less than substantial (215).

The Framework requires local planning authorities to look for positive opportunities for new development within conservation areas and within the setting of heritage assets. Proposals that preserve positive elements or enhance/ better reveal their significance, are required to be treated favourably (219).

2.0 Historical Background

2.1 A Brief History of the Co-operative Movement

The first record of a co-operative in the United Kingdom is in 1761, when weavers in Fenwick, Scotland, sold discounted oatmeal from the front room of a cottage, leading to the formation of the Fenwick Weavers' Society.[1] However, the establishment of the Rochdale Equitable Pioneers Society in 1844 is often credited as the birth of the co-operative movement as we know it today. The Rochdale Pioneers were a group of artisans working in the town's cotton mills who decided to pool their resources to access basic goods at a lower price, subsequently setting up a shop. Customers were required to be members and in return they shared in the profits and had a democratic say in the business.[2]

National cooperative movements were not made legal until 1862, upon the passing of the New Providential Securities Act. The movement subsequently went from strength to strength and in 1863 300 individual co-ops in Yorkshire and Lancashire launched the North of England Co-Operative Society, headquartered in Manchester, whilst 'North of England' was dropped from the Society's title in 1872, becoming the Co-Operative Wholesale Society (CWS), and a deposit and loan department was established to provide account services to members. From 1875, the CWS and also co-operated with the Scottish Co-Operative Wholesale Society (SCWS) in the purchase and shipment of foreign foodstuffs. By the 1880s, a small town had grown around the Manchester warehouse, and at the turn of the 20th century the CWS employed 8,407 people, working in distributive departments, the bank, and productive works and services.

The range of goods made by the Co-op factories in late 1930s was extensive: wagons, barrels, furniture, bottles and jars, shoes, leather goods, caps, hats, shirts hosiery, ties and other garments, cattle feed for Co-op cows, seeds for Co-op farms, radios, rope and twine, cigarettes, sweets, drugs, beef and poultry from Co-op slaughterhouses, cutlery, biscuits and bread, jams and jellies, margarine and butter, and tea. The CWS milled the wool and cotton fabric used for the clothing it manufactured, provided life insurance and banking services, and also ran a steamship line, a print shop that produced a daily newspaper and labels for CWS merchandise and a coal mine. Inhouse, there were dedicated engineering and architectural departments that designed and built the CWS's facilities.

The CWS made a significant contribution to the war effort during World War II – staff sewed uniforms and boots for soldiers, its farms produced food that was canned in its canneries, and its furniture factories built gliders for the invasion of France.

In 1970 the CWS bought into millers J. W. French and Co., which was owned by restaurant chain J. Lyons and Co., and merged the milling and baking activities of these two companies. The CWS then took over the SCWS in 1973, and the South Suburban Co-Operative Society in 1984.[3]

Today's Co-Operative Group is the result of the merging of many independent retail societies and their wholesale societies and federations, including the CWS and its component parts.

2.2 The Development of the Shudehill Conservation Area

The Shudehill area was semi-rural until the mid-18th century but by 1793 the whole area was built up, with a number of commercial premises. In 1808, the trustees of the city's Corporation sold land on Miller Lane, previously occupied by almshouses, for warehousing but generally this development was small-scale, with narrow frontages. This character continued to define the area well into the 19th-century, as visible in the Ordnance Survey map surveyed in 1849 and published in 1850 **[Plate 2.1]**. Corporation Street was laid out from 1848, cutting through the curved medieval street pattern to facilitate access to Ducie Bridge and the north.

The area was adopted as headquarters of the Co-Operative Wholesale Society (CWS) in the 1860s, initially using rented premises at 3 Cooper Street (1863) and subsequently relocating to 53 Dantzic Street in 1865. The CWS estate was thus born, clustered around Dantzic Street to the east, Corporation Street to the west, Hanover Street to the north and Withy Grove to the south, marking the beginning of large-scale commercial development in the area **[Plate 2.2]**.

An in-house architect's department was formed in 1896 and the 20th century brought a wave of large-scale developments for the CWS. Hanover House, which will be discussed in detail in Section 2, was built in two

1 'Our History,' International Cooperative Alliance, accessed March 20, 2024, https://ica.coop/en/cooperatives/history-cooperative-movement.

2 'The Rochdale Pioneers,' International Cooperative Alliance, accessed March 20, 2024, https://ica.coop/en/rochdale-pioneers.

3 'Co-operative Wholesale Society (CWS),' Graces Guide, accessed March 19, 2023, https://www.gracesguide.co.uk/Co-operative_Wholesale_Society_(CWS).

phases and completed in 1907 and by the 1910s the CWS estate was expanding beyond Dantzic Street. Holyoake House (Grade II) was built in 1911 and the Old Bank Building in 1928 (Grade II). These Edwardian developments were Neo-Baroque in style, but in the interwar period the then-chief architect of the CWS, W. A. Johnson, decided to break from this tradition and adopt an Art-Deco style for the Redfern Building of 1936 (Grade II) and the Federation Building, which was completed in 1942 (Grade II).

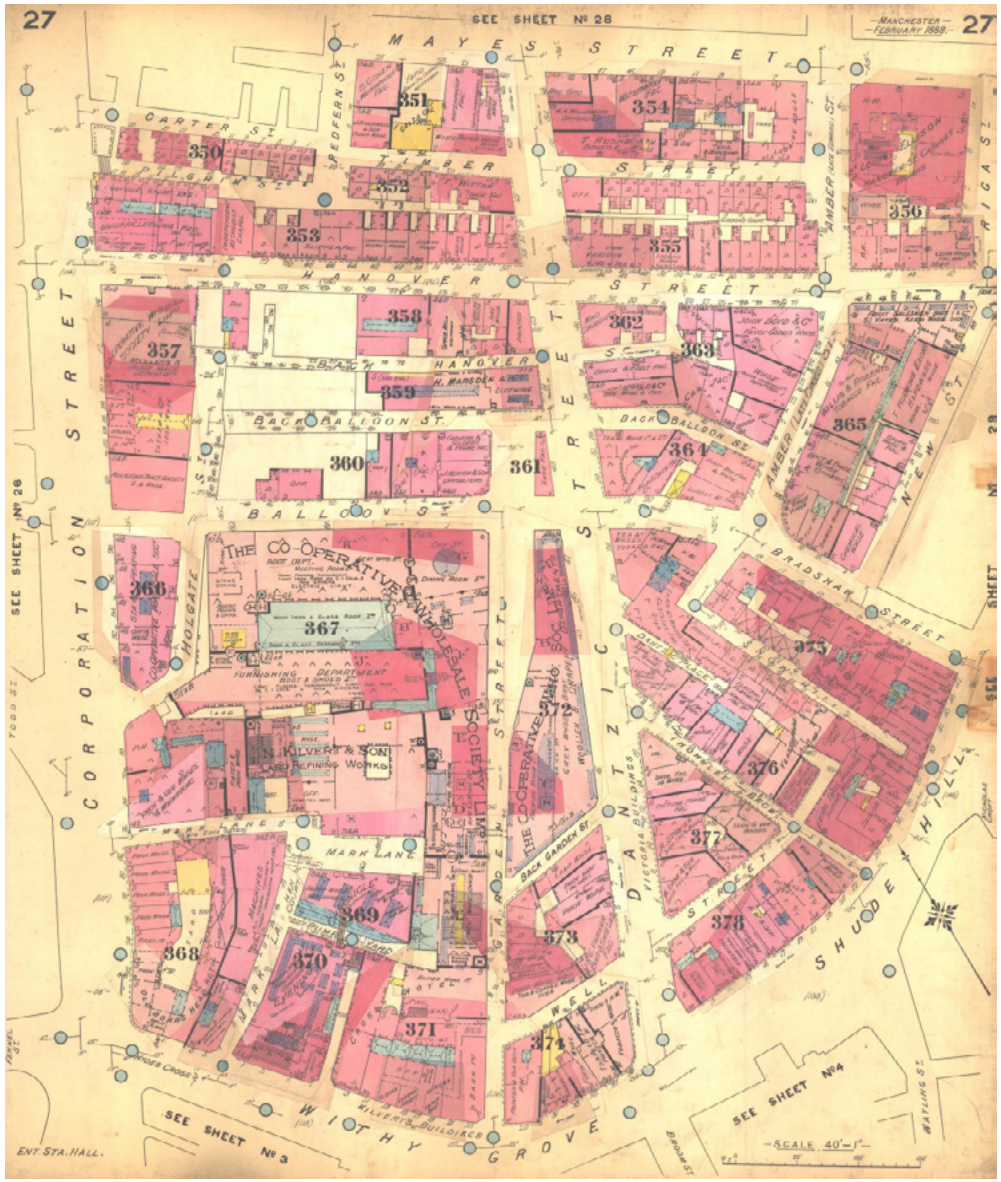
The new post-war buildings also continued this forwards-looking approach, entirely shunning any historicist throwbacks. These were designed as not only expressions of status, security and prestige, as with the earlier buildings, but also as landmark buildings, skyline features and self-consciously modern exemplars of innovation, making very early use of features such as air conditioning and pollution-resistant materials. The first, built at the side of the 1928 building, on land previously occupied by slums and industry, were New Century House and its conference hall (Grade II) and the CIS Building (Grade II). Both were designed by Gordon T. Tait (of Sir John Burnet, Tait & Partners) and the Co-Operative Wholesale Society's George S. Hay; the interior by the Design Research Unit, with artwork and sculpture by notable artists of the period. These buildings were forerunners of innovative interior and exterior design, the CIS Building inspired by Chicago's Inland Steel Building (1956-58). This was an important phase of reorganization and consolidation in the Co-Operative's estate, which, combined with a concern for staff comfort, resulted in a new drive to relocate scattered offices to single, state-of-the art, buildings. Their construction also marked the final phase of the Co-op's development in these blocks south of Miller Street, and the last 20th-century construction programme. The next substantial change came in 2010-13, to the north of Miller Street, where the new Co-Operative Head office was built at One Angel Square.

The area has been subject to regeneration and revitalisation in the 21st century as part of the NOMA (North Manchester) development of this part of the city. The ground level of Sadler's Yard has been lowered to expose the basements of flanking buildings and New Century Hall has been remodelled as a music venue and food hall. Residential blocks have been proposed to the east of these streets, on the current site of surface-level car parking in an area that was historically occupied by the eastern section of Mayes Street and its connecting side streets..[4]

4 Shudehill Conservation Area: History,' Manchester City Council, accessed March 21, 2024, https://www.manchester.gov.uk/info/511/conservation_areas/1110/shudehill_conservation_area/2.
Clare Hartwell, Matthew Hyde and Nikolaus Pevsner, ***The Buildings of England: Lancashire: Manchester and the South-East*** (New Haven and London: Yale University Press, 2004), p. 340-345.



2.1 *Ordnance Survey map, surveyed 1849 and published 1850 (NLS)*



2.2 *1888 Goad fire insurance map*

2.3 The Building: Hanover House, Corporation Street

In the late-1880s the future site of Hanover House was occupied by several narrow streets – running in an east-west direction were Back Hanover and Back Balloon, and running north-south was Holgate Street. As shown on the 1888 Goad fire insurance map, the eastern and western ends of the site were occupied by a range of small buildings, but the central part of the site was mostly vacant (see above, Plate 2.1).

The site was developed by the CWS in two phases – the eastern block, sometimes referred to as the **'E block' or the New Drapery Building, opened in 1904**, while the **western block, Hanover House, opened in 1907**. Both were designed by the CWS architect, F.E.L. Harris.

2.3.1 Design and Construction of E Block (1904)

The eastern ('E') block has its principal frontage to Federation Street and side elevations to Hanover Street to the north, and Balloon Street to the south. Constructed with brick loadbearing cavity walls, it was built as a **drapery warehouse and showroom** and was opened on 18 Aprill 1904. Internally, the floors were concrete with integral steel, with a hardwood surface above.[5]

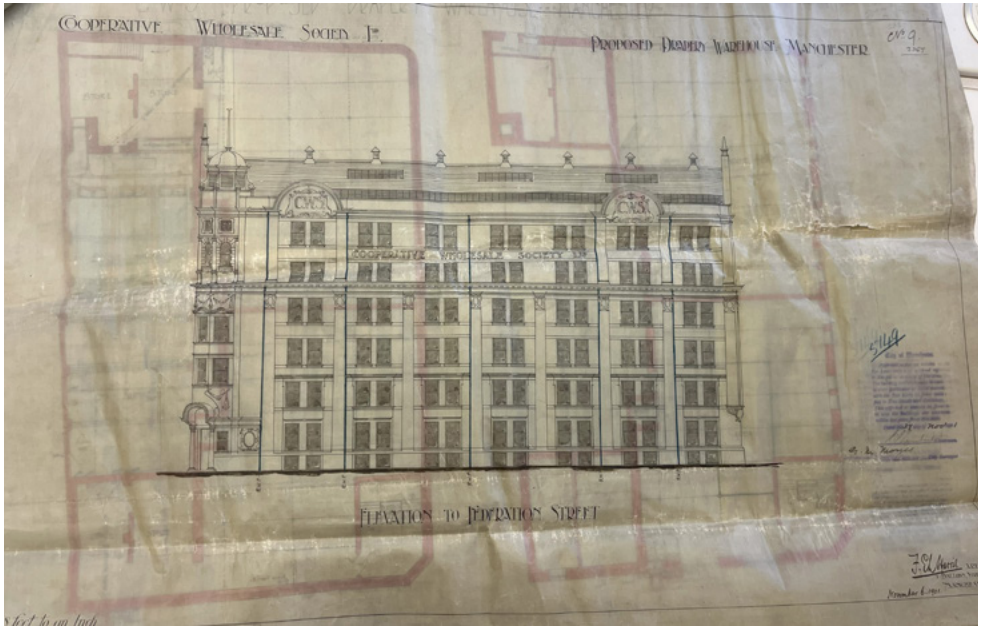
Plans dated 1901-03 and signed by the company's architect, F.E.L. Harris, depict six storeys over a basement, with the elevations in a Neo-Baroque style in red brick with sandstone dressings and carved detailing, and glazed brick to the giant pilasters and the lower sections of the walls **[Plates 2.3-2.10]**. There was a **pedestrian entrance to the canted corner** of Federation and Balloon Streets flanked by granite columns, and both the Hanover Street and Balloon Street elevations had **large double-door goods entrances**; white glazed bricks were used to face the interior courtyard to allow for light to be reflected into the building.

Internally, the **principal staircase** was located in the turreted tower at the corner of Federation and Balloon Streets and contained a passenger lift in its well (since replaced) and rich faience glazed tiling with the CWS emblems. There was a **secondary staircase** connecting the basement and mezzanine in the northeast corner of the building and at least two electric hoists running up through the building,

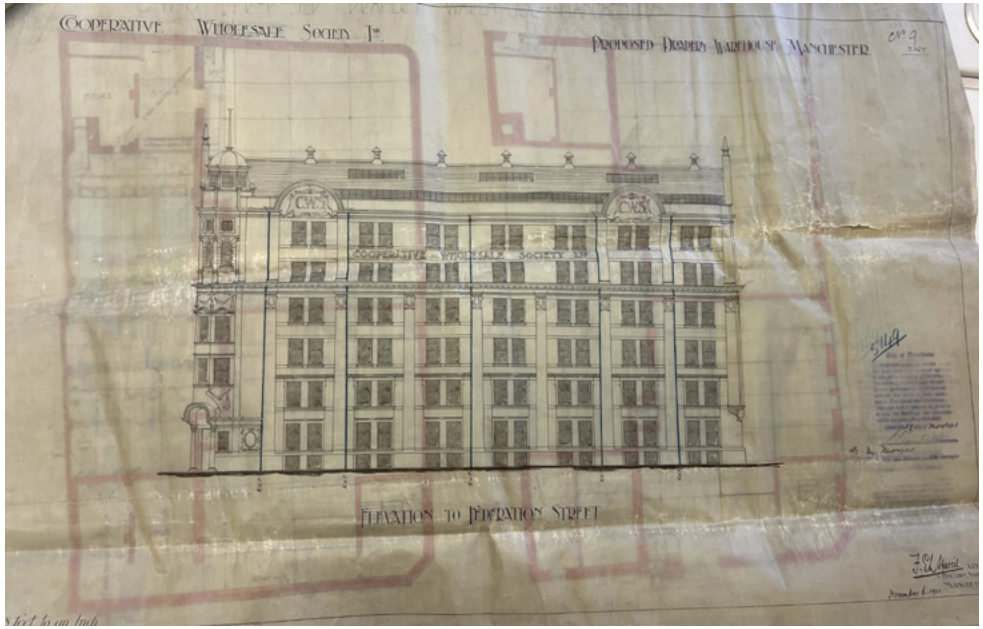
The eastern half of the **basement** was partitioned into two large rooms, one serving as an engine house, whilst to the west were smaller rooms containing stores, a boiler house and coal bunker. The coal bunker and boiler house were at a lower level to the rest of the basement and were accessed from a staircase adjoining the western side of the engine house.

The **ground and upper floors** were U-shaped. Plans surviving for the first to fourth floors show **large open plan store and showroom spaces** with large and numerous window openings providing natural light and ventilation. Around these spaces each floor had an office adjoining the principal staircase, two hoists on the western wall of the main (north-south) range, and lavatories in the ranges that projected westward. No plans from this period are known to exist for the first and fifth floors.

5 Stephen Levrant (2006), p. 7.



2.3 *1901 proposed E block elevation to Corporation Street (Manchester Archives)*



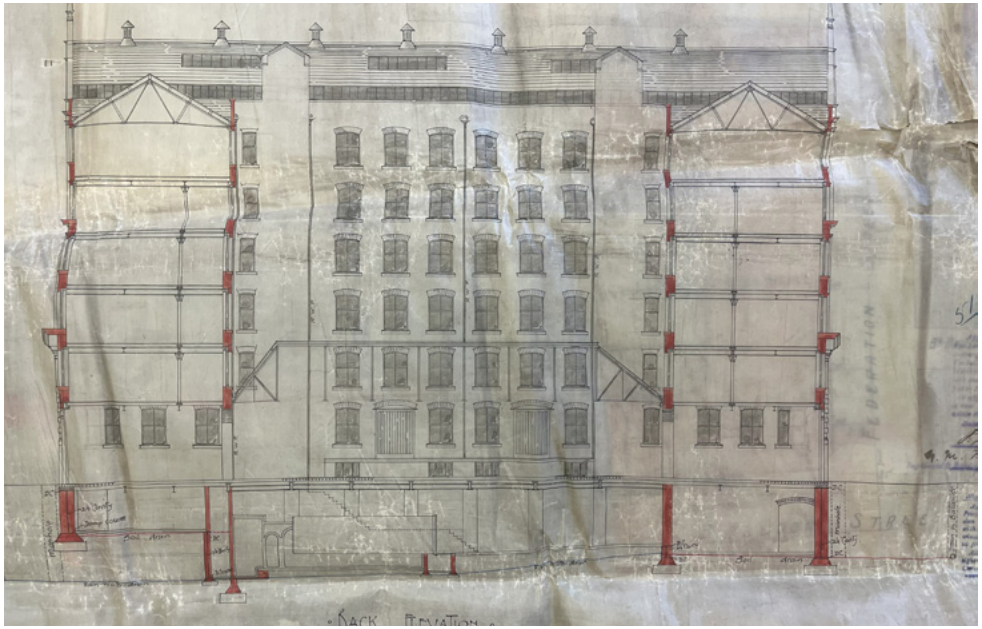
2.3 *1901 proposed E block elevation to Corporation Street (Manchester Archives)*



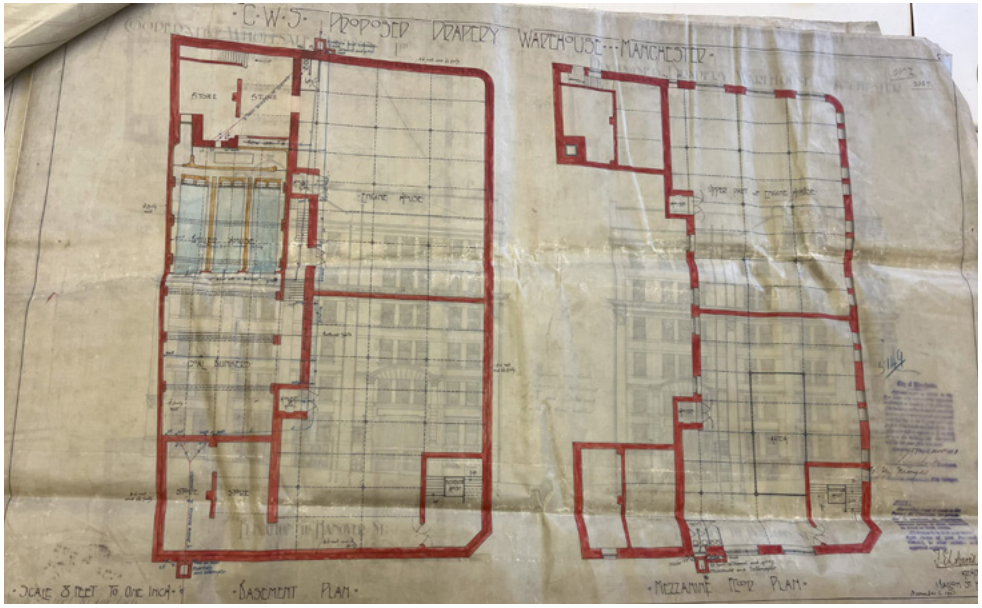
2.4 *1901 proposed E block elevations to Hanover and Balloon Streets (Manchester Archives)*



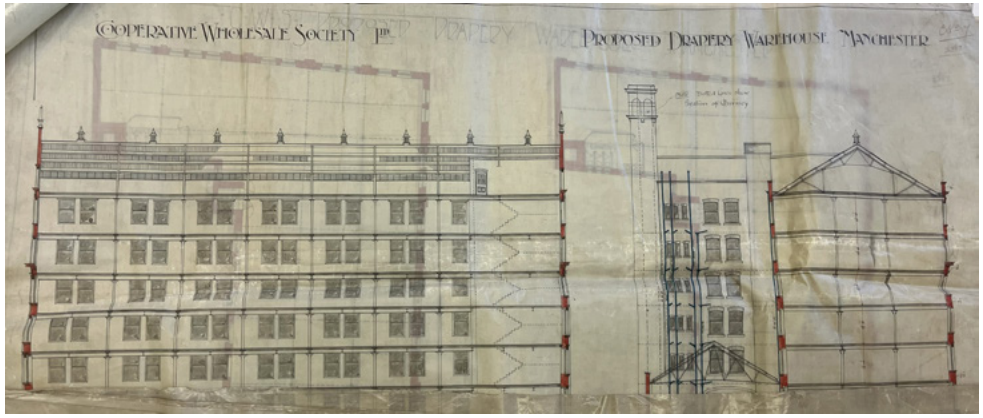
2.4 *1901 proposed E block elevations to Hanover and Balloon Streets (Manchester Archives)*



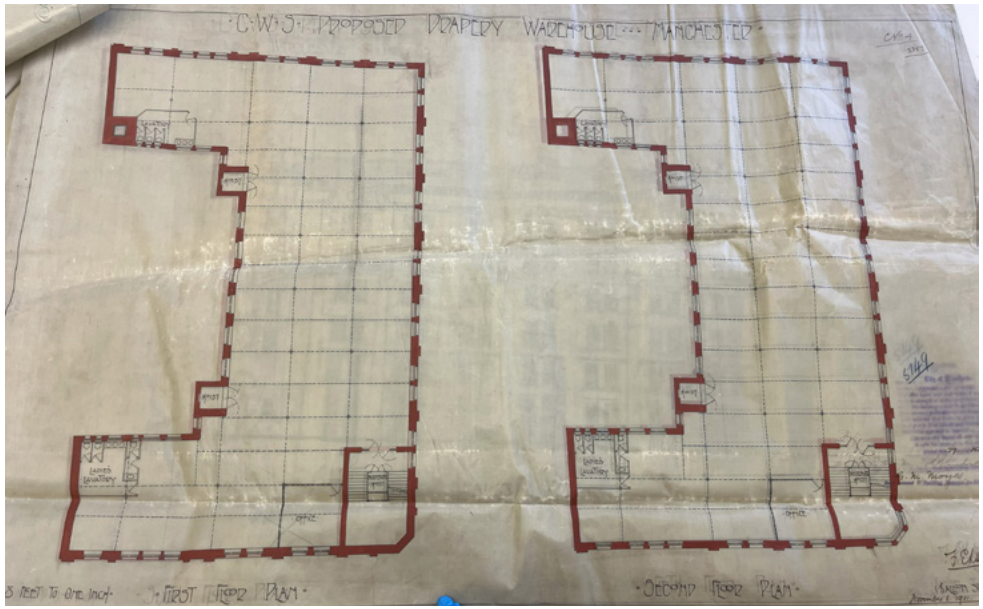
2.5 *1901 proposed E block rear elevation (Manchester Archives)*



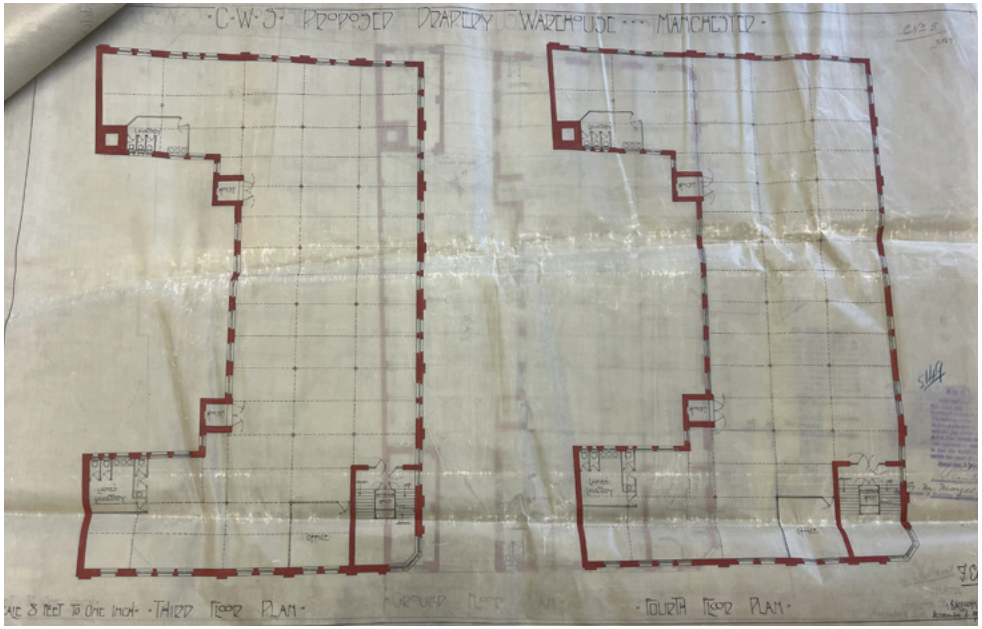
2.7 *1901 proposed E block basement and mezzanine plans (Manchester Archives)*



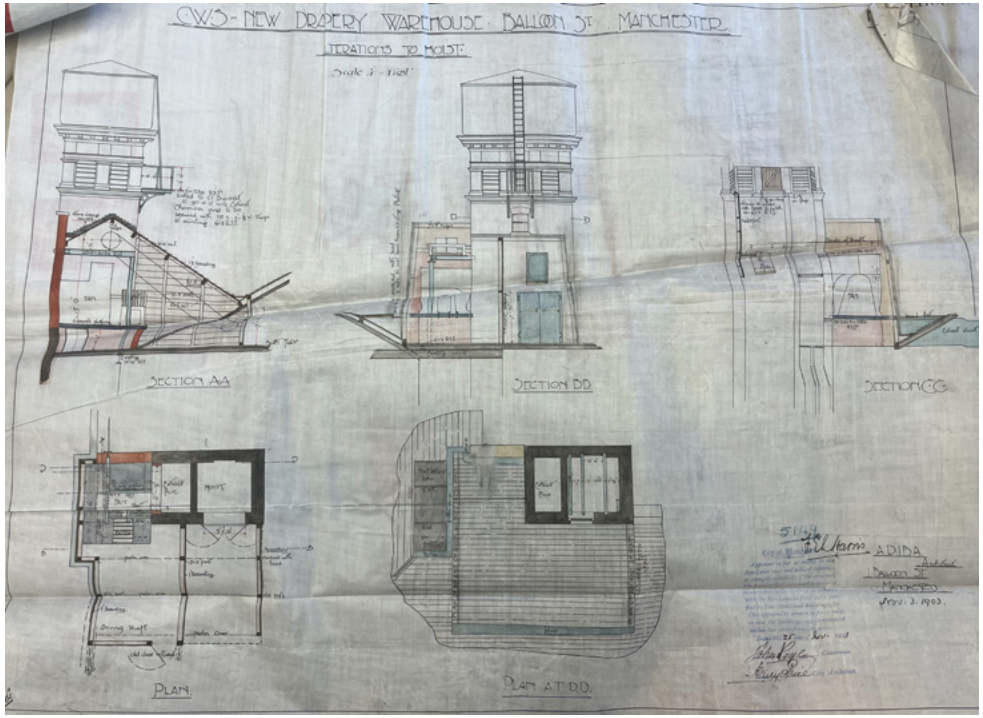
2.6 *1901 proposed E block section drawings (Manchester Archives)*



2.8 *1901 proposed E block first and second-floor plans (Manchester Archives)*



2.9 *1901 proposed E block third and fourth-floor plans (Manchester Archives)*



2.10 *1903 drawings of the E block tower and hoist (Manchester Archives)*

2.3.2 Design and Construction of Hanover House (1907)

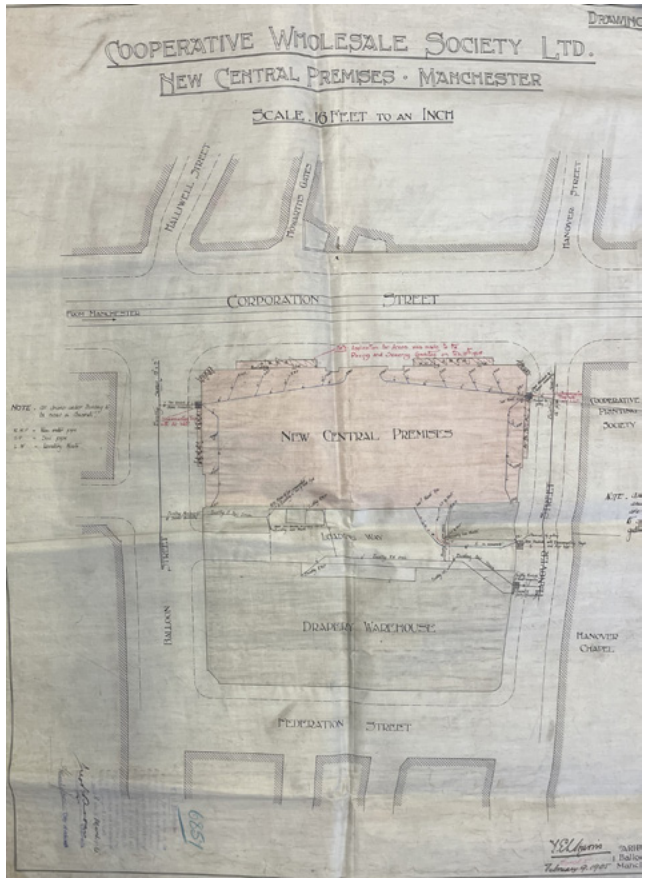
Company architect F.E.L. Harris also prepared plans in 1905 for a second building to the west side of E block. This 'New Central Premises,' as it was referred to on the drawings, was **intended for staff offices and an assembly hall for Co-Operative members**. It comprised five storeys over a basement and was designed in a more elaborate Neo-Baroque style than the existing E Block. The principal entrance was on Corporation Street **[Plates 2.11-22]**. The elevations to Hanover and Balloon Streets also featured **double-door entrances** to the building, whilst **turreted towers** at the corners of Balloon and Corporation Streets to the east and Hanover and Corporation Streets to the west contained exhaust vents. All floors (which had a cavity) and columns were constructed in **Ferro-Concrete**, with a partial steel frame, and the exterior was faced in red brick, granite and sandstone.

The **principal staircase** was situated in the centre of the building and extended from the basement to the principal first-floor level. **Secondary staircases**, extending from the basement to fifth floor, were located against either end of the northern wall of the building and also held passenger lifts in their wells.

The **basement warehouse space was open plan**, the **ground and first floors contained offices**, there were **board and committee rooms at second floor** and the **third floor comprised a suite of rooms.** The largest was the dining room, located against the northern wall of the building. This was surrounded by offices for an Architect and Surveyor, a drawing office, store room, smoke room, reading room and servery and a small dining room. On the third to fifth floors there were also **small wings for lavatories** projecting northwards over the loading bay. On the **fourth and fifth floors was the double-height assembly hall with a pitched roof,** with capacity for some 1,200 people. This was named the Mitchell Memorial Hall after J. T. W. Mitchell, the President of the CWS from 1874 to his death in 1895. Associated ancillary rooms on the fourth floor comprised a crush hall, cloak rooms, retiring rooms and a speaker's room, while there was a kitchen and additional retiring rooms on the fifth floor.

Internally, the fit out included areas of stained glass, mahogany, tile and polished marble and granite to the entrance halls and other principal public spaces, and mahogany panelling (with glazing above) to the corridors.[6]

Space was left between the E Block and Hanover House for a **loading way**, accessible from both Hanover and Balloon Streets and covered by a pitched glazed roof at first-floor level.



2.11 *1905 site plan, showing arrangement of E block and Hanover House (Manchester Archives)*

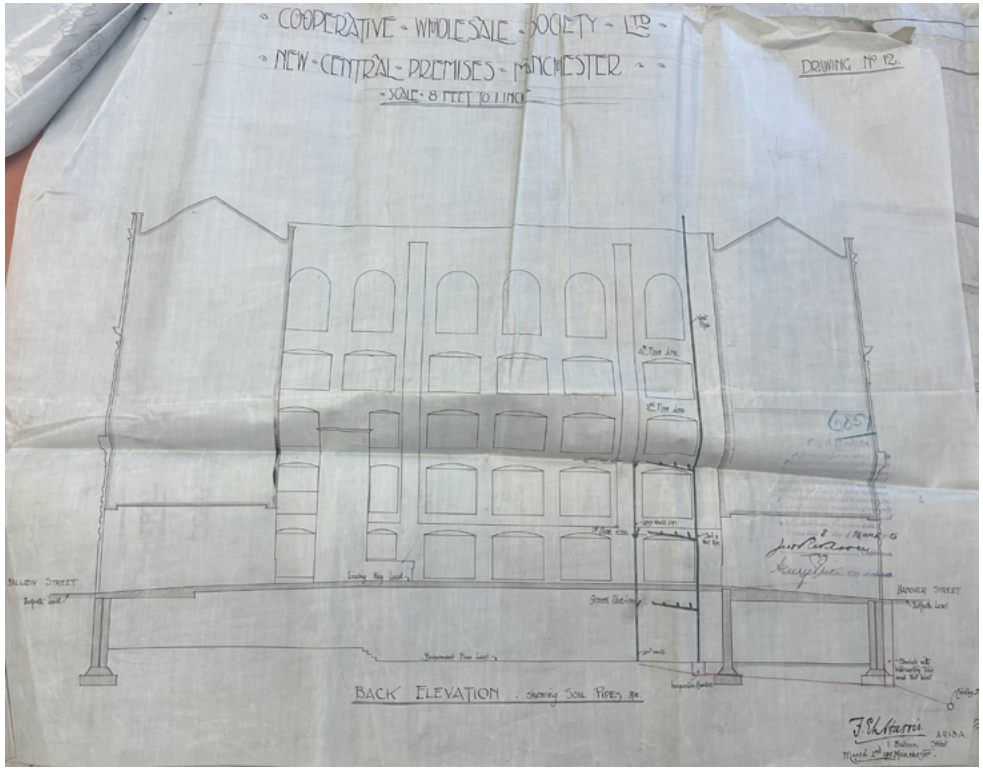
6 Ibid., p. 24.



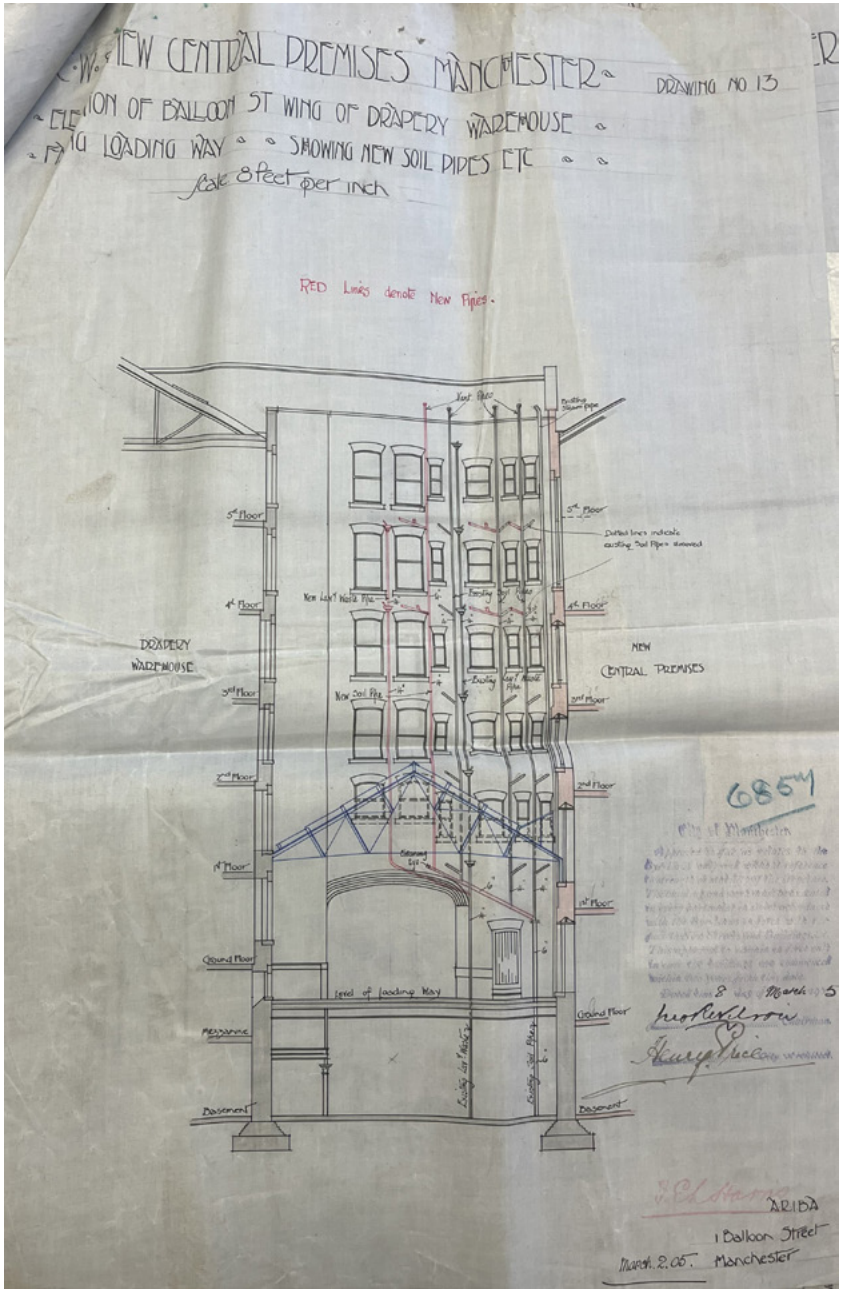
2.12 *1905 proposed Hanover House elevation to Corporation Street (Manchester Archives)*



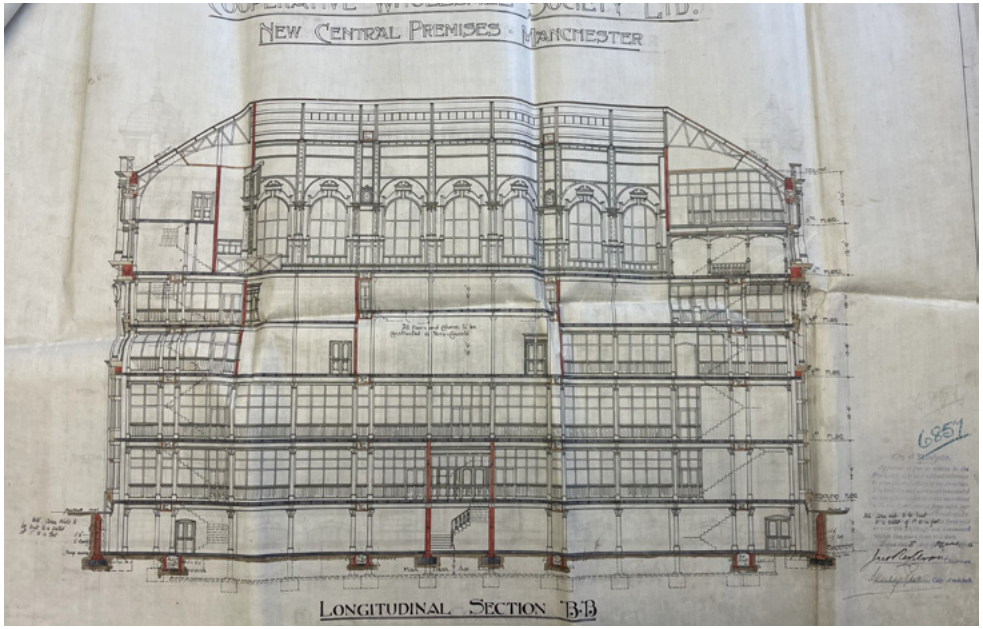
2.13 *1905 proposed Hanover House elevation to Balloon Street (Manchester Archives)*



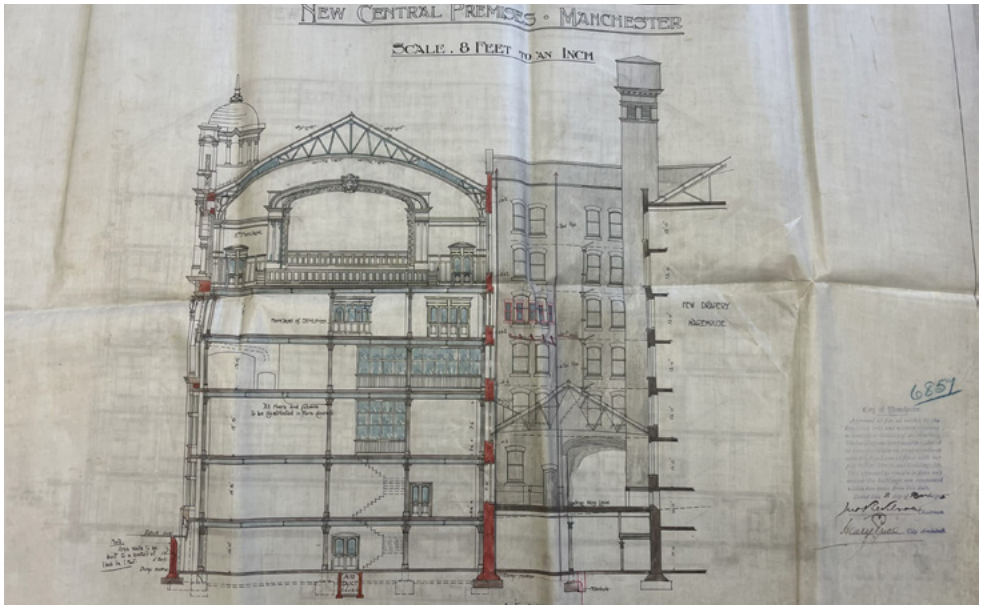
2.14 *1905 proposed Hanover House rear elevation (Manchester Archives)*



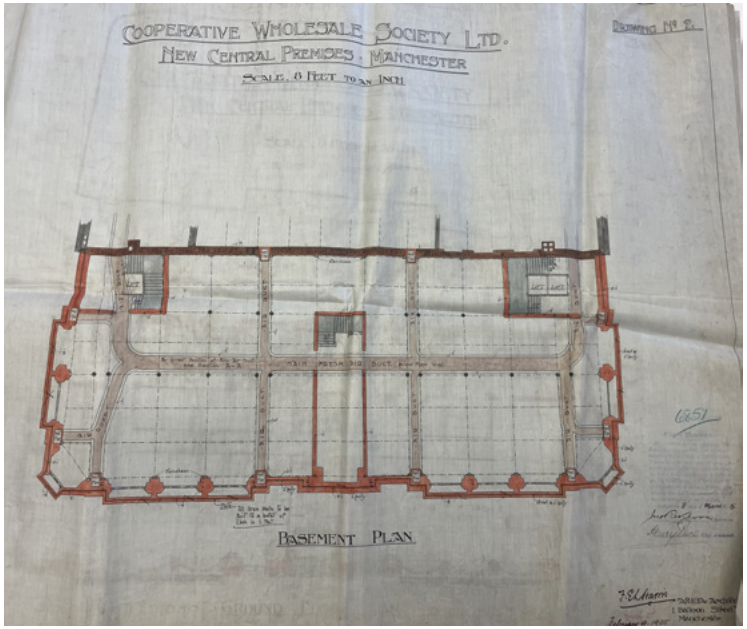
2.15 *1905 elevation of the Balloon Street wing of the E block (Manchester Archives)*



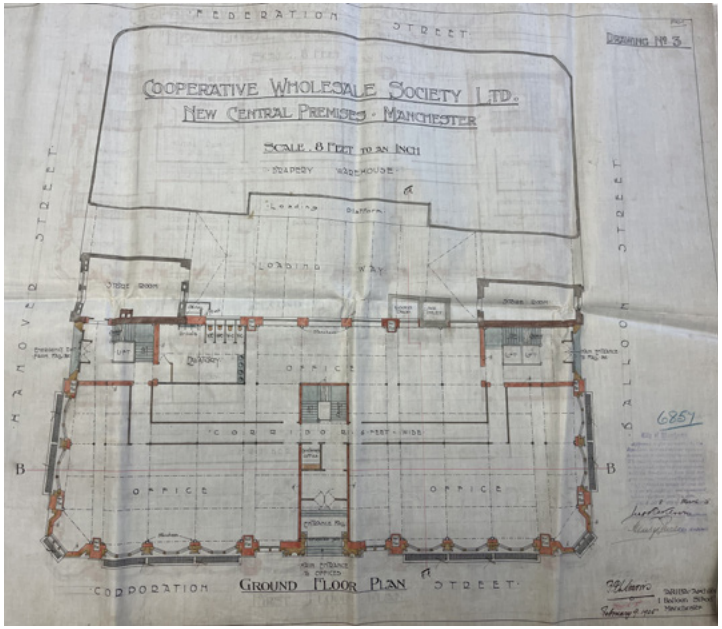
2.16 *1905 proposed Hanover House longitudinal section drawing (Manchester Archives)*



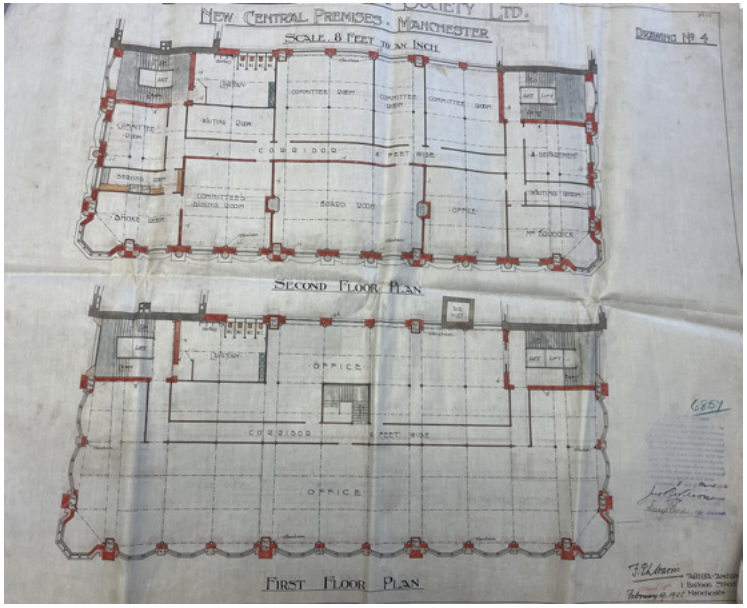
2.17 *1905 proposed Hanover House cross-section drawing (Manchester Archives)*



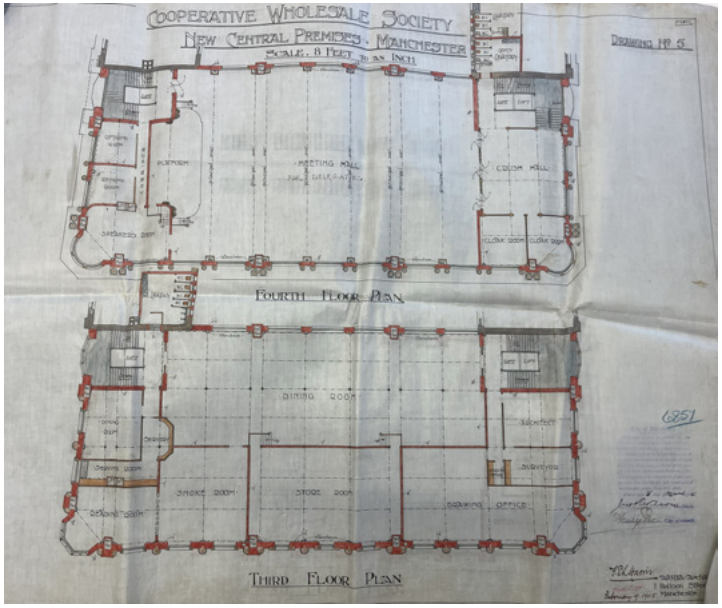
2.18 *1905 proposed Hanover House basement plan (Manchester Archives)*



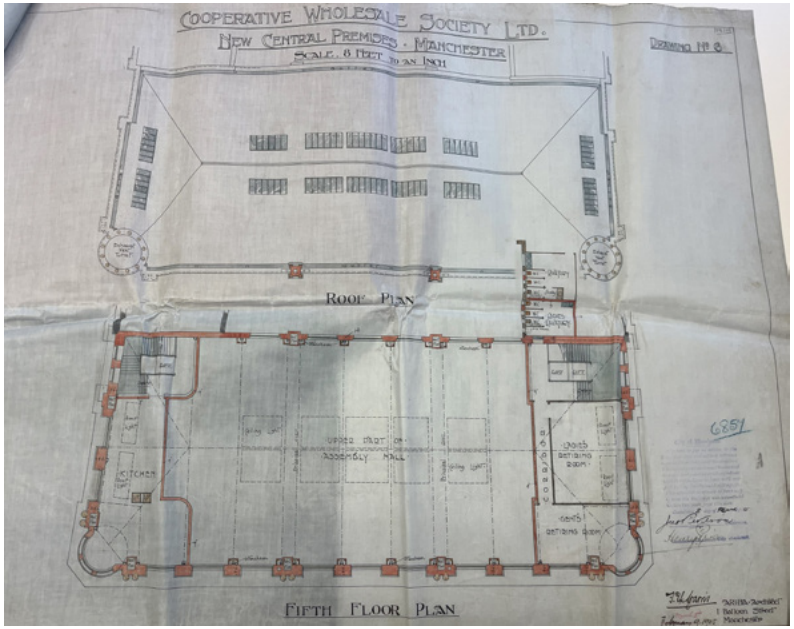
2.19 *1905 proposed Hanover House ground-floor plan (Manchester Archives)*



2.20 *1905 proposed Hanover House first and second-floor plans (Manchester Archives)*



2.21 *1905 proposed Hanover House third and fourth-floor plans (Manchester Archives)*



2.22 *1905 proposed fifth-floor and roof plans of Hanover House (Manchester Archives)*

2.3.3 Subsequent Use and Physical Changes[7]

E Block
E Block remained in use as a retail and wholesale warehouse and showroom until the 1970s, although with declining use from the late 1960s onwards. Its exterior is believed to have remained relatively unchanged over this period, the most consequential change being the addition of a pitched roof extension, housing a new concrete platform.

Internally, the greatest degree of cumulative **change was experienced at ground floor**, the floors above mainly retaining their open plan design, although generally with the **loss of most of the glazed screens** to the original office spaces. Other changes were more minor, including alterations such as the **addition of WCs** in the basement and at sixth floor and the insertion of hydraulic presses for use in packing. The **passenger lift** to the principal staircase was replaced, in the same position, in the post-war period and the **north goods lift shaft**, probably added soon after construction, remodelled in the interwar period. Across the building, the cast-iron ventilation grilles had also generally been lost.

The building's original purpose ceased in the late-1970s, with the **upper floors becoming redundant** and the lower floors used only for storage. This caused maintenance to be reduced and may also have contributed to an outbreak of what was diagnosed as rot, with internal plasterwork and skirting boards subsequently removed in its treatment.

A **fire was experienced on the sixth floor** (roof level) in 2015 and caused damage to the steel and timber roof structure, the masonry and parts of the cupola to the staircase. Lower floors were also affected by water damage.

Hanover House
Hanover House has experienced more substantial alterations, those of the 1930s onwards documented in archival plans. The earlier changes are less visible but include the **relocation of the dining room** to the basement by 1913, with the loss of the original dumb waiters occurring at a similar time or in the years immediately following. New **courtyard connections** had also been created by the 1930s.

A major phase of works took place in the **1930s** and affected the ground, first, second and third floors to varying degrees. On the ground floor the main entrance (to Corporation Street) was remodelled, adding a **new lobby and a replacement stairwell**, both in pre-cast concrete with Art-Deco finishes of bronze and stone, the staircore re-designed to accommodate an **additional lift**. The office space and the WCs were subdivided and **Art-Deco features** including marble clad surfaces, bronze handrails, iron wall sconces, and glazed doors were added across the floor, whilst a new revolving door was inserted at Balloon Street. Above, the dining room on the third floor was reinstated and this floor as a whole converted to **leisure use**, the Architects Department becoming a Ladies' Room.

Bomb damage sustained during the Manchester Blitz of December 1940 destroyed the **roof structure to the fourth-floor and roof-level assembly hall** and also caused the loss of the **domed corner turrets**. Reconstructed on the fourth floor only, the assembly hall was rebuilt in the 1960s as offices, to designs by CWS National Chief Architect G.S. Hay and CWS Regional Architect J.R Tucker, with smaller rectangular windows inserted within the original arched openings.

Successive phases of works in the 1960s brought further change to the interior and exterior, on all floors, altered the **roof design**, remodelled the **secretarial block**, **removed the central staircase**, refurbished the boiler house and converted the **ground floor for Travel Department use**. Externally, the **glazed canopy to the courtyard was replaced** with a solid roof in or after 1968. G-Block, which formed a pair with Hanover House, was demolished in the following decade in preparation for the construction of the new Headquarters.

Other changes led the **Balloon Street entrance** to rise to prominence (with the Corporation Street doorway blocked up), whilst the open p**lan offices on the first floor were subdivided** and **high-status spaces on the second floor,** including the Boardroom and Drapery Sub-Committee Rooms, lost and their original features removed. More generally, **partition walls, raised floors and suspended ceilings** were added, staircase tiles were overpainted, and Edwardian features such as fireplaces and dumbwaiters were removed.

The building remained in use as Co-Operative Group offices into the 21st century.

7 This section uses information from ibid., pp. 7-26.

2.3.4 21st Century Changes[8]

A programme of works was approved in 2016 and sought to bring the building into retail use at basement and ground floor and as office accommodation on the floors above. This included a refurbishment of the exterior, the reopening of the Corporation Street entrance to Hanover House, alterations to the atrium (and the insertion of bridge links above), the addition of new mezzanine floors and a roof-level extension and plant room to Hanover House, and a like-for-like replacement of the fire-damaged roof to E-Block.

In the **courtyard**, the loadbearing concrete slab was replaced and the points of access were reopened. The felt-covered **atrium** structure was removed and replaced by a new ETFE roof with smoke louvres, supported by the existing parapet walls, and **steel and glass bridges** were added above, connecting with new entrances inserted within the courtyard windows. Adjacent, a new liftshaft was also added inside the courtyard, with access to the interior via similar converted window openings.

Across the building, the fabric was **cleaned and restored**, **doors and windows were repaired or replaced**, **secondary glazing** was installed and **ventilation louvres** were added in certain ground-floor window openings. Ground-floor windows to E-Block were reopened (reusing the existing windows where possible) and the metal casement windows to Hanover House were fixed shut to accommodate the introduction of a mechanical ventilation system.

At **Hanover House**, additional works to the exterior included the removal of the ground-floor arch and the alteration of the granite plinth, the **lowering of the elevation and fenestration** to support retail use, and the reopening of blocked windows at ground and basement levels. The **corner window to Corporation Street/Hanover Street was also converted** into a doorway and the **original arched window openings at fourth floor** were reopened. At roof level, the new extension was fitted with a **mansard roof** that was clad in GRC and glazing.

In **E Block**, external works included the **reinstatement of the corner entrance at Balloon Street/Federation Street** and the **reopening of blocked windows** at ground and basement level. Internally, the internal stairwells were restored, the removed plasterwork and skirting reinstated, and raised floors inserted to accommodate services.

2.4 Architect Biography: F. E. L. Harris

F.E.L (Francis, Eldred Lodge) Harris was born in 1864 in Bristol and attended the Merchant Venturers College and Bristol School of Art. After beginning his career s a builder's clerk, and having been accepted an Associate of the Royal Institute of British Architects (ARIBA), he set up in practice in Chelmsford in 1889.

In 1897 Haris he was appointed to lead the Co-Operative Wholesale Society's (CSW) Architects Department, which had been formed in the year before and was based at Balloon Street. He went on to supervise the designs of all of the CWS's buildings, structures and extensions both within the UK and abroad, those in the CWS's Manchester estate including the Cooperative Bank on Corporation Street (demolished), Holyoake House on Hanover Street (Grade II) and the Federation Building, Balloon Street (non-designated heritage asset).

Harris also designed a number of mills for the CWS, including Dunston Flour Mill, Gateshead (demolished), Silvertown Flour Mill, London (non-designated heritage asset) and Avonmouth Flour and Provender Mills in Bristol (demolished). Several of these mills made an early use of reinforced concrete.

Harris continued in the role until 1918 and died in 1924, having retired to Congleton.

2.5 Relevant Planning History

100005/FO/2012/C1; 2013; Approved
External alterations to restore and refurbish building to accommodate office (Class B1) use (floors 1 to 6), shop (Class A1) use, or financial and professional services (Class A2) use or restaurant and cafe use or (Class A3) (ground floor and basement) or commercial storage space (Class B8) (upper and lower basement) including works to open connection between Hanover Street and Balloon Street within covered atrium, insert bridge links within atrium , alterations to facades including windows and entrances, addition of roof level extension and plant room.

100010/LO/2012/C1; 2013; Approved
LISTED BUILDING CONSENT for internal and external alterations to restore and refurbish building including opening connection between Hanover Street and Balloon Street within covered atrium, insertion of bridge

8 This section uses information from ibid., pp. 7-26.

links within atrium ,external alterations to facades including windows and entrances, addition of roof level extension and plant room, all associated with scheme to accommodate office (Class B1) use (floors 1 to 6), shop (Class A1) use, or financial and professional services (Class A2) use or restaurant and cafe use or (Class A3) (ground floor and basement) and commercial storage space (Class B8) (basement).

112136/FO/2016/C1: Approved
External alterations to restore and refurbish building to accommodate office (Class B1)use (floors 1 to 6), shop (Class A1) use, or financial and professional services (Class A2) use or restaurant and cafe use or (Class A3) (ground floor and basement) or commercial storage space (Class B8) (upper and lower basement) including works to open connection between Hanover Street and Balloon Street within covered atrium, insert bridge links within atrium , alterations to facades including to windows and entrances, addition of roof level extension and plant room and new roof to E-block (to replace the existing fire damaged roof).

112137/LO/2016/C1: Approved
Listed Building Consent for Internal and external alterations to restore and refurbish building to accommodate office (Class B1)use (floors 1 to 6), shop (Class A1) use, or financial and professional services (Class A2) use or restaurant and cafe use or (Class A3) (ground floor and basement) or commercial storage space (Class B8) (upper and lower basement) including works to open connection between Hanover Street and Balloon Street within covered atrium, insert bridge links within atrium , alterations to facades including to windows and entrances, addition of roof level extension and plant room and new roof to E-block (to replace the existing fire damaged roof).

122982/LO/2019: Approved
LISTED BUILDING CONSENT for internal works associated with tenant's internal fit-out works to ground to 5th floors comprising: Installation of speed gates to principal ground floor entrance lobby; removal of existing modern staircase to third floor mezzanine level and replacement with Part M compliant access ramp; installation of new meeting room partition walls, acoustic attenuation, suspended ceilings, lighting, and related works; Installation of Mechanical and Electrical Services and kitchenette facilities.

128890/FO/2020: Approved
Planning permission for the expansion of use classes in the ground and lower ground units of Grade II Listed Hanover Building and E-Block to Use Class E and Sui generis (drinking establishment); together with the creation of new entrances at ground floor level, external plant and associated works.

128891/LO/2020: Approved
Listed Building Consent for internal and external alterations to the ground and lower ground floor, including new entrances, installation of plant, and associated works and internal fit out of Unit 4.

142333/LO/2025: Approved
Listed Building Consent for internal alterations at ground and second floor levels.

143684/LO/2025: Approved
Internal alterations and office fitout at first floor level (east block only).

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3.0 Site Survey Descriptions

3.1 The Setting of the Building and the Conservation Area Context

The Hanover Building occupies an entire city block within the Co-Operative Estate and is situated within the Shudehill Conservation Area, forming part of the wider NOMA regeneration area. Its principal façade presents to Corporation Street (the west), where it faces a cylindrical 13-storey glazed hotel block and the modern canopy at Victoria Station, the strip of land between the station and Corporation Street now being redeveloped with the New Vic; two modern blocks of scale rising 20 and 25 storeys high, with the Victoria Station canopy behind **[Plates 3.1 – 3.2]**.

The return elevations front onto Hanover and Balloon Streets and the rear to Federation Street, the narrow Balloon and Hanover Streets here enclosed to either side by tall commercial buildings. Directly opposite on Hanover Street is the Old Bank Building, a six-storey stone-faced interwar CWS building, the recently completed Sadler's Yard square situated adjacent and containing small wooden structures and a contemporary public realm, framed by further Co-Operative buildings to the side and rear. The Modernist 1960s office block and lower concert hall of the CIS New Century House rise above the square to its rear, the upper levels of the glazed 16-storey, 21st century Co-Operative Group Headquarters visible beyond. Enclosing the square to the east is the Neo-Baroque, faienced, CWS Edwardian Holyoake House, the CWS's 1930s Dutch Modernist Redfern Building situated behind and the tower of the 1972 CIS Building rising above. To Federation Street the building faces the 1920s Federation Building, a six-storey CWS drapery warehouse in the classical style, the city block completed by an interwar Art-Deco warehouse building of six storeys also built for the CWS **[Plates 3.3-3.7]**.

Facing each other across Hanover Street, the Hanover Building and Holyoake House and the Federation and Old Bank Buildings together comprise the Co-Operative "Listed Estate", displaying a variety of early-20th century materials and styles but united by their courtyard-style forms and imposing commercial architecture. The outlook to Balloon Street in the south is, by contrast, much more modern. Here the Hanover Building faces a late-20th century six-storey Co-Operative Bank office block with mansard roof, the austere side elevation of the 1970s Arndale Shopping Centre lying to the east, the street itself now dominated by the Metrolink lines **[Plate 3.8]**.

The Hanover Building is situated in the northwest corner of the Shudehill Conservation Area, which is bound by Corporation Street to the west, Withy Grove to the south and Shudehill to the east. Hanover Street forms the north of its boundary, with small projections that include the Old Bank Building in the northwest and a remnant group of unrelated smaller Victorian commercial buildings at the northeast. This is an area varied in its historic character, combining the Co-Operative "Listed Estate" in its west, smaller scale 18th century commercial buildings that front onto Shudehill in the east, and a small number of remnant Victorian industrial buildings of large footprint and scale, situated mainly to the latters' rear. Shudehill itself is a major route into the city centre and is dominated at its northeast end by the utilitarian Shudehill Bus Station and Metrolink Interchange to its west, their rears facing to the east side of the "Listed Estate" on Dantzic Street. There is a similar effect at the south of Withy Grove/ Shudehill, where the road is enclosed by the late-20th century red-brick Printworks leisure complex in the north (and, lying beyond the conservation area, the 1970s block-like Arndale Centre to the south).

The Co-Operative Estate extends from the modern Co-Operative Bank building at the corner of the Printworks development to the southern side of the Ring Road, wrapping around the rear of the Shudehill Bus Station and Interchange. The interwar and post-war section to the north of Hanover Street lies beyond the Shudehill Conservation Area but maintains the city block plan form, albeit with a more open townscape, the block to the immediate north of the Hanover Building containing the new square and the gardens to New Century House and the blocks to its northeast surface-level car parks. The contemporary Co-Operative Group Headquarters sits to the north of these blocks, breaking through the previous boundary of the Ring Road, and here the development is entirely modern and the block plan entirely lost, the urban grain becoming much looser.

The Cathedral Conservation Area is located to the southwest, the boundaries of the two conservation areas meeting on Corporation Street. The Cathedral Conservation Area runs to the River Irwell, its townscape, the retained historic street plan of the medieval core and the variety of buildings, which range from the medieval to the modern, contrasting significantly with the more consistent streetscape of the (former) Co-Operative buildings. Here, the tall buildings, built hard against the pavement and filling the townscape blocks, generally consistent building line, and stronger urban grain, create a far more tight-knit townscape, with a canyoning effect to Corporation Street in particular.



3.1 *Facing side of Corporation Street including Victoria Station*



3.2 *Facing side of Corporation Street*



3.3 *Old Bank Building*



3.4 *New Century House, Hall and Sadler's Yard*



3.5 *Channelled view to Sadler's Yard*



3.6 *Federation Building - Bloom Street*



3.7 *Holyoake House*



3.8 *Late-20th century six-storey Co-Operative Bank office block*

3.2 Hanover Building

The Hanover Building as it is known today comprises Hanover House and E Block buildings of the CWS estate; both of a roughly rectangular plan form (E Block a C shape at upper floors, oversailing the former loading entrances) and occupying a full city block. The pair were connected as part of a scheme of works consented in 2016 which saw their extensive renovation and alteration for conversion to office use (with retail at ground floor) as part of the NOMA redevelopment of the area. Whilst E Block was constructed as an entirely independent building the principal façade of the combined building is orientated fronting on to Corporation Street (Hanover House's principal façade), with access from the central entrance here. Connectivity between the blocks is via the central, enclosed atrium between the two and the contemporary walkways and lift cores that are located here.

E Block is a load-bearing, brick construction with reinforced concrete floors and cavity walls. Hanover House followed this construction method albeit with a slightly improved design, its later date allowing the use of a partially steel frame combined with ferro-concrete and cavity walls. The contrasting decorative schemes internally reflect the differing construction dates but also, and more significantly, their differing functions, E Block as a drapery warehouse / showroom and Hanover House as offices – including the CWS Architects Department – and spaces to accommodate social functions.

3.2.1 Hanover House Exterior

Hanover House is a Neo-Baroque building arranged over four storeys with a basement and attic storey and a contemporary mansard erected in 2016-2018. It is constructed in red brick with sandstone dressings that include carved depictions and cartouches, and polished granite. The cartouches depict the places where CWS was operating at the time of construction. The composition is arranged over 9 bays defined by sandstone columns, grouped into three by giant pilasters that are finished in glazed brick. A pronounced dentil cornice defines the attic storey, which comprises coupled Corinthian columns defining a colonnade of double-height arched contemporary windows with spandrel panel and roundels with a balustrade parapet. Corners are canted with modern doors inserted, with drums at attic level, the historic dome turrets lost during World War II. To the centre of the façade is a large black granite door piece that includes a round-headed doorway with a modern glazed door and screen flanked by niches with side windows, frieze letters stating 'COOPERATIVE WHOLESALE SOCIETY LIMITED'. To the basement are tripartite segmental-headed windows set within the Aberdeen granite plinth, whilst large canted casement windows with stone mullions and transoms serve the ground and first floors. At second and third floors are giant colonnades whilst the third-floor windows have keyed open segmental pediments.

This composition returns for two paired bays to both Hanover Street and Balloon Street before the two further entrances. Here a stone decorative arch breaks the cornice line with an arched recessed window and two canted bays to the storeys below, all framed by glazed brick pilasters. Large entrances have arched granite doorcases with a keystone projecting over a bracketed balustrade above. Doors are tripartite, timber and glazed, with margin lights, egg and dart cornice and a fanlight above **[Plates 3.9 – 3.16]**.



3.9 *Hanover Building - Corporation Street facade*



3.10 *Hanover Building - Corporation and Balloon Street facades*



3.12 *Hanover Building - principal entrance*



3.11 *Hanover Building - Federation Street facade*



3.13 *Hanover House - Bloom Street entrance*



3.14 *Hanover Building - Hanover Street entrance*



3.15 *Hanover House - glazed brick pilaster with sandstone cartouche*



3.16 *Hanover House - contemporary attic windows and roof extension*

3.2.2 E Block Exterior

E Block was constructed in red brick with glazed brick to the pilasters and again has sandstone dressings, cartouches and decorative sandstone carvings of a slightly smaller scale. There is also a continuation of the fourth-floor cornice, albeit with less pronounced dentillation. The fenestration pattern to E Block is simpler and of a more uniform composition, as would be expected of its more functional warehouse design, with paired one-over-one sash windows in bays framed by the pilasters. There are again sandstone dressings, including architraves, at ground and first floors (and more decorative pediment detailing to first floor) and simpler sandstone banding to the floors above. Exposed basement windows stack with the ground floor windows above, these being of varying scales here to mediate the change in street level. Similarly, the balustrade at roof level is also a simpler brick design. The canted public entrance on the corner with Balloon Street is more ornate, an arched sandstone doorcase with keystone framed with granite columns, a sandstone blind arcade above, and decorative carvings below the cornice with the building date of 1903. Above, decorative arched windows with keystones are framed by columns, the turret retained at roof level. This modelled roofline is continued with decorative arched pediments breaking the roofline to all facades (two to Federation Street), bearing tripartite segmental windows.

High level lettering displays 'COOPERATIVE WHOLESALE SOCIETY LTD' to Federation Street with street names forming handsome carvings on the corner of Federation Street and Hanover Street. The north and south entrances into the former loading bay disrupt the composition, four asymmetric bays sitting over the entrance gates (decorative metal) with framing brick pilasters with stone dressings, and a segmental pediment with keystone set above a tripartite window arrangement **[Plates 3.17 – 3.22]**.



3.17 *E Block - Bloom Street facade and public entrance*



3.18 *E Block - Federation Street facade and public entrance*



3.19 *E Block - Federation Street facade*



3.20 *E Block - Bloom Street loading entrance*



3.21 *E Block - Hanover Street loading entrance*



3.22 *E Block - Federation Street - Hanover Street sandstone carving*

3.2.3 Atrium

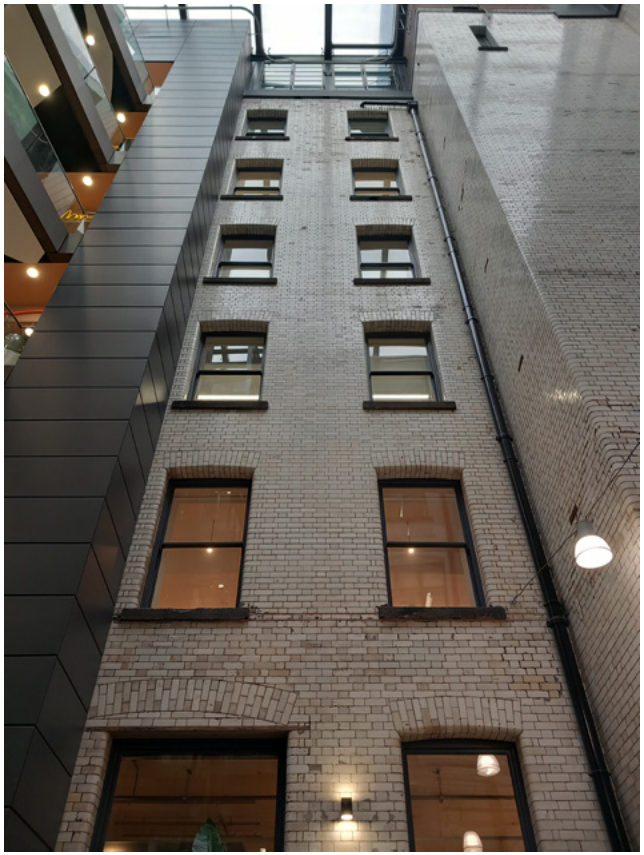
The character of the atrium has been changed significantly as a result of the refurbishment for office use in 2016-2018 and the building now includes a contemporary glazed roof and walkways that span across the centre between each floor, contemporary lift cores and service risers, and glazed screens inserted into the openings from Balloon Street and Hanover Street. A new floor was also inserted as part of the conversion works. The majority of the openings have been infilled at ground floor with painted or glazed brick but the original openings remain evident with lintels, sills and brick arches remaining. To the upper floors the one-over-one sashes remain to E Block with large casements to Hanover House – the latter being contemporary double-height windows with spandrels to the attic storey. The flooring was also replaced in 2016-2018. The contrasting design of the contemporary additions has successfully revitalised what would have been a very much back-of-house space without competing with the historic character and features **[Plates 3.23 – 3.25]**.



3.25 *Atrium - contemporary roof*



3.23 *Atrium - inserted liftcores and walkways*



3.24 *Atrium - one-over-one sash windows and comtemporary service riser*

3.3 The Building Internally

3.3.1 Entrance and Atrium

The principal access into the building is from Corporation Street into the main reception area, which has a 1930s remodelling with marble stairs and bronze handrails, marble wall finishes and a coffered ceiling. At the rear of the entrance area is the contemporary lift core, which runs up the atrium façade of the Hanover Building. A 1930s stair is centrally located and originally ran up to the second-floor manager's offices (this stair was extended as part of the 2016-2018 works); lined in terrazzo with a bronze handrail it has a more Art-Deco style reflective of its date than the two further staircores serving the building **[Plates 3.26 – 3.28]**.

The circulation cores and entrances from Balloon Street and Hanover Streets (now limited to serving escape stairs) have decorative stairs with blue/cream faience tiles to the dado panel, mouldings and archives; tiles displaying the CWS emblem and Labor and Wait mottos are also incorporated into the dado panel. A lift encased in modern plasterboard runs the height of the open well with its original iron balustrade with mahogany handrail retained, sections removed to landing areas. Modern partitions and short flights of stairs with simple framed openings provide access to each floor whilst the original openings are now infilled, albeit with the decorative faience doorcases largely retained. Service risers mounted to the walls also run the full height **[Plates 3.29 – 3.39]**.

The main public entrance into E Block was from Balloon Street (now an escape stair) and likewise has decorative stairs with faience tiles – here in a more naturalistic set of colours and motifs including brown, green and yellow tones and with the CWS emblem in the border tiles. Decorative iron railings with mahogany handrails remain caulked into the stone stair (now painted) and there are chequered board tiles to the ground floor entrance. Again, some doorways have been infilled but retain the faience tiles doorcases, whilst at first floor a mahogany glazed screen provides access from the modern corridor at the rear of the office floorplate **[Plates 3.40 – 3.43]**.



3.26 *Hanover Building, central staircore - reception entrance*



3.27 *Hanover Building, central staircore - terrazzo finish*



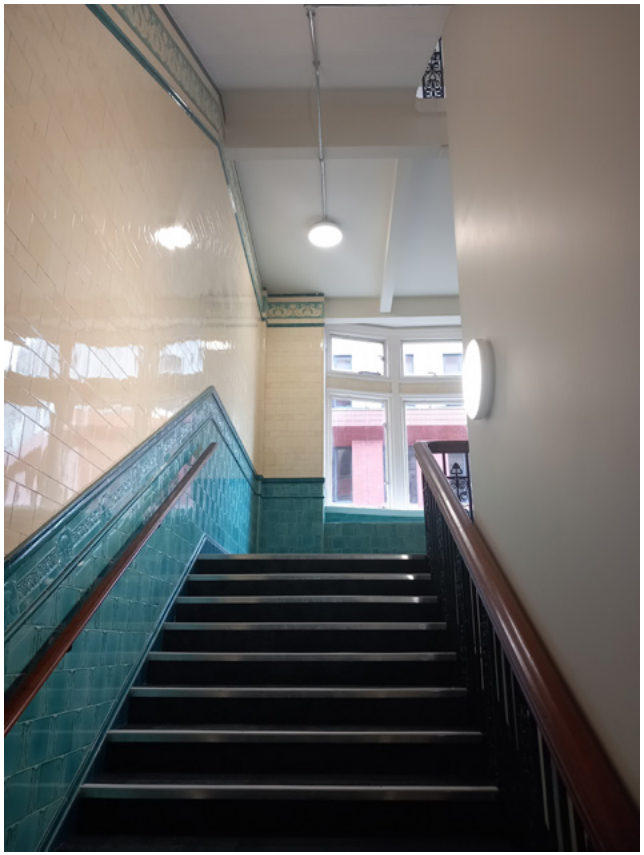
3.28 *Hanover Building, central staircore - Art Deco plaster ceiling*



3.29 *Hanover Building, Bloom Street staircore - entrance*



3.30 *Hanover Building, Bloom Street staircore - CWS dado emblem*



3.31 *Hanover Building, Bloom Street staircore*



3.32 *Hanover Building, Bloom Street staircore - lift*



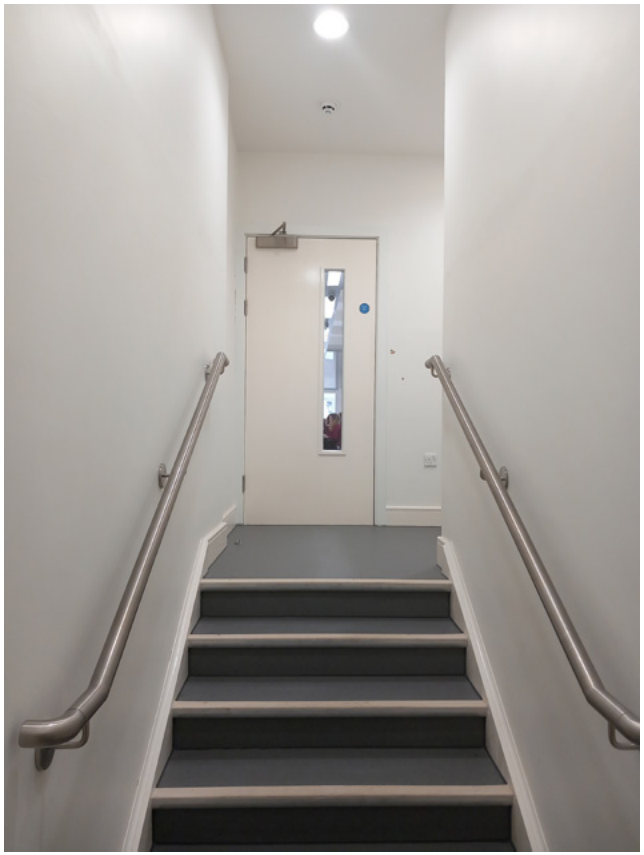
3.33 *Hanover Building, Bloom Street staircore - blocked openings*



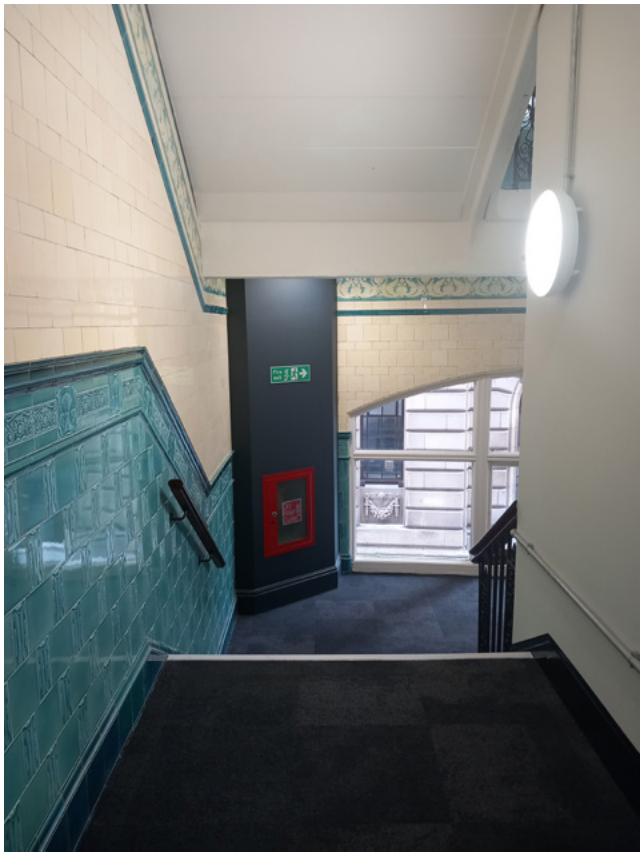
3.34 *Hanover Building, Bloom Street staircore - CWS emblem*



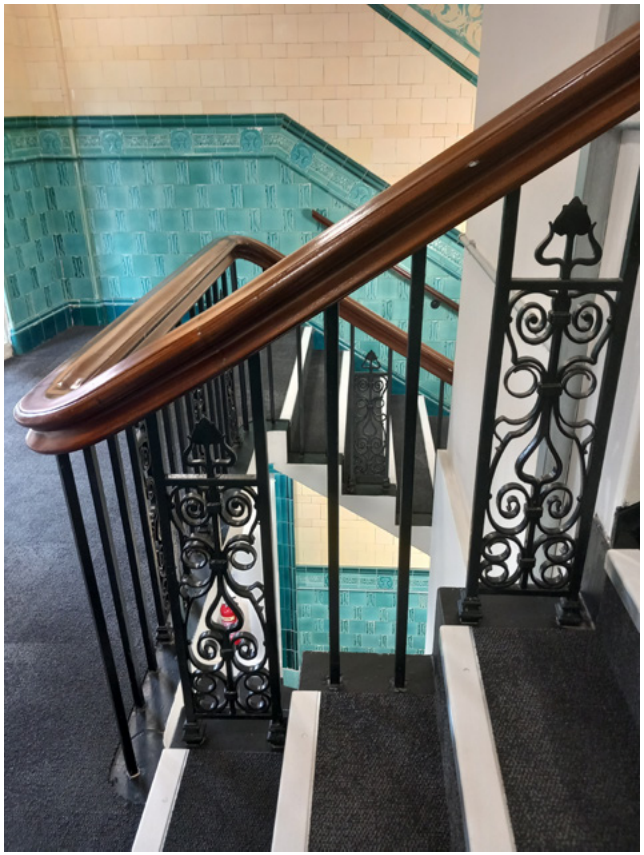
3.35 *Hanover Building, Bloom Street staircore - service riser*



3.36 *Hanover Building, Bloom Street staircore - comtemporary access stairs*



3.37 *Hanover Building, Hanover Street staircore*



3.38 *Hanover Building, Hanover Street staircore - balustrade*



3.39 *Hanover Building, Hanover Street staircore - opening*



3.40 *E block staircore - entrance*



3.41 *E block staircore*



3.42 *E block staircore - dado emblem*



3.43 *E block staircore - landing screen*

4.0 Assessment of Significance

4.1 Introduction

The purpose of this section is to provide an assessment of significance of the Hanover Building so that the proposals for change to the first and second floors and atrium are fully informed as to its significance and that the effect of the proposals on that significance can be evaluated.

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

4.2.1 Shudehill Conservation Area

The Hanover Building makes a particular contribution to the character and appearance of the Shudehill Conservation Area as a representation of the expansion of the CWS during the late-Victorian and Edwardian periods, redeveloping the former tight-grained Georgian townscape with larger-scale and grand blocks that are emblematic of the city of Manchester today. Whilst remaining as fragments of this particular period of expansion, today they form part of the larger CWS estate that developed in this part of the city across the 20th century more broadly; this has created a distinctive townscape with a layering of architectural set pieces of the highest quality, each reflecting the architectural fashions of their time. This ranges from the Edwardian Baroque of Holyoake House and the interwar Dutch modernism of the Redfern Building through to the striking modernism of New Century House and the CIS tower. The NOMA scheme now being undertaken (including the 2016-2018 refurbishment and conversion of Hanover House and E Block) forms the next phase in the identity of this part of the city, rejuvenating the remaining buildings within the estate, improving the public realm centred around Sadler's Yard, and undertaking new developments that collectively are bringing forward the revitalisation of the area.

4.2.2 Hanover Building

The Hanover Building comprises two buildings, Hanover House and E Block, built hard up against the pavement edge and occupying a townscape block with a central loading bay. They were combined as part of a major scheme of refurbishment works undertaken in 2016-2018, which created office floors spanning across the two, connected through an atrium with contemporary walkways and lift core and a glazed roof. Whilst the scheme saw a fairly extensive modernization of the buildings the contemporary approach taken, including in the office fitouts at floor level, has allowed the remaining historic character of the building to remain evident. This is particularly evident in the exposed beams, columns and decorative ceilings, the character of the atrium, and the restoration of the decorative tiling and terrazzo to the staircores (although all stairs but that serving the main entrance are now limited to escape access only).

Historic Interest: High

E Block (1903-05) and Hanover House (1905-09) reflect the development of this typology of merchant warehousing from the early-mid 19th century onwards, with E Block the earliest surviving building of the CWS in the NOMA area. Their contrasting uses (a drapery and headquarters for the CWS respectively) collectively highlight both the development of warehousing and showrooms for the storage and shipment of goods and the administrative and social support functions that this required. The large windows are also an indication of the light required within the warehouses and showroom spaces, with a secure central yard for secure loading and transportation. Of particular note, however, is the grandeur and exuberance of the Edwardian Baroque architecture to both buildings – and especially to Hanover House, as the CWS headquarters – as a display of wealth and commercial confidence. Both buildings also have a direct association with the CWS's in-house Architecture Department, Hanover House again being of particular note as both the home of the department and one of its finest examples.

Whilst of high historic value, the evidential value of the building is by comparison far lower. Although the early use of ferro concrete and the integration of ventilation flues in internal pilasters of is of some interest the buildings are not unique examples of their type, whilst the interior of Hanover House has been remodelled a number of times and many of the features associated with the warehouse use of E Block are now lost. Their recent modernisation has further reduced this evidential value, although also allowing people to access and engage with the building in a manner unknown for many years, particularly with regard to E Block and the central atrium, now the heart of the building.

Architectural Interest: Moderate-High
The Hanover Building has an impressive presence in the townscape, which imbues its historic commercial status and function through the execution of its Edwardian Baroque design. Although not particularly innovative as an architectural style in the city at the time of its construction, elements of its detailing such as decorative sandstone carvings and cartouches, with a connection to the CWS operations, and the use of granite to the doorcases and glazed brick pilasters elevate its status. The principal façade to Hanover House in particular, with the grandeur of its Italianate references through sandstone columns, pronounced cornice, and arcade above, is very much a statement piece. It commands a noteworthy presence on Corporation Street, where it faces Victoria Station and would have first been encountered by clients and members arriving in Manchester by railway.

The loss of the domed corners to Hanover House and of the Mitchell Memorial Hall (and its replacement with a contemporary mansard) have diminished the architectural interest to some degree. Internal remodelling during the 20th century has also seen the loss of extensive internal fabric and features, reducing the architectural interest of the interiors as outlined above.

Its special interest is manifest in the fabric and plan form of the building, which has the following hierarchy of significance.

Of the **highest significance** is:
- External facades and remaining historic features including doors, windows, decorative stone features, brickwork and signage.
- The principal structure and plan form including internal walls, columns, floor slabs, girders, columns and capitals.
- Original staircases and decoration.
- Remaining internal decorative features, principally to public areas but also including the office screens at first floor (E Block) and decorative 1930s plasterwork (Hanover House).

Of **high significance** is:
- The concrete structure and its connection to the architect F. E. L. Harris as an early pioneer of this technology, and the integration of the air-distribution channels in to the walls (now redundant).

Of **moderate significance** are:
- The internal character of the office spaces at first and second floors where they maintain a sense of the historic open plan volume.
- The modernised atrium, where the high-quality contemporary interventions have allowed a clear sense of its historic character to remain clearly legible.

Of **neutral significance**, neither contributing to nor detracting from the significance of the whole are:
- The modern office fit out.

5.0 Commentary on the Proposals

5.1 Description of the Proposals and their Impact on the Heritage Assets

The proposals subject of this application are outlined in detail in the Design and Access Statement and plans by Interior Architects, which this report accompanies and seek to replace the modern glazed doors to all entrances. The major scheme of refurbishment undertaken in 2016-2018 saw the building modernised for office use with multiple tenants. The building is now solely leased by Amazon who wish to undertake a series of alterations to meet their requirements with consent now granted for works to upgrade the office provision at Level 1, Level 2 and within the entrance and atrium areas at ground floor (143684/LO/2025 and 142333/LO/2025).

In order to provide step-free level access to all through the main entrance this would be repositioned to the Hanover Street former cartway access into the atrium. The repositioning of the main entrance would avoid the need for harmful interventions to the principal entrance whilst utilising a historic access route. The Corporation Street entrance would however remain in use, ensuring that its important role within the principal façade and circulation is not impacted. Given its prominence and its proximity to Victoria Station it is anticipated that significant numbers of Amazon employees would still use this entrance and it would not be relegated in terms of its status.

As part of Amazon's global operational standards, enhanced security and access control measures are also required as part of the entrance reconfiguration. Internal alterations to meet these requirements have been consented under listed building consent application RN: 142333/LO/2025. It is now proposed to replace the modern glazed sliding doors to each entrance to enable the introduction of an electric locking system which the current doors (frameless assemblies with top and bottom tracks) cannot accommodate.

The proposed doors have been subject to a design development process; originally designed as swing doors, the asymmetrical arrangement to the door leaves was considered to create a visual imbalance which would detract from the composition of the building. It is now proposed to install sliding doors with frames which can accommodate the required locking system and retain the symmetrical composition. The addition of the slender frames, finished in satin anodized aluminium to match, would cause no harm to the appearance of the contemporary glazed screens or entrance areas and would preserve the significance of the building overall. Associated cabling and security devices required have been carefully design and positioned to avoid impact on historic fabric or the creation of visual clutter; to Corporation and Balloon Streets these would replace existing units or be installed within established containment routes, whist to Hanover Street they would be fixed to modern fabric and again replace redundant fixings. As a result, overall, they would cause no harm to the appearance of the entrance areas or the significance of the listed building.

5.2 Justification of the Proposals

The proposals follow the approach established through the 2016-2018 works (and recently consented schemes) to enable a high-quality office use with a clear contemporary aesthetic, which allow the remaining historic fabric and features to stand out and be celebrated.

As explained in Section 1.2, 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 building comprises **The Core Strategy (2012)** and saved policies from the **Unitary Development Plan (1995)**. **Policy EN3 Heritage in the Core Strategy** establishes a presumption in favour of 'development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the city centre' and that 'proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset'. Similarly, **Policy 19 Listed Buildings of the UDP** indicates the 'council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings'... provided 'in its opinion, there would be an adverse effect on its architectural historic character'. The proposals form part of the continued occupation of the building by Amazon with the associated improvements to access and security consistent with the significance of the heritage asset with potential impacts mitigated through design solutions as outlined above.

The thrust of the Core Strategy aligns with the **National Planning Policy Framework,** which seeks to ensure the heritage assets are conserved in a manner accordingly to their significance. As has been outlined in detail above, the proposals would sustain the significance of the listed building. As such they

would meet the tests for sustainable development as required by the NPPF. Likewise, the statutory duties of the **Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990** to preserve the special interest of the listed building and character and appearance of the conservation area would be met.

Appendix I - Statutory List Description

Cooperative Wholesale Society, Corporation Street
Grade II

Offices and warehouse. 1905-9, by F.E.L. Harris, dated 1907; rear block dated 1903. Red brick with dressings of polished granite and sandstone (roof concealed). Large rectangular plan. Neo-Baroque style. Four storeys with basement and full attic storey, 9 bays divided 3:3:3 by giant pilasters, and by coupled Corinthian columns at attic level, plus canted corners finished as drums at attic level. Massive round-headed central doorway with flanking niches and side windows set in black polished granite surround with frieze lettered "COOPERATIVE WHOLESALE SOCIETY LIMITED"; segmental-headed basement windows; large canted mullion-and-transom windows to ground and 1st floors; giant colonnades to 2nd and 3rd floors, the 3rd floor windows with keyed open segmental pediments; small attic windows set in large round-headed arcades rising from paired free-standing Doric columns, roundels between the heads of the arches; balustraded parapet. Return sides similar. Rear faces Federation Street. Interior not inspected.

Appendix II - Planning 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 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.

Section 66 states that:

In considering whether to grant permission for development which affects a listed building or its setting, the local planning authority, or as the case may be 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.

Section 72(l) states that:

[...] with respect to any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of a conservation area

Local Policy

Unitary Development Plan for the City of Manchester (1995)

The Unitary Development Plan for the City of Manchester (the UDP) was adopted by the Council in 1995 as the statutory document setting out guidelines for all development in Manchester and providing a framework on which to base decisions about planning applications. Although the UDP has now been superseded the following policies were retained and remain extant.

18. Conservation Areas

DC18.1 The Council will give particularly careful consideration to development proposals within Conservation Areas.

a. The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:
   i) the relationship of new structures to neighbouring buildings and spaces;
   ii) the effect of major changes to the appearance of existing buildings;
   iii) the desirability of retaining existing features, such as boundary walls, gardens, trees, (including street trees);
   iv) the effect of signs and advertisements;
   v) any further guidance on specific areas which has been approved by the Council.
b. The Council will not normally grant outline planning permission for development within Conservation Areas.
c. Consent to demolish a building in a conservation area will be granted only where it can be shown that it is wholly beyond repair, incapable of reasonably beneficial use, or where its removal or replacement would benefit the appearance of character of the area.
d. Where demolition is to be followed by redevelopment, demolition will be permitted only where there are approved detailed plans for that redevelopment and where the Council has been furnished with evidence that the development will be undertaken.
e. Development proposals adjacent to Conservation Areas will be granted only where it can be shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of Conservation Areas.

19. 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:

a. not grant Listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;

b. not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;
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;
d. seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;
e. permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;
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.

Manchester Local Plan. Core Strategy Development Plan Document (2012)

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.

National Policy

National Planning Policy Framework

Any proposals for consent relating to heritage assets are subject to the policies of the NPPF (December 2024). 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:

208. 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 210 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 potential 'harm' to the significance designated heritage asset, in paragraph 212 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 213 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 214 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, paragraph 215 of the NPPF states the following;

> *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.*

Concerning conservation areas and world heritage sites it states, in paragraph 220, that:

Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 214 or less than substantial harm under paragraph 215, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

Other Relevant Policy Documents

Historic England: Historic Environment Good Practice Advice in Planning (December 2017)

Historic England: Conservation Principles and Assessment (2008)

National Planning Policy Guidance

Donald Insall Associates