



OUR TOWN HALL

MANCHESTER CITY COUNCIL

ALBERT MEMORIAL

HERITAGE IMPACT ASSESSMENT

1ST DECEMBER 2020

OTH-PUR-XX-XX-RPT-A-0106

PURCELL

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ALBERT MEMORIAL: HERITAGE IMPACT ASSESSMENT
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1.0 PRELIMINARIES

1.1 SCOPE OF THE REPORT

This report has been produced to aid in the consideration of the Listed Building Consent application for the repair, restoration and carefully considered alteration of the Albert Memorial.

This assessment should be read in conjunction with the accompanying application documents.

1.2 THE REQUIREMENT FOR AN ASSESSMENT OF SIGNIFICANCE

Any intervention to a historic site of significance should be based upon a firm understanding of its significance, and the potential impacts of the works proposed upon its heritage values. Such information is fundamental to achieving an approach which conserves and/or enhances heritage significance. This report provides this information, and is therefore a vital design development tool for the proposed works.

The requirement for an assessment of heritage significance in such instances is required directly and indirectly under legislation and national policy, including;

- Planning (Listed Buildings and Conservation Areas) Act 1990: 16(2), 66(1), 72 (1)
- The National Planning Policy Framework: paragraphs 189, 190

1.3 STAKEHOLDER ENGAGEMENT

There has been continued engagement with Paul Mason (Conservation Officer, Manchester City Council) throughout the development of the proposal along with pre-application meetings with Tony Mitchell (Principal Planner, Manchester City Council).

The proposals were also presented to the Manchester City Council Historic Buildings and Conservation Areas Advisory Board and the Victorian Society and Historic England with all broadly supportive of the principles of the scheme.

1.4 COMPLIANCE WITH POLICY

This assessment of significance and heritage value has been compiled in accordance with the requirements of legislation and national policy (outlined above), the Manchester Town Hall Complex Conservation Plan (2006) and the Heritage Management Plan (2016). In particular, Heritage Management Plan Policy 6;

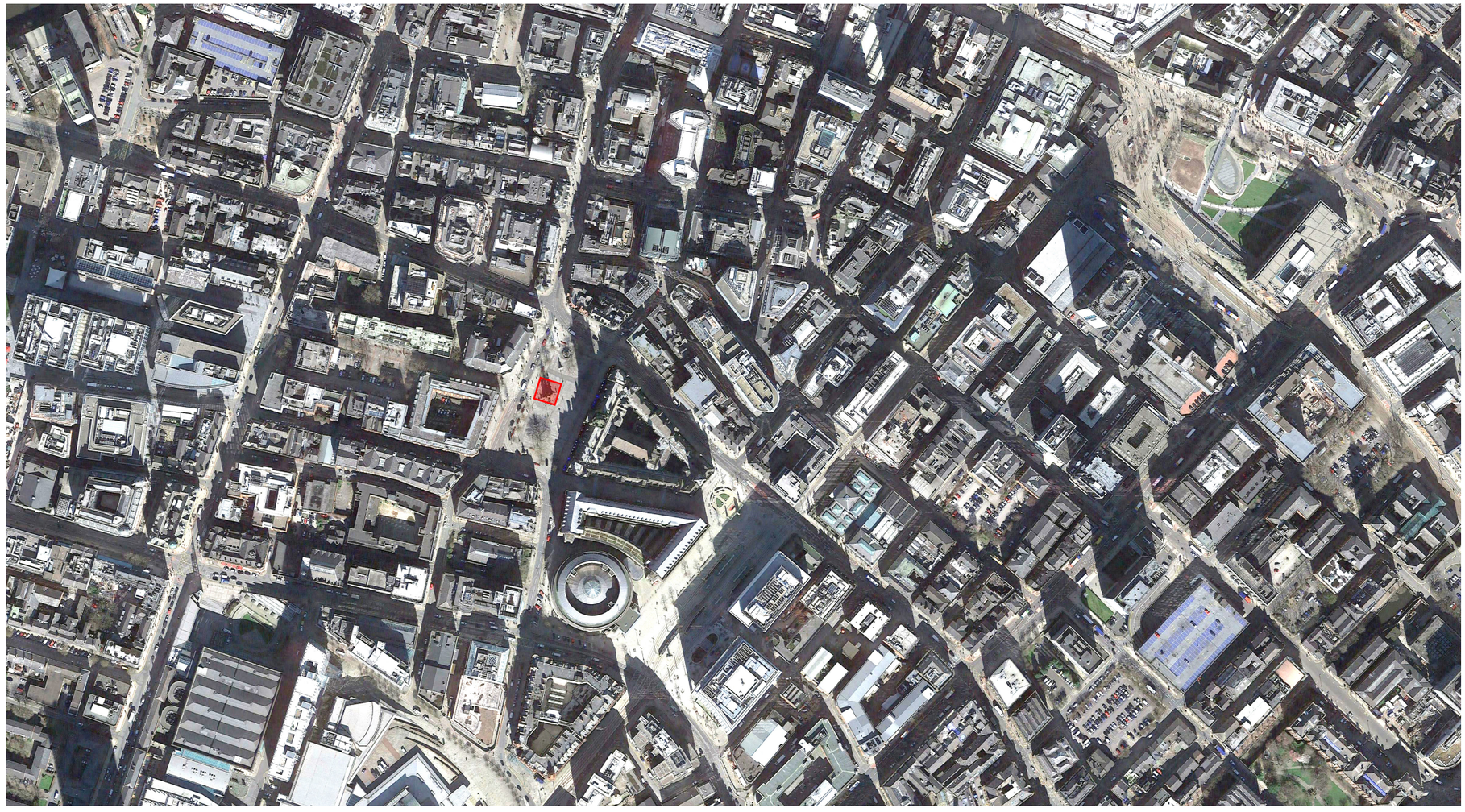
All proposals for change of use, or alteration affecting the fabric or setting of the Town Hall should be the subject of an objective Heritage Impact Assessment which should accompany any application for listed building consent or planning permission.

2.0 UNDERSTANDING THE SITE

2.1 SITE SUMMARY

Albert Memorial is a Grade I listed building located within the civic heart of Manchester. It is located in the near-centre of Albert Square, the principal civic space of the city, and addressing the principal elevation of the Town Hall (Grade I). It is accompanied in this prominent space by statues of Bishop Fraser, John Bright, Oliver Heywood, William Gladstone, and the Jubilee Fountain (all Grade II listed).

The wider civic ensemble includes the Town Hall Extension (Grade II*), St Peter's Square, the Manchester War Memorial (Grade II*) and the Central Library (Grade II*).



2017 aerial view of Albert Square and its environs (© Google Earth)

2.2 HISTORIC DEVELOPMENT

2.2.1 Prince Albert & National Mourning

The death of Prince Albert on the 14th of December 1861 plunged Victorian England into national mourning. The prince consort was a prominent public figure, well known for support of public causes including educational reform and the abolition of slavery worldwide. It was in this context of grieving at his death, and a desire to show support to Queen Victoria, which led to the commemorative naming of public places and the commissioning of dedicated memorials. Albert Memorial in Kensington Gardens was erected in 1872 to the designs of renowned architect Sir George Gilbert Scott, with the statue of Albert formally introduced in 1876. It was within this context that Manchester's Albert Memorial, and its historic context, developed.

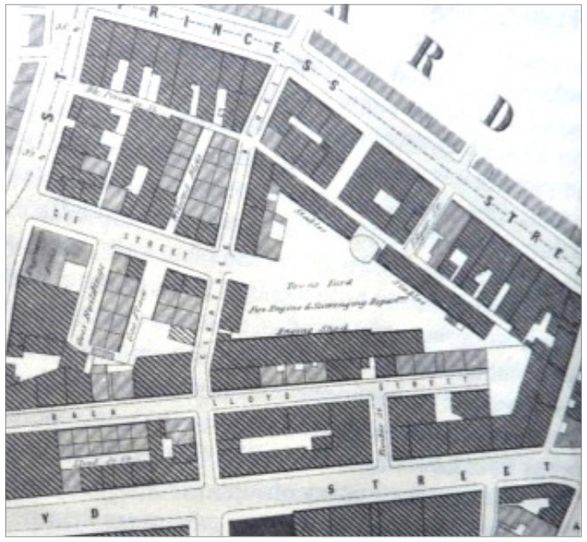
2.2.2 Manchester & the Industrial Revolution

The settlement of Manchester dates back to around AD 79, when the Roman fort of 'Mancunium' was established. Like many historic settlements in the medieval period, the then town developed primarily around natural resources, in this case the confluence of the rivers Medlock and Irwell. During this time, Manchester was a manorial township, considerably smaller than the city we see today. From the latter 18th century, the Industrial Revolution brought the explosion in trade and textile manufacture, which came to form the heart of its character. By the mid-19th century, Manchester was a key city of the industrial revolution. The rapid expansion, influence and population surge brought both great (though disproportionate) wealth and change to the city.

Historically, city status was linked to settlements with a longer and more prestigious history. Despite being a major settlement, it therefore was not until 1853 that Manchester achieved city status. The recognition was a meaningful one for the city, both in terms of administration and local pride.

This boom in both production and population led to a rapid, and at times unplanned, expansion of the city. Civic, residential, and industrial uses were often greatly mixed within areas, and populations and urban spaces were frequently highly dense in form.

The growing need for urban improvements in the city were increasingly apparent as density increased. During this time, Manchester increasingly hosted major events. The Art Treasures Exhibition of 1857, for example, was an internationally significant art exhibition which is reported as attracting over 1.3 million visitors – approximately four times the population of the city at that time. Such events brought in great numbers of visitors and further highlighting areas where there was need for improvement. Another major factor for change was Manchester achieving city status in 1853. The recognition was a meaningful one for the city, both in terms of administration and local pride. It was within this context that the proposal to purchase and improve the now-civic heart of Manchester was approved.



Adshead's map of c.1851, showing the dense urban grain and town hall yard



1891 OS map showing Albert Square (courtesy of the local studies library)

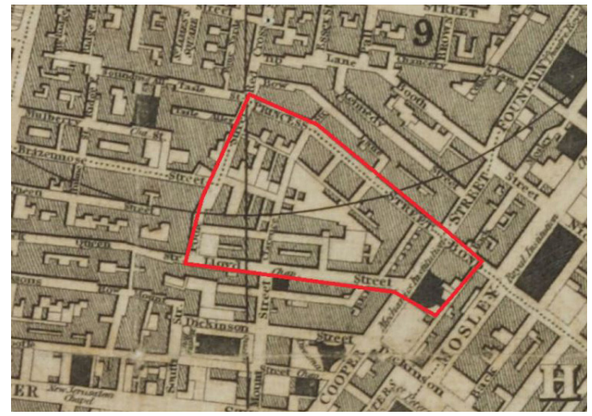
2.2.3 Albert Square History and Development

Early development

Within the context of the death of Prince Albert in December of 1861, and a desire to show support to Queen Victoria, the decision was made to erect a memorial to commemorate Prince Albert, and a subscription promptly set up to facilitate the work. In 1863, the city council authorised the creation of Albert Square and its designation as a tribute to the Prince Consort.

At that time, the area now occupied by Albert Square was a combination of a town yard and periphery buildings, its urban context characterised by dense townscape of housing, industrial works, and derelict land. It was agreed that substantial civic improvement was required in the area. Plans from this period show the proposed layout of Albert Square and buildings identified for purchase and clearance.

Clearance of the site began in 1864, resulting in the demolition of a considerable number of buildings. The resultant space was named Albert Square. The boundaries of the square were informed by these decisions in conjunction with land ownership the historic street pattern. Commercial buildings were relatively quickly established in the following years following, though some tighter-grained terraces did survive until the early 20th century before being replaced with the larger-scaled commercial establishments. Like the Town Hall, these utilise elements of the Gothic architectural style to suit their function and establish a broad Gothic character with lively variance of application.



Plan of Manchester 1829 (Pigon and Son)



Historic map showing the Town Hall and its environs in 1848, Slater



Historic map showing the Town Hall and its environs in 1884, Bacon

On the 28th January 1867, the sculpture and canopy of the Albert Memorial was unveiled. It was designed to the designs of notable local architect, Thomas Worthington. The memorial takes the form of a large Gothic canopy over a raised statue of Prince Albert, and the verticality and grandeur of the style alongside imagery representing art, commerce, science and agriculture is befitting its importance within the urban context. At this time, Albert Square itself was still unpaved, and was finally developed with the completion of the Town Hall.

It is of note that it was the first major Albert Memorial to be built. Its design was published in the Builder in September of 1862, over a year before G. G. Scott's more elaborate design for Kensington. Though this was not acknowledged by Scott, it is possible that Worthington's design notably influenced the design of the famous Albert Memorial in Kensington.

As today, the memorial was the centrepiece to Albert Square in keeping with the memorial origins of the space. The memorial itself was given due emphasis within this large area through the provision of a dedicated surface material surround (likely sandstone) and dedicated lighting at the four corners of both the memorial steps and paved area. This legibility of emphasis was reflected in the immediate public realm of the building, with a perimeter to the building being similarly paved and lit for emphasis.

The location of the Albert Memorial dictated the early flow of traffic in front of the Town Hall, which had no restrictions imposed upon it and could pass through the square relatively freely with the exceptions of paved areas outlined above. Historic photographs suggest that the materiality of this trafficked area was of small setts with longer paved elements forming a boundary with Princess Street.



Laser scan of the memorial from 2019



Manchester Town Hall and Albert Square, 1877 [Manchester City



The Albert Memorial and its square: development over time

As outlined above, the Albert Memorial has continued as the centrepiece of Albert Square since its establishment. The extents of Albert Square as marked by the buildings which boundary it, remain much as originally intended. Many of the late 19th and early 20th century commercial buildings remain insitu. The notable exception to this is the western side of the square, which has seen considerable modern replacement in the form of Heron House (c.1975) and the Norwich Union Building (1982).

The OS maps from the late 19th to early 20th century illustrate the evolution of the traffic routes around Albert Square. As established above, traffic originally flowed relatively freely around the square. Public transport, first horse-drawn omnibuses, then horse-drawn trams were in use in the square in the 1890s.



Albert Square, 1878 [Manchester City Council collection]

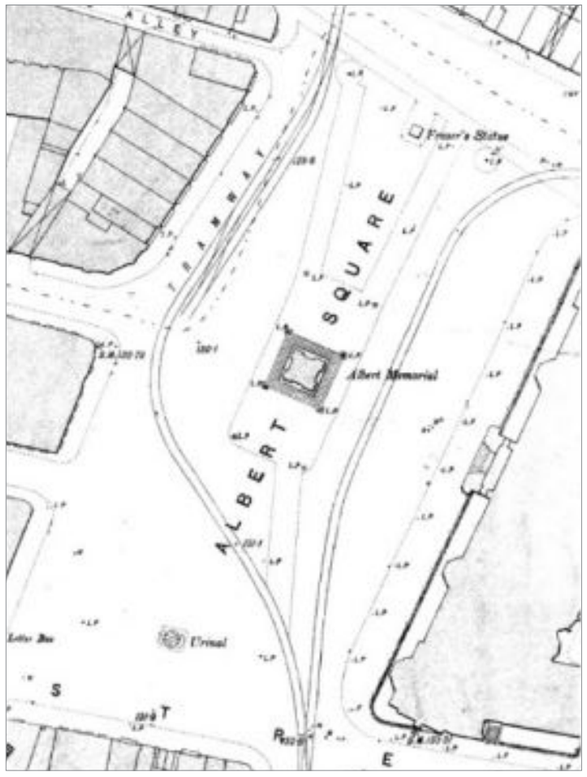


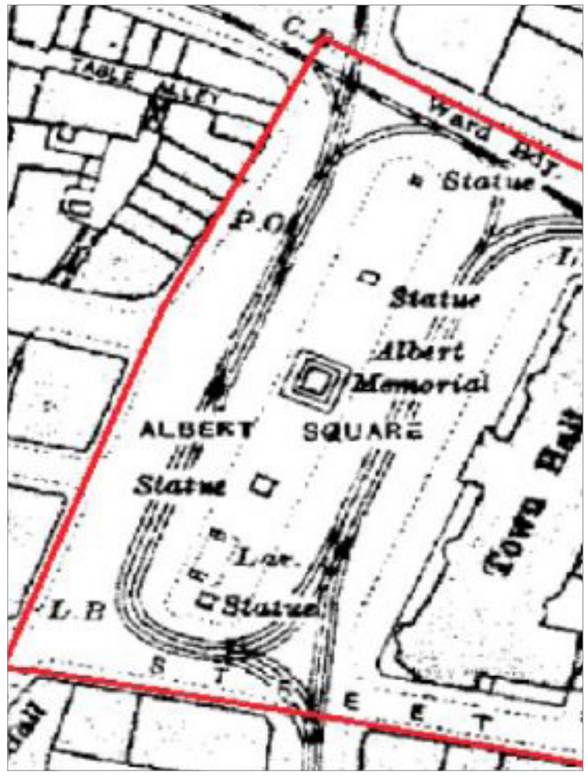
Albert Square, 1892 [Manchester City Council collection]

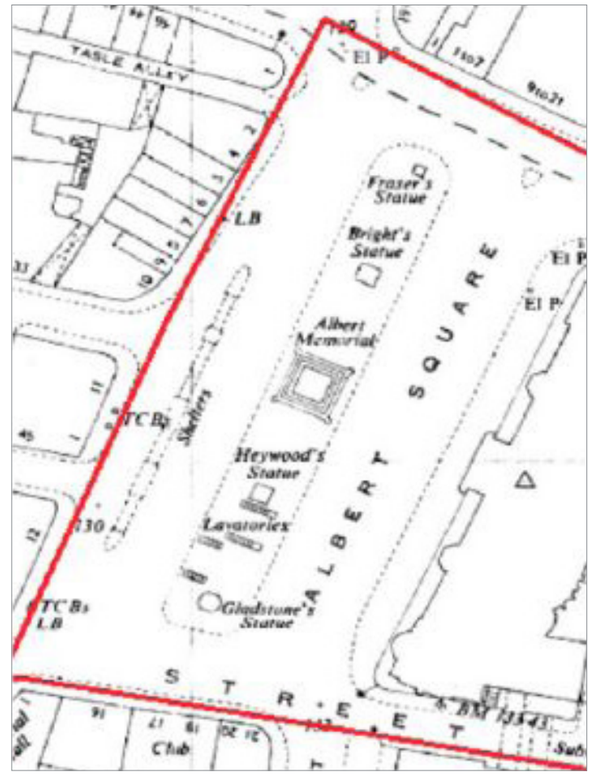


Central area of Albert Square, 1895 [Manchester City Council collection]

Over time, the commemorative character of the Albert Square established by its namesake was continued and developed. In 1888 a statute to Bishop Fraser was erected in recognition of his popularity as a notable figure in social concerns. The bronze sculpture is by Thomas Wooler (one of the original Pre-Raphaelite Brotherhood) and the bishop's pastoral work is depicted on bas-relief panels to the pedestal. This was shortly followed in 1891 by the addition of a marble statue of notable politician, John Bright, who was a leader of the Anti-Corn Law League and active campaigner for liberal causes (including the abolition of slavery). Three years later in 1894, Oliver Heywood was commemorated in a statue of Sicilian marble . The son of a wealthy Banker, Heywood made a notable contribution to education and charities in the area, including contributions to the Mechanics' Institute, Chetham's College, Owen's College and Manchester Grammar School. His inscription reads, "Erected by the citizens of Manchester to commemorate a life devoted to the public good". The final statue added to the space is of W.E. Gladstone, prime minister through four liberal administrations with strong ties to the city. The Jubilee Fountain was introduced in 1897 to celebrate the jubilee, to the designs of Percy Scott Worthington. It had been removed to Heaton Park by 1911 and was reintroduced in 1997 to approximately its original location. These commemorative structures are each Grade II listed in their own right, reflecting their individual significance as illustrators of past developments and appreciation of leading social value figures, as well as aesthetic interest for the quality and expressiveness of their design.















The introduction of these commemorative structures led to the expansion of the originally small paved area around Albert Memorial, eventually creating an 'island' in the centre of the square around which traffic flowed. The impact of this was a space that was increasingly formalised and restricted in terms of vehicular movement. With the increasing use of the car in the 20th century, the nature of trafficked areas changed considerably. Whereas originally the square could be characterised by free movement, the dominance of the car increased, bringing with it associated changes including signage, facilities and separate/dedicated routes. This created barriers to the historic character of free movement and visual clutter which increased over time and had a considerable detrimental impact on the character of the space.



Albert Square, 1920 [Manchester City Council collection]



Albert Square, 1960 [Manchester City Council collection]

Other additions included the provision of public lavatories, since removed. The Victorian urinals were located at the southern end of the Square on the site of Gladstone in the late 19th century, which were replaced with early 20th century underground public conveniences, situated between Gladstone and Heywood.

During the war, the central area of the square was built-up with sandbags and bricks as part of wartime precautions and action. No notable physical evidence remains of these temporary changes.



Albert Square, 1939 [Manchester City Council collection]



Albert Square, 1940 [Manchester City Council collection]

The Manchester Plan of 1945 explored the major alteration of Albert Square and its environs which would have had a considerable impact on the heritage significance of the area. The principal elements of this plan were unrealised.

In 1975, a tree-planting scheme was implemented in Albert Square. Albert Memorial was restored between 1975-87 following years of decline and deteriorating condition.

While the memorial is relatively little altered, it has a notable history connected with its current form. For example, during the war the railings to the Memorial remained in-situ, and were not removed (as was common) as part of the war effort. Documentary evidence shows the railings as remaining on site until at least 1946, though the exact date and reasoning for their removal have not been confirmed. In 1950, some pinnacles and sculptures were taken down on health and safety grounds, indicating a deteriorating physical condition of the memorial. In 1971, there was a proposal to dismantle the memorial and sell of its constituent parts. This triggered the notable 'Save Albert' campaign by the Victorian Society, which resulted in the upgrading of the listed building from Grade II to Grade I listed status and its restoration in 1978.



Drawing depicting one aspect of the Manchester Plan of 1945, showing Albert Square and

In 1986, a major scheme for the square was undertaken, most notably resulting in the pushing of vehicular routes to the extremities of the square and replacement of the ground paving to the arrangement seen today. This was a major change to the square - the removal of traffic from the front of the Town Hall and other traffic route alterations meant that the Square ceased to be a traffic island and a large area was opened up for pedestrian use. This scheme represented a considerable positive step in enhancing the historic characteristics of the square associated with free movement and visual openness.

Overall, Albert Square has seen considerable change over the years. Though the degree of formalisation has changed notably over the years, alongside notable changes to vehicular needs and characteristics, Albert Square's historic character can be summarised as one associated with movement, activity and a sense of openness. By comparison, the Albert Memorial is relatively little altered, with the loss of its railings and structural alterations forming the principal interventions to the Grade I listed structure.

Relaying Albert Square, 1987 [Manchester City Council collection]

1853	Manchester achieved city status
1862	The design for the Albert Memorial was published in The Builder
1863	City Council authorised the creation of Albert Square and its designation as a tribute to the Prince Consort
1864	Clearance of the site area (Town Yard and peripheral buildings) to create Albert Square
1867	Albert Memorial unveiled
1877	Manchester Town Hall completed and paving to Albert Square finalised
1877	Bishop Fraser statue erected
1878	Gladstone statue erected
1891	John Bright statue erected
1894	Oliver Heywood statue erected
1898	Jubilee Fountain completed
Post 1946	Metalwork railing removed
1950	Some of the pinnacles and sculpture reportedly removed on safety grounds
1971	Proposal to demolish the Albert Memorial
1973	Upgrading of Albert Memorial from Grade II to Grade I, following lobbying by the Victorian Society
1978	Restoration of Albert Memorial following an appeal for funds
1988	Public realm works to Albert Square completed, including its pedestrianisation
2002	Repairs undertaken to the Memorial

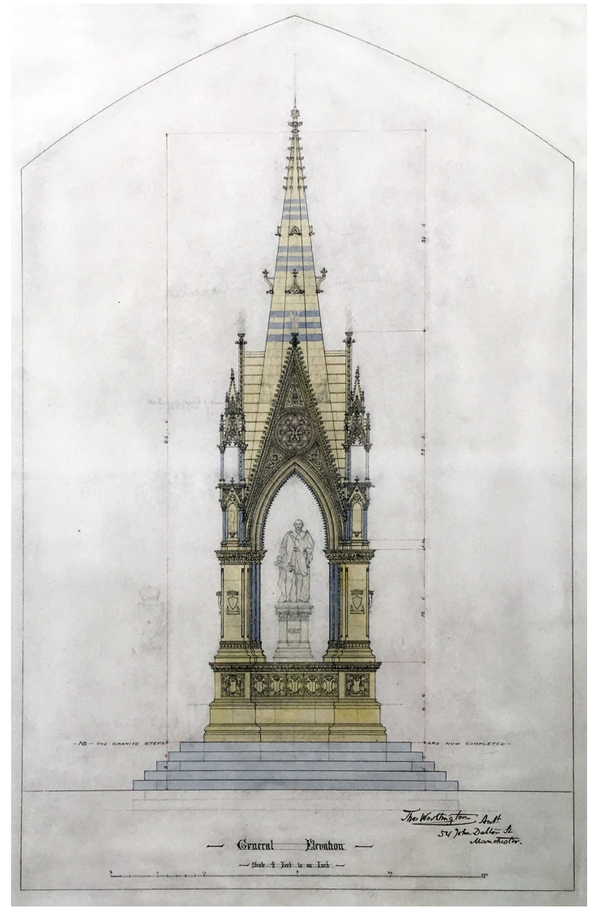
2.3 SURVIVAL & AUTHENTICITY

The Albert Memorial was designed by noteworthy architect Thomas Worthington, who was local to Manchester and Salford and became notable for his design of public, ecclesiastical, and residential buildings in the area. Worthington's principal styles were Italianate and Gothic. These styles had strong roots in the city, where the Italianate style was aligned with its pride in trade, and the Gothic style had positive associations with English architecture (over the more international alternative Classical style). Particularly notable examples of his work in the city include the City Police Courts on Minshull Street and the Memorial Hall in Albert Square, the high national significance of each is reflected in their Grade II* listed status.

The Albert Memorial itself reflects its architect's skill with the Gothic style. It takes the form of a large Gothic canopy over the statue of Prince Albert. The Memorial is square in plan, with tall Gothic arches to each elevation supporting steep gables and a central crowning spire. These principal elements are highly decorated, from the corner piers leading the eye to tall canopies, and each corner containing a statue with imagery representing art, commerce, science and agriculture. The sense of verticality and grandeur afforded by the style and decoration is emphasised further by the railing of the ensemble upon 5 steps and a raised plinth with heraldic panelling.



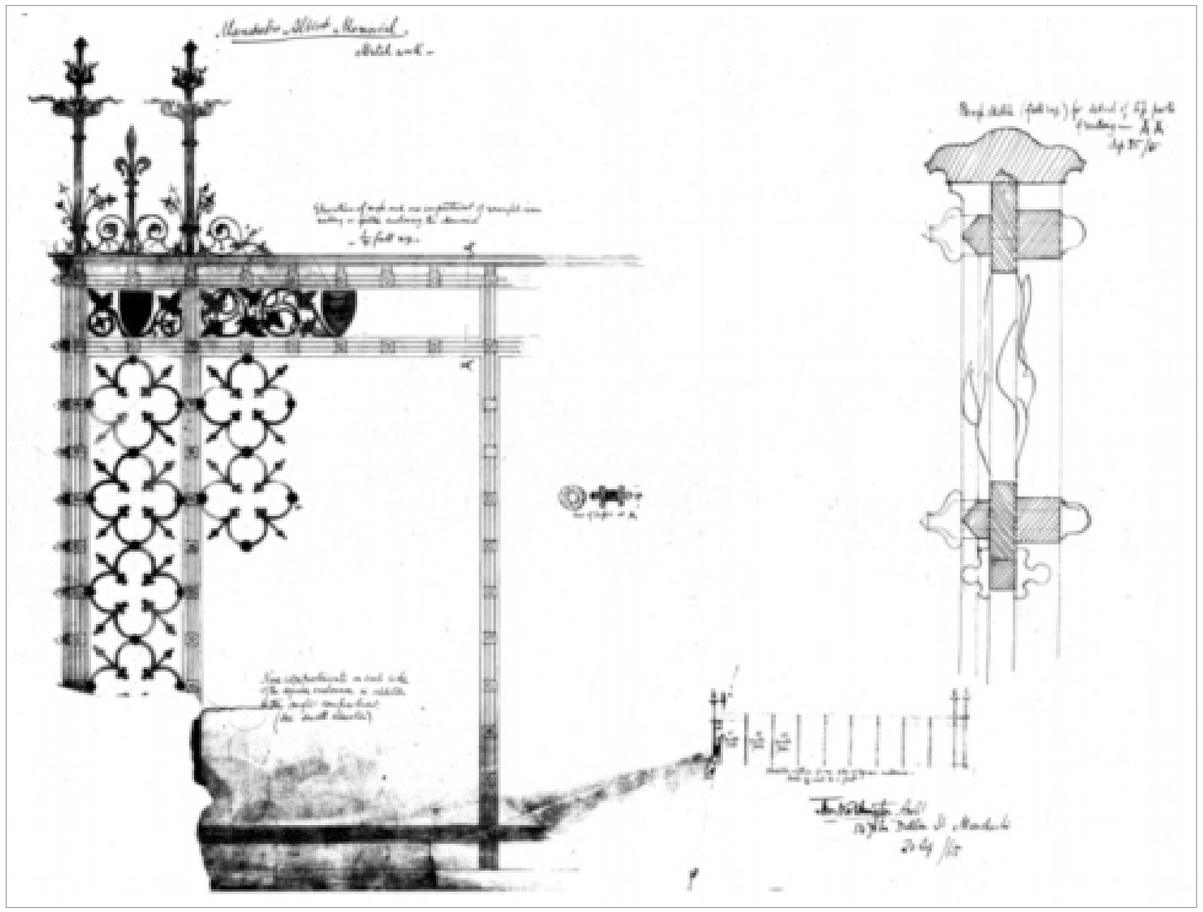
Artistic depiction of the proposed memorial in Piccadilly Gardens (The Builder,



Thomas Worthington's design drawing for the Albert Memorial, 1849 (Manchester Central

This overall design survives relatively well. Some elements of the masonry have been considerably eroded or lost due to deterioration, however the overall composition remains readily legible. A number of the masonry details have been altered or replaced, most likely as part of the 1970's restoration. These largely conserve the overall aesthetic, but do cause some visual disruption due to the lesser degree of discolouration and at times less ornate detailing (as can be seen on the ball finials to the inside of the elevational arches).

The principal exception to the survival of historic elements is the decorative metalwork railings designed by Thomas Worthington and produced by Skidmore's Art Manufacturers Company of Coventry (specialists in fine art metalwork). Surviving drawings and photographs illustrate that this was a high-quality design of openwork quatrefoils within vertical panels, a decorative frieze, and top rail with cresting and finials. While the materiality is not confirmed, these drawings suggest a combination of wrought and cast iron. Such documentary evidence provides a reasonably sound basis for restoration.



Thomas Worthington's design drawing of the Albert Memorial Railings

Unusually, these were not removed as part of the war effort in line with national trends, but remained in-situ until after 1946, but then removed for unknown reasons. The socket locations are still readily visible on the memorial steps, and the original design of the railings is well-evidenced through the survival of design drawings and historic photographs.

In 1950, some pinnacles and sculptures were taken down on health and safety grounds, indicating a deteriorating physical condition. In 1971, there was a proposal to dismantle the memorial and sell of its constituent parts. This triggered the notable 'Save Albert' campaign by the Victorian Society, which resulted in the upgrading of the listed building from Grade II to Grade I listed status and its restoration in 1978. This phase of work can be seen as a phase of repairs and structural additions on the monument. The original lamps survive in-situ, with the exception of the lamp heads which have been replaced, and new light fixtures added.

Overall, the Albert Memorial remains in a relatively good state of survival, in its original location as a landmark of the city both in its own right, and as part of the Manchester's outstanding group of civic buildings. It's setting remains largely as designed, with the memorial occupying the central location within Albert Square, facing the Town Hall, and accompanied by listed statues of other notable public figures.



Photograph of c.1946 showing the Albert Memorial railings insitu (Manchester Central

2.4 CONDITION

In terms of condition, there is evidence of deterioration on Albert Memorial. Likely due to the environmentally exposed design of the Memorial and the relative softness of sandstone, deterioration is evident in the condition of the stonework. Some elements of the 1970's restoration are also showing signs of failure. Damage from blocked rainwater goods is evident in saturation, frost damage, and vegetation growth.



Design Drawing of the Albert Square lampposts by Thomas Worthington, 1849

3.0 ASSESSMENT OF SIGNIFICANCE

3.1 ASSESSMENT METHODOLOGY

Significance can be defined as the sum of the cultural values which make a building or site important to society. These values are often associated with both physical fabric, and more intangible qualities such as communal value and associations.

Cultural significance is unique to each historic site. The following assessment considers the values outlined in Historic England's 'Conservation Principles, Policies and Guidance' (2008), which recommends making assessments using the following categories: evidential, historical, aesthetic, and communal value.

Evidential Value derives from the potential of a place to yield evidence about past human activity.

Historical Value derives from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative.

Aesthetic Value derives from the ways in which people draw sensory and intellectual stimulation from a place.

Communal Value derives from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. Communal values are closely bound up with historical (particularly associative) and aesthetic values, but tend to have additional and specific aspects.

In order to identify the relative contribution that these values make to the significance of a place, and to assist with objective decision making, the significance of the site and its setting are assessed using a scale of significance ratings ranging from 'high' to 'detrimental'.

High: An aspect of value that strongly contributes to the significance the heritage asset, forming an essential piece of its cultural value.

Medium: An aspect of value that has some cultural importance, making a moderate contribution to the significance of the heritage asset

Low: An aspect of value that has a slight, yet still noteworthy, contribution to the significance of the heritage asset

Detrimental: An aspect of the place that detracts from its collective value and significance. In material terms, removal or reversal of these aspects should be strongly encouraged.

3.2 ASSESSMENT OF SIGNIFICANCE

The sections below set out the relative significance of the site, and the elements that contribute or detract from its heritage value.

3.2.1 Evidential Value

While the Memorial does represent an important link to the past (see 'historical value' below), evidential value is primarily associated with the potential to yield further evidence about the past. While this is possible, the potential is considered to be generally low due to the level of understanding of the Victorian Period generally and the level of work already undertaken to analyse this particular heritage asset and its wider typology. However, the extent of past 'restoration' of the monument and the question of when the railings were removed suggests there is still more to understand about the structure and its history.

Overall, Albert Memorial is considered to have MEDIUM EVIDENTIAL VALUE

3.2.2 Historical Value

Manchester's Albert Memorial represents a number of notable connections to the past. In terms of associative value, it is strongly associated with its subject, Prince Albert, as well as its notable architect Thomas Worthington.

This value is also illustrative, providing a tangible representation of both national mourning and support for Queen Victoria in the latter 19th century. The highly expressive decoration of the Memorial illustrates great civic pride in Manchester's values and achievements through its expression of art, commerce, science and agriculture. The desire for this (then relatively new city) to establish its position is also evident through both the creation of a high-quality monument within a principal public space, and the introduction of heraldic imagery suggesting a strong medieval origin, which would have been desirable.

The decorative stone elements replaced as part of the 1970's restoration tell a notable part of Manchester's contented history.

Overall, Albert Memorial is considered to have HIGH HISTORICAL VALUE

3.2.3 Aesthetic Value

Thomas Worthington's design of the Albert Memorial takes the form of a pedestal upon which the prince's figure stands under a ciborium in the mediaeval manner. It is square in plan form, with tall arched openings to each elevation crowned with steep gables, which cumulate in a central octagonal spire with crockets and a wrought-iron finial. From the corners spring tall canopies with shafts and crocketed tops. Each of these contain statues representing art, commerce, agriculture, and science. The composition is raised upon a podium of 5 steps, giving it gravitas and drama from street-level perspective. This high-quality design composition is of high aesthetic value.

While the decorative stone elements replaced as part of the 1970's restoration do not consistently follow the level of detail of the original design, they do broadly support the overall aesthetic of the Monument. In terms of aesthetic value, a number of these elements represent an opportunity for enhancement.

The railings were a notable aspect of the original design of the composition, and their loss did result in some harm to the aesthetic significance of the Memorial. The Memorial remains of very high aesthetic value despite this loss, and the reinstatement of the railings would constitute an enhancement in heritage terms.

Overall, Albert Memorial is considered to have HIGH AESTHETIC VALUE

3.2.4 Communal Value

The communal value of the Albert Memorial is closely linked with its historical value outlined above. In addition to these positive associations, as a landmark monument within Manchester's principal civic space, it has formed an important backdrop to events held in the square – both commemorative and celebratory. It also features in the daily life of those who engage with the city, being a familiar landmark appreciable as part of the high-quality ensemble of Manchester's civic buildings, to the use of its steps as a place to sit and enjoy the area.

Overall, Albert Memorial is considered to have HIGH COMMUNAL VALUE

3.2.5 Setting and Group Value

The Albert Memorial is a Grade I listed building in its own right. Its setting makes a highly important contribution to its appreciation and significance. It was designed to be, and remains, a landmark monument of the city, given due prominence within the open space of Albert Square. This open space not only communicates the importance of this monument within an otherwise relatively dense urban grain, but also allows its rich decoration and architectural messages about the values of the city to be appreciated 'in the round'. The later statues of notable local figures add to this setting and understanding of this area as a celebration of Manchester and its values. The Town Hall and other civic buildings make a valuable contribution to the setting of the Albert Memorial, both in terms of the high-quality civic expression and experience of the area. The close visual and historic relationship between the Albert Memorial and surrounding civic heritage assets is therefore highly important to their appreciation, significance and understanding.

As a whole, the high-quality ensemble of Manchester's civic buildings and spaces represent a high degree of group value, setting contributions and townscape value. The now visually fragmented nature of the 1980's hard landscaping scheme presents an opportunity for enhancement to the setting of the Albert Memorial and associated civic heritage assets.

3.3 SUMMARY OF SIGNIFICANCE

The Albert Memorial is a Grade I listed building of outstanding national significance. It is of particularly high historical value for its association with historic figures such as Prince Albert and Thomas Worthington, and for how it connects visitors and local people to the feelings of public mourning, pride in Manchester, and aspirations of its time. This is illustrated well through the expressive and high-quality of its design, which is of high aesthetic interest. This history, as well as more recent associations with civic pride, mournful events, celebrations, and everyday life also mark it as being of considerable communal value.

4.0 ASSESSMENT OF IMPACT

4.1 METHODOLOGY

Section 3 of this report established the heritage significance of the Albert Memorial. This section assesses the impact of the proposed alterations to that established heritage significance. This assessment is carried out in line with Historic England's 'Conservation Principles' (2008) and requirements for considering heritage impact detailed in paragraphs 193 – 196 of the National Planning Policy Framework (2019).

The definitions for magnitude of impact are provided within the accompanying table.

MAGNITUDE OF IMPACT	DEFINITION	
High Beneficial	The development considerably enhances the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	Enhances Significance
Moderate Beneficial	The development enhances to a clearly discernible extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	
Minor Beneficial	The development enhances to a minor extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	
Negligible	The development does not affect the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	Preserves Significance
Minor Adverse	The development harms to a minor extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	Less than Substantial Harm
Moderate Adverse	The development harms to a clearly discernible extent the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	
High Adverse	The development severely harms the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	Substantial Harm

4.2 THE PROPOSALS

4.2.1 OVERVIEW

This section should be read in conjunction with the submitted documents provided as part of the application to gain a full understanding of the proposed interventions.

The proposals for the Albert Memorial are to undertake conservation works in order to repair and restore key features of the Memorial that have been lost or damaged. Some selective alterations of the memorial are also proposed, positively driven by both heritage and public benefit aspirations.

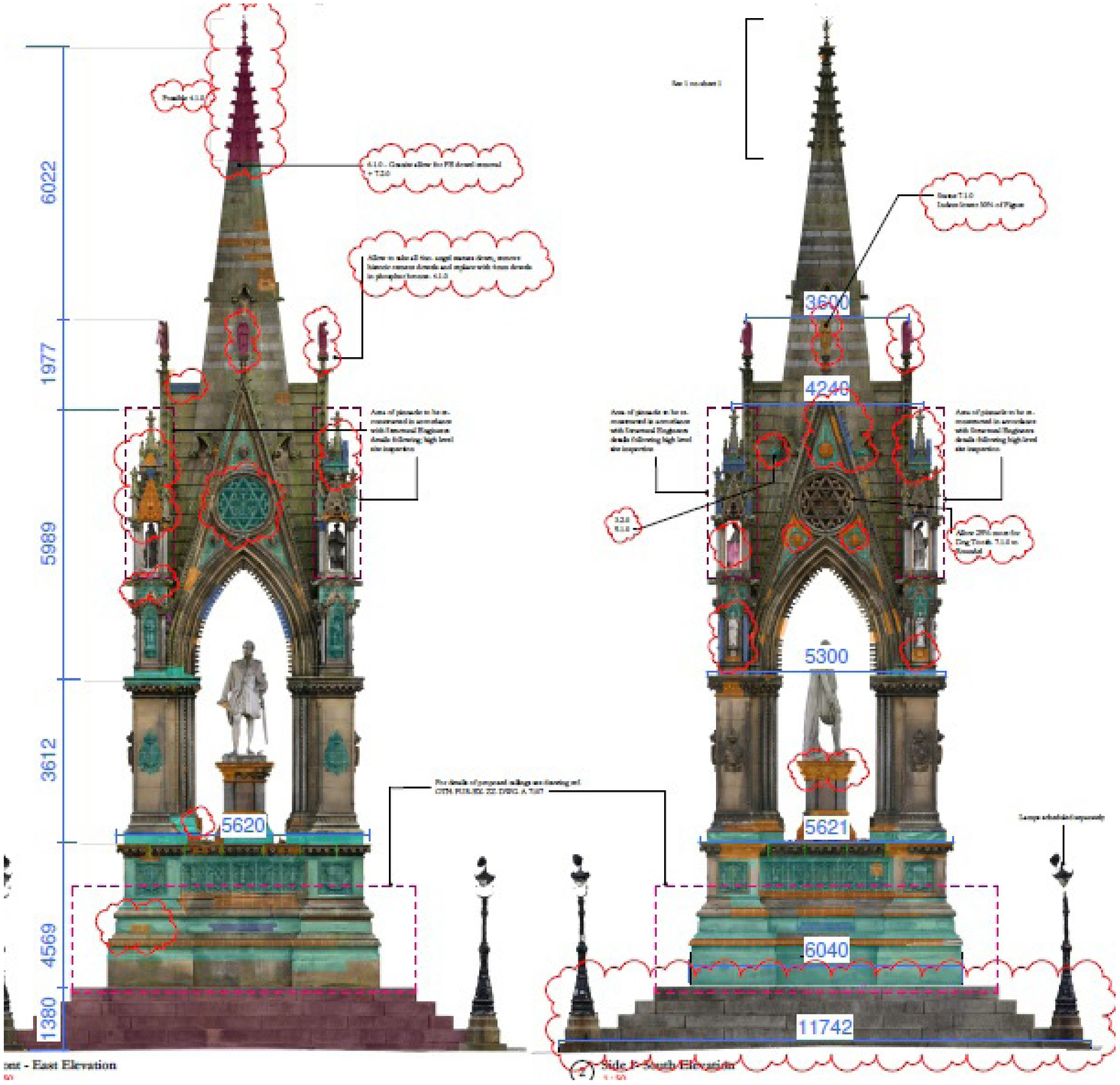
4.2.2 THE REPAIR OF THE ALBERT MEMORIAL

Defining repair

"Work beyond the scope of maintenance, to remedy defects caused by decay, damage or use, including minor adaptation to achieve a sustainable outcome, but not involving restoration or alteration."

Conservation Principles, English Heritage (2008)

For the purposes of the our Town Hall project, works relating to the 'repair' of historic fabric is defined in line with good conservation practice as: "Spaces or fabric identified as requiring repairs beyond the scope of maintenance to remedy defects caused by decay, damage or use, including minor adaptation to achieve a sustainable outcome, but not involving restoration or alteration."









In August 2019, access to the upper levels of the Albert Memorial were gained using a Mobile Elevated Working Platform (MEWP) in order to inform the content of this application. This survey highlighted that it was necessary to undertake emergency works in the interests of public health and safety, and the removal of loose and unstable ornaments and gargoyles were undertaken as a result, as well as the de-scaling of stone and tooling where demonstrably necessary. The resultant survey of the Albert Memorial informed the proposed repairs as follows;

The granite steps
- Rebed granite steps, prepare and reinstate
- Repoint granite steps, including at abutments

Existing situation: The granite steps are the area of the memorial that are the most accessible by the public, these steps have moved substantially and large gaps have opened up between the steps which are allowing water ingress and a trip hazard.

Proposed works: The steps are to be removed to allow inspection of the support to the underside, any repairs undertaken and the steps re-bedded and re-pointed.

Masonry
- Indent fine decorative stone detail
- Indent weathered stone
- Allow to cut out failing and weathered pointing and repoint 100%
- Re-cut inscription text along the base

Existing situation: The majority of the stone defects have occurred due to the exposure of the memorial to the elements which have resulted in algae growth and delamination of the stone. This has occurred to both plain and decorative stonework. The mortar joints have opened up and allowed water ingress which has exacerbated the stone deterioration.

Proposed works: Where there has been significant loss of detail on a decorative element of the structure this will be replaced using an indent repair carved to match the original profile and will run the full extent of the masonry element between existing joints. Where there is text along the base that is being lost due to erosion of the surface these will be carefully re-cut to ensure their continued message and memory. The structure will then be fully re-pointed with lime mortar and any areas which could retain water will be protected by providing a lead covering or discreet mortar flaunching.

4.2.3 THE RESTORATION OF THE ALBERT MEMORIAL

Defining restoration

To return a place to a known earlier state, on the basis of compelling evidence, without conjecture."

Conservation Principles, English Heritage (2008)

"Returning a place to a known earlier state by removing accretions or by reassembling existing elements without the introduction of new material."

The Burra Charter: The Australia ICOMOS Charter for Places of Cultural Significance (2013)

For the purposes of the Our Town Hall project, the restoration works are defined following the above as, "Spaces or fabric identified as being of very high or high significance that could be returned to an earlier state, on the basis of compelling evidence."

Given the outstanding significance of the Albert Memorial as a Grade I listed building, the proposed works take the positive opportunity to undertake informed elements of restoration to the structure.

Rainwater & drainage

- Reinstate the water disposal systems
- Allow to renew drainage provisions

Existing situation: There is some drainage provision provided within the memorial – Primarily draining the sandstone plinth around the monument via a channel leading to an outlet which discharges onto the steps, and drainage from the rear of each pinnacle via 2no lead spitter pipes which again discharge onto the monument and the steps below. It is also evident that there has been some water damage to the memorial and as such it is essential that this drainage is assessed and reconfigured to mitigate further damage.

Proposed works: The proposal is to line the areas to the rear of the pinnacles with lead to create a small localised gutter, then to investigate the original method of drainage which we will be re-instated in order to shed water away from the building in a more effective manner ideally using the existing gargoyles. The channels in the existing plinth will also be investigated and re-pointed, with the outlets renewed and the potential for re-routing into the existing drainage system investigated or redesigning to discharge at the base of the steps.

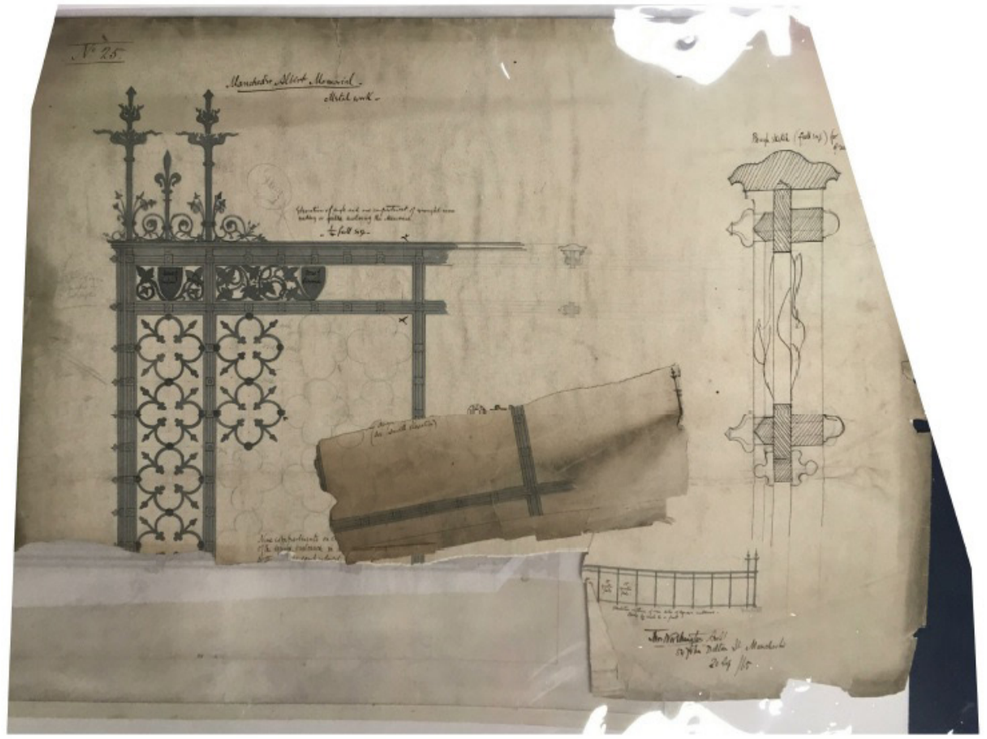
The railings of the Albert Memorial

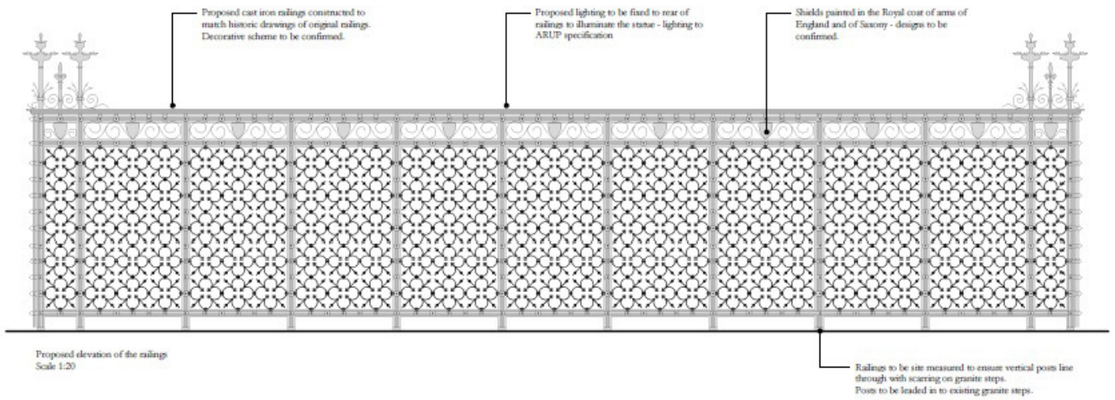
- Allow reinstatement of painted decorative iron railings to top step approx. 2m high. to full perimeter.

Existing situation: The historic metal railings were removed with scarring left on the steps showing their original location.

Proposed works: We have good documentary evidence of the historic railings including original drawings and historic photographs. The proposal is to re-instate these railings to the original design and in the original locations.

A detailed microscopic paint analysis will be undertaken on the surviving metalwork in the ground and the lampposts and this shall inform the proposed colour with an assumption that the monument will be restored to its original scheme. If all evidence has been lost then an appropriate historic colour will chosen based on any later surviving evidence on site and consultation with the local planning authority.





Proposed elevation of the railings
Scale 1:20

4.2.4 HERITAGE-DRIVEN ALTERATIONS TO THE ALBERT MEMORIAL

A number of alterations are also proposed to the Albert Memorial. These have been driven by positive public and heritage aspirations, and can be detailed as follows.

Lighting

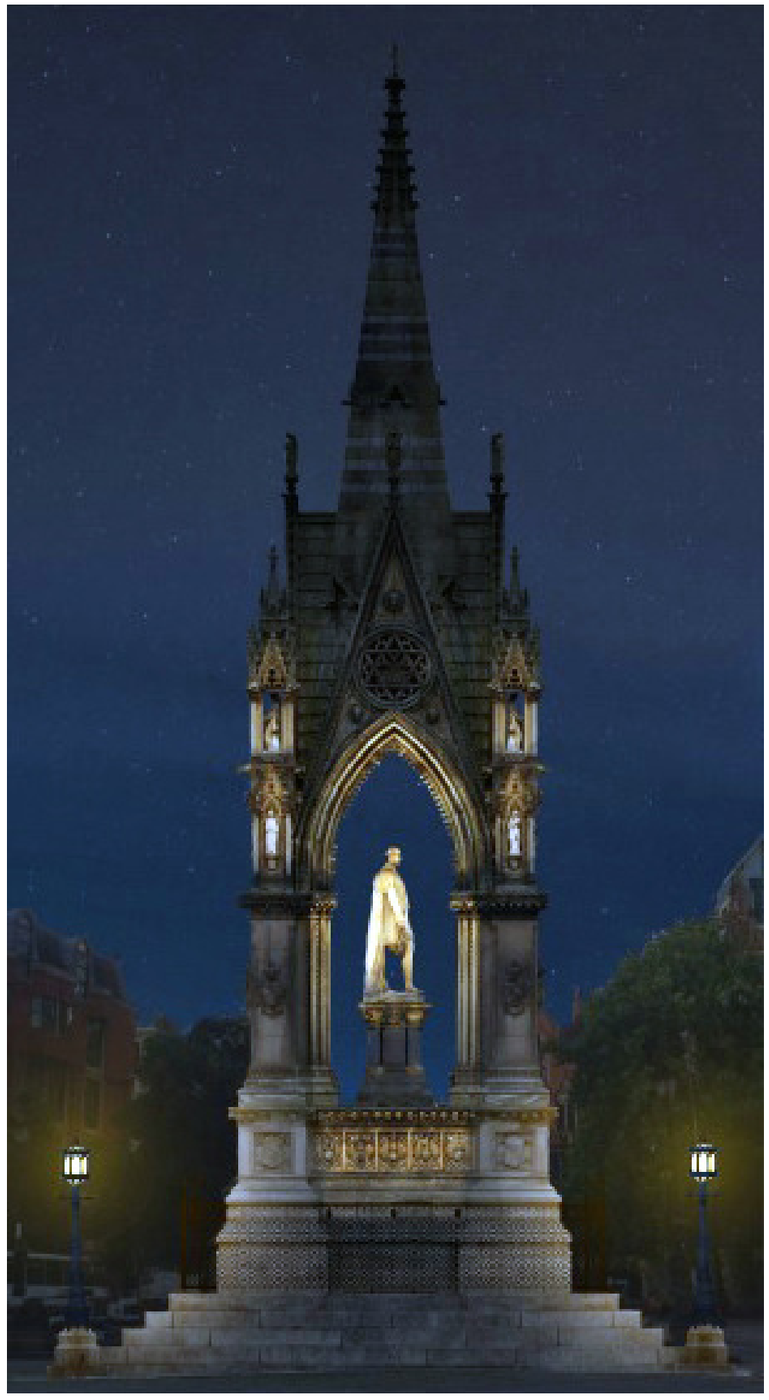
- Take down and carry out full overhaul including new electrical and lamping provision

Existing situation: The existing lamps are currently in need of repair and the internal electric installations updated as they are approximately 30 years old.

Current Proposal: Retain and redecorate lamps on basis of known historic decorative scheme (from paint analysis or appropriate historic colour as per the railings), re-wire and renew lamps to accommodate LED fittings. The modern upper housing and spotlights will be replaced with a reproduction of the original gaslight holder. New lighting will be mounted on the steps to the monument between the railings and the internal face of each length of proposed railings to uplight the vaulted arches. There will be minimal harm through the introduction of the lighting equipment outweighed by the benefit of improving the visual appeal of the monument after dark.



The original gaslight holder



The proposed lighting scheme

Additional structural support

- Renew structural support to pinnacles and restore plinths

Existing situation: The current structural support to the pinnacles was undertaken in the late 20th century when there was a risk of these pinnacles becoming unstable and these corner features were removed. At this point a new structural solution was conceived which removed the original plinths and the rear of the capitals and replaced the existing supports with 3no. metal columns at each corner set into a crude concrete plinth to form a metal four-legged "table", with welded connections of the legs to the table-top. The "feet" of the legs appear to be set into the stone plinth (indent repairs/patching occur at the base). It appears that the inner three stone mouldings were removed to receive the table (leaving just the out granite one). The supports are wider than the historic stone details obscuring more of statue and the frame at the head of the statue has been lowered creating an oppressive feel to these pinnacles.

Proposed works: With good documentary evidence of the original stone verticals (all four mouldings), the proposal is to reform the three that have been removed in a non-ferrous metal, to follow exactly (in silhouette) the original intent. This would again be a welded sway-frame table installed by removing the stonework above (and to allow the existing metalwork to be removed). These would be constructed from stainless steel, the surface of which would be etched to get a suitable "dull" finish to adhere to it. The legs would be effectively three tubes, and they would be pushed out closer the back of the original granite verticals. This re-positioning will improve the view of the statues to what is seen today, but this view will be as originally intended. The proposed plinth is to be restored and constructed in accordance with original detailed drawings.

Stone cleaning

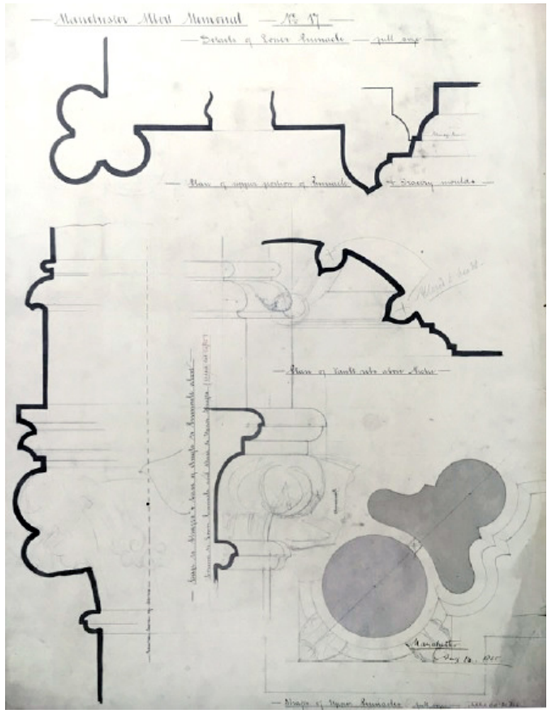
In addition to the above the memorial will be fully cleaned to remove algae and surface deposits which have exacerbated the deterioration of the stonework:

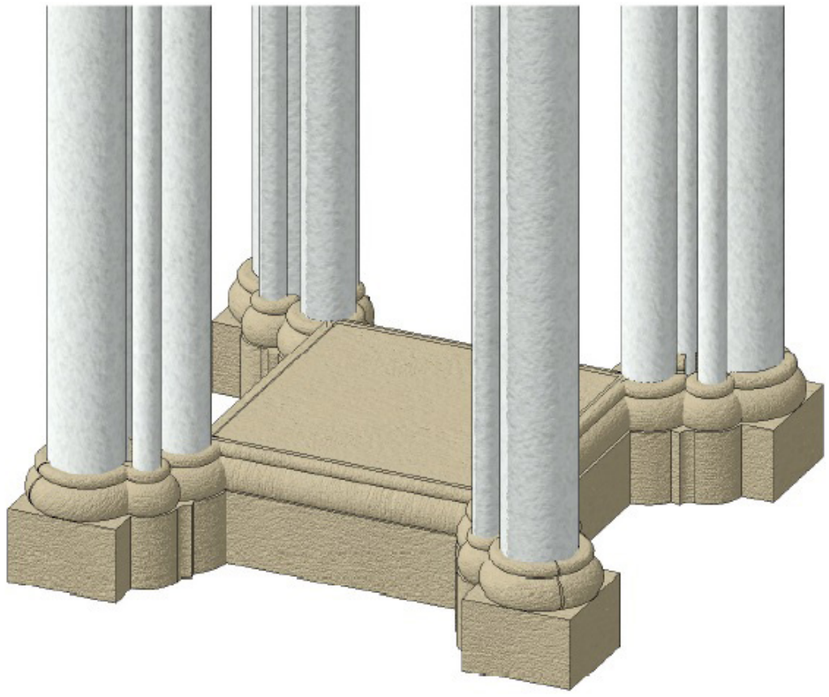
- Ammonium carbonate poultice to soften black sulphation followed by torc clean to remove sulphation; following cleaning allow an additional 5% raking out and lime repointing to that scheduled elsewhere
- Steam clean and bristle brush to remove algae growth, moss and grime; following cleaning allow an additional 5% raking out and lime repointing to that scheduled elsewhere

Potential to dismantle and reinstate top of spire due to ferrous metal inserts.

The ferrous metal will rust causing jacking of the stone and eventually lead to loose elements. The spire will be carefully recorded and the upper section dismantled before reinstatement. This will be subject to investigation and the positive identification of embedded expanding iron fixings and/or instability of masonry units.







4.3 ASSESSMENT OF IMPACT

The proposals would see the informed repair and restoration of the Albert Memorial, directly in line with best conservation practice. These works will result in the securing of the physical conservation of this outstanding heritage asset, addressing problems regarding its physical condition and preventing accelerated deterioration of significant fabric. The restoration of key features and removal of insensitive modern interventions will enhance the integrity of the memorial, and enhance its understanding and appreciation by visitors and the people of Manchester.

The introduction of luminaries have been carefully considered with respect to their location and method of fixing. As a result, they will have a very limited physical impact on physical fabric, and be visually unobtrusive. At night, these luminaries will enhance the appreciation of the Albert Memorial by reinforcing and highlighting the memorial's excellent composition through a carefully considered lighting design. This will have the effect of both reinforcing the key elements of the original design, and enhancing the landmark status of the Albert Memorial in a manner befitting its significance and original intention.

There is some loss of evidential value through replacement of eroding original fabric and its like for like replacement and the removal of the iron stubs in the ground and their replacement with railings based on the original design. However, the aesthetic and architectural value of the monument outweighs the evidential value and in the case of the railings the compelling evidence from archive drawings to photographs gives a strong evidence base for their restoration.

As a result of the above exclusively beneficial heritage impacts, the proposed works would have a high beneficial impact on the significance of the Albert Memorial. The contribution that the Albert Memorial makes to associated heritage assets (notably the Albert Square Conservation Area and Manchester Town Hall) would be similarly enhanced.

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High Adverse	The development severely harms the heritage assets, views of the heritage assets, or the ability to appreciate their significance.	Substantial Harm

5.0 LEGISLATIVE AND POLICY CONSIDERATIONS

5.1 PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990

The Planning (Listed Buildings and Conservation Areas) Act 1990 sets out relevant legislative considerations for listed buildings conservation areas, including authorisation of works such as currently proposed. In particular;

'In considering whether to grant listed building consent for any works the local planning authority…shall have special regard to the desirability of preserving the and building of its setting or any features of special architectural or historic interest which it possesses' - Section 16(2)

Section 66 of the Act requires the Local Planning Authority to 'have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses' when considering whether to grant Planning Permission.

5.2 THE NATIONAL PLANNING POLICY FRAMEWORK

The National Planning Policy Framework (NPPF) sets out the Government's planning policies for England and how these should be applied. A key concept of this is that of achieving 'sustainable development' (paragraph 7), the objective of which is summarised as meeting the needs of the present without compromising the ability of future generations to meet their own needs. This is identified as having three principal objectives – economic, social and environmental. The historic environment makes a notable contribution to all these important considerations, as evidenced in Historic England's 'Heritage Counts' research: https://historicengland.org.uk/research/heritage-counts/. The NPPF gives particular emphasis to the heritage contribution to the environmental objective, defining this as, "contribut[ing] to protecting and enhancing our natural, built and historic environment".

Chapter 16 of the NPPF addresses specifically national planning considerations with respect to the historic environment and delivery of sustainable development. In these terms, development which fail to give due weight to the conservation of heritage assets are deemed not to be sustainable development, and consequently should not be supported.

The focus of Government planning policy regarding the historic environment is to ensure that account is always taken of the desirability of sustaining and enhancing the significance of heritage assets and the contribution they make to sustainable communities and economic vitality, putting them to viable uses consistent with their conservation, and for new development to make a positive contribution to local character and distinctiveness (NPPF paragraph 185).

The NPPF stresses that 'great weight' should be given to the conservation of designated heritage assets (paragraph 193), and clearly sets out any tests for harm to the significance of heritage asset with respect to reaching balanced sustainable development. Clear and convincing justification is required for any harm to the significance of a heritage asset, including through change within its setting (paragraph 194). In addition to this, 'less than substantial' harm requires weighing against the public benefits of a proposal and, where appropriate, securing the optimum viable use of a heritage asset (paragraph 196). Substantial harm is not proposed as part of the proposed works.

5.3 NATIONAL PLANNING POLICY GUIDANCE

National Planning Practice Guidance (NPPG) was introduced in March 2014 as a live web-based resource to support the NPPF. It brings together planning practice guidance for England in an accessible and usable way and is a material consideration in assessing this application.

The NPPG recognises that the conservation of heritage assets in a manner appropriate to their significance is a core planning principle, requiring a flexible and thoughtful approach to get the best out of assets. It states that:

"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."

The NPPG acknowledges that substantial harm is a high test, and that it is the degree of harm to the significance of an asset, rather than the scale of the development, which is to be assessed.

The NPPG also sets out that developments which impact upon heritage assets should deliver public benefits (paragraph 020). These benefits should be of a nature or scale to be of benefit to the public at large and should not just be a private benefit. However, NPPG notes that benefits do not always have to be visible or accessible to the public in order to be genuine public benefits. Public benefits may include heritage benefits, such as:

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

5.4 LOCAL PLANNING POLICY

The Local Development Framework (LDF) is a collection of statutory Development Plan Documents (DPDs) that together set out the vision and spatial strategy for the future development of Manchester. To-date only the Core Strategy DPD has been adopted by Manchester City Council. Within this context, the Development Plan comprises:

- Manchester Core Strategy 2012 ("the Core Strategy")
- Manchester Proposals Map (2012)
- Saved Policies of the Manchester Unitary Development Plan 2005 ("the UDP")

The Core Strategy was adopted in July 2012 and is the key overarching DPD within the LDF. The Core Strategy has replaced significant elements of the Manchester UDP as the document that sets out the long term strategic policies for Manchester's future development and forms the primary framework that planning applications will be assessed against. Despite being largely superseded by the Core Strategy, a number of UDP Policies have been "saved" and comprise part of the Development Plan.

The Manchester Core Strategy sets the overall strategic direction for planning in Manchester over the plan period from 2012 to 2027.

It sets out that historic sites and areas of particular heritage value should be both safeguarded for the future and, where possible, enhanced for their own heritage merits and as part of wider heritage regeneration proposals.

Core Strategy Policy EN3 Heritage is the key policy from a heritage perspective. It states as follows:

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

Core Strategy Policy CC9 Design and Heritage is also of relevance. It states as follows:

"Development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments. The Council will support high density and mixed-use development, but developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form."

In addition, the following policies are of relevance to the proposals and will be considered in the Planning Statement:

- Policy EC1 – Employment and Economic Growth in Manchester.
- Policy EC2 – Existing Employment Space.
- Policy EC3 – The Regional Centre.
- Policy CC1 – Primary Economic Development Focus: City Centre and Fringe.
- Policy CC5 – Transport
- Policy CC8 – Change and Renewal
- Policy CC10 – A Place for Everyone
- Policy T1 – Sustainable Transport
- Policy EN1 – Design Principles and Strategic Character Areas
- Policy EN4 – Reducing CO2 Emissions by Enabling Low and Zero Carbon Development
- Policy EN6 – Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies
- Policy EN8 – Adaptation to Climate Change
- Policy EN19 – Waste
- Policy DM1 – Development Management

Saved Policies of the Manchester Unitary Development Plan (UDP) (1995)
The Saved UDP Policy of most relevance to the proposals is Policy DC18.1 (Conservation Areas), which sets out to encourage and help ensure the protection, preservation and enhancement of the City's Conservation Areas, which it recognises as areas of special character representing the rise and development of Manchester as the world's first industrial city.

The policy states that the protection of such areas helps stimulate local pride, and encourages both tourism and further investment, and recognises the Local Planning Authority's obligations under statute to give particular attention to the quality of developments within Conservation Areas.

5.5 THE CONSERVATION PLAN (2006)

The proposed works have been carefully developed in line with the established Town Hall Complex Conservation Plan. In particular, the following objectives are relevant and addressed in this Heritage Impact Assessment and associated Listed Building Consent Application.

Objective 1
Repair and maintenance – To secure the permanent repair and proper future maintenance of the complex and the collections within it

Objective 3
Future use and upgrading – To optimise the use of the buildings to meet public expectations, user needs, best practice and best value in the twenty-first century public service delivery

5.6 SUMMARY OF COMPLIANCE

The proposed works comprise the careful repair and restoration of the Albert Memorial, with alteration works limited to minor lighting interventions to enhance its appreciation and landmark status. As such, the proposed works constitute a high beneficial impact on the significance of the Albert Memorial.

The proposed works therefore preserve and enhance the significance of the Albert Memorial in line with Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990, and conserve and enhance their significance in line with paragraph 192 of the National Planning Policy Framework (NPPF) as well as the overarching aim identified by the chapter heading 'conserving and enhancing the historic environment'. This also fully accords with the Core Strategy policies EN3 and CC9 outlined above.

6.0 SUMMARY

The Albert Memorial is a Grade I listed building of outstanding national interest. It is of particularly high historical value for its association with historic figures such as Prince Albert and Thomas Worthington, and for how it connects visitors and local people to the feelings of public mourning, pride in Manchester, and aspirations of its time. This is illustrated well through the expressive and high-quality of its design, which is of high aesthetic interest. This history, as well as more recent associations with civic pride, mournful events, celebrations, and everyday life also mark it as being of considerable communal value. The open setting and established context of associated heritage make a considerable contribution to its appreciation and significance.

The proposed works comprise carefully considered repair works and informed restoration in line with good conservation practice. The small-scale alterations proposed are limited to the introduction of new luminaries to enhance the appreciation of this striking composition after dark and subtle structural support. These works would support the long-term physical conservation of the memorial, as well as enhance significance through careful and informed restoration of lost features. The appreciation of the monument would be notably enhanced as a result of these works, and this effect enhanced by the proposed lighting of the monument. Overall, the proposed works would therefore have a high beneficial impact on the significance of the Albert Memorial.

As a result of this very positive heritage impact, the proposals represent best practice building conservation and fully satisfy the requirements under law and planning policy to conserve and enhance the significance of heritage assets.

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