

Appendix 1

Greater Manchester Spatial Framework

Heritage Topic Paper

Revision A

Prepared on behalf of:

Greater Manchester Combined Authority

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Executive Summary

Introduction

- i. The purpose of the paper is to explore the historic environment looking at related strategies and policies and the state of the historic environment in Greater Manchester. It identifies key messages and issues that the Greater Manchester Spatial Framework will need to address.

Heritage Assets

- ii. The majority of the heritage assets within Greater Manchester fall within the following categories:
 - Industrial heritage: mills, commercial buildings, chimneys, civic buildings, churches and associated housing, parks and gardens and model villages;
 - Transport infrastructure heritage: historic bridges (some of medieval origin), canals and railway infrastructure;
 - Leisure heritage: public houses, swimming baths, billiard halls and cinemas;
 - Religious heritage: churches, chapels and other buildings, serving all denominations;
 - Large hall residences and their associated open spaces;
 - Places of social, political and cultural reform and improvements: sites relating to historical events, institutions and commercial enterprise;
 - Significant archaeological sites: associated with Roman and medieval activities; and
 - Open spaces: those surrounding historic buildings, squares, markets and landscape infrastructure such as railing gates, walls and monuments.
- iii. The collective significance of Greater Manchester's heritage is recognised nationally through the statutory designations that apply to heritage assets and is evidenced locally through designated Conservation Areas (CAs) and the Greater Manchester Historic Environment Record (HER) database that has over 18,900 entries including monuments, buildings, find spots and historic places. These include nationally designated (including 3,892 listed building and 30 Registered Parks and Garden), scheduled (42 Scheduled Monuments), locally designated (including 245 CAs, 278 designated assets in Salford and 464 designated assets in Stockport) and non-designated assets.

Legislation, Planning Policy and Guidance

- iv. It is important that the GMSF takes in account primary legislation and policy for the historic environment. The Planning (Listed Building and Conservation Areas) Act 1990 is the primary legislation for heritage protection in England. Also of significance is the Ancient Monuments and Archaeological Areas Act 1979, Historic Buildings and Ancient Monuments Act 1953, Planning and Compulsory Purchase Act 2004, National Planning Policy Framework 2019, National Planning Practice Guidance and Best Practice, Historic England Advice notes, and local policy and studies.

The Value of Historic Environment

- v. The historic environment is an asset of enormous economic, social and environmental value:

Environmental Value

- vi. It provides a unique record of the development of Greater Manchester from Roman times to the present day through its unique quality, design and materials and thereby makes a very real contribution to quality of people's lives in Greater Manchester and the quality of its places. The sustainable use of existing buildings is a national priority as reflected within the NPPF and the historic environment plays a critical role in sustainable development by minimising energy, carbon and financial cost implications of new development.

Social Value

- vii. The majority of people in England visit heritage sites and believe that they are important to local communities. The historic environment is valued for its positive contribution to our knowledge, sense of identity and community life, by boosting social capital, increasing mutual understanding and cohesion and encouraging a stronger place. Volunteering in heritage can contribute to people's personal development, and there is emerging evidence of a positive relationship between heritage participation, wellbeing and health.

Economic Value

- viii. Heritage plays an important part in shaping peoples' perceptions and authentic experiences of a place and has a potentially powerful role to play in shaping distinctive, vibrant and prosperous places which are pull factor for business. The historic environment makes a positive contribution to UK GDP, particularly as a driver of overseas tourism, but also in making a place attractive to those looking to work, study or undertake business. Heritage-led regeneration is of particular value in areas of high economic and social deprivation, by transforming rundown derelict historic areas into vibrant places in which people wish to live, work and spend their money.

Trends**Heritage At Risk**

- ix. Heritage at risk can result in socio-environmental degradation including crime, vandalism, fly tipping and the consequent decline in the significance and character of an area. Greater Manchester has a relatively small proportion of heritage assets on the formal Heritage at Risk register; some 2% of listed buildings, 7% conservation areas and 2% of scheduled monuments, however there are considerable gaps in the evidence base. Condition information on conservation areas, is more detailed and perhaps provides a useful yardstick in terms of the state of the historic environment within the city-region. Overall 7% of conservation areas are 'at risk' but the proportion is much higher in some districts.

Vulnerability of Certain Building Typologies

- x. Greater Manchester's historic mills are rapidly being lost with many more standing empty and neglected. Since the 1980s, 45% of Greater Manchester's historic mills have been lost. Notwithstanding mills, there is a wider diversity of vulnerable industrial heritage that is often non-designated. Other vulnerable typologies highlighted by stakeholders include agricultural and civic buildings and public houses.

Conservation and Economic Viability

- xi. Change is often vital to facilitate the optimum viable use of heritage assets, so they can continue to receive investment but there are a range of challenging factors that can affect the scope and economic viability of adaptation from structural condition to geographical location. In order for development to become viable, some form of funding is required to meet the 'conservation deficit' either in the form of a grant (such as Heritage Lottery Fund and Future High Street Fund including heritage Action Zones), or 'enabling development'. Conservation Area status, Heritage Action Zones and Town Centre Challenge initiative can be a focus for attracting and channelling grant aid.

Local Identity, Character and Distinctiveness

- xii. Greater Manchester is made up of many areas each with their own sense of place, local character and distinctiveness, which are particularly important at a local level. Therefore, it is crucial that new development reflects and enhances the built environment and avoids creating homogenous places that become undesirable to live and invest in. The historic environment, when well-managed, can be a valuable source of prosperity, wellbeing and community cohesion.

Heritage, Growth and Design

- xiii. It is important to reconcile the need for economic and housing growth with the protection and enhancement of the historic environment. Whilst it is recognised that Greater Manchester will need to ensure that there is a long-term plan to deliver its high level of growth, it is important that this is balanced with the requirement that cultural and heritage assets are preserved for future generations. In considering development in historic environments, the need for development should be balanced against protecting / enhancing the historic environment, keeping in mind that good growth stems from an approach where heritage and development are considered as complementing rather than competing factors that contribute to the enhancement of place.

Heritage and Climate Change

Climate change will be a key driver of future change, but the overall quality, diversity and distinctiveness of our historic environment needs to be recognised as it evolves and responds to new pressures. Historic buildings vary greatly in the extent to which they can accommodate change without loss of their significance and taking into consideration the extent of the historic environment across Greater Manchester, improving the energy efficiency of existing buildings needs to be applied with particular care and sensitivity.

Recommendations

- xiv. In order to be assessed a sound plan, the heritage paper recommends that development of the GMSF:
- Is in compliance with national policy and legislation;
 - Provides a positive strategy for conservation, enhancement and enjoyment of the historic environment;
 - Balances growth with the conservation and enhancement of Greater Manchester's historic environment, recognising the contribution that heritage assets make to achieving the GMSF objective of building a sustainable and resilient city-region;
 - Ensures that development reflects local character and distinctiveness and sense of place;
 - Delivers high quality design in new development;
 - Reduces the number of entries on the Heritage at Risk Register; and
 - Provides a robust implementation strategy for the framework that gives equal weight to delivery of all aspects of the plan, including conservation of historic environment.

1 Introduction

1.1 Purpose of this paper

- 1.1.1 This document is a topic paper on the historic environment that forms part of the evidence base to inform the preparation of the Greater Manchester Spatial Framework (GMSF).
- 1.1.2 The purpose of the paper is to explore the historic environment looking at related strategies and policies and the state of the historic environment in Greater Manchester. It identifies key messages and issues that the Greater Manchester Spatial Framework will need to address.

1.2 The Greater Manchester Spatial Framework

- 1.2.1 The Greater Manchester Combined Authority (GMCA) has prepared a draft of Greater Manchester's Plan for Homes, Jobs, and the Environment, otherwise known as the Greater Manchester Spatial Framework (GMSF). The GMSF sets out a plan for Greater Manchester's growth and development over the period to 2037, including the scale and location of new development across the ten districts, as well as other policies aimed at improving the lives of local residents and transforming Greater Manchester into a world-leading city-region.
- 1.2.2 The land proposed to accommodate the growth and development over the plan period has been identified through GMSF Brownfield Registers and a full land supply, which identified sites suitable to accommodate the Objectively Assessed Needs and Housing Targets. In line with GMSF's overarching goals to maximise potential of land and build at higher densities in the most accessible locations (e.g. city and town centres), the majority of development (including 87% of housing, 95% of offices and 50% of industrial and warehousing development) within the plan period will be on land within the urban area, most of which is brownfield land. GMSF therefore is expected to stimulate growth and regeneration across city-region's established urban area and act as an effective means of supporting investment in the existing built fabric of the city-region and its constituent towns and cities.
- 1.2.3 The regeneration of urban areas, particularly as locations for new housing, where heritage assets have a powerful and strong presence (e.g. through civic, religious, leisure and commercial assets) will be supported by strong policies to help regenerate the historic environment. Building on successful schemes, GMSF policies will help turn disused or underused buildings into creative spaces, offices, retail outlets and housing, making heritage work better for modern life. The GMSF overall approach to accommodating the majority of Greater Manchester's identified development in brownfield sites and town centres sits well with the conservation agenda and is compatible with the Government's recent programmes of funding positive changes in town centres and high streets.
- 1.2.4 The scale and distribution of development required to meet the needs of Greater Manchester will also require release of a limited amount of land from the city-region's Green Belt and safeguarded open land, however this will be dependent on the appropriate transport and other infrastructure at local level is provided to support the current and future population of those sites. The land taken from the Green Belt forms GMSF's 'site allocations,' which will contribute to the future growth of the city-region. These sites generally have little heritage merit, due to their location being mostly rural, however the GMSF will ensure through strategic policies as well as site-specific policies, that harm to the significance of the heritage assets, including effects on their setting, is avoided. The framework will also ensure that where possible, the development of the site allocations will act as a catalyst, presenting opportunities to tackle any heritage at risk and better reveal the significance of heritage assets through sensitively designed development.

1.3 GMSF and the historic environment

- 1.3.1 During the 18th and 19th centuries Greater Manchester's cotton industry led the world to the first industrial revolution and the commercial heart of that industry was the city of Manchester. There had been permanent settlements across Greater Manchester since the Roman times, but the impact of that particular period on urban growth and settlement has been substantial. The collective significance of Greater Manchester's heritage is recognised nationally through the statutory designations that apply to heritage assets and is evidenced locally through designated Conservation Areas (CAs) and the Greater Manchester Historic Environment Record (HER) database that has over 18,900 entries including monuments, buildings, find spots and historic places.

- 1.3.2 The decisions and actions that will occur through the implementation of planning policies will impact on what the historic environment will be like in the future. There is an opportunity to maximise and sustain Greater Manchester's heritage, protecting and enhancing assets in a positive and constructive manner.
- 1.3.3 In the preparation of the GMSF it is essential that the future needs and opportunities with regard to the historic environment are assessed as part of the overall evidence base for the plan. This Heritage Paper, part of the evidence base for the GMSF, seeks to do just that. It examines evidence relating to Greater Manchester's historic environment, to identify the state of the historic environment in Greater Manchester and the key messages that the GMSF will need to address.
- 1.3.4 This Heritage Paper has been influenced by a range of studies related to the historic environment as well as the valuable input of officers from GMCA, Historic England, the Greater Manchester Archaeology Advisory Service (GMAAS) and the ten GM districts, including a workshop held in July 2019.

1.4 Structure of this Paper

1.4.1 The paper is structured as follows:

- **Section 2:** A Profile of the Greater Manchester Historic Environment - describes the origins, development and character of Greater Manchester.
- **Section 3:** Heritage Assets – outlines Greater Manchester's historic environment today.
- **Section 4:** Legislation, Planning Policy and Guidance - provides an overview of relevant legislation, policy and guidance to the historic environment.
- **Section 5:** The Value of the Historic Environment – sets out why the historic environment is important to Greater Manchester, based on its economic, social and environmental value.
- **Section 6:** Trends - summarises the issues and opportunities pertaining to the historic environment as experienced in Greater Manchester.
- **Section 7:** Recommendations – concludes this topic paper, noting the different ways in which the issues raised in this paper can be addressed in the GMSF.

2 A Profile of the Greater Manchester Historic Environment

2.1 Introduction

2.1.1 This Topic Paper describes the origins, development and historic built environment of the city-region. It focusses on the City of Manchester, the commercial heart of the city-region, along with the network of towns and villages that developed across each of the ten Greater Manchester districts.

2.2 Origins and Development to the Beginning of the 20th Century

2.2.1 The origin of most towns and cities lies in the geography of their location. Inland settlements were generally established at river crossings and at strategic points along long-distance road networks. Manchester sits in the north-eastern corner of a plain defined to its north and east by the Pennine Hills. Many streams and rivers flow from these hills and down to the plain.

2.2.2 The earliest documented reference to Manchester is in the Antonine Itinerary, the Roman imperial road book of the 2nd Century AD, where it is variously named Mamucium and Mancunium. The site referred to is at the intersection of an extensive network of Roman roads running to forts at Chester, Buxton, Brough, York, Aldborough, Ribchester, Carlisle and Wigan. The rivers Irwell, Irk and Medlock flow through the area, whilst the Mersey lies just to the south. Transport and communications infrastructure would remain central to the development of Manchester over the next two millennia and become in itself a generator of urban form and development.

2.2.3 From the year AD 79 a large Roman fort and civilian settlement or vicus were progressively established on a raised area above the confluence of the rivers Irwell and Medlock in today's Castlefield. The Romans left in AD 410 and almost all of the remains of the Roman fort were demolished in the early 19th Century.

2.2.4 An entry in the Anglo-Saxon Chronicle for 923 records that King Edward the Elder of the Mercians and his queen Ethelflaed repaired and fortified Manceastre. The site this entry refers to is just under a mile to the northwest of the abandoned Roman fort on a steep sandstone bluff at the confluence of the rivers Irwell and Irk. This site (now occupied by the Collegiate Church domestic buildings of 1421 that are part of Chetham's School of Music) became the core of the medieval town of Manchester. Of this medieval town, nothing earlier than the 15th Century survives. However, the town grew and flourished, having a fine parish church, stone bridges and an extensive market place.

2.2.5 From the 16th Century Manchester became a major trading centre for the network of south Lancashire towns that specialised in the production of cloth. Whilst politically Manchester was simply a village - Daniel Defoe's 'Greatest Mere Village in England' – Manchester was and remains a 'Can-Do' place - you can come to Manchester and prosper. Herein lies the origin of the metropolitan hub at the centre of a ring of important towns that became Greater Manchester.

2.2.6 A commodities exchange, opened in 1729, and numerous large warehouses aided the growth in commerce. However, Manchester's prominence in the Industrial Revolution begins with the mechanization and expansion of its historic textile manufacture. By around 1750 pure cotton fabrics were being produced and cotton had overtaken wool in importance.

2.2.7 The Irwell and Mersey were made navigable by 1736, opening a route from Manchester to the sea docks on the Mersey. The Bridgewater Canal, Britain's first wholly artificial waterway, was opened in 1761, bringing coal from mines at Worsley to central Manchester. The canal halved both the cost of coal and the transport cost of raw cotton, leading to a boost in the region's economy.

2.2.8 In 1780, Richard Arkwright began construction of Manchester's first cotton mill. Significant textile manufacture took place in Manchester, but the great majority took place in the towns of south Lancashire and north Cheshire. Manchester began expanding at an astonishing rate around the turn of the 19th Century and soon became the world's largest marketplace for cotton goods. It developed a wide range of associated industries, so that by the 1830s Manchester was without doubt the first and greatest industrial city in the world. Engineering firms initially made machines for the cotton trade, but diversified into general light and heavy engineering. Similarly, the chemical

industry started by producing bleaches and dyes, but expanded into other areas. Commerce was supported by financial service industries such as banking and insurance.

2.3 Two Cities and Ten Metropolitan Boroughs

Introduction

2.3.1 Manchester is the geographical and commercial heart of the Greater Manchester city-region, with the nine other metropolitan boroughs closely encircling the centre. These nine boroughs are Salford (also a city in its own right), Trafford, Stockport, Tameside, Oldham, Rochdale, Bury, Bolton and Wigan. Each borough is a microcosm of the city-region, with a main commercial and administrative hub surrounded by a network of smaller towns and large villages. These boroughs and their constituent towns are linked by an extensive and radiating road, canal, rail and tram network, making Greater Manchester the most complex urban region in the UK outside London.

Manchester

2.3.2 The size and shape of the City of Manchester is largely due to political and administrative factors. The boundary defines an area some 5 miles (8km) east – west and 14 miles (22 km) north – south. Within the city are various former townships and villages including Baguley, Bradford, Burnage, Chorlton-cum-Hardy, Clayton, Didsbury, Fallowfield, Gorton, Harpurhey, Levenshulme, Longsight, Northenden, Openshaw, Ringway, Rusholme, Moss Side, and Withington.

Bolton

2.3.3 Situated in the Pennine foothills 10 miles (16 km) north-west of Manchester, the Metropolitan Borough of Bolton includes the towns of Farnworth, Blackrod, Horwich, Kearsley, Westhoughton and Little Lever. Bolton has been a production centre for textiles since Flemish weavers settled in the area in the 14th Century, introducing a wool and cotton-weaving tradition. During the Industrial Revolution Bolton grew rapidly as a centre of cotton spinning and weaving, coal mining, textile bleaching and dyeing.

Bury

2.3.4 Bury lies 8 miles (13 km) north of Manchester on the River Irwell. The borough includes the towns of Ramsbottom, Tottington, Radcliffe, Whitefield and Prestwich. The Roman road from Manchester to Ribchester runs through Radcliffe. A medieval market town with a castle, Bury developed rapidly during the industrial revolution with the construction of textile mills, foundries and coal mines.

Oldham

2.3.5 Located 7 miles (11 km) north-east of Manchester, Oldham sits in the Pennine hills between the rivers Irk and Medlock. The borough includes the outlying towns of Chadderton, Failsworth, Royton and Shaw and Crompton, the village of Lees, and the parish of Saddleworth. Historically in Lancashire, and with little early history to speak of, Oldham rose to prominence in the 19th Century as an international centre of textile manufacture. It was among the first ever industrialised towns, rapidly becoming at its zenith the most productive cotton spinning mill town in the world. Facilitated by its flourishing textile industry, Oldham developed extensive structural and mechanical engineering sectors during the 18th and 19th Centuries. The manufacture of spinning and weaving machinery in Oldham belongs to the last decade of the 19th Century, when it became a leading centre in the field of engineering.

Rochdale

2.3.6 Rochdale lies in the foothills of the South Pennines on the River Roch, 10 miles (16 km) north-east of Manchester. The Borough of Rochdale includes the towns of Middleton, Heywood, Littleborough, Milnrow and the village of Wardle. Rochdale flourished as a centre of northern England's woollen trade, but rose to prominence in the 19th Century as a centre of cotton manufacture.

Salford

2.3.7 The role of the ancient hundred of Salford in the history of the region is important. At the time of the Norman conquest Manchester, and most of what now constitutes Greater Manchester, lay in the Anglo-Saxon Hundred of

Salford. Salford was granted a charter in about 1230, making it a free borough of greater cultural and commercial importance than Manchester. Although Manchester became pre-eminent, the close relationship between the adjacent cities of Manchester and Salford is of great antiquity.

- 2.3.8 Salford lies directly west of Manchester City Centre in a meander of the River Irwell, which forms part of its boundary with Manchester. The most important road, rail and waterway links between Manchester and Liverpool run through Salford. Within the city boundary lie the towns of Barton, Eccles, Ellenbrook, Irlam, Little Hulton, Patricroft, Pendlebury, Swinton, Walkden, Weaste and Worsley.
- 2.3.9 During the Industrial Revolution Salford became a major cotton and silk spinning and, weaving town. The completion of the Manchester Ship Canal in 1894 triggered Salford's development as a major inland port. By 1914 the Port of Manchester, most of whose docks were in Salford, had become one of the largest port authorities in the world, handling 5% of the UK's imports and 4.4% of its exports. Commodities handled included cotton, grain, wool, textile machinery and steam locomotives.

Stockport

- 2.3.10 Stockport lies 7 miles (11 km) south-east of Manchester City Centre, where the Rivers Goyt and Tame merge to create the River Mersey. It lies on the historic post and coaching route from Manchester to London and includes the areas of Bramhall, Cheadle, Cheadle Hulme, Marple, Bredbury, Reddish, Woodley and Romiley.
- 2.3.11 In the 16th Century Stockport was a small town known for the cultivation of hemp and manufacture of rope. In the 18th Century the town had one of the first mechanised silk factories in the British Isles. However, Stockport's predominant industries of the 19th Century were the cotton and allied industries. Stockport was also at the centre of the country's hatting industry, which by 1884 was exporting more than six million hats a year.

Tameside

- 2.3.12 Tameside is named after the River Tame, which flows through the borough, and spans the towns of Ashton-under-Lyne, Audenshaw, Denton, Droylsden, Dukinfield, Hyde, Mossley and Stalybridge plus Longdendale. Its western border is approximately 4 miles (6.4 km) east of Manchester City Centre.
- 2.3.13 The settlements in Tameside were small townships centred on agriculture until the advent of the Industrial Revolution. The towns of the borough grew and became involved in the cotton industry, which dominated the local economy.

Trafford

- 2.3.14 Trafford lies directly to the south west of Manchester city centre. The River Mersey flows through the borough, separating the historic counties of Lancashire and Cheshire. Within the borough lie the towns of Stretford, Sale, Altrincham, Bowdon, (all lying along the line of the Roman road to Chester), Old Trafford, Partington, Urmston, and the village of Warburton.
- 2.3.15 Historically, the economy of Trafford was dominated by agriculture. This continued even during the Industrial Revolution, as the textile industry in Trafford did not develop as quickly or to the same extent as it did in the rest of Greater Manchester, partly because of a reluctance to invest in industry on the part of the two main land owners in the area, the Stamfords and the de Traffords. Until the late 19th Century Trafford Park, which occupies an area of 4.7 square miles, was the ancestral home of the Trafford family. It was sold in 1896 and from 1897 the world's first planned industrial estate was established there.

Wigan

- 2.3.16 Wigan is located 17 miles (27 km) west-northwest of Manchester on the River Douglas. The Metropolitan Borough includes the towns and villages of Leigh, part of Ashton-in-Makerfield, Ince-in-Makerfield, Hindley, Orrell, Standish, Atherton, Tyldesley, Golborne, Lowton, Billinge, Astley, Haigh and Aspull. Under its Roman name Coccium, Wigan was a significant Roman site in the late first and second centuries. It is believed to have been incorporated as a borough in 1246 following the issue of a charter.

- 2.3.17 During the Industrial Revolution Wigan experienced dramatic economic expansion and a rapid rise in population. Although porcelain manufacture and clock making had been major industries, Wigan became known as a major mill town and coal mining district. A coalmine was recorded in 1450 and at its peak, there were 1,000 pit shafts within 5 miles of the town centre.

2.4 Early Building Materials and Building Types

- 2.4.1 In medieval times building materials for high status buildings comprised sandstone for walling, and lead and sandstone flags for roofing. Lower status buildings employed timber for building frames, woven timber and plaster wall infill panels and thatch for roofing. In Pennine areas where sandstone was abundant, it was sometimes used for lower status buildings. From the 17th Century brick became fashionable, at first for high status buildings, but eventually for most building types. From the 18th Century slate for roofing became increasingly available as transportation became more cost-effective. In the 19th Century factory-produced materials became available including faience, terracotta, large sheet glazing, asphalt and sheet metal, augmented from the end of the 19th Century by structural steel, concrete and flat roof membranes. However, the predominant building materials in the city-region are red brick, blue slate and sandstone, the latter more common in the Pennine areas.
- 2.4.2 Surviving buildings of the medieval period are comparatively few in number and generally of high status. They include parish churches, bridges and houses of the gentry. Examples include the parish churches of Ashton-under-Lyne, Cheadle, Eccles, Manchester, Middleton, Prestwich, Radcliffe, Standish, Stockport and Warburton. Medieval gentry houses include Firwood Fold, Smithills Hall and Hall i' the Wood in Bolton, Baguley Hall in Manchester, Ordsall Hall and Wardley Hall in Salford and Bramhall Hall in Stockport. The Collegiate Buildings at Manchester of 1421 are the finest college buildings of their date in England.

2.5 Transport Infrastructure 1700 to 1900

- 2.5.1 Whilst Manchester and the surrounding towns had an extensive road network, the transportation of goods was both difficult and expensive. Packhorse trains operated fairly regular services between towns and cities, employing tens of thousands of packhorses (about 1,000 packhorses a day passed through Clitheroe before 1750). The businesses that operated packhorse services were known as carrying companies – Pickfords was an example – but costs were high and volume limited. From the 18th Century roads were improved, new turnpikes constructed and local wagon traffic increased. In the late 19th Century there were tens of thousands of cart horses in Manchester, and urban stables and smithies were numerous. The railway and canal companies had extensive stabling facilities in their yards and depots. Public street transport expanded from horse-drawn buses to trams, allowing new working class suburbs to grow up within an increasing radius.
- 2.5.2 Between 1730 and 1900 a series of major innovations led to an extensive and sophisticated transport infrastructure that progressively and dramatically increased the volume of traffic, reduced the cost of transportation and stimulated the growth of the regional economy.
- 2.5.3 In 1712 the engineer Thomas Steers made proposals to make the Mersey and Irwell navigable from Manchester to Liverpool, and the navigation was completed to Quay Street in 1736. The Bridgewater Canal, the first modern canal in Britain running cross-country without relying on the course of streams or rivers, was constructed between 1759 and 1765, bringing coal to Manchester from Worsley in Salford. By 1773 it had been extended to connect with the River Mersey at Runcorn. A national boom in canal building followed and included the Rochdale Canal (constructed 1798 – 1804), the Manchester, Bolton and Bury Canal (1791 – 1808) and the Ashton and Peak Forest Canal (1796 – 1800). Canal termini – secure areas accommodating wharves and carriers' warehouses - were established at Castlefield and Piccadilly. Wharves and warehouses survive here and elsewhere in the city region, for example Portland Basin in Ashton-under-Lyne. Bridges and boathouses also survive along the routes along with extensive original canal banks and lock systems. These were constructed of sandstone ashlar and were considerable feats of engineering.
- 2.5.4 Pressure for further improvements, primarily for goods but increasingly for passenger traffic, led to the development of the Liverpool – Manchester Railway. Constructed between 1826 and 1830 this was the world's first railway connecting

major urban centres. As with canal construction there followed a major boom in railway construction, developing over subsequent decades into a national network connecting cities, towns and villages. Major railway stations were constructed at Manchester Piccadilly (1842), Manchester Victoria (1844) and Manchester Central (1880). Massive freight yards and warehouses were built close to the passenger stations and this pattern was repeated in the surrounding towns. The built legacy of the railways includes station buildings, warehouses, bridges and associated civil engineering works variously pioneering new technologies in masonry, iron and steel. The cast and wrought iron bridges of Manchester are exceptional.

- 2.5.5 Still the pressure for improved transport continued. In 1882 the idea of linking Manchester to the sea and providing port facilities for ocean going ships was proposed. Constructed between 1887 and 1894, the 36 mile long canal was the largest navigation canal in the world. The newly created Port of Manchester (actually located in Salford), alongside the rapidly developing Trafford Park, became Britain's third busiest port, and again led to a huge boost in the region's economy.

2.6 Urban Development 1700 – 1900

- 2.6.1 The medieval centres of Manchester and the other boroughs were generally organic in their layout, responding to local topography and growing over time from the key generators of roads, rivers, and bridges. By 1700 Manchester was expanding in a planned manner. The second church in the town, St Ann's (1709 – 12), was built in a classical revival style on the site of the town's annual fair on Acresfield, at the head of a new square lined with gentry houses. New streets of houses for both gentry and professional people were developed, for example along King Street. These houses were generally in a plain Georgian idiom, red brick, symmetrical, sometimes with expressed quoins and segmental window heads. The old Market Street Lane was widened to a site known as Daub Holes, this given by the Lord of the Manor Sir Oswald Mosley as the site of a new Infirmary with public gardens (1755) and re-named Piccadilly. Grid-iron development of houses, churches and institutional buildings grew along Oldham Street to the north-east and Mosley Street to the south-west. The land was sold in parcels by prominent landowners, the parcels often sub-divided several times. Both rich and poor lived in the town centre, the poor in small, low quality housing on cheap and often insalubrious sites. The gentry gradually erected private institutional buildings such as libraries and assembly rooms. Towards the end of the century and into the early 19th Century a Greek revival style in fine-jointed sandstone ashlar was popular for these cultural temples.
- 2.6.2 There was great pressure on land, and towards the end of the 18th Century when noisy and smoky factories and warehouses gradually encroached into residential areas those who could afford to move to new suburbs such as Ardwick Green.
- 2.6.3 From the beginning of the 19th Century as the pace of development accelerated, factories and warehouses were established along the routes of the new canals. The cotton spinning mills were enormous plain brick structures, often employing innovative iron frames and fireproof brick vaults. They were sometimes lightened by vestigial pediments or bell cotes, the latter signalling the times of shifts. Towards the end of the 19th Century ever-larger spinning and integrated textile mills employing steel frames were constructed, especially in the surrounding textile towns. There were iron foundries and engineering workshops, some on a vast scale producing railway locomotives and carriages, machine tools, static steam and gas engines. These industrial buildings and bulk warehouses used a stripped classical style, sometimes on a monumental scale.
- 2.6.4 The radial road network connecting central areas to suburbs became the principal location for shops, which lined these routes with increased concentration of premises at major road intersections. Behind these radial roads were vast areas of terraced housing laid out in seemingly endless lines. Front doors opened directly onto the streets, and all except the smallest back-to-backs had rear yards with outside lavatories. Terraces often had general grocery stores or pubs on the corner sites, and were separated at the rear by narrow service entries. The standard of construction and accommodation varied but was generally good. There was pride in the appearance of these houses and the communities they created were strong. Professionals and gentry also lived in terraced houses, these on a grander scale, with the more affluent living in villas with gardens. New developments were constructed further from the city centre in the surrounding villages, for example in Chorlton on Medlock and Victoria Park. The locations were influenced by the acceptable length of a carriage or tram journey.

- 2.6.5 The first pubs were little more than private houses with one room open to the public for the sale of beer. Soon, the traditional small pub was established – beer was cheapest in the vault, slightly more expensive in the lounge where accompanied ladies were allowed and take-home supplies offered at the off-sales counter. More affluent people would drink and eat at taverns and hotels.
- 2.6.6 More religious buildings of an increasing number of denominations were established. Churches were far more than places of worship – they offered Sunday Schools, classrooms, social spaces for dances and concerts. They often had companies of boy scouts or church lads brigade, these with their own bands for Sunday parades. Before the state made provision, simple education was provided by churches and in ragged schools, whilst medical care was offered by infirmaries and voluntary hospitals, these funded by private donations and subscriptions. Produce markets, courts, prisons and gasworks also became larger and more numerous.
- 2.6.7 In 1837 a young Charles Barry, who had designed the Greek Revival Royal Manchester Institution (now the City Art Gallery), completed a new member's library and reading room promoting adult education and called The Athenaeum. He based his design on the Italian Renaissance palazzo, and this style and imagery were taken up with great enthusiasm by the mercantile textile traders, bankers and insurance companies. The palazzo style textile warehouses which were emporia for marketing, quality control and export were built in great numbers along Princess Street, Portland Street and Piccadilly, with similar style banks and insurance offices nearby. They became the 19th Century classic commercial building.
- 2.6.8 The region has always been a fertile bed of ideas and this has sometimes led to new building types. As the industrial revolution developed, employers realised that they needed an increasingly skilled workforce. This led to the establishment of working men's educational institutions known as Mechanics' Institutes. During the 19th Century many of these institutions became technical colleges offering daytime and evening course. The Manchester Mechanics Institute of 1824 was the genesis of Manchester University. Similarly, beginning at the end of the 18th Century, groups of people who were determined to secure wholesome food for the working population at reasonable prices established the joint ownership principles eventually known as the Co-operative Movement. This was formally established by the Rochdale Pioneers 1844. The original premises survive and the movement grew, producing the ubiquitous Co-Op stores in most towns, especially in the north west region. The substantial headquarters of this movement remain in Manchester and include several impressive buildings.
- 2.6.9 As municipal government strengthened, improvements in sanitation included fresh water supplies, drainage, washhouses and bathhouses. Similar improvements were made in street paving and lighting and the provision of buildings for education and healthcare was made. Towards the end of the 19th Century, councils were empowered to build public housing, schools, and libraries and also to develop public parks, including sports grounds and playing fields. Gardening and horticulture for those without gardens was provided by municipal allotments that were rented out a low cost.
- 2.6.10 This period saw an increasing growth in leisure time for the working classes and a consequent increase in sporting activities. Greater Manchester has a rich and diverse sporting heritage greater than that of many countries, sports being enjoyed by both participants and observers. Sporting activity begins in childhood and is deeply embedded in local culture. Its history goes back at least to medieval times and is evidenced regionally in records of archery, early forms of football, running, wrestling, and bowling, much centering on annual fairs.
- 2.6.11 During the 19th Century there was a rapid growth in organised sports and leisure facilities such as gymnasia, Lads' Clubs, boxing, bowls, tennis, running, athletics, cricket, football, rugby and golf clubs, many with interesting surviving grounds and pavilions. Amateur football clubs were established with Saturday and Sunday fixtures. In 1888 the English and Welsh Football League, the oldest in the world, was founded in Manchester and football is now the most popular sport globally. Other spectator sports include rugby, cricket, athletics, greyhound racing and motorbike speedway. Municipal authorities played an important part in the provision of sporting and leisure facilities building sports pitches and swimming baths. Public parks included tennis courts, bowling greens, boating lakes, bandstands and conservatories. Private companies built snooker and billiard halls, ice rinks and also large sporting and leisure parks such as Belle Vue and White City. The built legacy, whilst often much altered, is widespread and spans all types and scales of stadia, buildings and grounds.

- 2.6.12 Municipal pride was expressed in a new generation of public buildings including town halls, museums and art galleries, these producing buildings of high architectural quality in both classical revival and gothic revival styles. There was rapid development in buildings for public gathering and entertainment – lecture halls and auditoria, concert halls, theatres and music halls. New retail developments included department stores and glazed shopping arcades. As the century developed, architectural expression and quality of construction became richer, reflecting the wealth and confidence of the period. This was even expressed in a new generation of large and opulent pubs, some with dining rooms, billiard rooms and bowling greens.
- 2.6.13 Development in the towns surrounding Manchester followed this pattern on a varying scale depending on the size of the settlement and the strength of the local economy. Although most buildings became soot-blackened by over a century of intensive coal burning, by the end of the 19th Century, Britain had some of the finest towns and cities in Europe.

2.7 Urban Development from 1900

- 2.7.1 The Edwardian period excelled its recent predecessor in the grandeur of its architecture. The Edwardian baroque style included the use of steel frames, without which buildings of their size would be difficult to achieve, and also the widespread use of terracotta and faience. The enormous textile packing warehouses along Whitworth Street in Manchester are excellent examples. Large banks and insurance offices, for example on Upper King Street and Spring Gardens, continued this opulent display, as did many town halls and other public buildings in the surrounding towns.
- 2.7.2 The First World War was a major watershed in the economy and development of the region. Gradually, overseas markets were lost and production of many types of goods began to move overseas. The Second World War effectively bankrupted the country. Industrial facilities, which had been starved of investment for years, now became redundant on a vast scale. Workers' housing was also dilapidated and no longer met acceptable or expected standards.
- 2.7.3 Following the end of the First World War visions of a better and more egalitarian country began to be realised. There was a boom in both public and private sector suburban housing, which followed the principles of the Garden City and Arts and Crafts movements in a simplified and affordable manner. Mostly located on greenfield sites, they included the provision of new schools, libraries, churches, pubs and shops. In 1920, town planner Patrick Abercrombie identified Wythenshawe as the most suitable undeveloped land for a housing estate close to the city, and 2,500 acres (1,000 ha) of land were purchased. Developed progressively over the following 40 years, it is the largest example of its type in the city region. Elsewhere there was expansion in modern industries including mechanical and electrical engineering, chemicals, pharmaceuticals, aircraft and automobiles.
- 2.7.4 The end of the Second World War saw even more radical ideas in reconstruction and redevelopment emerge. There was a widespread yearning to sweep away the dirty and outmoded buildings of the past and create bright modern towns and cities. The 1950s and 1960s were years of great optimism, and some buildings of high quality were produced by both public and private sector architects. The architectural department of, for example, Lancashire County Council, then responsible for much of the then metropolitan county, produced many good schools and libraries, and there was a new wave of church building. The built legacy of the 19th Century was erroneously regarded as work of little architectural or cultural merit.
- 2.7.5 Local authorities were given powers to compulsory purchase large areas of towns, move out existing residents and businesses, demolish properties and redevelop the cleared areas in accordance with current planning and architectural policies. Such area redevelopment included large social housing projects and also partnerships with property development companies to produce American-style shopping centres. Whilst vast areas of slum housing were cleared, many buildings and areas of great quality were lost, including fine market halls, civic and institutional buildings and much housing in need of only upgrading. Much of the redevelopment proved to be poor in both social and architectural outcomes, especially large social housing estate and town centre developments. The optimism of the 1950s and 60s was not to last.

- 2.7.6 Beginning in the late 1960s there was a rapid and dramatic collapse in the city region's industries. This was most severely felt in textile manufacture, heavy engineering and bulk chemical production. The Port of Manchester declined and was eventually closed. Vast tracts of cities and towns lay empty and cleared and many industrial buildings were abandoned. East Manchester (large parts of Ancoats, Bradford, Beswick, Clayton, Gorton and Openshaw) effectively became a wasteland. Many thought that the scale of decline was so great as to be irreversible. Building types which had been instrumental in the region's success such as foundries, light and heavy engineering works, chemical factories and pithead structures were almost totally lost. Tall masonry chimneys that had been the regional icon of the Industrial Revolution were demolished at an alarming rate, especially in the former textile boroughs, making the few that survive of even greater significance.
- 2.7.7 However, even in the 1970s concerted efforts involving local government, the universities, cultural and media industries, the finance and insurance sectors and central government started to put in place the building blocks which would eventually lead to re-invention and renewal. It is perhaps telling that the first steps were taken by building on the area's surviving historic fabric in areas such as Castlefield. Government-sponsored Urban Development Corporations spearheaded the regeneration of Manchester's historic waterways and the redundant former port area, now re-named Salford Quays. Visionary projects led to a massive expansion in university and college campuses, and in the provision of student housing. The construction of a new stadium to host the 2002 Commonwealth Games (this building on an earlier bid to host the Olympic Games) became the nucleus of the regeneration of East Manchester. As late as 1970 there was virtually no private housing in the centre of Manchester, so perhaps most amazing of all has been the re-introduction of private sector housing into central areas. This continues to grow at an exponential rate.

2.8 Transport Infrastructure as a Continuing Generator

- 2.8.1 Three transport systems demonstrate both the tradition of forward thinking and the ongoing significance of effective transport infrastructure in the city region's economic success.
- 2.8.2 Up to the outbreak of the First World War transport infrastructure was almost wholly provided by railways and tramways, with a declining role for the old narrow canals. From 1918 there began the significant development of motorized road transport leading to ever-increasing highway improvements. Of greatest significance in the post-war era was the construction of the region's extensive motorway network, and specifically the Manchester Ring Motorway the M60 which passes through eight of the ten boroughs. The region has the best motorway network outside London.
- 2.8.3 Manchester's first airport operator, Manchester Aerodrome Ltd, was formed in late 1910 and the first known use of Trafford Park airfield was on 7 July 1911. Various alternatives were used during the following years until, in the mid 1920s, it was realised that the city needed a permanent airport. In 1934 the Council voted narrowly in favour of Ringway as the preferred site and in May 1937 the first airplane landed. The airport developed substantially from the end of the Second World War and is now the third busiest airport in the UK. The airport is owned and managed by the Manchester Airports Group, a holding company owned by the Australian finance house IFM Investors and the ten metropolitan borough councils of Greater Manchester.
- 2.8.4 Following various studies and options assessments a scheme to develop a light rail system for Greater Manchester was adopted in 1988. The first services between Bury Interchange and Victoria began in April 1992. The network now has 93 stops along 62 miles (100 km) of standard-gauge track making it the largest light rail system in the United Kingdom. It consists of seven lines which radiate from Manchester City Centre to termini at Altrincham, Ashton-under-Lyne, Bury, East Didsbury, Eccles, Manchester Airport and Rochdale.

2.9 The Surviving Built Heritage

- 2.9.1 As outlined above, the decades immediately following the end of the Second World War saw a huge growth in building activity in which historic buildings counted for little. Gradually from the 1960s, and largely as a result of nationwide public campaigns, it was realised that the surviving historic built environment was of social, cultural and economic significance and that understanding, explaining and protecting this valuable legacy was in the public

interest. The impact of this change in development philosophy is evidenced in several areas of planning practice – statutory protection, economic benefit, environmental sustainability, cultural enrichment and well-being. This important new discipline is called Architectural Conservation, and is based on the identification and understanding of the special significances of each heritage asset in the formulation of proposals for their management or change.

- 2.9.2 The Ancient Monuments Act of 1882, amended in 1900 and 1913, provided protection to the most ancient structures, generally standing archaeological remains and ancient buildings no longer in use. The listing of buildings of special architectural or historical interest was established in the Town and Country Planning Acts of 1944 and 1947. The first survey, then under the Ministry of Housing and Local Government, was limited in its scope. It took nearly 25 years and produced 120,000 entries on the lists. Post-1800 buildings were given little attention. More extensive surveys with wider criteria and listing themes were instigated in 1968, 1980 and 1989, giving a current total of about 500,000 buildings nationally. Listed status confers protection on those buildings and added scrutiny on proposals to alter or demolish them, which must be rigorously justified and include appropriately designed alterations.
- 2.9.3 The protection of whole areas of identifiable architectural and historic interest and character was introduced in the Civic Amenities Act of 1967, revised in 1990. The identification of designed landscapes of special interest was formalised in the Register of Parks and Gardens through the National Heritage Act of 1983. Inclusion on the register does not confer statutory protection but is a material consideration in planning policy.
- 2.9.4 The protection of historic buildings from unnecessary alteration or demolition led to the question of what to do problematic buildings and how to justify the cost. Gradually planners, building owners, architects and property surveyors have become increasingly knowledgeable in the fields of architectural conservation and adaptive re-use. Careful alteration can render historic buildings eminently functional and therefore of economic value. Redundant textile mills, warehouses, civic buildings and churches have found new uses as housing, offices, hotels, museums, galleries and performance venues. The historic and architectural character of these buildings adds a special cachet making their re-use commercially and socially attractive. In some special cases where public benefit warrants, financial subsidy may be required, for example through the National Lottery Heritage Fund. Historic buildings and areas have proved themselves to be highly effective catalysts in the regeneration of declining areas.
- 2.9.5 Existing buildings contain huge amounts of ‘embedded’ energy, used in the original production, transportation and assembly of vast amounts of material now constituting in the fabric. The overwhelming amount of this material has many years’ useful life remaining. Sometimes replacement buildings are justified, but in many cases, it is no longer acceptable to expend further cost and energy in dismantling and then replacing buildings. They represent a significant capital and energy reserve.

2.10 Buildings at Risk

- 2.10.1 Despite this acknowledged importance, the historic built environment remains at risk. Current threats come from ignorance or insensitivity on the part of those involved in maintenance and development, or from the pressure to disproportionately maximise financial return from development where potential site value exceeds existing building value. The siting of taller buildings close to historic buildings and conservation areas raise particular challenges.
- 2.10.2 It is nevertheless the case that some historic buildings pose very difficult problems due to their location away from areas of economic activity, or to long-term neglect by owners, or because of their construction and layout making re-use extremely difficult. The condition of such buildings declines to the point where they are placed on Historic England’s Heritage At Risk Register to highlight and monitor their plight and see whether any special solutions can be found.
- 2.10.3 Building types come under risk when social and cultural practices change. There has been a staggering decline in church membership leading to the redundancy and closure of hundreds of churches. Many architecturally and historically important churches that display the highest standards of design and construction are kept open by the small but dedicated groups of members who provide time and funding on an entirely voluntary basis. Unlike other European countries, government provides no financial support for these organisations. At the other end of the spectrum, hundreds of pubs are closed each year in response to changes in licencing laws and drinking habits.

Internet sales have seen the drastic decline in traditional shopping, making an increasing number of retail premises and even whole high streets empty.

- 2.10.4 Some buildings pose very difficult problems as their construction and layout make re-use extremely difficult. This category includes textile-weaving sheds, large single-storey buildings with insubstantial glazed roofs. These, together with former engineering workshops, do not easily convert to residential use, which has provided viable futures for many other types of historic building. Redundant factory chimneys mentioned above make superb urban landmarks but individually are of little or no financial value. The condition of such buildings can decline to the point where they are placed on Historic England's Heritage at Risk Register to highlight and monitor their plight and see whether any special solutions can be found. If not, they are certain to be lost, most commonly by arson.
- 2.10.5 The historic built environment is highly valued by most civilizations. It is part of local identity and distinctiveness, knowing who we are and where we come from; it teaches us a lot about how communities and cultures flourish. Its importance in public enjoyment and well-being have been recognised over the years in a number of surveys. A poll conducted by MORI in 2000 on public attitudes to the historic built environment concluded that 98% felt it to be a vital educational asset and a means of understanding personal history, origins and identity. 88% felt it important to the national economy and 85% felt it important in regenerating towns and cities. A 2014 poll concluded that it had a positive impact on personal happiness and well-being.
- 2.10.6 In the 1960s who would have thought that Manchester would become a national and international tourist destination? It is now the third most-visited city in the UK with over 1.3 million visitors bringing hundreds of millions of pounds into the local economy. Whilst there are many reasons for this, history and built heritage is certainly an important element.
- 2.10.7 Greater Manchester has a rich and diverse history and built heritage including distinctive townscapes, thousands of listed buildings and hundreds of conservation areas. History is a process of change but change has to be properly managed – this is the fundamental principle of conservation. History tells us where we come from, what makes our region special and globally significant. It also guides us into the future.

3 Heritage Assets

3.1 Introduction

3.1.1 A profile of Greater Manchester's Historic Environment was provided in Section 2. This section provides an overview of Greater Manchester's surviving heritage assets. It provides a summary of the most important heritage assets that contribute to the distinctive character and identity of Greater Manchester, drawn from the findings of the previous section. It then quantifies and describes the types of heritage assets (including designated and non-designated) to be found in the city-region.

3.2 Heritage Assets Typologies

3.2.1 A distinctive list of heritage asset types within the Greater Manchester is provided below. The list is not exclusive but includes the typical elements of the historic environment that contribute most to the character and uniqueness of Greater Manchester:

- **Industrial heritage:** The typology largely relates to the textile industry but includes a built legacy representing a wider range of building types including mills, commercial buildings, chimneys, civic buildings, churches and associated housing, parks and gardens and model villages. In addition to the textile industry, this particular heritage type also includes other industrial related activities including coal and lime extraction, brewing, hat making, glassworks, chemical and locomotive manufacture.
- **Transport infrastructure heritage:** The built legacy of this heritage type includes historic bridges (some of medieval origin), canals and railway infrastructure, most particularly associated with the world's first intercity passenger line, the Liverpool to Manchester Railway.
- **Leisure heritage:** This heritage type includes public houses, swimming baths, billiard halls and cinemas.
- **Religious heritage:** Including churches, chapels and other buildings, serving all denominations including medieval buildings such as Manchester Cathedral and those built to serve the rapidly expanding population of the 19th Century.
- **Large hall residences and their associated open spaces:** The typology includes manorial and timber framed structures and moated sites.
- **Places of social, political and cultural reform and improvements:** Including sites relating to historical events, institutions and commercial enterprise such as the first and second world wars, Peterloo, the suffragette movement, the Anti-Corn Law League and the Co-operative movement.
- **Significant archaeological sites:** Associated with Roman and medieval activities.
- **Open spaces:** Including those surrounding historic buildings, squares, markets and landscape infrastructure such as railing gates, walls and monuments.

3.2.2 The built legacy of the heritage typologies described above is either nationally designated / scheduled, locally designated or non-designated. The following sections provide more detail on the designated and non-designated heritage within the city-region, where data has been available.

3.3 Heritage Assets Designation

3.3.1 A heritage asset is a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage assets include designated heritage assets and assets identified by the Local Planning Authority (including local listing).¹

3.3.2 Table 3.1 presents a breakdown of Historic England's records for heritage assets in the ten Greater Manchester districts and the city-region as a whole.

¹ NPPF, Annex 2 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

Greater Manchester Heritage Assets							
Greater Manchester Districts	Listed Buildings				Scheduled Monuments	Registered Parks and Gardens	Conservation Areas
	Grade I	Grade II*	Grade II	Total	Total	Total	Total
Bolton	3	17	335	355	4	6	26
Bury	5	10	227	242	4	1	14
Manchester	15	81	745	841	5	7	35*
Oldham	0	13	533	546	2	3	36
Rochdale	5	21	325	351	2	4	29
Salford	5	13	210	228	3	2	15**
Stockport	7	24	359	390	6	2	37
Tameside	2	21	307	330	4	1	9
Trafford	6	10	242	258	1	3	21
Wigan	1	31	319	351	12	1	23
Greater Manchester	49	241	3,602	3,892	42	30	245

Table 3.1: Greater Manchester Designated Heritage Assets (Source: Historic England)

* Cathedral Conservation Area boundary located partly in Manchester and partly in Salford, is counted once and included in Manchester figures.

** Barton-upon-Irwell Conservation Area boundary located partly in Salford and partly in Trafford, is counted once and included in Salford figures.

3.4 World Heritage Sites

3.4.1 World Heritage Sites are sites, places, monuments or buildings of 'Outstanding Universal Value' to all humanity - today and in future generations. The World Heritage List includes a wide variety of exceptional cultural and natural sites, such as landscapes, cities, monuments, technological sites and modern buildings.² There are 31 World Heritage Sites³ nationally, none of which are in Greater Manchester.

3.5 Listed Buildings

3.5.1 A listed building (or structure) is one that has been designated as being of special architectural or historic interest.⁴ Listed buildings are graded I, II* and II and are all nationally significant. Grade I assets are of outstanding interest and Grade II* are particularly important buildings or structures of more than special interest. Together they amount to 8% of all listed buildings in England. The remaining 92% are of special interest and are listed Grade II.⁵ Within Greater Manchester there are 3,892 listed assets, of which 49 are Grade I, 241 are Grade II* and 3,602 are Grade II⁶.

3.5.2 Table 3.2 provides a breakdown of the city-region's listed buildings by Grade and local authority area. Manchester has the greatest number of listed assets in total and by each grade. Oldham has the second highest number of assets in total and Grade II.

² Historic England <https://historicengland.org.uk/advice/hpg/has/whs/>

³ UNESCO <https://whc.unesco.org/en/statesparties/gb>

⁴ Planning (Listed Buildings and Conservation Areas) Act 1990 (S1) <http://www.legislation.gov.uk/ukpga/1990/9/contents>

⁵ NHLE <https://historicengland.org.uk/listing/the-list/>

⁶ Heritage Counts 2015 <http://hc.historicengland.org.uk/>

Greater Manchester Listed Buildings				
Greater Manchester Districts	Listed Buildings			
	Grade I	Grade II*	Grade II	Total
Bolton	3	17	335	355
Bury	5	10	227	242
Manchester	15	81	745	841
Oldham	0	13	533	546
Rochdale	5	21	325	351
Salford	5	13	210	228
Stockport	7	24	359	390
Tameside	2	21	307	330
Trafford	6	10	242	258
Wigan	1	31	319	351
Greater Manchester	49	241	3,602	3,892

Table 3.2: Greater Manchester Listed Buildings (Source: Historic England).

3.5.3 Figure 3.1 illustrates the geographical distribution of listed assets across Greater Manchester. Clusters of listed assets are noticeable in the following locations:

- City Core – the commercial centres of Manchester and Salford.
- Town Centres – the main town centres: Wigan; Bolton; Bury; Rochdale; Oldham; Ashton-under-Lyne; Stockport; and Altrincham.
- Suburbs – smaller centres and their adjacent neighbourhoods: Brierfield; Bradshaw; Prestwich; Worsley; and Didsbury.
- Rural edge – the rural edges of Greater Manchester: the south Pennine foothills; Peak District; and Dunham Massey civil parish.

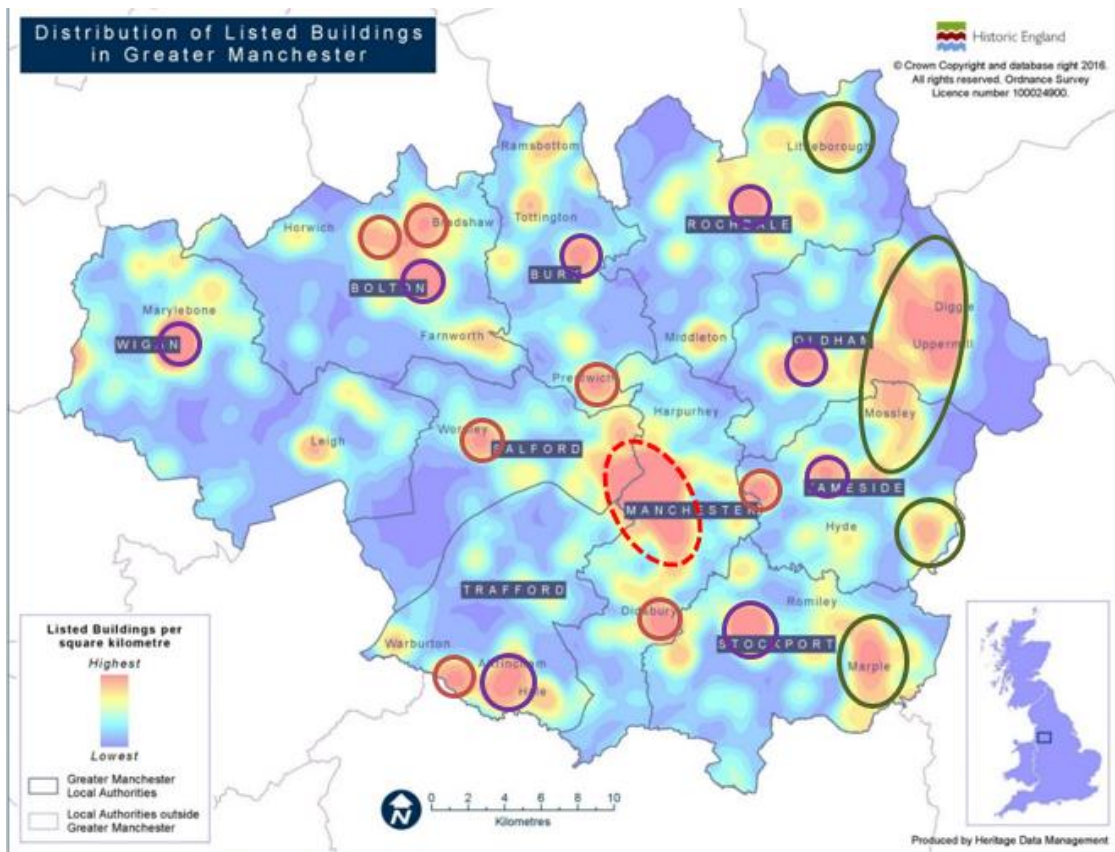


Figure 3.1: Distribution of Listed Buildings in Greater Manchester (Historic England)

3.5.4 The National Heritage List for England (NHLE)⁷ maintains a register of listed assets’ land use typologies, which is set out in table 3.3. The ‘domestic’ typology makes up the largest proportion of listings across Greater Manchester and in all but one of the ten districts, accounting for 26% of all assets. The ‘commercial’ type forms the second largest group and accounts for 15% of all assets and the largest proportion in the City of Manchester. Other important typologies include ‘religious,’ ‘agricultural’ and ‘transport,’ which account for 13%, 12% and 9% of all assets respectively.

	Agriculture & subsistence	Civil	Commemorative	Commercial	Communications	Defence	Domestic	Education	Gardens parks & urban spaces	Health & Welfare	Industrial	Monument	Recreational	Religious ritual & funerary	Transport	Unassigned	Water supply & drainage
Bolton	29	10	17	36	2	1	91	20	6	3	24	7	5	49	25	28	2
Bury	31	4	18	13	1	1	73	4	6	0	3	6	4	53	10	12	3
Manchester	20	25	28	270	5	4	109	40	13	12	43	11	38	91	82	45	5
Oldham	101	4	11	52	3	0	233	8	3	2	28	4	8	40	27	14	8
Rochdale	73	4	15	29	0	0	103	7	13	0	12	8	7	47	30	1	2
Salford	3	5	23	26	2	1	53	6	7	2	6	7	11	36	23	13	4
Stockport	68	4	21	48	2	3	76	11	7	5	9	6	6	37	68	9	10
Tameside	42	8	19	16	1	0	111	11	4	1	15	6	5	53	32	3	3
Trafford	44	4	20	27	0	0	70	5	15	0	4	8	3	36	12	4	6
Wigan	44	12	11	54	4	0	83	10	3	3	18	15	10	49	24	8	3
GM	455	80	183	571	20	10	1,002	122	77	28	162	78	97	491	333	137	46

Table 3.3: Listed Building Typologies in Greater Manchester (Historic England) – top three typologies for each district listed in bold

⁷ <https://historicengland.org.uk/advice/hpg/heritage-assets/nhle/>

3.5.5 The register also assigns a period for each listed asset. The greatest proportion of listed assets (87%) relate to the Post-Medieval period, which also covers the period of industrialisation during the 18th and 19th centuries:

- Roman period (43 - 410) - 1 asset
- Medieval period (410 - 1540) - 67 assets
- Post Medieval period (1540 - 1901) - 3,365 assets
- 20th Century period (1901 - 2000) - 452 assets
- Period unspecified - 7 assets

3.6 Scheduled Monuments

3.6.1 Scheduled Monuments are designated by the Secretary of State for Culture, Media and Sport, with the advice of Historic England and are designated because of their national importance. Scheduled monuments include single archaeological sites and complex archaeological landscapes. Scheduled monuments are not graded (like listed buildings for example). They cover human activity from the prehistoric era, such as burial mounds, to 20th Century military and industrial remains. There are 42 scheduled monuments within Greater Manchester (see Table 3.4 and Figure 3.2). Wigan has the greatest number of Scheduled Monuments (12).

	Scheduled Monuments	
	Number	Proportion
Bolton	4	10%
Bury	4	10%
Manchester	5	12%
Oldham	2	5%
Rochdale	2	5%
Salford	3	7%
Stockport	6	14%
Tameside	4	10%
Trafford	1	2%
Wigan	12	29%
GM	42	100%

Table 3.4: Scheduled Monuments in Greater Manchester (Historic England)

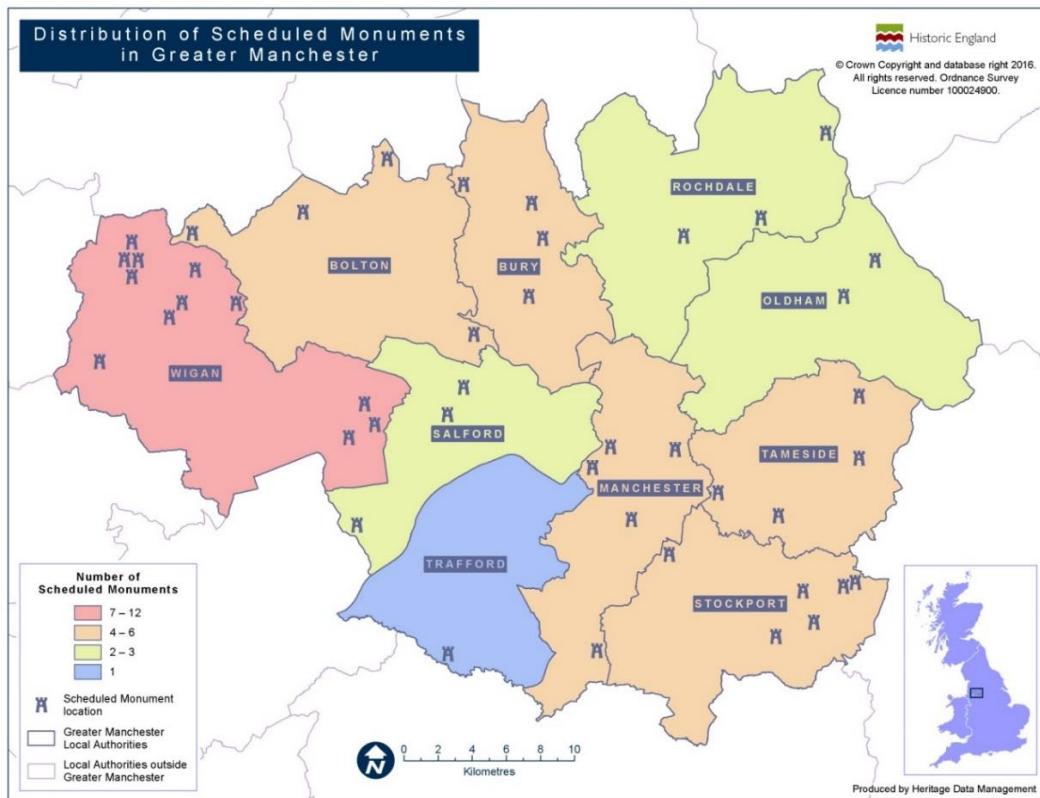


Figure 3.2: Distribution of Scheduled Monuments in Greater Manchester (Source: Historic England)

3.7 Registered Parks and Gardens

- 3.7.1 The Register of Parks and Gardens⁸ classifies designated parks and gardens using the same designations as other heritage assets. These registered landscapes are graded I, II* or II and include private gardens, public parks and cemeteries, rural parkland and other green spaces. They are valued for their design and cultural importance and are distinct from natural heritage designations such as Area of Outstanding Natural Beauty (AONB) and Sites of Specific Scientific Interest (SSSI).
- 3.7.2 Table 3.5 shows that Greater Manchester has a total of 30 Registered Parks and Gardens, which includes three Grade II* and 27 Grade II assets. Wigan has a significant proportion of the total (40%).

	Registered Parks and Gardens	
	Number	Proportion
Bolton	4	13%
Bury	4	13%
Manchester	5	17%
Oldham	2	7%
Rochdale	2	7%
Salford	3	10%
Stockport	6	20%
Tameside	4	13%
Trafford	1	3%
Wigan	12	40%
GM	30	100%

Table 3.5: Registered Parks and Gardens in Greater Manchester (Historic England)

3.8 Registered Battlefields

- 3.8.1 Historic England's Register of Historic Battlefields⁹ was established in 1995. Its aim is to protect and promote those sites where history was made through military engagement that can be securely identified on the ground. There are 46 registered battlefields nationally, none of which are in Greater Manchester.

3.9 Conservation Areas

- 3.9.1 Conservation areas are designated by local authorities and are areas of special architectural or historic interest, the character or appearance of which is desirable to preserve or enhance.¹⁰ They can range from town and city centres to suburbs, industrial areas, rural landscapes, cemeteries and residential areas. They form the historic backcloth to national and local life and are a crucial component of local identity. There are 245 conservation areas in Greater Manchester (table 3.6).

	Conservation Areas	
	Number	Proportion
Bolton	26	11%
Bury	14	6%
Manchester	35	14%
Oldham	36	15%
Rochdale	29	12%
Salford	15	6%
Stockport	37	15%
Tameside	9	4%
Trafford	21	9%
Wigan	23	9%
GM	245	100%

Table 3.6: Conservation Areas in Greater Manchester (Historic England)

⁸ <https://historicengland.org.uk/advice/hpg/heritage-assets/nhle/>

⁹ NHLE <https://historicengland.org.uk/listing/the-list/>

¹⁰ Planning (Listed Buildings and Conservation Areas) Act 1990 <http://www.legislation.gov.uk/ukpga/1990/9/contents>

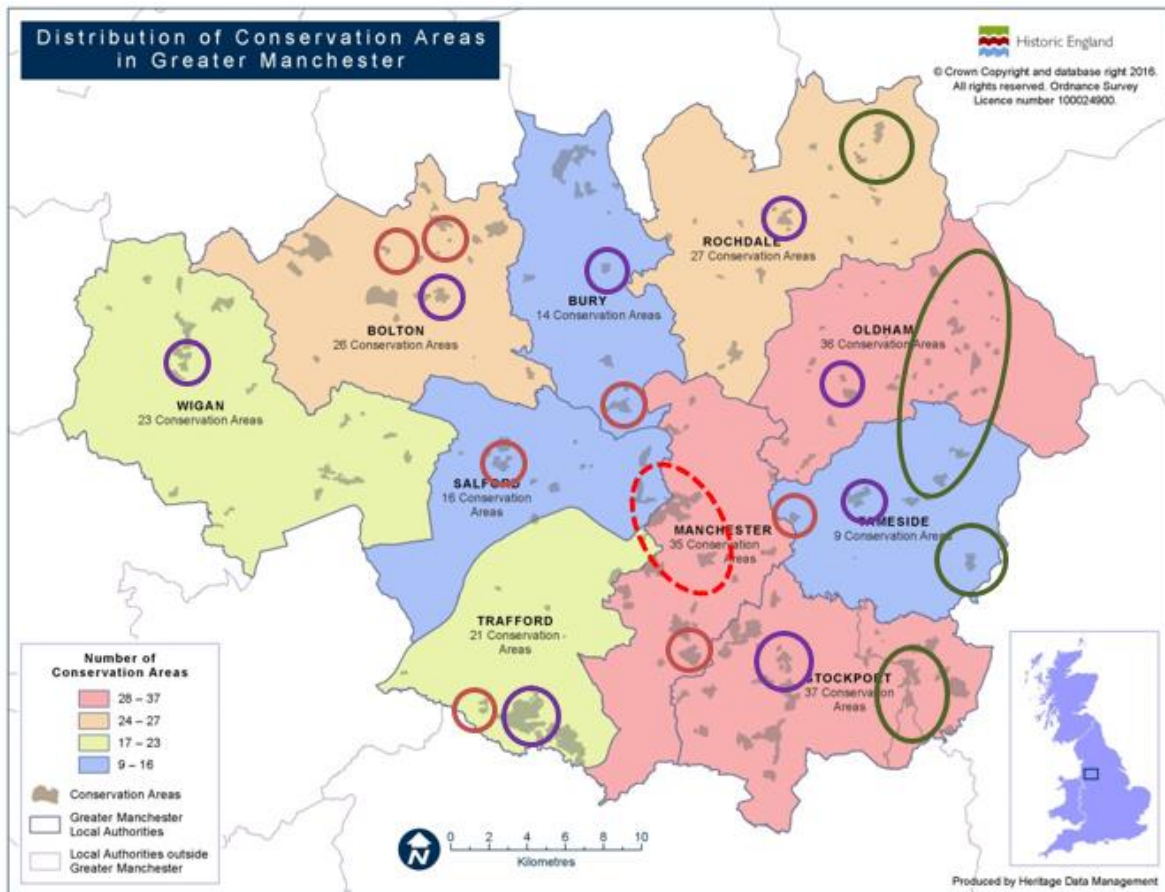


Figure 3.3: Distribution of Conservation Areas in Greater Manchester (Historic England)

- 3.9.2 Figure 3.3 shows the distribution of conservation areas across Greater Manchester's districts. Conservation areas also tend to cluster in the same areas of the city-region as listed buildings (namely the City Core, Town Centres, Suburbs and the rural edge).
- 3.9.3 Out of 245 Conservation Areas, 47% have a conservation area appraisal, outlining the character of the area, however only 19% of the conservation area appraisals are up-to-date (produced within the last five years). Only 24% have a management plan that puts forward proposals to deal with their enhancement and repair. These documents are an important part of the historic environment evidence base and can help identify opportunities for enhancement of conservation areas and managing development pressure.

3.10 Non-designated Assets and Archaeology

- 3.10.1 Non-designated heritage assets are buildings, monuments, sites, places, areas or landscapes identified as having a degree of significance meriting consideration in planning decisions but which are not formally designated heritage assets. In some areas, local authorities identify some non-designated heritage assets as 'locally listed'.¹¹
- 3.10.2 The NPPF definition of heritage assets¹² includes both designated and non-designated assets and highlights the importance of the latter to the historic environment. Other sites and structures form a vital part of the wider historic environment resource of the Greater Manchester area and contribute significantly to its character and sense of place, however they are not formally designated or protected. Information on many of these sites is available from a variety of sources including local lists, the Greater Manchester Historic Environment Record (HER), conservation area appraisals, urban characterisations and local studies.
- 3.10.3 Greater Manchester has a wealth of archaeological features, including pre-historic, Roman, medieval and industrial. As scheduling is discretionary, many archaeological sites of potential importance are not designated and around 95%

¹¹ Historic Environment Guidance: <https://www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment#non-designated>

¹² NPPF Annex 2 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

of archaeological sites have no statutory protection. The NPPF¹³ recognises the importance of non-designated archaeology of national significance, giving it the same protection as scheduled sites. It recognises that non-designated heritage assets should also be explored further together with opportunities to increase the understanding of the local environment¹⁴ through the dissemination of results from investigations for the benefit of the local and wider community.

3.10.4 The NPPF identifies that local planning authorities should either maintain or have access to a historic environment record. The Greater Manchester HER contains a dataset of over 18,000 entries including archaeological sites, designated and non-designated historic buildings, landscapes and find spots. It is maintained by GMAAS (Greater Manchester Archaeological Advice Service) and includes the following resources:

- GM HER database with over 18,900 entries, including 9,156 monuments, 1,028 find spots, 792 historic places and 96 landscapes;
- Around 54,000 Historic Landscape Characterisation records linked to MS Access software and MapInfo GIS;
- 3,067 'grey literature' (unpublished) archaeology reports including desk based assessments, evaluations, excavations, watching briefs, and historic building surveys;
- Circa 95,000 digital images in photographic archive;
- Paper archive from archaeological sites and projects around Greater Manchester, including the Greater Manchester Textile Mills Survey, GM Historic Parks and Gardens Survey, Relict Industrial Landscape Survey and North West Wetlands Survey.
- A library with local history and archaeology publications; and
- GMAAS staff's expertise on Greater Manchester's archaeology.

3.10.5 The quality and coverage of the data, however, varies as it has been built up in an ad hoc way. Some areas of Greater Manchester have good coverage and reliable data due to previous enhancement surveys, whereas others have not been studied:

- Stockport is the district with the most up-to-date and best HER coverage;
- Trafford and Bury have good coverage from enhancement surveys in the 1990s (and more recently for buildings in Bury) but generally could do with updating;
- Manchester has reasonable coverage, but needs reviewing to better represent its remarkable industrial period heritage;
- The HER coverage in Bolton, Rochdale, Oldham and Tameside is good in a few places but inadequate in many areas, and enhancement is strongly recommended; and
- Wigan and Salford had surveys in the 1980s but the quality of entries and accuracy of grid references is very uneven, whilst industrial heritage is under-represented. These districts are in great need of an update survey.

3.10.6 GMAAS has also undertaken a number of research projects that provide a great source of information about the historic environment across Greater Manchester, some of which are referenced in this report:

- Monuments Protection Programme;
- English Heritage national surveys e.g. hospitals, chapels, workhouses, farms etc;
- Local publications on archaeology / history;
- Defence of Britain;
- Greater Manchester Textile Mill Survey;
- North West Wetlands Survey;
- Greater Manchester Historic Parks and Gardens Survey;
- Manchester Glass Industry;
- Greater Manchester Textile Finishing Works, and

¹³ NPPF, Para 139

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

¹⁴ NPPF, Para 128 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/6077/2116950.pdf

- Specialist knowledge held by local heritage groups and individuals.

- 3.10.7 There is no formal local listing of buildings or structures covering the whole of Greater Manchester and only Salford and Stockport have an adopted list that is publicly available.
- 3.10.8 Salford's adopted local list of heritage assets includes 278 individual heritage assets, comprising approximately 628 individual buildings or structures. These figures represent the correct position in November 2013, however it should be recognised that the number of assets on the list might be subject to change¹⁵.
- 3.10.9 There are 464 buildings of local architectural or historic interest in Stockport. Additions to the local list are being made as part of a phased local list review¹⁶.
- 3.10.10 Wigan Council also has aspirations to compile a list of buildings of local interest, however this list is not publicly available at the current time.
- 3.10.11 Often, non-designated heritage assets will be identified as part of the planning application process and will be given the relevant consideration. New conservation area appraisals will highlight buildings that contribute positively to the conservation area. Non-designated heritage assets may also be identified through the neighbourhood planning process, providing an opportunity for local communities to identify potential local assets that are of historic value and hold local community significance.
- 3.10.12 Historic England has produced best practice guidance on the production of local lists¹⁷. It provides a toolkit to help encourage a consistent approach to the identification and management of a local list. There is also an opportunity to co-ordinate existing information to increase greater understanding of the historic environment and the HER.

¹⁵ Salford Council: https://www.salford.gov.uk/media/386288/salford_local_list_november_2013.pdf

¹⁶ Stockport Council: <https://interactive.stockport.gov.uk/shed/>

¹⁷ <https://historicengland.org.uk/images-books/publications/good-practice-local-heritage-listing/>

4 Legislation, Planning Policy and Guidance

4.1 Introduction

4.1.1 It is important that the GMSF takes in account primary legislation and policy for the historic environment, which is set out in this section.

4.2 Legislation and Planning Policy Context

Planning (Listed Building and Conservation Areas) Act 1990

4.2.1 The Planning (Listed Building and Conservation Areas) Act 1990 is the primary legislation for heritage protection in England. It provides Local Planning Authorities with the mechanism for the protection of built heritage. The Act identifies a number of things including:

- The listing of buildings;
- Authorisation of works affecting listing buildings;
- Designation of conservation areas;
- General duties of Local Planning Authorities (LPAs); and
- Enforcement.

4.2.2 The GMSF should have regard to Local Planning Authorities (LPA) duties to ensure that proposals for heritage assets have due regard to the preservation and enhancement of their significance including setting.

Ancient Monuments and Archaeological Areas Act 1979

4.2.3 The Ancient Monuments and Archaeological Areas Act 1979 is an important piece of legislation concerned with the protection of archaeology and ancient monuments in England. It provides advice on the designation (scheduling) of Ancient Monuments. It also defines the process for applying for consent for works and operations and other issues including grants, access and compensation.

Historic Buildings and Ancient Monuments Act 1953

4.2.4 The Historic Buildings and Ancient Monuments Act 1953 makes provision for the compilation of a register of gardens and other land (parks and gardens, and battlefields).

Planning and Compulsory Purchase Act 2004

4.2.5 The Planning and Compulsory Purchase Act 2004 provides guidance on a variety of matters, including the need for local planning authorities to review elements of their areas that may affect development or the planning of development. This can include elements such as built environment, heritage, local character, landscape and the location and size of settlements. The GMSF should ensure that matters that affect the characteristics of an area are taken into due consideration in its strategy, policies and allocation of sites and are reviewed as necessary.

National Planning Policy Framework 2019

4.2.6 The NPPF recognises that the purpose of the planning system is the achievement of sustainable development (Paragraph 11), which is made up of economic, social and environmental considerations. One of the twelve core principal objectives of planning under the NPPF is the conservation of heritage assets for the quality of life they bring to this and future generations (Paragraphs 9&184).

4.2.7 Heritage assets range from sites and buildings of local historic value to those of the highest significance, such as World Heritage Sites, which are internationally recognised to be of Outstanding Universal Value. These assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations. (Paragraph 184)

4.2.8 Chapter 16 is clear that conserving and enhancing the historic environment and seeking positive improvements to it is a key element in the achievement of sustainable development.

- 4.2.9 The development plan must include strategic policies to address each local planning authority's priorities for the development and use of land in its area. These strategic policies can be produced in different ways, depending on the issues and opportunities facing each area. (Paragraph 20). They can be contained in:
- Joint or individual local plans, produced by authorities working together or independently (and which may also contain non-strategic policies); and / or
 - A spatial development strategy produced by an elected Mayor or combined authority, where plan-making powers have been conferred.
- 4.2.10 The NPPF stipulates that the preparation and review of all policies should be underpinned by relevant and up-to-date evidence. This should be adequate and proportionate, focused tightly on supporting and justifying the policies concerned, and take into account relevant market signals. (Paragraph 31)
- 4.2.11 Plans should set out a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. This strategy should take into account: (Paragraph 185)
- The desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation;
 - The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
 - The desirability of new development making a positive contribution to local character and distinctiveness; and
 - Opportunities to draw on the contribution made by the historic environment to the character of a place.
- 4.2.12 The NPPF also seeks to support development that makes efficient use of land, taking account of the desirability of maintaining an area's prevailing character and setting, or of promoting regeneration and change, along with other criteria such as identified need for other uses and typologies, local market and viability and capacity of infrastructure (Paragraph 122).
- 4.2.13 As well as the historic environment, the NPPF has a dedicated chapter to achieving well-designed places. Good design is one of the core principles of sustainable development, is indivisible from good planning and should contribute positively to creating better places. It is important that it secures improvements to places that will enhance the quality of life of those who live and work there. Good design should also take account of the individual character and roles of different places within the plan area, which recognises the different places that are important to people. This can also include:
- Establishing a strong sense of place;
 - Responding to local character and history and the identity of local areas and materials;
 - High quality and inclusive design for both buildings and spaces; and
 - The use of good architecture and landscaping to create visually attractive places. (Paragraph 127)

4.3 National Planning Practice Guidance and Best Practice

- 4.3.1 The NPPG provides further guidance on plan-making concerning the historic environment. It states that plans' positive strategies can include the delivery of development that will make a positive contribution to, or better reveal the significance of, the heritage asset, or reflect and enhance local character and distinctiveness with particular regard given to the prevailing styles of design and use of materials in a local area. Historic England has also published advice on a number of different topics that assist with the protection and enhancement of the historic environment. This is not an exhaustive list and further information can be found by visiting Historic England's website.

The Historic Environment in Local Plans (Good Practice Advice Note 1) (2015)

- 4.3.2 This good practice advice note provides information to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance in the National Planning Practice Guide (NPPG). It supports the

implementation of national policy and in accordance with the NPPF, it emphasises that all information requirements and assessment work in support of plan-making and heritage protection needs to be proportionate to the significance of heritage assets affected and the impact on the significance of those heritage assets. At the same time, those taking decisions need sufficient information to understand the issues and formulate balanced policies through a robust evidence base.

Managing Significance in Decision-Taking in the Historic Environment (Good Practice Advice Note 2) (2015)

- 4.3.3 Development proposals that affect the historic environment are much more likely to gain the necessary permissions and create successful places if they are designed with the knowledge and understanding of the significance of the heritage assets they may affect. This document expands on the NPPF and the related guidance in the Planning Practice Guidance (PPG). This includes assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.

The Setting of Heritage Assets (Good Practice Advice Note 3) (2015)

- 4.3.4 The NPPF makes it clear that the setting of a heritage asset contributes to the significance of an asset. Setting is not fixed and can evolve over time as surroundings change, resulting in changes to understanding and the appreciation of significance. Contributions of setting to significance can be both positive and negative. This document provides advice in accordance with the NPPF, emphasising the need to provide enough information (no more than necessary) to support applications for planning permission and listed building consent to be able to understand the issues proportionate to the significance of the heritage assets affected and the impact on the significance of those heritage assets.

The Historic Environment and Site Allocations in Local Plans (Historic England Advice Note 3) (2015)

- 4.3.5 The identification of potential sites for development within a Local Plan is an important step in establishing where change and growth will happen across areas, as well as the type of development and when it should occur. This document is intended to offer advice to help ensure that the historic environment plays a positive role in allocating sites for development. It offers advice on evidence gathering and site allocation policies, as well as setting out in detail a number of steps to make sure that heritage considerations are fully integrated in any site selection methodology.

Historic England Energy Efficiency and Historic Buildings (2015)

- 4.3.6 The guidance is aimed at preventing conflicts between energy efficiency requirements in Part L of the Building Regulations and the conservation of historic and traditionally constructed buildings. It also provides strategic advice on implementing measures, highlighting the various stages and issues that need to be considered when reducing energy use and thermally upgrading existing buildings.

Historic England Flooding and Historic Buildings (2015)

- 4.3.7 Although most historic structures are inherently durable and are relatively resistant to flooding compared with much modern construction, they are still vulnerable. Many of these buildings are not only at risk from flood damage but also damage from inappropriate remedial works carried out by contractors who have little understanding of historic fabric. The advice note includes types of flooding, being prepared for flooding, dealing with a flood, minimising flood damage in old buildings and further advice on grants and loans, sources of flood advice and other useful information.

Historic England Streets for All Advice for Highway and Public Realm Works in Historic Places (2018)

- 4.3.8 This guidance, together with the Streets for All regional documents, provides updated practical advice for anyone involved in planning and implementing highways and other public realm works in sensitive historic locations, including highways engineers, planners and urban and landscape designers. It looks at making improvements to public spaces without harm to their valued character, including specific recommendations for works to surfaces, street furniture, new equipment, traffic management infrastructure and environmental improvements. The Streets For All North West specifically discusses the importance of the public realm, landscapes and historic settlements in the north west and includes a Greater Manchester focused example - Altrincham High Street.

Heritage Works: The Use of Historic Buildings in Regeneration (2013)

- 4.3.9 Heritage Works outlines the case for heritage-led regeneration and reviews the different methods that contribute towards delivering successful schemes. The study includes a practical step-by-step guide on how to bring forward heritage-led regeneration projects, identifying common pitfalls and ways of overcoming or avoiding them. It is a useful resource and checklist for best practice in heritage-led regeneration.

Building in Context: New Development in Historic Areas (2001)

- 4.3.10 Building in Context was published jointly by the Commission for Architecture and the Built Environment (CABE) (now the Design Council) and English Heritage (now Historic England). Its purpose is to stimulate a high standard of design when development takes place in historically sensitive contexts. It uses a series of case studies to demonstrate where good development has happened, responding well to the historic character of what is already there, and has related the new building to its surroundings. It also offers a toolkit for training local authority members and staff.

4.4 Local Policy and Studies

- 4.4.1 It is not intended to provide detail of local policies for each of the ten districts in Greater Manchester. Further information on these can be found by visiting individual Local Authority websites. Highlighted below, are some resources of relevance to the historic environment of Greater Manchester at a strategic level.

Conservation in Greater Manchester (2002)

- 4.4.2 This report on the conservation of the built heritage of Greater Manchester was prepared for the Association of Greater Manchester Authorities by the Greater Manchester Conservation Officers Group. The report describes the evolution of Greater Manchester, components of Greater Manchester's historic environment, the value of conservation and development trends of the historic environment.

Greater Manchester Urban Historic Landscape Characterisation Project (GMUHLIC) (2012)

- 4.4.3 The Greater Manchester Urban Historic Landscape Characterisation Project was carried out as part of the national characterisation programme co-ordinated by English Heritage (now Historic England) and was funded principally by English Heritage with contributions from the ten Greater Manchester local authorities. The study provides a better understanding of the cultural and historic urban landscape of Greater Manchester and how it has developed to what exists today. It provides an important tool in helping to manage the historic landscape resource, including the variety of unique assets and character that exists. It also establishes a baseline for further studies and for identifying the potential for archaeology or other historic assets that would merit further investigation or designation.
- 4.4.4 The study created a range of datasets that can be used to contribute towards a better understanding of the GMSF plan area. In particular it highlighted:
- The extraordinary pace of suburban growth, especially social and private housing estates since 1965;
 - Historic development of communications networks that have had a great impact on the landscape, not just in themselves but also in the way in which they have acted as a catalyst for industrial and suburban growth; these include turnpikes, canals, trams and railways, roads, stations, airports and modern trams;
 - The rapid expansion of industrial land use in the 19th Century followed by equally rapid decline of transitional manufacturing during the second half of the 20th Century;
 - How local authorities have dealt with the challenge of replacing new economic regenerators and recreational space, the land previously occupied and often scarred with heavy manufacturing and extraction industries;
 - A remarkable level of survival of field systems, especially in upland valleys and the Wigan area; but poorly understood and in many cases vulnerable to degradation; and
 - Significant archaeological sites and historic landscapes that reflect the history and character of the Greater Manchester area generally lack recognition and appropriate levels of protection.

Greater Manchester Landscape Character and Sensitivity Assessment

- 4.4.5 This report includes a Landscape Character Sensitivity Assessment across all 10 districts as well as an overall assessment of the whole of the Greater Manchester. The assessment informs the overall development strategy of the GMSF and provides an evidence base for the landscape character / sensitivity of Greater Manchester, which takes account of changes in land use, pressures for change including characterisation of the landscape and identification of sensitive and non-sensitive areas. The assessment seeks to contribute towards the development of the GMSF by bridging the Natural England National Character Area profiles, North West Regional Character Framework and character assessments undertaken by individual districts. It also considers cross boundary matters, in particular views from the Peak District National Park and Natural Improvement Area (NIA) and identify anomalies and discontinuities as well as potential enhancements and improvements, and provides guidance and advice to help shape the scope of more detailed area specific assessments where required.

North West Research Framework for the Historic Environment

- 4.4.6 Greater Manchester's archaeological resource has been described and put in a regional context through the publication of the North West Archaeological Research Framework (2006). A sister volume set out a regional research framework that informs commercial and other archaeological projects in Greater Manchester. Historic England has recently commissioned a review of the research framework to update it with key archaeological discoveries over the last ten years. This project, which will run for two years, will have a broader scope so that it encompasses the historic built environment as well as archaeology, and will be available online.

Greater Manchester Culture Strategy

- 4.4.7 The GMCA has recently published its first culture strategy, which provides Greater Manchester with an exciting opportunity to refine and articulate the long-term ambitions for culture, heritage and the creative industries in the city-region, for the next five years, where the individual strengths of all ten districts, can come together for the benefit of everyone. The aspiration is to create a place where artists and cultural organisations are supported in order to deliver high quality culture that makes the city-region a leading centre for culture regionally, nationally and internationally and to ensure that Greater Manchester is the best place in the world to create, participate in and engage with culture and heritage.

5 The Value of the Historic Environment

5.1 Introduction

5.1.1 The historic environment is an asset of enormous economic, social and environmental value. It makes a very real contribution to quality of people's lives in Greater Manchester and the quality of its places. In 2018 Historic England published two important bodies of evidence demonstrating the importance of heritage to society (Heritage and Society) and the economy (Heritage and the Economy). The documents are based on a wide range of sources including major household panel surveys, systematic literature reviews, bespoke evaluation studies and public opinion surveys. Summaries of these reports are referred to in this chapter, supplemented by additional local information where available.

5.2 Environmental Value

5.2.1 The historic environment is primarily celebrated for its aesthetic value, its beauty and character. National legislation protects many historic assets because they are considered to be of special architectural or historic interest and contribute positively to the environmental quality of places. It is the environmental characteristics of the historic environment that fosters distinctive, interesting and enjoyable places that are valued by society. This is similarly linked to economic value of the historic environment due to the large number of economic activities that occur within it, are dependent on it or attracted to it.

History

5.2.2 The historic environment provides a unique record of the development of Greater Manchester from Roman times to the present day. Of particular significance are the mills, warehouses, commercial buildings and workers' communities that provide examples of the evolution of building design. These are an important reminder of the role of the city region in the 19th and 20th centuries as the cotton-manufacturing centre of Britain. Conservation of the historic environment ensures that significant buildings, monuments and sites are protected and maintained for future generations. Section 2 of this report provides a useful summary profile of the Greater Manchester historic environment, from its origins to development to the beginning of and during the 20th Century.

Variety

5.2.3 Historic buildings and spaces contribute to the diversity of the city region, and create distinct places with strong local identity. This includes isolated moorland farmsteads, early mills and workers' terraces in wooded river valleys, agricultural villages, market towns, canals, railways and clocks, textile complexes, ornate commercial buildings, city squares, Victorian suburbs and parks.

5.2.4 The distinctiveness created by the historic environment can however become lost in the areas where the historic urban fabric is not sustained or is broken due to inappropriate and insensitive developments in the main urban areas or presence of vast pockets of car parks, vacant buildings and bare infrastructure in industrial areas.

Quality

5.2.5 The good quality historic built environments of Greater Manchester are the result of a combination of physical characteristics – elements including architectural detail, street layout, methods of construction, landmark buildings and structures such as railway viaducts, waterways and dramatic moorland settings. The characteristics of their design in terms of scale, massing, layout, proportions and detailing provide a yardstick for quality in the context of new development.

Materials

5.2.6 The materials used for buildings and street surfaces in these areas are important and are of good quality. Early rural buildings, the first industrial settlements and prestigious buildings such as banks and town halls were constructed of local sandstone and gritstone, which gave them a solid, durable appearance. Later, in the 19th Century, brick was more widely used and at the end of the century, terracotta and faience were popular for commercial buildings. During

the 20th Century, because of improved transport, a variety of building materials from all over Britain have been used, particularly for high value town centre buildings, including Portland Limestone and polished granite.

Sustainability

- 5.2.7 The historic environment has an important role to play in assisting the city-region in meeting future challenges. By promoting the inherent sustainability of historic buildings and their surroundings and by learning from them and the other types of evidence left by the low carbon economies of the past, the city-region can make real progress in helping to mitigate and adapt to climate change. The sustainable use of existing buildings is a national priority. The historic environment plays a critical role in sustainable development, which is at the heart of all spatial planning, as reflected within the NPPF. Replacing building has significant energy, carbon and financial cost implications. Therefore, the retention of existing building stocks is preferred, where its energy performance is good or can be improved to appropriate levels.
- 5.2.8 Continuing to use old buildings or converting them to new uses is usually less wasteful than the construction of new buildings. For example, a typical property is constructed, used for approximately 100 years and then demolished. Resources used in its construction include a variety of building materials and energy to extract, process and transport them. Modern buildings are more costly in environmental terms because building materials are transported long distances, construction processes use a great deal of energy, yet they have shorter useful lives than traditional properties. The longer a building is used, therefore, the more efficient it is in the use of energy and natural resources. Retaining existing historic buildings and seeking to enhance their energy performance in sensitive ways that are consistent with the protection and enhancement of the asset's heritage significance will help promote sustainability and progress towards a low carbon society.

5.3 Social Value

The historic environment is enjoyed by millions

- 5.3.1 In England 99.3% of people live less than one mile from a listed heritage asset. It represents not only a daily presence but also acts as a tangible connection to the past, telling the story of local places and the nation collectively.
- 5.3.2 The Visit England survey of visits to visitor attractions in England, including visits to historic properties, reported in 2016 over 71.5 million visits to historic properties and over 1.6 million school visits to historic properties¹⁸. In 2016/17, almost three quarters (74.8%) of adults in England had visited a heritage site at least once during the year¹⁹.
- 5.3.3 In Greater Manchester, visitor numbers to the city region's three historic properties totalled 313,850 visitors in 2017, up 37% from 2012. Dunham Massey Hall (Trafford) was the most visited historic property in Greater Manchester in 2017. The Museum of Science and Industry, which is housed in a number of listed buildings, was the most visited attraction overall in Greater Manchester (5th in the North West).²⁰
- 5.3.4 Membership to heritage organisations continues to grow in England with the National Trust, English Heritage and Historic Houses Association's Membership reporting annual membership increases of 5%, 11% and 11% respectively between 2016 and 2017.²¹

Members of the public deeply value the historic environment

- 5.3.5 Public perception values conservation because of its positive contribution to the area in which they live, work and spend their leisure time. England's heritage inspires passion, intrigue and fascination. This stems from a deep emotional connection we have to the past, helping us to make sense of our place in the world and creating a sense of belonging and attachment to places.

¹⁸ BDRC, 2017. Visitor Attraction Trends in England 2016. Available at: <https://content.HistoricEngland.org.uk/content/heritagecounts/pub/2017/heritage-indicators-2017.pdf> [Accessed June 2018]

¹⁹ DCMS, 2017. Taking Part focus on: Heritage [pdf] Available at: https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/655949/Taking_Part_Focus_on_Heritage.pdf [Accessed June 2018]

²⁰ Visit Britain, 2018. 2017 Summary tables of most visited attractions by region (North West) https://www.visitbritain.org/sites/default/files/vb-corporate/Documents-Library/documents/England-documents/most_visited_free_nw_2017.pdf [Accessed July 2019]

²¹ Historic England, 2017 a. Heritage Indicators 2017. Available at: <https://content.HistoricEngland.org.uk/content/heritagecounts/pub/2017/heritage-indicators-2017.pdf> [Accessed 2017]

5.3.6 Below are some statistics showing how people appreciate the value of the historic environment:

- A YouGov survey of 1,731 adults in England in 2018 found that 71% agreed with the statement, 'I am interested in the history of the local area where I live'. In the same survey 87% agreed with the statement that 'finding new uses for historic buildings is better than demolishing them', with only 2% disagreeing with this statement²².
- The Department for Digital, Culture, Media and Sport (DCMS) Taking Part household survey found that 94.2% of adults in England agreed or strongly agreed with the statement 'it is important to me that heritage buildings or places are well looked after'¹⁹.
- A survey of more than 5,000 adults in England found that 38% of the public have taken action to protect a local historic building or local place from damaging change, or from becoming derelict or disused, with action including signing a petition, joining a membership group, fundraising/donating for local heritage and attending a public meeting about local heritage²³.

The historic environment is important for our health and wellbeing

5.3.7 There is a growing evidence base and recognition that the historic environment has a role to play in maintaining and improving our mental and physical health. The contribution is made by a wide range of historic assets, but in particular, historic parks and gardens play a significant role, by providing peaceful spaces for visitors and tourists to contemplate and relax. Sports England's recent studies have found parks and gardens to have potential to play a role in enhancing health and wellbeing of the individuals as well as communities at large.

5.3.8 Other ways heritage assets can contribute to health and wellbeing are village / rural tourism as well as canal tourism, usually linked to the historic routes and tracks being used by walkers and cyclists. Canal tourism within the Greater Manchester conurbation makes a particular contribution to heritage tourism and the health and wellbeing of the community, as well as visitors and tourists.

- Analysis of the Taking Part Survey demonstrates that visiting heritage sites a few times a year or more is a significant predictor of life satisfaction, happiness and anxiety. People who visited heritage sites reported higher life satisfaction and happiness scores than those who did not, and also reported lower anxiety²⁴. Conversely, evidence from Understanding Society, a major household longitudinal survey, demonstrates that people who participate less often in heritage-related activities have lower life satisfaction and poorer physical and mental health²⁵.
- A recent study assessing the impacts of archaeological excavation on wellbeing found that personal, practical and voluntary involvement in archaeological excavations has the potential to positively influence wellbeing and personal happiness²⁶.
- From October 2013 to December 2016 IWM North and Manchester Museum delivered a volunteering, training and placement programme across 10 heritage venues in Greater Manchester. Over 75% of volunteers reported a significant increase in wellbeing after a year; almost 60% reported long-term sustained wellbeing improvement over 2-3 years; 30% gained employment or other new opportunities for getting into work; and for every £1 invested, the programme generated £3.50 in social and economic value. The final evaluation report also concluded that, 'in the Manchester context, the project has demonstrated that heritage spaces can be highly effective settings for tackling social needs and supporting essential local

²² YouGov, 2018. Quality of places survey. Available at: <https://content.historicengland.org.uk/content/docs/research/quality-of-places.pdf> [Accessed June 2018]

²³ Historic England, 2015. Press release: New Evidence Shows Surge in Enthusiasm for Heritage. Available at: <https://HistoricEngland.org.uk/whats-new/news/enthusiasm-forheritage-surges> [Accessed June 2018]

²⁴ DCMS, 2015. Taking Part 2014/15, Focus On: Wellbeing. Available at: <https://www.gov.uk/government/statistics/taking-part201415-focus-on-reports> [Accessed June 2018]

²⁵ NatCen, 2018. Culture, sport and wellbeing: Findings from the Understanding Society survey. Available at: <http://natcen.ac.uk/our-research/research/culture-sport-and-wellbeing/> [Accessed June 2018]

²⁶ Sayer, F. 2015. 'Can digging make you happy? Archaeological excavations, happiness and heritage.' *Arts and Health: An International Journal for Research, Policy and Practice*, 7 (3). pp. 247-260. ISSN 1753-3015

services to unlock sustained long-term improvements in public health, wellbeing, as well as in employability.²⁷

- 5.3.9 Heritage led regeneration programmes can further help with the potential of health and wellbeing enhancements. Improvements to historic environments help to increase a sense of pride in the area and can be beneficial in reducing crime, which subsequently has impact on the amenity and health and wellbeing of the individuals and the community as a whole. A recent workshop with various GM Stakeholders as part of the evidence base gathering for the GMSF Heritage Paper (July 2019) suggested that in some areas such as Moston, crime levels had dropped following improvements to the historic environment.

The historic environment creates a strong sense of place

- 5.3.10 'Sense of place' is a term used to describe the ways in which people attach meaning and values to specific locations. It is a characteristic applied to places where the environment evokes positive feelings such as belonging, identity and pride. Historic buildings give an important sense of place and identity to the different districts of Greater Manchester. Special buildings in older areas such as schools, churches and town halls act as historic and visual landmarks. Their permanent nature is reassuring as they provide continuity and stability.
- In a recent survey of 1,731 adults in England, two-thirds (66%) agreed with the statement that 'Historic buildings are a source of pride in the local area where I live'²².
 - In 2009, English Heritage commissioned Newcastle University's Centre for Urban and Regional Studies (CURDS) to review the link between the historic environment and sense of place. The review concluded that the historic environment contributes towards a distinctive sense of place and a sense of continuity, which can support a greater sense of people's self-esteem and place attachment²⁸.
 - A 2010 study into the impact of historic environment regeneration found that people who live in areas with more heritage assets are likely to have a stronger sense of place. Adults and young people who live in areas with more heritage assets or cite a local building or monument as special are more likely to have a stronger sense of place (after controlling for other socio-economic factors that impact on sense of place). 92% of respondents to the on-street survey in areas that had seen significant historic environment led regeneration felt that the heritage projects had raised pride in the local area and 93% said that it had increased their sense of place²⁹.
- 5.3.11 The regeneration of Oldham Town Hall is a good example of historic environment led regeneration, which has helped in increasing a sense of pride and place locally, bolstering the Town Centre's family-friendly credentials, attracting more affluent customers into the Town Centre and laying the ground for an 'after-work' culture in the Town Centre and revitalised evening economy. Previously, the vacant Old Town Hall discouraged people from venturing further down Yorkshire Street. The new development, which contains a cinema and restaurants, has helped rebrand the Town Centre and create 'civic pride' – as evidenced by comments on social media³⁰.
- 5.3.12 Another example is the ambitious £6 million programme of regeneration on Altrincham High Street centred on the spine of the medieval town, which was placed on Historic England's register of Conservation Areas at Risk because of the poor condition of its public realm and empty retail shops. The programme began with the creation of a Public Realm Strategy, followed by detailed public consultation that was in turn underpinned by research into the character of the town's surviving historic fabric. One of the aims of the project was to redress the balance between vehicles and pedestrians. As a result, honey-hued stone paving now extends through the town centre up to the Lower Market and renowned Altrincham Market House. The transformation of the space has already attracted new uses, increasing property values and the prosperity of surrounding businesses. Street trees and robust furniture provide a

²⁷ Envoy Partnership, 2017. Inspiring Futures: Volunteering for Wellbeing - Final Report 2013-2016. Available at: http://volunteeringforwellbeing.org.uk/wp-content/uploads/2017/03/IF_VOLUNTEERING_FOR_WELLBEING_REPORT_2013-16_SROL_IWM.pdf [Accessed June 2018]

²⁸ Centre for Urban and Regional Development Studies, Newcastle University, 2009. Sense of Place and Social Capital and the Historic Built Environment. Available at: https://content.historicengland.org.uk/content/heritage-counts/pub/sense_of_place_web.pdf [Accessed June 2018]

²⁹ AMION and Locum Consulting, 2010. Impact of Historic Environment Regeneration. Available at: <https://content.historicengland.org.uk/content/heritage-counts/pub/ImpactHE-Regeneration> [Accessed June 2018]

³⁰ Oldham Council

human scale to the public spaces. The Grade II listed Market House is now home to some of the locality's finest food and drink traders and has set a precedent for town centre regeneration.³¹

The historic environment influences how we perceive places

5.3.13 The local diversity of styles and materials, the quality of its craftsmanship and the compelling sense of longevity makes historic buildings and structures an attractive part of the built environment. Its presence in our rural and urban landscapes has an attractive power that draws people and has a positive impact on their quality of life.

- In a recent survey of 1,731 adults in England on the quality of the built environment, the majority of respondents (58%) agreed with the statement that 'the age of a building makes a difference to the way I perceive its quality and design'. 84% of adults agreed that 'better quality buildings and public spaces improve people's quality of life'²².
- The Heritage Lottery Fund's (HLF) report 20 Years in 12 Places summarises research into what people think about heritage and the local projects HLF have supported: 93% of 4,223 people surveyed said that local heritage has an impact on their quality of life; 80% of people they surveyed think local heritage makes their area a better place to live; and 56% of adults surveyed said that their local area's heritage is important for their personal sense of identity³².
- In 2014, The Prince's Foundation conducted a review of 26 projects to understand what people want from new housing developments. The report identifies 'a desire for a strong sense of place and neighbourhood' and a 'desire to respect historic form, style and materials' as being amongst the most popular considerations in the design of new housing, (85% and 84% respectively)³³.

The historic environment brings people together

5.3.14 The historic environment has an important role in bringing people together, whether it is through providing attractive places to meet and relax together or by forming a common cause to gather around. Greater Manchester has a rich history of community engagement in the area's archaeology, such as Dig Greater Manchester,³⁴ which has involved thousands of adult volunteers and school children in exploring their local heritage and the Greater Manchester Archaeology Federation³⁵.

- Research suggests that incorporating community elements into heritage led projects can enable people to feel more connected to the people and the places around them, and result in increased wellbeing and personal happiness²⁶.
- A 2013 survey of 2,001 people on the role of community organisations and heritage properties found that 69% of UK adults believe that heritage buildings and sites are important to their local community, equivalent to approximately 35 million people³⁶.
- An evaluation of heritage-led regeneration projects found that over 90% of people living in areas where significant heritage-led regeneration had taken place, agreed that investment in the historic environment had resulted in a nicer place in which to live, work and socialise²⁹.

5.3.15 Museums collect, conserve, and communicate heritage through exhibitions and displays. Both National and local authority museums often boast an eclectic collection or exhibition, incorporating social history, art and artefacts specifically relevant to the local area, whereas national museums hold collections to be considered of national importance. Both national and local museums play an important role in bringing people together in appreciating the value of the heritage and historic environments. An example in the context of the Greater Manchester is the Science and Industry Museum in Manchester, which was the most visited attraction in Greater Manchester in 2017.

³¹ Historic England: <https://historicengland.org.uk/images-books/publications/streets-for-all-north-west/heaq149e-sfa-north-west/>

³² Heritage Lottery Fund, 2015. 20 Years in 12 Places. Available at: <https://www.hlf.org.uk/about-us/research-evaluation/20-years-heritage> [Accessed June 2018]

³³ The Prince's Foundation, 2014. Housing Communities: What People Want. Available at: http://www.housing-communities.org/Housing-Communities_DIGITAL.pdf [Accessed June 2018]

³⁴ Dig Greater Manchester
<https://diggreatermanchester.wordpress.com/>

³⁵ http://www.aigao.org.uk/localgov/community/case_studies/GM_federation

³⁶ Cebr, 2013. The Community Consensus Report. Available at: <https://cebr.com/reports/impact-of-communityorganisations/> [Accessed June 2018]

5.3.16 To help people engage with collections and protect them for the future, Arts Council England encourages all museums to meet an agreed standard for accreditation. Table 4.1 below shows a list of accredited museums, art galleries and collections in Greater Manchester (true as 2012).

Accredited Museums, Art Galleries and Collections in Greater Manchester in 2012		
Astley Cheetham Art Gallery	Manchester Museum	Smithills Hall
Bolton Museum and Art Gallery	Museum of Science and Industry (MOSI)	Staircase House
Bolton Steam Museum	Museum of Transport, Greater Manchester	Stockport Air Raid Shelters
Bramall Hall	Museum of Wigan Life	Stockport Art Gallery
Chadkirk Chapel	National Football Museum	Stockport Story Museum
Chetham's Hospital and Library	NMSI, The Science Museum	Tameside Central Art Gallery
Gallery Oldham	Ordsall Hall Museum	The Fusilier Museum
Greater Manchester Police Museum	People's History Museum	The Lowry
Haig Colliery Mining Museum	Platt Hall, The Gallery of Costume	The Rutherford Gallery
Hall I'Th' Wood Museum	Portland Basin Museum	Touchstones Rochdale
Hat Works, The Museum of Hatting	Rochdale Arts and Heritage Store and Resource Centre	Trencherfield Mill
Heaton Hall	Rochdale Pioneers Museum	Vernon Park Museum (Stockport Museum)
Imperial War Museum North	Royal Northern College of Music Collection of Historic Musical Instruments	Whitworth Art Gallery
Manchester City Art Gallery	Saddleworth Museum and Art Gallery	Wythenshawe Hall
Manchester Jewish Museum	Salford Museum and Art Gallery	
Manchester Metropolitan University Special Collections	Setantii	

Table 4.1: Accredited Museums, Art Galleries and Collections in Greater Manchester in 2012 (Source: Heritage Counts)

The historic environment inspires learning and understanding

5.3.17 Cultural engagement can help shape reflective individuals, facilitating greater understanding of themselves and their lives, increasing empathy with respect to others, and an appreciation of the diversity of human experience and cultures³⁷.

- Research published in 2015 on the impact of the Heritage Lottery Fund's national heritage investment programme over the last 20 years revealed that 83% of residents, who had visited heritage sites or projects in their area, agreed that visiting had helped them understand more about the history of their area. The findings also suggest that local heritage sites and projects can broaden horizons as 67% of visitors agree that visiting has made them have a better understanding of other people's cultures³².
- Heritage Schools is a Historic England initiative funded by the Department for Education to help school children develop an understanding of their local heritage and its significance. Evidence from the programme evaluation shows that learning about local heritage inspires creativity and results in children who are increasingly proud of where they live. The evaluation of the 2016-17 Heritage Schools Programme surveyed participating teachers and cultural partners and several reported impacts for participating pupils: 99% agreed learning about local heritage improved pupils' sense of place; 97% agreed learning about local heritage improved pupil's sense of pride; 89% of teachers surveyed agreed that their pupils have an increased knowledge and understanding of local heritage; and 92% of teachers agreed that their pupils are more connected to the place they live in³⁸.

5.3.18 In the absence of written records, the material record, particularly archaeological deposits, provides the only source of evidence about our past. This is connected to the evidential value of historic environments, which derives from the potential of a place to yield evidence about past human activity through the physical remains of past human activity. These are the primary source of evidence about the substance and evolution of places, and of the people and

³⁷ Crossick, G. and Kaszynska, P. 2017. Understanding the value of arts and culture. Available at: <http://www.ahrc.ac.uk/documents/publications/cultural-value-project-final-report/> [Accessed June 2018]

³⁸ Historic England, 2017 b. Heritage Schools 2016-17 Evaluation Report. Available at: <https://HistoricEngland.org.uk/serviceskills/education/heritage-schools/teacher-survey/> [Accessed June 2018]

cultures that made them, and their evidential value is proportionate to their potential to contribute to people's understanding of the past.³⁹ The historic environment also provides a tangible link to social, economic, political and human history, helping to create a better understanding of contemporary society and contributing to effective education and learning.⁴⁰ In the Greater Manchester context, this includes links to the Co-operative movement, World War I and II, social reform, Emily Pankhurst, Peterloo among others.

- 5.3.19 A Greater Manchester example of how the historic environment can contribute to learning and understanding is the 'Cotton, Curry and Commerce' book and history project spanning three generations, made possible by the Lottery Heritage Fund. It is the culmination of a two-year Heritage Lottery Funded project celebrating the contribution made by the Oldham Asian Business Association (ABA) and Asian businesses to the economic life of Oldham. The project was the result of a partnership between the Oldham Asian Business Association and Oldham Local Studies and Archives supported by the Heritage Lottery Fund and the Oldham Business Leaders Group (OBLG). The project aimed to collect memories, reminiscences and archives from the Asian business community in order to create a unique resource for the exploration of the history and development of Asian business in Oldham. These resources were then used to publish a book celebrating the achievements of Asian entrepreneurs in Oldham, and the contribution of Asian businesses to the economy of Oldham. The story of 'Cotton, Curry & Commerce' is told through a collection of case studies including 22 oral history recordings from members of the Asian business community, migrant pioneers, subsequent generations of Asian entrepreneurs, business leaders and politicians active in Oldham to explore 50 years of change from the 1960s onwards. The archives of the Asian Business Association (catalogue reference M166), the oral history recordings (catalogue reference M185), and the book are available at Oldham Local Studies and Archives⁴¹.
- 5.3.20 Contributions are still being made to understanding the region's archaeological history through the activities of GMAAS (including a range of publications) and local archaeology groups and societies. In Greater Manchester, an example is the well-regarded Greater Manchester Past Revealed Series, which presents the results of large-scale archaeological projects in an illustrated booklet. Other means of dissemination are information boards, guided tours and public open days, web based information and landscape interpretation.

5.4 Economic Value

- 5.4.1 Heritage makes a significant contribution to the UK economy, providing jobs and output across a number of industries. The Heritage sector's total estimated GVA contribution to the UK's GDP was £13.1 billion in 2016, equivalent to 0.75 per cent of UK's total GVA. The heritage sector has had a total estimated employment of 196,000 in 2016, equivalent to 0.67 per cent of the workforce of the entire UK.⁴²
- 5.4.2 For every £1 of GVA generated by the heritage sector in England, an additional £1.21 of GVA is supported in the wider economy through indirect and induced multiplier impacts of the sector. Indirect impacts are generated in the supply chains supporting the heritage sector, whilst induced impacts are generated when the direct and indirect (supply chain) employees spend their earnings on domestic goods and services. Once these impacts are taken into account, England's heritage sector had an estimated aggregate GVA impact of £29 billion in 2016.
- 5.4.3 The same logic applies to the heritage sector's estimated employment multiplier of 2.34, so that for every job created in the heritage sector, an additional 1.34 jobs are supported in the wider economy, again through these indirect and induced multiplier impacts. Accounting for these wider multiplier impacts and adding them to the direct employment contribution, produces an aggregate employment impact of the heritage sector of approximately 458,640 jobs in 2016.⁴³

³⁹ Historic Environment: <https://historicengland.org.uk/images-books/publications/conservation-principles-sustainable-management-historic-environment/conservationprinciplespoliciesandguidanceapril08web/>

⁴⁰ IHBC: <https://www.ihbc.org.uk/skills/resources/IHBC-Valuing-Historic.pdf>

⁴¹ Oldham Council: <http://cottoncurryandcommerce.co.uk/>

⁴² The heritage sector in England and its impact on the economy, A report for Historic England (2018) <https://historicengland.org.uk/content/docs/research/heritage-sector-england-impact-on-economy-2018/>

⁴³ The heritage sector in England and its impact on the economy, A report for Historic England (2018) <https://historicengland.org.uk/content/docs/research/heritage-sector-england-impact-on-economy-2018/>

Heritage shapes peoples' perceptions of place

5.4.4 Heritage plays an important part in shaping peoples' perceptions and authentic experiences of a place. Places that are aesthetically pleasing have an attractive power that encourages people to congregate there. Historic environments are popular places to live, work, and spend leisure time in because they are generally attractive with a wealth of architectural detail lacking in modern developments. They are also familiar and have a lasting quality.

- One of the strongest arguments for investing and promoting the historic environment is its importance in affecting perceptions of how attractive a place is to visit. It is also an important factor in determining where people chose to live (74%) and work (63%)²⁹.
- The GREAT Britain campaign showcases the best of what the UK has to offer to inspire the world and encourage people to visit, do business, invest and study in the UK. The campaign identifies heritage as one of 12 'unique selling points' of the UK. It is estimated that for every £1 spent on the GREAT campaign, overseas visitors spend £23 in Britain⁴⁴.
- People spend more in their local economy after investment in the historic environment. In areas that had received investment in the historic environment, approximately one in five visitors in a survey of 1,000 stated they spent more in an area after investment in the historic environment than they did before. One in four businesses stated that the historic environment investment had directly led to an increase in business turnover²⁹.

5.4.5 Heritage assets also improve the overall appeal of places by providing an environment for a diverse leisure and retail experience. Examples in Greater Manchester include the renovation of Altrincham market, which has created an appealing venue for independent businesses. The re-opening of the River Roch and associated new public realm in Rochdale, which has formed a new focal point for events and markets. Manchester's Castlefield has also brought back to life a previously neglected area, attracting new residents and businesses.

Heritage is an important 'pull' factor in business location decisions

5.4.6 Distinctive and characterful working spaces are a 'pull' factor for businesses. Historic buildings form unique settings for a variety of activities such as business, entertainment, eating out and shopping. They are often more appealing than modern buildings and can also offer accommodation for small businesses that is smaller, more flexible and cost-effective.⁵¹

- The density of heritage assets is highly and positively related to the concentration of firms in a local economy including creative industries. A recent study into the role of culture and sport in place shaping found that the greater the density of cultural and heritage assets, the better the performance of the creative industries and the greater the level of specialisation towards the creative industries. Heritage density is also positively and strongly related to the overall movement of businesses into an area, which suggests that such assets are important 'pull' factors which influence business location decision⁴⁵.
- A very high proportion of creative industries based in historic buildings are start-ups, with over 60% established between 2010 and 2013⁴⁶.
- One in four businesses in a survey of over 100 agreed that the historic environment is an important factor in deciding where to locate³³.

5.4.7 There are many good examples of historic buildings being renovated for new business uses within the city-region, including the regeneration of Manchester's Northern Quarter, Castlefield and Ancoats areas, as well as Abney Hall (Cheadle) and Islington Mill (Salford). Once again, the regeneration of Oldham's Old Town Hall demonstrates how heritage regeneration projects can have a positive influence on economic prosperity. A recent study on the economic impact of the development highlighted that nearby businesses had experienced a notable uplift in trade, opening

⁴⁴ VisitBritain (2016). VisitBritain Annual Review 2015/16. [PDF] Available at: <https://www.visitbritain.org/visitbritainvisitenland-reports-year-record-growth-tourism> [Accessed September 2018]

⁴⁵ TBR (2016). The role of culture, sport and heritage in place shaping. [PDF] https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/639028/CASE_Placeshaping_Report_-_The_role_of_culture_sport_and_heritage_in_place_shaping_.docx [Accessed September 2018]

⁴⁶ Heritage Lottery Fund (2013). New ideas need old buildings. [PDF] <https://www.hlf.org.uk/new-ideas-need-old-buildings> [Accessed September 2018]

hours had extended, new complementary businesses had located nearby and that the project had influenced existing businesses to stay in the Town Centre and to invest in refurbishments within a year of the completion of the project⁴⁷.

Heritage generates demand and a property price premium

5.4.8 With 5.1 million pre-1919 buildings in England, traditionally built properties make up 21% of the housing stock in England. 'Period' properties and historic features are highly sought after and residential property values can be enhanced by Listed Building and Conservation Area status. This is largely because historic buildings with original external and internal features, generous space standards and distinctive social cachet are a symbol of quality, seen as inherently valuable as period homes. Equally, the conversion of other types of historic buildings such as mills and warehouses provides greater opportunity for self-expression.

- Proximity to a listed building is associated with additional value and this value is greater than the premium associated with a newly built home. A study of six cities in England, which included Manchester, found that proximity to a listed building increased property prices by between 4.4% and 10.3%. The study concludes that beauty, a sense of place, and confidence that heritage will not be destroyed bring real and predictable value⁴⁸.
- There is a 9% price premium for homes in conservation areas. Research analysing 1,088,446 house sales between 1995 and 2010 showed that properties in conservation areas sell for 23% more on average than other houses. Even when location, property features and other factors affecting house prices are adjusted for, a premium of around 9% was still found⁴⁹.
- Listed properties generate a higher level of total return on investment compared to non-listed properties. A 2011 analysis of the Investment Property Databank (IPD) Index (a leading real estate industry data source for commercial property) shows that at the All Property level, the IPD Listed Property Index has generated a higher level of total return than the IPD Index for three, five, 10 and 30 year time periods⁵⁰.
- One of the strongest arguments for investing and promoting the historic environment is its importance in affecting perceptions of how attractive a place is to visit. It is also an important factor in determining where people chose to live (74%) and work (63%)⁵¹.

Heritage, breathing life into our towns and cities

5.4.9 Built heritage is a huge resource helping to shape how towns, cities and rural areas look and feel. The unique and distinctive nature of heritage adds value to places and has formed the cornerstone of many successful regeneration projects within the city-region creating significant benefits for local economies and communities. The conversion of large commercial premises in Central Manchester into apartments, for example, has brought new life into the city centre, creating activity in areas previously deserted at the end of the working day.

- The returns on heritage-led regeneration projects outstrip costs. A 2017 ex-post evaluation of the economic impact of six case studies from HLF's Heritage Grants Programme (2002-2007) demonstrated a net GVA of £8.4m generated annually and 135 direct / indirect jobs supported annually. Over the 10 years, this equated to £84m GVA across just six projects. The combined grant awarded for these six projects was £27.5m, which is a return of over three times what was originally invested. In addition, there were temporary economic benefits of £3.1m net GVA and 70 net jobs during the construction phases⁵².

⁴⁷ Oldham Council: Economy Directorate, People and Place

⁴⁸ Boys Smith, N. Venerandi, A. and Toms, K. (2017) *Beyond Location*. Create Streets. Summary available at: <http://dev.createstreets.com/projects/create-streets-latest-report-beyond-location-published/> [Accessed September 2018]

⁴⁹ Ahlfeldt, G. Holman, N. and Wendland, N. (2012) *An Assessment of the Effects of Conservation Areas on Value*. [PDF] <https://content.historicengland.org.uk/content/docs/research/assessment-ca-value.pdf> [Accessed September 2018]

⁵⁰ Colliers International (2011). *Encouraging Investment in Industrial Heritage at Risk*. [PDF] <https://content.historicengland.org.uk/content/docs/research/encouraging-investment-industrial-heritage-at-risk-main-report.pdf> [Accessed September 2018]

⁵¹ Amion consulting and Locum Consulting (2010) *Impact of Historic Environment Regeneration*

⁵² Heritage Lottery Fund (2017). *Ten Years On: The Impact of the Heritage Grants Programme 2002-2007*. [PDF] <https://www.hlf.org.uk/ten-years-impact-heritage-grants-programme-2002-2007> [Accessed September 2018]

- Investing in the historic environment generates economic returns for local places. On average, £1 of public sector expenditure on heritage-led regeneration generates £1.60 additional economic activity over a ten year period⁵³.

5.4.10 The 'Discovering the Underbanks' project, is a Heritage Lottery Funded (HLF) project aimed at transforming Stockport's historic high street into a vibrant destination for businesses and visitors, whilst also telling the area's stories to new audiences. The scheme will include improvements to property and the local area, skills training and community events designed to bring people into the area. The scheme was awarded Stage 1 of a Townscape Heritage grant in 2017 and a detailed Stage 2 application to HLF was submitted in 2018. Upon grant of the funds, the project will run for five years⁵³.

The opportunity costs of not investing in heritage

5.4.11 Heritage-led regeneration is of particular value in areas of high economic and social deprivation. Run down derelict historic areas can be transformed into vibrant places in which people wish to live work and spend their money.

- With 5,290 designated heritage assets 'at risk' in 2017, there is untapped economic potential. Research from 2017 examined the opportunities provided by vacant and underused textile mills in West Yorkshire and the North West. The research demonstrated that there were approximately 542 underused or vacant mills in Greater Manchester. Applying standard office floor space densities to the total amount of net vacant floor space in West Yorkshire, Greater Manchester and Lancashire's textile mills illustrates the potential to generate 283,000 new net additional jobs (equivalent to £12.4bn of Gross Value Added per annum) or 52,000 new homes.⁵⁴ Error! Bookmark not defined.
- There are unrealised opportunities for new businesses in underused or vacant heritage assets. Businesses that occupy listed buildings generate £13,000 extra GVA per business per year. This extra GVA is the amount above that generated by an equivalent number of businesses in non-listed buildings.⁴⁶
- While there is a 9% premium on properties in conservation areas, this advantage falls by 4 percentage points (or to 5 %) in conservation areas that are classified by local authorities as being 'at risk'.⁴⁹

Heritage construction and development

5.4.12 There are over 5.1 million pre-1919 residential properties in England, representing over a fifth (21%) of all dwellings in England⁵⁴. The on-going need to repair, maintain and restore these historic buildings creates strong dependencies between heritage and the construction and development sectors, often requiring specialist heritage skills, knowledge and expertise.

- Heritage construction and development contributes £6.6bn in GVA; there are 94,000 construction workers involved in heritage related activities, including building finishing and specialised activities such as bricklaying and stone setting, carpentry, cleaning of the exterior etc; there are 5,000 people employed as archaeologists in England; and 29,000 architects, building and civil engineers and chartered surveyors involved in heritage related activities.⁵⁵
- In 2017 the Heritage Lottery Fund (HLF) reported the findings of an impact evaluation of grants distributed between 2002 and 2007. The assessment found 60% of a sample of projects led to the creation of new jobs. 22% reported regeneration impacts – by enhancing the character and distinctiveness of their local areas through the renovation, restoration and improvement of heritage assets, places have become more inviting and have attracted further investment.⁵²
- A major survey of archaeological services in the UK estimates that commercial archaeology generated a total of £228m revenue in 2016-17.⁵⁶

⁵³ Stockport Council: <https://www.stockport.gov.uk/rediscovering-the-underbanks>

⁵⁴ Valuation Office Agency (2017). Council Tax: Stock of Properties 2017, Table CTSOP4.0. [URL] <https://www.gov.uk/government/statistics/council-tax-stock-of-properties-2017> [Accessed September 2018]

⁵⁵ Centre for Economics and Business Research (2018). The Heritage Sector in England and its Impact on the Economy. [PDF] <https://historicengland.org.uk/content/docs/research/heritage-sector-england-impact-on-economy/> [Accessed September 2018]

⁵⁶ Landward Research (2017). *Archaeological Market Survey 2016-17*. [PDF] <https://www.archaeologists.net/sites/default/files/Archaeological%20Market%20Survey%202016-17%20101117.pdf> [Accessed September 2018]

Heritage tourism

5.4.13 Heritage is an important part of the tourism industry in England, attracting millions of domestic and international tourists each year. England's heritage creates additional spending through tourism in two ways. Some tourists visit the UK primarily to visit heritage attractions, while others take part in heritage activities during trips that are made for other purposes, potentially extending trips and generating additional spending as a result.⁵⁷ This in turn supports millions of jobs and contributes to national and local economic growth. Heritage tourism represented 2% of the UK's gross domestic product (GDP) in 2011; this is the direct, indirect and induced effect of both built heritage and natural heritage tourism.⁵⁸ On a regional level, the total gross value added and jobs supported by heritage tourism in the North West region in 2015 was £1.4bn and 30,300 respectively⁵⁹.

- Two-thirds (34%) of domestic tourists cited being able to visit a historic building or monument as their 'sole reason' or a 'very important reason' why they took their domestic holiday or short break. This increases to 63% for day visitors⁶⁰.
- Heritage tourism is more popular in Britain, compared with most of Europe. 35% of UK citizens "totally agree" that the presence of cultural heritage influences their choice of holiday destinations. This is the fourth highest proportion of the survey respondents from the 28 EU countries⁶¹.
- Over three quarters of visitors to historic attractions in England were local visitors in 2016, including both day trips and longer stays. The proportion of domestic visitors has been increasing steadily since 2008, suggesting that holiday trends in England are changing towards staying within the UK.⁶²

5.4.14 The ten Greater Manchester districts invest more than £24.3m per annum in culture and heritage; directly supporting Greater Manchester theatres, galleries and cultural organisations and residents' creative activity⁶³. The city-region is now a significant tourist destination, and many museums and galleries are often located in historic buildings.

5.4.15 Industrial heritage is also a major tourist attraction in the city-region. Visitors are attracted to Greater Manchester by the unique built environment created by the textile industry, mills, commercial and public buildings, waterways, railways and docks and by the facilities provided in diverse historic buildings. Many of these have been imaginatively adapted to new uses for example the Royal Exchange theatre in Manchester's former Cotton Exchange and the G-Mex Concert and Exhibition Centre in the former Central Station. Particular tourist attractions include the East Lancashire Railway, which originates in Bury, the Portland Basin in Tameside, Wigan Pier and the Country parks associated with rivers and canals, for example Heaton Park, Dunham Massey and the reclaimed Coral Irwell Valley.

Heritage volunteering

5.4.16 Volunteers are vital to the day-to-day running of many heritage organisations. They dedicate significant amounts of time, knowledge and expertise in a wide range of high skilled and low-skilled roles. These activities range from fundraising, outreach, events and exhibitions staffing, specialist conservation work, to governance roles and trusteeship.

- Heritage volunteering in numbers: 616,000 heritage volunteers in England, 2015/16; 5.7% of all volunteers in England, 2015/16; £520m estimated economic value of heritage volunteering based on national minimum wage in England, 2016.⁵⁵

5.4.17 In addition to being beneficial to wellbeing, volunteering can help in skills development and support future employability.

⁵⁷ The heritage sector in England and its impact on the economy, A report for Historic England (2018) <https://historicengland.org.uk/content/docs/research/heritage-sector-england-impact-on-economy-2018/>

⁵⁸ Oxford economics (2013) The Economic Impact of the UK Heritage Tourism Economy

⁵⁹ Oxford economics (2016) The Impact of Heritage Tourism for the UK Economy.

⁶⁰ TNS (2015). *Valuing Activities*. [PDF] https://www.visitbritain.org/sites/default/files/vb-corporate/Documents-Library/documents/England-documents/valuing_activities_-_final_report_fv_7th_october_2015_0.pdf [Accessed September 2018]

⁶¹ European Commission (2017). *Special Eurobarometer 466 - Cultural Heritage*. [PDF] <https://ec.europa.eu/commfrontoffice/publicopinion/index.cfm/ResultDoc/download/DocumentKy/80882> [Accessed September 2018]

⁶² BDRC (2018). *Visitor Attraction Trends in England, 2017*. <https://historicengland.org.uk/content/heritage-counts/pub/2018/visitor-attractions-trends-england-2017/> [Accessed September 2018]

⁶³ Greater Manchester's Strategy for Culture and Creativity

6 Trends

6.1 Introduction

6.1.1 This section summarises the issues and opportunities pertaining to the historic environment in Greater Manchester. It has been informed by a workshop held in July 2019 with officers from GMCA, Historic England, the Greater Manchester Archaeology Advisory Service (GMAAS) and the ten GM districts.

6.2 Heritage at Risk

Introduction

6.2.1 Launched in 2008, the Heritage at Risk (HAR) Programme identifies sites that are most at risk of being lost as a result of neglect, decay or inappropriate development. Table 6.1 below shows a comparison between the total number of heritage assets and heritage at risk across Greater Manchester.

	Listed Buildings		Scheduled Monuments	Registered Parks and Gardens	Conservation Areas
	Buildings and Structures Entries	Place of Worship Entries	Total	Total	Total
GM Heritage At Risk ⁶⁴	26	63	1	0	18
GM Heritage Assets ⁶⁵	3,892		42	30	245

Table 6.1: Greater Manchester Heritage at Risk

Listed Buildings

6.2.2 As shown in the table 6.1 above, 89 listed assets within Greater Manchester are on the HAR register. Whilst this accounts for a relatively low proportion of listed buildings overall (some 2%) it is to be noted that there is no information on the state of Grade II listed buildings / structures other than places of worship. Since Grade II listed buildings make up the greatest proportion of listed buildings in the city-region, this represents a significant gap in the evidence base. Further research would help to increase the understanding of the state of the historic environment within Greater Manchester and the opportunities for conservation and enhancement.

Conservation Areas

6.2.3 Of Greater Manchester's 245 conservation areas, 18 (7%) are at risk⁶⁶. Table 6.2 shows a breakdown of this by district.

District	Risk				District's Total
	At Risk	Vulnerable	Low / Not at Risk	Information Missing	
Bolton	2	15	9	0	26
Bury	2	6	4	2	14
Manchester	0	4	31	0	35
Oldham	1	20	15		36
Rochdale	2	8	15	4	29
Salford	4	7	4	0	15
Stockport	1	9	27	0	37
Tameside	1	3	5	0	9
Trafford	3	5	13	0	21
Wigan	2	5	16	0	23
Greater Manchester	18	82	139	6	245

Table 6.2: Greater Manchester Conservation Areas at Risk (Source: Historic England)

6.2.4 Salford has the highest proportion of conservation areas at risk, with four of 15 Conservation Areas (27%) being included in this category. Manchester is the only district with no conservation area at risk. As presented in Table 6.2,

⁶⁴ Historic England Heritage at Risk Register NW: <https://historicengland.org.uk/images-books/publications/har-2018-registers/nw-har-register2018/>

⁶⁵ Historic England Database

⁶⁶ Heritage Counts 2018 <https://historicengland.org.uk/research/heritage-counts/indicator-data/>

an additional 82 (33%) conservation areas are classified as 'vulnerable.' Table 6.3 identifies that 29 conservation areas (12%) have 'high' vulnerability.

District	Low	Medium	High	Information Missing	District's Total
Bolton	0	14	12	0	26
Bury	0	10	2	2	14
Manchester	26	8	1	0	35
Oldham	0	35	1	0	36
Rochdale	3	22	0	4	29
Salford	0	5	10	0	15
Stockport	37	0	0	0	37
Tameside	8	1	0	0	9
Trafford	11	10	0	0	21
Wigan	13	7	3	0	23
Greater Manchester	98	112	29	6	245

Table 6.3: Greater Manchester Conservation Areas Vulnerability (Source: Historic England)

6.2.5 As shown in Table 6.4, 123 (50%) of the total Conservation Areas are in fair condition, with 56 (23%) in optimal condition, 50 (20%) in poor condition and 10 (4%) in very bad condition.

District	Optimal	Fair	Poor	Very Bad	Information Missing	District's Total
Bolton	9	13	3	1	0	26
Bury	2	7	3	0	2	14
Manchester	16	17	2	0	0	35
Oldham	9	20	7	0	0	36
Rochdale	5	8	10	2	4	29
Salford	8	2	3	2	0	15
Stockport	0	28	8	1	0	37
Tameside	1	3	4	1	0	9
Trafford	2	12	5	2	0	21
Wigan	4	13	5	1	0	23
Greater Manchester	56	123	50	10	6	245

Table 6.4: Greater Manchester Conservation Areas Condition (Source: Historic England)

6.2.6 As shown in Table 6.5, there is an improving trend for the city-region's conservation areas. Whilst 150 (61%) of conservation areas have had no significant change in their condition, 61 (25%) have been improving and seven have improved significantly. Barton-Upon-Irwell in Trafford is the only conservation area that has deteriorated significantly. The condition of following 11 conservation areas has also deteriorated: Bury Town Centre (Bury); Rowlands / Brookbottoms (Bury); Oldham Town Centre, (Oldham); Cliff (Salford); St Augustine's (Salford); Houldsworth (Stockport); Church Lane (Stockport); Hillgate, (Stockport); George Street (Trafford); Empress (Trafford); and Tyldesley Town Centre (Wigan).

District	Deteriorating Significantly	Deteriorating	No Significant Change	Improving	Improving Significantly	Unknown	Information Missing	Total
Bolton	0	0	21	4	1	0	0	26
Bury	0	2	6	3	1	0	2	14
Manchester	0	0	19	14	2	0	0	35
Oldham	0	1	26	9	0	0	0	36
Rochdale	0	0	14	9	2	0	4	29
Salford	0	2	9	3	1	0	0	15
Stockport	0	3	23	4	0	7	0	37
Tameside	0	0	7	2	0	0	0	9
Trafford	1	2	10	6	0	2	0	21
Wigan	0	1	15	7	0	0	0	23
GM	1	11	150	61	7	9	6	245

Table 6.5: Greater Manchester Conservation Areas Trends (Source: Historic England)

Scheduled Monuments

6.2.7 'Peel Hall Moated site' in Wigan is the only Scheduled Monuments at risk in Greater Manchester,⁶⁷ however, 10 assets (24%) have been identified as being vulnerable as show in table 6.6. A total of 30 (73%) Scheduled Monuments within the Greater Manchester conurbation are at low risk or not at risk at all.

District	At Risk	Vulnerable	Low / Not at Risk	Information Missing	Total
Bolton	0	1	2	0	3
Bury	0	1	3	0	4
Manchester	0	1	4	0	5
Oldham	0	0	1	1	2
Rochdale	0	0	2	0	2
Salford	0	0	3	0	3
Stockport	0	1	5	0	6
Tameside	0	3	1	0	4
Trafford	0	1	0	0	1
Wigan	1	2	9	0	12
GM	1	10	30	1	42

Table 6.6: Greater Manchester Scheduled Monuments at risk (Source: Historic England)

6.2.8 Table 6.7 shows a breakdown of the Scheduled Monuments in Greater Manchester, across various condition types. Three assets (7%) have been identified to be in a generally unsatisfactory condition with major localised problems: Clayton Hall moated site (Manchester); Moated site at Arley Hall (Tameside); and Peel Hall Moated site (Wigan). An additional six monuments (14%) are identified as Generally Satisfactory but with significant localised problems.

District	Optimal / Generally Satisfactory	Generally Satisfactory but with minor localised problems	Generally Satisfactory but with Significant localised problems	Generally unsatisfactory with Major localised problems	Information Missing	Total
Bolton	1	2	0	0	0	3
Bury	1	2	1	0	0	4
Manchester	1	3	0	1	0	5
Oldham	1	0	0	0	1	2
Rochdale	0	1	1	0	0	2
Salford	1	2	0	0	0	3
Stockport	4	2	0	0	0	6
Tameside	0	2	1	1	0	4
Trafford	0	1	0	0	0	1
Wigan	3	5	3	1	0	12
GM	12	20	6	3	1	42

Table 6.7: Greater Manchester Scheduled Monuments' condition (Source: Historic England)

6.2.9 The majority of monuments are either in a stable or improving condition (see Table 6.8), however, the condition of seven assets has been identified as declining. This includes Ringley Old Bridge (Bury); Clayton Hall moated site (Manchester); New Hall Moat, Astley (Tameside); Medieval moated site and later fortified manor house known as Bury Castle (Wigan); Section of an early medieval boundary ditch known as the Nico Ditch in Platt Fields (Wigan); Peel Hall moated site (Wigan); and Post-medieval glassworks south east of Clarke's Bridge (Wigan).

⁶⁷ Heritage indicators 2018 <https://historicengland.org.uk/content/heritage-counts/pub/2018/hc2018-heritage-indicators/>

District	Declining	Stable	Improving	Not known	Information Missing	Total
Bolton	0	2	1	0	0	3
Bury	1	3	0	0	0	4
Manchester	1	4	0	0	0	5
Oldham	0	1	0	0	1	2
Rochdale	0	1	0	1	0	2
Salford	0	3	0	0	0	3
Stockport	0	6	0	0	0	6
Tameside	1	1	0	2	0	4
Trafford	0	0	1	0	0	1
Wigan	4	8	0	0	0	12
GM	7	29	2	3	1	42

Table 6.8: Greater Manchester Scheduled Monuments trends (Source: Historic England)

Heritage at Risk – Conclusion

- 6.2.10 In headline terms, Greater Manchester has a relatively small proportion of heritage assets on the Heritage at Risk register; some 2% of listed buildings, 7% conservation areas, 2% of scheduled monuments and no Registered Parks and Gardens are on the list. The register only includes Grade II listed buildings that are places of worship, however, and since Grade II listed buildings make up the highest proportion of listed buildings in the city-region (almost 93%) and cover a much wider range of building typologies, there is currently a considerable gap in the evidence base. There is no mechanism in place to monitor the condition of Grade II buildings outside London and consequently the condition of the greater majority of the city-region's designated heritage assets is simply an unknown quantity.
- 6.2.11 Condition information on conservation areas, is more detailed and perhaps provides a useful yardstick in terms of the state of the historic environment within the city-region. Overall 7% of conservation areas are 'at risk' but the proportion is much higher in some districts, notably Bury (14%), Salford (29%) and Trafford (14%). Across the city-region a further 33% are classed as 'vulnerable' and in many districts the proportion of conservation areas that are 'at risk' or 'vulnerable' is higher than those that are not 'at risk,' namely Bolton (68%), Bury (57%), Oldham (58%) and Salford (71%). Indeed, only 23% of the Greater Manchester's conservation areas are in their optimal condition and 24% of conservation areas are in a poor / very bad condition, with Oldham (26%), Rochdale (41%), Salford (36%), Tameside (56%), Trafford (33%) and Wigan (26%) having above average concentrations of conservation areas in a poor / very bad condition. Overall, there is a trend that the condition of the city-region's conservation areas is improving (29%) rather than deteriorating (5%), but the deterioration of conservation areas is above average in Bury (14%), Salford (13%), Stockport (8%) and Trafford (14%).
- 6.2.12 Heritage at risk can result in socio-environmental degradation including crime, vandalism, fly tipping and the consequent decline in the significance and character of an area. There is a need across the city-region to ensure the protection of heritage at risk and the reduction in the number of entries on the register by exploring opportunities for regeneration and promoting the full repair and occupation of heritage assets or appropriate management. Officers attending the GM Heritage Topic Paper stakeholder consultation also identified the need for a more up-to-date 'at risk' register at the city-region level to inform strategy, policies and site allocations and a more rigorous approach in registering heritage assets that are at risk as a result of neglect, decay or inappropriate development or are vulnerable to becoming so. Up to date information will help to ensure that the districts better conserve and enhance the historic environment, heritage assets and their setting and reduce any risks due to a lack of understanding and information.

6.3 Vulnerability of certain building typologies

- 6.3.1 England's textile mills, once the workshop of the world, were the original Northern Powerhouse of the UK. What remains today of this industrial heritage is fundamental to the history, culture and landscape of northern England. A survey undertaken in 2011 found that the percentage of listed industrial buildings at risk was three times greater than the national average for listed buildings at risk.⁶⁸ Historic England subsequently commissioned the University of Salford in 2017 to prepare The Greater Manchester's Historic Textile Mills Buildings At Risk County Assessment Report.

⁶⁸ Historic England: <https://historicengland.org.uk/advice/heritage-at-risk/industrial-heritage/>

- 6.3.2 The report shows that Greater Manchester's historic mills are rapidly being lost with many more standing empty and neglected. Since the last study undertaken in 1980s, 45% of Greater Manchester's historic mills have been lost, with only 6% (33) of textile-mill complexes retaining all the structural elements of the original power system (the figure does not necessarily include those mills that have internal engine and boiler houses, a layout typical of early 19th Century mills).
- 6.3.3 Several significant concentrations of textile mills occur across Greater Manchester, with perhaps the most celebrated groups lying in Manchester, including those lining the Rochdale Canal in Ancoats, and the tastefully repurposed mills in Chorlton-upon-Medlock. The latter group, focused on Chorlton New Mills, incorporates the oldest surviving fireproof mill in Manchester. The group in Ancoats includes Murrays' Mills and McConnel & Kennedy's Mills on Redhill Street, and Beehive Mill on Radium Street, which cumulatively illustrate development in design and construction techniques from the 1790s to the early 20th Century.
- 6.3.4 An important group of 11 mills survive in the Oldham ward of Chadderton Central, for instance, a figure that compares favourably with the adjacent ward of Chadderton South, where all the textile mills recorded in the 1980s survey have since been demolished.
- 6.3.5 Two significant concentrations of textile mills occur across the borough of Wigan. The first of these important groups lies on the south-western fringe of the town centre and includes the large Swan Meadow Mill complex and the recently refurbished Trencherfield Mill, which are both afforded statutory protection as Grade II listed buildings. The second significant group of textile mills in Wigan lies along the corridor of the Bridgewater Canal (Leigh Branch). Most of the mills in this group are afforded statutory protection as listed buildings, and all lie within the Bridgewater Canal Conservation Area. The group include the spectacular Grade II* listed Leigh Spinners Mill.
- 6.3.6 In Tameside, an important group of textile mills occupy the canal corridor in Ashton-under-Lyne and Dukinfield, including the Grade II* listed Cavendish Mill and the non-designated Wellington Mill and Whitelands Mill.
- 6.3.7 In contrast to the urbanised parts of the city-region, the mills in the Saddleworth area of Oldham are predominantly of a late 18th and early 19th Century date, and most have strong associations with the woollen as opposed to the cotton industry. The early date of these mills is reflected in their relatively smaller size and scale, whilst most utilise stone in contrast to the brick fabric that characterises the later spinning and weaving mills across much of the city-region.
- 6.3.8 As may be anticipated, the largest proportion of surviving mills in Greater Manchester were built as cotton-spinning mills. This is particularly the case in Manchester, where 59% of the surviving textile-manufacturing sites were designed as cotton-spinning mills. Slightly less than one fifth were built to serve the textile-finishing trades, with lower numbers intended as weaving and integrated mills.
- 6.3.9 A total of 88 textile mills in Greater Manchester are afforded statutory protection as listed buildings, representing 16% of the total stock of surviving mills in the city-region. There are 17 Grade II* and 71 Grade II listed textile mill complexes; none of the textile mills in Greater Manchester benefit from a Grade I listing, although Ellenroad Ring Mill in Rochdale is afforded statutory protection as a Scheduled Monument. Some of these listed mills, however, are in poor or very bad condition. A few are beyond economic repair and their ultimate loss should be anticipated, whilst others have been subject to catastrophic fires that has compromised their future survival. Approximately 43% of the textile mills in Greater Manchester appear to be fully occupied, with a further 41% seemingly partially occupied.
- 6.3.10 In addition to these nationally designated heritage assets, 16 historic textile mills in Greater Manchester are afforded some consideration in the planning system through their inclusion on a Local List of significant buildings. The majority of these (13 in total) lie in the borough of Stockport, with an additional three in Salford.
- 6.3.11 Despite the crucial role that was fulfilled by the textile-finishing industry, only one such works in Greater Manchester (Wallsuches Works in the Horwich North East ward of Bolton) is afforded statutory protection as a Grade II listed building. Whilst the repurposing of this type of textile-manufacturing site can present significant challenges, not least due to their tendency for an ad hoc configuration of buildings of functional architecture and with contamination issues, the acclaimed adaptation of Wallsuches Works for residential purposes has demonstrated that such challenges can be overcome to achieve impressive results.

- 6.3.12 A large proportion of the standing mills (74%) are currently used for retail and / or business purposes, although 59 (11%) have been converted for at least partial residential use with 84 (16%) currently vacant. Only nine mills across the city-region have been converted for mixed retail / business and residential use.
- 6.3.13 An increasing trend of conversions of large mill sites for residential use, rather than demolition and replacement to furnish the housing market, is evident in Manchester City Centre, exemplified by current scheme at Murrays' Mills and Brownsfield Mill in Ancoats. Several large mills in the borough of Wigan have also been adapted for residential use, including Trencherfield Mill in the town centre, whilst Mather Lane Mills in Leigh is currently being converted into apartments. Similarly, in the borough of Stockport, the locally listed Reddish Spinning Mills and the smaller Marriott Street Mills have been adapted for residential purposes, whilst Elisabeth Mill in Reddish is currently being converted into apartments to accompany the adjacent and previously converted Victoria Mill. In Bolton, Atlas Mill No 8 provides another example of a successful residential conversion. In the boroughs of Oldham and Rochdale, the vast majority of residential conversions lie within the Pennine fringes in areas like Saddleworth. It is perhaps of note that none of the large late Victorian and Edwardian spinning blocks in the urban centres across the western part of the borough of Oldham have been converted for residential use.
- 6.3.14 In total, 209 of the 540 textile manufacturing sites in Greater Manchester (representing 39% of the total stock) are in good condition, with another 223 (41% of the total stock) in fair condition. Another 83 sites (15%) are in poor condition and 25 (5%) are in very bad condition. An estimated 28% of the total stock of textile mills in the city-region as a whole are considered to be 'Vulnerable' to change or loss, a figure that varies between the different boroughs. Approximately 40% of the total stock of textile mills in the boroughs of Tameside and Stockport are considered 'Vulnerable.'
- 6.3.15 Notwithstanding mills, there is a wider diversity of industrial heritage (often non-designated) to consider. Stockport has a comprehensive HER, which allows an understanding of the levels of survival for key industrial site types. The key industrial sites within Stockport include 30 hat works (18 left), 22 silk mills (3 left), 93 cotton mills (25 left), 23 cotton weaving mills (10 left), 11 dye works (5 left), 11 bleach works (4 left), 4 print works (1 left), 4 woollen mills (2 left), 15 engineering works (8 left), 14 weaver's cottages (9 left), 3 tram depots (all gone), 5 gas works (1 left), 11 water wheels, 7 coal mines and 5 lime kilns.
- 6.3.16 Other vulnerable typologies highlighted by stakeholders include agricultural and civic buildings and public houses. A report by the Office for National Statistics, notes a steep decline in the number of pubs in all the city-region districts since 2001, for example, ranging from 8% (Manchester) to 42% (Rochdale)⁶⁹. Changing shopping habits are also impacting on the future of retail property with many town and local centres experiencing reduced footfall, leading to decreased investment and increased vacancy levels.
- 6.3.17 The emerging issues around these specific typologies require fresh thinking. There is an ongoing challenge in seeking to identify and care for our rich historic legacy in a manner that is compatible with contemporary living and the delivery of modern services. In seeking to meet this challenge, it is important to recognise the value of our heritage and try and identify sustainable long-term uses for Greater Manchester's heritage assets.
- 6.3.18 It is also important to recognise that non-designated assets are particularly vulnerable. Over and above their general responsibility to understand and seek to conserve nationally designated heritage assets, local planning authorities are encouraged to identify specific heritage assets in their area through a local list. Local lists help to distinguish buildings or sites of interest, which can provide a catalyst for their care and intervention through a more thorough Heritage At Risk Register. Local lists therefore give local authorities more power to manage challenges and initiate improvements. Currently only Salford and Stockport maintain a local list.

6.4 Conservation and economic viability

- 6.4.1 Change is often vital to facilitate the optimum viable use of heritage assets, so they can continue to receive investment but there are a range of challenging factors that can affect the scope and economic viability of adaptation from structural condition to geographical location. Industrial site, for example, may be located in sensitive locations

⁶⁹ ONS (2018)

<https://www.ons.gov.uk/businessindustryandtrade/business/activitysizeandlocation/articles/economiesofalesmallpubscloseaschainsfocusonbigbars/2018-11-26>

such as proximity to river courses and may carry other additional costs, such as land remediation, which may also effect viability. Agricultural buildings may be located on greenbelt land where restrictive planning policies apply. A situation can often occur where the cost of converting a heritage asset is greater than the value it would have on completion of the works, especially in more marginal areas where adaptive reuse can be stymied by local market conditions.

- 6.4.2 In order for development to become viable, some form of funding is required to meet the 'conservation deficit' either in the form of a grant or 'enabling development.' The Heritage Lottery Fund can be a source of grant funding and the designation of heritage assets, such as conservation area status, can be a focus for attracting and channelling grant aid. Schemes can be established to grant aid the repair and reinstatement of original features, through the Townscape Heritage Initiative and Heritage Action Zones funds, for example. There may also be scope for funding through other initiatives. Phase 1 funding for the Future High Street Fund (FHSF), which aims to help high streets adapt to and meet the challenging expectations of today's retail sector, has been awarded to five locations within Greater Manchester: Wigan, Stretford (Trafford), Stockport, Oldham and Farnworth (Bolton). GMCA are working with Phase 1 FHSF bids to ensure that heritage and culture are embedded in phase 2 proposals.
- 6.4.3 The Greater Manchester Mayor's Town Centre Challenge is also an opportunity. The initiative introduced in 2017 reinforces the trend to support town centres through regeneration and is being undertaken in the context of increasing concern about the future of town centres across the whole of the country. The new drive to regenerate town centres across Greater Manchester is a response to their decline and the need to plan positively with new homes and non-retail offers. The initiative aims to regenerate smaller town centres across the city-region, so that they are cost-effective locations for businesses, housing and leisure. The initiative will be supported by new Mayoral powers to establish Mayoral Development Corporations, the use of Compulsory Purchase Orders (CPOs) and Mayoral grants to kick-start developments.⁷⁰ Since the announcement of the initiative to date, nine town centres across Greater Manchester have been nominated including Stockport, Farnworth (Bolton), Leigh (Wigan), Prestwich (Bury), Stalybridge (Tameside), Swinton (Salford), Royton (Oldham), Rochdale and Stretford (Trafford).
- 6.4.4 Heritage Action Zones (HAZ) are other sources of funding. In May 2019, Historic England launched a £44 million fund, which will allow local authorities to find new ways to champion and revive historic high streets through the High Streets Heritage Action Zones scheme. Rochdale is the only district in the city-region with a Heritage Action Zone, centred on Drake Street - the historic route from the railway station to the Town Hall. The vision for the Rochdale Heritage Action Zone (HAZ) is to transform a failing, retail dominated street into a vibrant area of mixed-use development that acknowledges and celebrates heritage⁷¹.
- 6.4.5 In the absence of grant funding, 'enabling development' is another method of bridging the conservation deficit. There is a danger, however, that the scale and demands of enabling development can sometimes effect the overall integrity of a heritage asset. The integrity of the historic environment depends on coherent, consistent and sustainable long-term management, based on a thorough understanding of significance both as a whole and in its respective parts. Enabling development must therefore avoid 'detrimental fragmentation of management of the significant place'⁷² and be sympathetic to the character of the historic environment through the appropriate use of materials and high standards of design. Where there is potential to harm the integrity of heritage assets, there is a need to explore alternative development strategies, such as the scope for land assembly to provide additional development capacity to offset refurbishment costs.

6.5 Local identity, character and distinctiveness

- 6.5.1 Greater Manchester is made up of many areas each with their own sense of place, local character and distinctiveness, which are particularly important at a local level. Therefore, it is crucial that new development reflects and enhances the built environment and avoids creating homogenous places that become undesirable to live and invest in.

⁷⁰ GMCA: <https://www.greatermanchester-ca.gov.uk/news/new-drive-to-regenerate-town-centres-across-greater-manchester/>

⁷¹ Historic England: <https://historicengland.org.uk/services-skills/heritage-action-zones/regenerating-historic-high-streets/>

⁷² Historic England: <https://historicengland.org.uk/images-books/publications/enabling-development-and-the-conservation-of-significant-places/enablingwebv220080915124334/>

- 6.5.2 The historic environment, when well-managed, can be a valuable source of prosperity, wellbeing and community cohesion.⁷³ The Sunday Times' Best Places to Live included four Greater Manchester neighbourhoods, and whilst heritage does not feature as one of judging criteria, the neighbourhoods (Altrincham, Ancoats, Levenshulme and Ramsbottom) all clearly have a strong sense of place that is partly a product of their historic environment. The revitalisation of neglected heritage, such as Altrincham's market hall and Levenshulme's south station have played a positive role in creating new social and business opportunities, which have enhanced the image of their respective settlements and provide precedents for the regeneration of other Greater Manchester communities.
- 6.5.1 The NPPF emphasises the importance of local character and identity⁷⁴. Conservation Area designation imposes a duty on the Local Authority to preserve or enhance its character. This involves a dual approach of drawing up policies to control alterations such as shopfronts, signs and shutters, in order to prevent the erosion of its appearance, and carrying out enhancement works such as repaving, new street furniture and landscaping. Conservation areas can result in an improved environment, thereby enhancing the confidence in a local area, creating a positive cycle of increased footfall and private investment.
- 6.5.2 A good understanding of what makes a conservation area special and active management once it is designated is key to its ongoing success. Local Planning Authorities are required by the Planning (Listed Buildings and Conservation Areas) Act 1990 to determine areas and to formulate and publish proposals for the preservation and enhancement of the conservation areas,⁷⁵ which forms the basis for Conservation Area Appraisals and Management Plans. Only less than half of Greater Manchester's conservation areas have a Conservation Area Appraisal (47%) with only 19% being 'up to date' (produced within the last 5 years), 24% having a CAA Management Plan. These documents are an important part of the historic environment evidence base, helping to identify opportunities for enhancement and manage development pressure. Given the scope offered by this designation, there is the opportunity to better address the preservation and enhancement of conservation areas by ensuring that Conservation Areas Appraisals and Management Plans are brought up to date. This will help to enhance the understanding of Greater Manchester's historic and any common trends and issues.

6.6 Heritage, growth and design

- 6.6.1 The GMSF makes the case for developing brownfield land in order to help address the need for housing. This has the potential to impact on historic fabric, in particular through the adaptation of historic buildings and the impact of development on the setting of heritage assets. It is important to reconcile the need for economic and housing growth with the protection and enhancement of the historic environment. Whilst it is recognised that Greater Manchester will need to ensure that there is a long-term plan to deliver its high level of growth, it is important that this is balanced with the requirement that cultural and heritage assets are preserved for future generations.
- 6.6.2 The redevelopment of underused brownfield sites and optimising site capacity provides the potential for transformational change that can revitalise historic townscapes. There is not a 'one-size-fits-all' approach and attention should be focused on solutions that positively respond to the special character and qualities of each individual area, requiring an emphasis on good design. Tall buildings can be a way of accommodating more units on a small site area, if designed sensitively. When proposing higher storey developments in historic contexts, it is vital to ensure they create a positive relationship with the surrounding area.
- 6.6.3 In addition to development, there is also a need to ensure that transport infrastructure and highway engineering does not negatively affect the historic environment. HS2 is a particular challenge. A good example is the Ordsall Chord, a series of new bridges and viaducts in one of the most important sites in the history of the railway, adjacent to Liverpool Road Station, which was the first passenger railway station in the world. The project of great importance to the north of England has linked Victoria and Piccadilly for the first time and is intrinsically linked to the whole northern programme that will bring faster and more frequent trains between all the major cities in the north and the communities of Greater Manchester.

⁷³ Historic England Places Strategy <https://historicengland.org.uk/content/docs/planning/he-places-strategy-2019/>

⁷⁴ NPPF Para 58 https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/60777/2116950.pdf

⁷⁵ Historic England: <https://historicengland.org.uk/images-books/publications/conservation-area-appraisal-designation-management-advice-note-1/heaq-268-conservation-area-appraisal-designation-management/>

- 6.6.4 Town centres are another example of areas that need to capitalise on their heritage assets in order to remain successful. In the challenging economic landscape of today, heritage can provide a means of driving economic and social regeneration as well as providing a competitive advantage or ready-made selling point. Proposals for the enhancement of historic buildings in town centres and high streets – if carefully integrated in the wider context – can play an important role in regeneration schemes, creating a brand for the area, resulting in significant benefits for the local economy and community alike. The Greater Manchester Town Centre Challenge as previously touched upon has a focus on regeneration of town centres in the city-region. When paired with the potential of the GMSF to direct development to the right place - including re-using heritage assets in urban built areas through residential-led regeneration schemes – can provide an opportunity for sustainable growth.
- 6.6.5 The ‘Transforming Places Through Heritage’ programme, which is part of the Heritage Action Zone Initiative and available to Heritage Action Zones or places that have secured funding through the Future High Streets Fund, supports projects that will contribute to the transformation of High Streets and town centres, helping them become thriving places, strengthening local communities and encouraging local economies to prosper. The programme is aimed at individual heritage buildings in, or transferring to, community ownership and support charities and social enterprises to develop projects with the potential to bring new life to High Streets by creating alternative uses for redundant or underused historic buildings in town centres⁷⁶. The programme can also play a role in bringing good growth to the urban areas where heritage environment has a powerful presence.
- 6.6.6 In considering development in historic environments, the need for development should be balanced against protecting / enhancing the historic environment, keeping in mind that good growth stems from an approach where heritage and development are considered as complementing rather than competing factors that contribute to the enhancement of place.

6.7 Heritage and Climate Change.

- 6.7.1 Climate change is one of the most pressing issues facing Greater Manchester, threatening the health and prosperity of the city-region. Effective spatial planning and development has a crucial role in responding to this challenge through climate change mitigation (measures taken to reduce the greenhouse gases that exacerbate climate change in an attempt to limit future change) and climate change adaptation (measures taken to adapt to climate change that's already inevitable). Climate change will be a key driver of future change, but the overall quality, diversity and distinctiveness of our historic environment needs to be recognised as it evolves and responds to new pressures.
- 6.7.2 It is recognised that the building stock is probably the largest single user of energy and therefore can make a significant contribution to cutting greenhouse gas emissions and assisting Greater Manchester in becoming a carbon neutral city by 2038. Taking into consideration the extent of the historic environment across Greater Manchester, improving the energy efficiency of existing buildings needs to be applied with particular care and sensitivity. Two principal areas of risk when upgrading older buildings is that such measures can cause unacceptable damage to their character and appearance and can also cause damage through technical conflicts between the exiting construction and changes to improve energy efficiency. This is reflected in Part L of The Building Regulations (2010), which contains some exemptions for historic buildings as well as circumstances where special considerations should apply. The Part L1B of the Building Regulations exempts ‘listed buildings’, ‘building in conservation areas’ and ‘scheduled ancient monuments’ from energy efficiency requirements where compliance would unacceptably alter the character and appearance of buildings.
- 6.7.3 Historic buildings vary greatly in the extent to which they can accommodate change without loss of their significance. These considerations will influence the extent of change that is appropriate to improve energy efficiency. When alterations for energy conservation are proposed, regard should be given to ensuring that the building and the impacts of the proposals are well understood, and that impacts are avoided, minimised or mitigated. It is also good practice to look for opportunities to better reveal or enhance the significance of heritage assets, through enhancing other aspects of significance through recording, disseminating and archiving important elements of the assets affected⁷⁷.

⁷⁶ <http://ahfund.org.uk/england>

⁷⁷ Historic England: <https://historicengland.org.uk/images-books/publications/energy-efficiency-historic-buildings-ptl/heag014-energy-efficiency-partll/>

- 6.7.4 Helping the historic environment to be resilient in the face of climate change involves understanding potential risks and identifying possible adaptations, but there can be tensions around possible solutions and their impact on the integrity of the historic environment. An example is changes to the management of the water environment including sustainable drainage systems (SUDS), changes in land management and alteration of the physical characteristics of a water system.
- 6.7.5 According to UCL Institute for Sustainable Heritage, the most effortless way of adapting to the impact of climate change such as floods, intense rainfall, high winds and draught is by streamlining current monitoring, management and maintenance practices to enhance the stability of the historic environment. Preventive maintenance and emergency preparedness are also recommended. Moreover, two important foci of the purposeful adaptation of the historic environment to climate change are modifying drainage and rainwater goods in historic buildings and the discreet provision of irrigation and water storage in parks and gardens. Opportunities need to be found to roll out and integrate these measures into existing or planned initiatives in buildings, archaeology, parks and gardens⁷⁸.

⁷⁸ UCL Institute for Sustainable Heritage: <https://www.ucl.ac.uk/bartlett/heritage/research/projects/project-archive/climate-change-and-historic-environment>

7 Recommendations

7.1 Introduction

7.1.1 Paragraph 35 of the NPPF requires local plans and spatial development strategies to be prepared in accordance with legal and procedural requirements, and to be sound. Plans are assessed 'sound' if they are:

- **Positively prepared** – providing a strategy which, as a minimum, seeks to meet the area's objectively assessed needs;
- **Justified** – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence;
- **Effective** – deliverable over the plan period; and
- **Consistent with national policy** – enabling the delivery of sustainable development in accordance with the policies within the NPPF.

7.1.2 This heritage paper has provided an up-to-date evidence base on Greater Manchester's historic environment. It provides a thorough source of information for reference in the narrative of the GMSF from the vision through to strategic objectives and policy development.

7.1.3 Based on the most recent data available on heritage assets within the city-region, this paper identifies the key issues facing the sustainable conservation of the historic environment. The paper also helps with developing a better appreciation of the Greater Manchester's heritage and culture and the contribution that it makes to the unique characteristics and identity of the 10 districts, and the city-region as a whole, the local economy, the social value and sense of place and learning and education.

7.1.4 The following recommendations and directions provide an appropriate underpinning for the development of the GMSF, upon which its narrative, strategies, policies and justification around conservation of the historic environment within the city-region can be based, to be assessed as part of the framework's 'test of soundness'.

7.2 Recommendations and Directions

- **Ensuring that the framework is in compliance with national policy and legislation**
It is the requirement for Local / Joint Plans' policies to be framed in the context of national legislation, guidance, evidence and analysis in ensuring the continued protection and sustainable enhancement of the historic environment. It is therefore recommended that the relevant paragraphs from the NPPF 2019 (including paragraphs 9, 11, 20, 31, 122, 127, 184 & 185) should be taken into account in shaping any policy concerning historic environments within the GMSF. The named paragraphs have been reviewed in Section 4 (Legislation, Planning Policy and Guidance) of this paper and ensure that local plan making and decision taking acknowledge the conservation and enhancement of the character and identity of the historic environment and do not have the potential to lead to detrimental impact on the historic environment. It is also recommended that regards should be given to other frameworks and guidance notes reviewed in the Section 4 of this paper.
- **Ensuring a positive strategy for conservation, enhancement and enjoyment of the historic environment**
The appreciation of Greater Manchester's historic character and the value of heritage should be embedded in the GMSF's narrative, particularly its importance to delivering environmental, social and economic value and sustainable development. An appreciation of the city-region's historic environment should cascade down through the introduction, context, vision and strategic objectives and be disseminated throughout the policy framework, in order to acknowledge the cross-cutting nature of heritage, making it a recurring theme / common thread that links back to a single heritage objective. In particular:
 - a) The GMSF 'Introduction' section needs to ensure that a summary appreciation of Greater Manchester's historic environment (Section 2 of this paper) is incorporated, in a proportionate fashion, in order to give equal weight to the historic environment of the city-region, as other matters discussed in the Introduction section of the framework;
 - b) The framework's 'Context' should ensure that findings from Section 3 (Heritage Assets), Section 4 (Policy and Legislation) and Section 5 (Heritage Value) of this paper are incorporated in the narrative of the plan;

- c) The framework's 'Objectives' should ensure that the overall GMSF conserves and enhances the Greater Manchester's historic environment (including landscape character), heritage assets and their setting and reduces any risks due to a lack of understanding and information. In ensuring this, it is recommended that the policy framework and guidance, heritage typologies and trends discussed in this paper to be taken into account;
 - d) There is need for the plan to set out supportive planning 'Policies' to promote the conservation and enhancement of historic environment, making best use of Section 5 (Heritage Value) and Section 6 (Trends) as justification for strategic policies. This includes both amending policies where necessary to acknowledge heritage and its related issues, as well as setting out new policies to guide development so that it respects Greater Manchester's character and distinctiveness. Specific policies could address the opportunity to produce local lists of heritage assets, to ensure that Conservation Areas and their respective character appraisals and management plans are appropriately reviewed and the scope to identify new conservation areas as a means for promoting regeneration;
 - e) The framework should ensure that the selection of site allocations where some degree of harm cannot be avoided, is consistent with legislative requirements and justifications are clearly stated and evidenced within the context of the framework. There is also need for site-specific policies to set out relevant criteria against which the development of site allocations need to be judged, in order to speed up the implementation process. It is therefore recommended that the specific policies at site allocations and the supporting text provide clear reference to the historic environment and specific heritage assets and their significance where they are present on site. The level of detail required in a site allocation policy will depend on various aspects including the significance of the heritage asset and its setting, nature of the development proposed and the size and complexity of the site. However, it needs to be detailed enough to provide information on what is expected, where it will happen on the site and when development will come forward including phasing. Mitigation and enhancement measures identified as part of the site selection process and evidence gathering are best set out within the policy to ensure that these are implemented; and
 - f) The framework is required to ensure that it clarifies through its strategic policies that the protection and enhancement of the historic environment should be proportionate to the significance of the assets / areas affected.
- **Balancing growth with the conservation and enhancement of Greater Manchester's historic environment and recognising the contribution that heritage assets make to achieving the GMSF objective of building a sustainable and resilient city-region**
This heritage paper has detailed the economic, social and environmental value of the Greater Manchester's historic environment, as well as issues and trends facing its conservation and enhancement. The heritage paper has been prepared with a view to giving equal weight to the historic environment as other matters considered in the framework and revealing the wider economic, social and environmental value of the historic environment, which forms the basis for sustainable development and the objectives of the framework. Whilst it is recognised that Greater Manchester will need to ensure there is a long-term plan to deliver high levels of growth, it is important to reconcile the need for economic and housing growth with the protection and enhancement of the historic environment.
 - **Ensuring that development reflects local character and distinctiveness and sense of place**
Greater Manchester is made up of many areas each with their own sense of place, local character and distinctiveness that are particularly important at a local level. Section 2 of this paper provides a summary of Greater Manchester's distinctiveness. The narrative from this section should be incorporated into the GMSF to ensure that new development reflects and enhances the built environment and avoids creating homogenous places that become undesirable to live and invest in.
 - **Ensuring the delivery of high quality design in new development**
Relating to the above point, the quality of the built environment and how the public experiences it, is influenced by development that is of a high quality design. The GMSF should ensure that high quality design is promoted and encouraged.
 - **Reducing the number of entries on the Heritage at Risk Register**

There are several buildings, structures and conservation areas on the Heritage at Risk Register in Greater Manchester. Ensuring their protection and reducing the number of entries on the register is important to ensure that they are not lost. Opportunities for their regeneration and the contribution they can make to delivering growth should be explored.

- **Ensuring a robust implementation strategy for the framework which gives equal weight to delivery of all aspects of the plan, including conservation of historic environment**

The strategic objectives in the GMSF will be central to the achievement of the framework's vision and provide the basis for the plan's monitoring framework. It is therefore recommended that an appropriate mechanism for monitoring the successful implementation of the historic environment policies of the GMSF should be identified and applied.