

42 – 50 Thomas Street and 7 Kelvin Street, Manchester

Heritage Statement: *Significance and Impact*



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Heritage Statement: 42-50 Thomas Street and 7 Kelvin Street, Manchester

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EXECUTIVE SUMMARY

i) This Heritage Statement accompanies the resubmission of applications for Listed Building Consent references: 113476/LO/2016 and 125871/LL/2020.

ii) The proposed development scheme was granted Planning and Listed Building Consent (references: 113475/FO/2016 and 113476/LO/2016) in August 2017 after extensive pre-application consultations with Manchester City Council and Historic England dating from 2014. The detailed design was arrived at with the support of Historic England (details of which are included in the Appendices to this report). Whilst the Planning Permission (113475/FO/2016) has been implemented, the LBC has now lapsed.

iii) As a result of the July 2018 listing of 42-46 Thomas Street (including 41-45 Back Turner Street), some eleven months after Planning and Listed Building Consent was granted for the restoration and redevelopment of the site, application 125871/LL/2020 was submitted for 42-46 Thomas Street to facilitate the redevelopment of the wider site.

iv) The consented scheme was informed by a detailed Heritage Statement (dated 27 July 2016) which is referred to throughout this document and remains valid as an appraisal of the building group at 42-50 Thomas Street and 7 Kelvin Street. The Heritage Statement acknowledged the conclusions of Historic England's 2001 study of the Northern Quarter (and its 2008 publication) that the building group was of some heritage interest, but prior to determination in August 2017, the unlisted components of the group were not considered by Historic England to be so significant as to merit protection.

v) The listing advice confirmed that (despite the change in designated status) the much-altered buildings at 42-46 Thomas Street and 41-45 Back Turner Street are not surviving exemplars of this once common building type, with Historic England estimating that there are at least 60 such buildings within the city centre.

vi) The poor condition of the building group resulted in the requirement to demolish the un-listed (but least-altered) parts of the terrace at 48-50 Thomas Street, due to their structural instability. The grade-II listed warehouse at 7 Kelvin Street (which was listed in 1994) has also been comprehensively scaffolded, to ensure that it would not collapse, in advance of the implementation of the consented development. The stalling of the implementation of the consented development, as a result of the July 2018 listing, has contributed to the acceleration of the apparent site and streetscape dereliction.

vii) The poor condition of 7 Kelvin Street was acknowledged as the time of the granting of consent in 2017, requiring supporting scaffolding to be erected (which remains intact). The delay to implementation has meant that the structural condition of the surviving building has deteriorated, so that the Structural Condition Report now recommends additional emergency support works area are implemented, as the remaining buildings are also in very poor condition.

viii) Consequently, the evident regeneration benefits of the August 2017 consented development, as a means to enhance the character and appearance of Thomas Street and the wider Smithfield

Conservation Area, have been arrested by the listing of buildings which had been granted consent for demolition.

ix) In the light of the change in status presented by the post-consent listing the property owners have reviewed the development strategy for the site and explored viable options to the August 2017 consent. Numerous alternatives have been considered, including simply restoring the surviving building group and rebuilding the corner unit.

x) However, the extensive physical and constructional challenges presented by the site, as well as the need to comprehensively alter the newly listed buildings to safely accommodate a new use, mean that none of the options were found to be viable or deliverable, either financially (as demonstrated in the Viability Report) or in Planning terms (in terms of the impact on the wider streetscape).

xi) The August 2017 development was widely supported at the time of consent. The public benefits of the consented mixed-use scheme were appreciated as a means to secure the much-needed physical regeneration and vitality of the townscape of the Conservation Area, as well as the fabric, character and use of the listed warehouse at 7 Kelvin Street. The regeneration benefits of the development remain evident (as listed in paragraph 7.4 iii below) and would make a positive contribution to the delivery of local Planning policy and the on-going regeneration of the Northern Quarter.

xii) However, in accordance with NPPF paragraph 195, it has been necessary to review the proposed demolition of the July 2018 listed part of the building group to deliver the consented development.

xiii) This Heritage Statement should thus be read in the context of the additional supporting information, including the supporting financial viability statement and structural report, which demonstrates that the positive public benefits of the August 2017 consented development outweigh the heritage value of the preservation of buildings which are acknowledged by Historic England as being extensively altered, and not exemplars of the building-type.

xiv) This Heritage Statement thus informs the conclusions that the August 2017 consented development should be considered to remain valid. It demonstrably meets the requirements of national and local Planning policy and facilitates a new-build development which would regenerate the deteriorating fabric and character of the Smithfield Conservation Area. The development would thus enhance the quality and local distinctiveness of this part of the Smithfield Conservation Area.

xv) The unusual situation of the post-consent listing justifies the exceptional need to re-confirm the demolition and redevelopment of buildings which had been granted consent in August 2017 with the implicit support of the heritage consultees.

xvi) The proposed new-build component of the development is considered to respond positively to its context in terms of its: elevational rhythms, massing, scale, and alignment. The proposed contemporary design consequently responds positively to the local character, history and the fabric of the immediate surroundings, in accordance with NPPF paragraph 127.

xvii) The implementation of this development is increasingly necessary to address the demonstrable deterioration in the fabric and vitality of the Thomas Street area and is thus appropriately

justified in terms of the requirements of the NPPF, paragraph 195 (a to d) as set out in the report and accompanying financial viability documents.

xviii) In the above terms, the proposed development will meet the historic environment and requirements of the NPPF and local planning policy, and is consistent with good development design and conservation practice.

Part 1
Significance



1 INTRODUCTION

1.1 Purpose

i) This Heritage Statement accompanies the resubmission of applications for Listed Building Consent references 113476/LO/2016 and 125871/LL/2020 for the Site at 42-50 Thomas Street and 7 Kelvin Street, Manchester.

ii) The proposed development scheme was granted Planning and Listed Building Consent (referenced: 113475/FO/2016 and 113476/LO/2016) in August 2017 after extensive pre-application consultations with Manchester City Council and Historic England dating from 2014. The detailed design was arrived at with the support of Historic England (details of which are included in the Appendices to this report). Whilst the Planning Permission (113475/FO/2016) has been implemented, the LBC has now lapsed.

iii) As a result of the July 2018 listing of 42-46 Thomas Street (including 41-45 Back Turner Street), some eleven months after Planning and Listed Building Consent was granted for the restoration and redevelopment of the site, application 125871/LL/2020 was submitted for 42-46 Thomas Street to facilitate the redevelopment of the wider site.

iv) The consented scheme was informed by a detailed Heritage Statement dated 27 July 2016 which is referred to throughout this document and remains valid as an appraisal of the building group at 42-50 Thomas Street and 7 Kelvin Street. The poor condition of the building group resulted in the requirement to demolish the un-listed, but least-altered parts of the terrace at 48-50 Thomas Street, due to their structural instability. The grade-II listed warehouse at 7 Kelvin Street was also required to be comprehensively scaffolded to ensure that it would not collapse.

v) However, the evident regeneration benefits of the August 2017 consented development, as a means to enhance the character and appearance of the conservation area have been arrested by the listing of buildings which had been granted consent for demolition. The listing report for these buildings is discussed below. The proposed development remains the same, with the only change being the post-consent listing of the buildings. Consequently, this report addresses the legislative and Planning Policy requirements resulting from the July 2018 listing. The validity of the listing is considered below in terms of the statutory criteria for such designations, as Historic England have confirmed the designation, despite fully acknowledging the extent of alteration to the fabric and spatial layout, "*which has been detrimental to the buildings' character*".

vi) The result of the July 2018 listing both contradicted Historic England's previous assessments of the particular heritage values and significance of 42-50 Thomas Street & 7 Kelvin Street (discussed below) and has resulted in the stalling of the implementation of the consented development. The submission for Listed Building Consent seeks to enable the delivery of the August 2017 consented development and contribute to a significant regeneration of the fabric of Thomas Street and the character of the Northern Quarter.

vii) The building group is a component of the Smithfields Conservation Area (a designated heritage asset) and incorporates the grade-II listed 7 Kelvin Street and now the similarly listed terrace at

42-46 Thomas Street. Consequently, it is necessary to evaluate the relative significance of the building group, both in terms of its historic fabric and character, as well as its contribution to the significance, character and appearance of the Conservation Area. It is also necessary consider the current contribution of the building to the setting of its listed neighbours.

viii) It should be noted that in Conservation Area terms **NPPF paragraph 201** makes it clear that, *"not all elements of a …Conservation Area will necessarily contribute to its significance"*. Hence it is necessary to evaluate the *"relative significance*" of the components of the application site, in terms of its contribution to the character and appearance of the Smithfields Conservation Area, and its contribution to the setting of neighbouring Listed Buildings. It will be evident that the current derelict state of the site as a whole has a significant and detrimental impact on the character and appearance of the designated area.

ix) The current proposals are consistent with the August 2017 consented development (referenced: 113475/FO/2016 and 113476/LO/2016) and involve the reconstruction of part of the terraced group, and demolition and replacement of part of the group to create a mixed use development. This Heritage Statement presents an analysis of the effects of the proposed works on these components of the Smithfield Conservation Area, the fabric and setting of the listed buildings, as well the effects of those works on the character and appearance of the conservation area.

x) The development design objective remains to regenerate the most significant components of the building group (the former warehouse) and bring forward a contemporary addition to the designated area, which complements the building group and sits comfortably within the wider streetscape.

xi) This statement *(and the preceding conservation advice to the development design team)*, has been prepared in the context of relevant statutory duties under **Sections 66** and **72** of the Planning (Listed Buildings and Conservation Areas) Act 1990. These sections of the 1990 Act respectively require that, in determining development applications, (a) special regard is given to be to the desirability of preserving the fabric and setting of listed buildings and (b) special attention is given to be to the desirability of preserving or enhancing the character or appearance of conservation areas. In undertaking their consideration of the development proposals, the Council is required to ensure that any finding of harm is given considerable importance and weight in the decision-making process.

xii) In addition, this statement has been prepared in the context of national and local heritage planning policy. The statement is presented to accord with the national policy requirement of **NPPF paragraph 193,** to describe the significance of the heritage assets effected by the proposed development and evaluate the consequent impact of the proposed development.

xiii) This Heritage Statement should be read in conjunction with the submitted application proposals prepared by Jon Matthews Architects and the Planning Statement prepared by WSP/Indigo Planning/ Cole Waterhouse. Reference should also be made to the separate **Level 3 Historic Building Record**, by SLHA, April 2021, which provides a detailed record of the site and further advances the understanding of the heritage assets.

xiv) The development has been informed by an analysis of the impact of the development on the Conservation Area, listed Buildings and the site's heritage value. In essence, the key purpose of the Heritage Statement is to:

a) evaluate the architectural and historic significance of the building group, collectively and individual heritage asset. This includes challenging the assumptions on which the latest buildings were listed.

b) consider the building group's significance and contribution to the character or appearance of Smithfield Conservation Area, and the wider historic environment.

c) consider the contribution to the setting of Listed Buildings in the area.

d) evaluate the physical and visual impact of the proposed development on all identified heritage assets (i.e. the Conservation Area and the Listed Buildings).

xv) The Heritage Statement has been drafted to assist proper analysis of the proposed development proposals and the Listed Building Consent application as the parallel Planning Permission remains extant.

xvi) The structure of this document is consistent with the requirements of the NPPF 2019, **paragraphs 189** and **193**, and Historic England's guidance on the form of '**Statements of Heritage Significance**' (Oct 2019). Therefore, **Part 1,** is the heritage significance appraisal which considers the relative architectural and historic interest (and consequent sensitivity) of the building-group at **42-50 Thomas Street & 7 Kelvin Street** as currently extant (recognising the changes since development consent was granted in August 2017. The significance assessment was used measure the direct and indirect heritage impact of the proposed works (**Part 2**) set out in the drawings by project architects, Jon Matthews Associates.

xvii) The current report should also be read in the context of the ***Structural Condition Survey Report*** prepared by Renaissance Engineers. Kevin Gilsenan, (Director and Conservation Accredited Engineer MIStructE, CEng, BEng, MSc, DIC, CARES), dated 20 January 2020.

xviii) The Heritage Statement report as a whole is divided into two main parts comprising:

Part 1: Significance Appraisal, incorporating a sensitivity analysis of the existing building-group tailored to the site of **42-50 Thomas Street & 7 Kelvin Street,** so relative sensitivity comparisons are not made with the components of any other listed buildings.

Part 2 Heritage Impact Assessment, which re-evaluates the impact of the consented development (as defined by applications referenced: **113475/FO/2016** and **113476/LO/2016)** in the context of the post-consent listing of **42-46 Thomas Street** to consider how the proposed development accords with the NPPF and local planning policy.

1.2 Methodology

i) The building-group is formed by 42-50 Thomas Street & 7 Kelvin Street. It is located within the Smithfield Conservation Area and forms part of 'Manchester's Northern Quarter'. The building group has a main frontage onto Thomas Street and backs onto Back Turner Street. It is entirely unoccupied and currently incapable of use, with the individual buildings in poor, deteriorating and vulnerable condition.

ii) The 2016 Heritage Statement which informed the consented development was based on a comprehensive appraisal of the building group as then extant, comprising **42-50 Thomas Street & 7 Kelvin Street,** and as a single business unit. This included extensive analysis of the accessible fabric and literature and documentary research, building surveying and liaison with heritage bodies and decision-makers from 2014.

iii) The documentary research was based upon primary and secondary sources, including maps and reports. Detailed visual and condition surveys of the building group were conducted in April 2014 and 2016 when the building was partially occupied. The significance conclusions which supported the 2016 Heritage Statement were based on these records and the conclusions drawn by Historic England's detailed area-based research of the Northern Quarter (discussed below).

iv) The 2014-2016 research included recording the fabric and interest of 48-50 Thomas Street which was in a poor condition but was confirmed as the least-altered component of the building group (above ground-level). This component was required to be taken down by MCC's Building Control department as a dangerous building, exposing the gables and fabric of the 46 Thomas Street and 7 Kelvin Street which have since been confirmed as being in a rapidly deteriorating condition. However, as **48-50 Thomas Street** no longer remains extant, this Heritage Statement does not consider the impact on this group (and retains the assessment of its significance for comparison only) as the principle of the new-build on this plot is established.

v) Following the granting of Planning and Listed Building Consent in August 2017 (and the subsequent sale of the building group to the current owners) the building-group was vacated and a series of fabric condition surveys were commenced. However, these stalled as the implementation of the consented development was arrested by the unfortunate listing of 42-46 Thomas Street & 41-45 Back Turner Street which is referred to in this report as either '42-46 Thomas Street' or the 'July 2018 listing' for convenience.

vi) Continual monitoring of the building fabric has confirmed that the surviving building group has suffered from both environmental damage and anti-social behaviour, accelerating the fabric decline. The recent results of the fabric deterioration are discussed in this report, including current photographic records.

vii) The previous documentary research has been expanded to include the sources identified in the July 2018 listing report, not least to establish the relevance of these sources.

viii) The conclusions of the 2016 Heritage Statement are considered to remain valid and are consequently included in this report. However, the focus is on addressing the change in status

afforded by the July 2018 listing of **42-46 Thomas Street**. A review has been undertaken to enhance the historical record of the area, as a means to confirm the 2016 conclusions, as well as the significance of the building-group and its current context, the identification of the built form, and the understanding of the special interest of the area.

ix) At the time of the granting of the 2017 consents the building-group included a single listed building; the Grade II listed No. 7 Kelvin Street, which is a small warehouse dating from the third quarter of the 19th century. This three storey building is roughly rectangular on plan and occupies a corner site with a gable facing Kelvin Street. The component of the site at No. 7 Kelvin Street is individually listed as a, "***little altered example of [an] early small-scale warehouse***". This listed property was open internally to No. 50 and No. 48 Thomas Street and is attached to the group on Back Turner Street.

x) The stalled development has had particularly unfortunate consequences for this building as access has been restricted by safety concerns, so that the listed building is currently reliant on the supporting scaffold for its stability. The current report should thus be read in the context of the ***Structural Condition Survey Report***, prepared by Renaissance Engineers, dated 20 January 2020.

2 POLICY CONTEXT

2.1 Introduction

i) It is considered important to outline the heritage planning policy context as this will influence the deliverability of eventual development options.

ii) It will be noted that the local planning authority is not able to grant listed building consent, or authorise the demolition of buildings within the conservation area, without reference to Historic England and the Secretary of State. Similarly, the Council cannot grant consent for development which conflicts with the policy of the adopted Local Development Framework, without reference to the Secretary of State.

iii) The key documents are therefore the Planning (Listed Building and Conservation Areas) Act 1990, the National Planning Policy Framework (NPPF), Manchester's Core Strategy and the Smithfield Conservation Area Guidance.

2.1 Planning (LB & Cons. Areas) Act 1990

i) The legislative requirements of the Planning (Listed Buildings and Conservation Areas) Act 1990, are critical to the re-development of the site as they provide specific protection for buildings of special architectural or historic interest, over and above that provided by development management.

ii) **Section 66** of the 1990 Act requires that, when considering whether to grant planning permission for development which affects a listed building, the local planning authority, *"shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses".*

iii) **Section 72** of the Act provides a specific, *"duty as respects conservation areas in exercise of planning functions"*. Consequently, the Council is charged with paying, *"special attention….to the desirability of preserving or enhancing the character or appearance of that area"*.

iv) Therefore, should the Council determine that a proposed development would *harm* the fabric or setting of a listed building, or the character or appearance of a conservation area, it must give that harm considerable importance and 'weight' in its consideration of the relevant planning applications.

v) This means that the local authority needs to use its judgement (based on relevant material) to define the impacted heritage assets and determine whether any harm will arise from the development to the fabric or setting of the particular listed building, or the character and appearance of the effected conservation area.

vi) The applied *weight* will be proportionate to the status of the heritage asset and the degree of harm which it considers would occur. Thus limited, or *"less than substantial harm"*, should not be afforded the same weight as that which would be "*substantial*". Further, it is necessary to determine whether the development in the conservation area or alteration to the listed building

will amount to any harm (as change does not equate to harm). Hence it is important to understand the significance of the heritage asset.

vii) The above outlined statutory presumption may only be outweighed by material considerations as defined by the NPPF. However, designated status does not preclude redevelopment and the local planning authority must arrive at a **balanced decision** (between any harm to identified heritage asset and the resultant planning benefits) in the context of the statutory presumption in favour of preservation of designated heritage assets.

viii) In this case, in response to the structural condition of **48-50 Thomas Street & 7 Kelvin Street**, **the development approach remains to facilitate the restoration of the most significant components of the group. The unfortunate clearance of 48-50 Thomas Street has given artificial focus to the remaining components of the much-altered building-group inflating the apparent significance of the survivors. However, the development objective remains one of balancing the harm to the fabric and setting of the identified heritage assets as a means to significantly enhance the economic vitality, streetscape and character of this part of the Northern Quarter.**

ix) The focus of the design development has thus been to minimise the harm to the *significance* of the listed former-warehouse, as the most significant effected heritage assets. Thus the fundamental requirements of **Section 66** of the 1990 act have influenced the proposed development to ensure that the impact on the significance of the designated listed building at 7 Kelvin Street (including key views) is appropriately tempered.

x) As noted above **Section 72** of the Act provides a specific, *"duty as respects conservation areas in exercise of planning functions".* Consequently, with regard to the Smithfield Conservation Area, the Council is charged with paying, *"special attention….to the desirability of preserving or enhancing the character or appearance of that area"*. In this **instance the focus must be on the regeneration of the economic vitality, character and townscape of Thomas Street**. These significant public benefits would, by definition, be achieved by implementation of the extant August 2017 development consents. Similarly, the heritage value and contribution to the character and appearance of the conservation area of the recently listed components (42-46 Thomas Street) has already been determined to be low and outweighed by the benefits to be afforded by the August 2017 development consents.

xi) Therefore, the following evaluation re-considers the contribution of the building-group individually and as whole to the character and appearance of the Smithfield Conservation Area and evaluates the impact of the proposed redevelopment in the light of the previous consents and the July 2018 listing.

xii) The primary legislation does not negate re-development of designated heritage assets, but requires appropriate evaluation of the impact on the heritage asset, subject to the provisions of the NPPF, measured against deliverable public benefits (as offered by the consented development). Consequently, **this report aims to provide the necessary evidence to enable appropriate consideration to be given to the impact of the development on the identified heritage assets as components of the Council's designated Smithfield Conservation Area.**

2.2 NPPF (2019) & Planning Practice Guide.

i) The policies in the NPPF define the Government's view of what sustainable development in England means in practice. In these terms, development that fails to adhere to the historic environment policies, because it fails to give due weight to the appropriate conservation of heritage assets is deemed not to be sustainable development. This is because one of the key dimensions of sustainability is protecting and enhancing our historic environment (**paragraph 8**).

ii) The NPPF emphasises the need for new development to make a positive contribution to the historic environment's local distinctiveness (**paragraphs 192**) and consequently the proposed new-build component will need to complement the character and appearance of the designated area. The consented August 2017 development is acknowledged to these requirements.

iii) The Government attaches great importance to the design of the built environment, emphasising that good design is a key aspect of sustainable development and is indivisible from good planning.

iv) Consequently, the NPPF emphasises that it is important to plan positively for the achievement of high quality and inclusive design for all development and sets tests (in **paragraph 127**) to ensure that planning decisions are based on an evaluation of the benefits of new development proposals. The following NPPF requirements remain relevant to the site at **42-50 Thomas Street & 7 Kelvin Street** redevelopment.

In accordance with national planning policy the redevelopment of the Thomas Street site should:

a. function well and add to the overall quality of the conservation area,

b. establish a strong sense of place, by appropriately addressing the enclosing streetscapes and buildings to create attractive and comfortable places to live, work and visit;

c. optimise the potential of the Thomas Street site to accommodate a viable mixed- use development, create and sustain an appropriate mix of uses and support local facilities;

d. respond to local character and history in an innovative manner *(i.e avoiding pastiche)* to reflect the identity of its surroundings;

e. create a safe and accessible environment supporting community cohesion;

f. be visually attractive as a result of good architecture.

v) The NPPF does not specifically define *'good architecture'* but puts great weight on the delivery of contextual design (**paragraph 127**) which takes the opportunities available for improving the character and quality of an area and the way it functions.

vi) The NPPF stresses that '*great weight'* should be given to the objective of conserving designated heritage assets (**paragraph 193**). It emphasises (**paragraph 194a**) that such substantial harm to a grade-II listed buildings (such as 42-46 Thomas Street) should be *'exceptional'*. This Heritage Statement outlines the exceptional reasons to facilitate the previously consented development. It will be recognised that, by definition, a clear and convincing case for the redevelopment of the building-group at 42-50 Thomas Street & 7 Kelvin Street was recognised in August 2017

when the extant Planning and Listed Building Consents were granted, having not been subject to any objections by Historic England.

vii) Nevertheless, **it is understood that the post-consent change in the heritage status of part of the building-group creates a requirement to review the previously consented demolition of the recently listed buildings at 42-46 Thomas Street and requires 'clear and convincing justification' in the context of the NPPF (paragraph 195).**

viii) It will be noted that the NPPF establishes a clear hierarchy of significance for heritage assets, derived from their designated status. Consequently, it is important that the implications of the hierarchy of components of the historic environment are understood. The potential for the proposal to result in *'harm'* to designated assets (i.e. the Smithfield Conservation Area and the individual listed buildings) must be balanced against the potential advantages of the development. The NPPF (**paragraph 195**) states:

*"Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that **outweigh that harm or loss**, or all of the following apply:*

a) the nature of the heritage asset prevents all reasonable uses of the site; and,

b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and,

c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and,

d) the harm or loss is outweighed by the benefit of bringing the site back into use"

ix) The granting of the Planning and Listed Building Consents in August 2017 has established that the currently proposed development will **not cause any harm** to the character and appearance of the Smithfields Conservation Area *(despite the loss of 42-46 Thomas Street)* or 7 Kelvin Street. Indeed, the positive response to the previously consented development proposals confirmed that the scheme would both "preserve and enhance" the character and appearance of the designated area and the fabric and use of the listed former-warehouse at 7 Kelvin Street. Consequently, by definition the consented development does not need to be reconsidered in terms of NPPF paragraph 195 with regard to these designated heritage assets as the impact is already established as demonstrably beneficial.

x) However, despite having had **no objection** to the consented scheme at the time of determination in Aug 2017 (and in the full recognition of the implications of its actions) Historic England reversed its position some 9-months later and designated 42-46 Thomas Street as grade-II listed buildings. As the consented development allows for the clearance of these much-altered premises, it is necessary to now secure parallel Listed Building Consent to facilitate the implementation already granted development and thus, consider the identified components of the building-group in terms of NPPF **paragraph 195**. This report addresses this necessity in the below Heritage Impact Assessment.

xi) The **NPPF Planning Practice Guide** emphasises that it is the *degree of harm* to the asset's significance rather than the scale of the development that is to be assessed.

xii) Conservation areas are designated heritage assets, so great weight should also be given to the impact of development on their character and appearance. It is noted that the NPPF emphasises that loss of a building that makes a positive contribution to such areas will require clear and convincing justification. However, the NPPF emphasises (**paragraph 201**) that, *"not all elements of a…Conservation Area will necessarily contribute to its significance"*. Consequently, the NPPF advises that the loss of a building which makes a:

> *"positive contribution to the significance of the Conservation Area…..should be treated either as substantial harm under **paragraph 195** or less than substantial harm under **paragraph 196**, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area."*

xiii) Having granted Planning Permission and Listed Building Consent in August 2017 for the development subject of the current Listed Building Consent application, the Council has confirmed that the demolition of 42-46 Thomas Street would not cause substantial harm to the significance of the Smithfield Conservation Area. Indeed, it was also accepted by Historic England that the consented scheme would have a beneficial impact on this designated heritage asset, which substantially outweighed the loss of the much-altered Thomas Street premises. Hence the required public benefits were demonstrated.

xiv) As demonstrated below, the development site is composed of a range of properties which have become inter-woven as they accommodated a single user. This led to a range of fabric interventions which has eroded the significance and were recognised by Historic England (even in the July 2018 listing report) as having a detrimental impact on the value of the building group. The relative value of the various building components are discussed below. As the current Listed Building Consent is necessitated by the need to address the post-consent listings in July 2018 the impact of the development must now be considered in terms of partially resulting in substantial harm to the building group at 42-46 Thomas Street. However, in accordance with the NPPF (as outlined above) this must be balanced by the acknowledged beneficial impact on the designated conservation area, 7 Kelvin Street, and the building-group as a whole.

2.3 Local Planning Policy Considerations

i) The following policies from Manchester's Core Strategy are of particular importance to the heritage assets considered within this statement.

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

iii) **Policy EN 3 (Heritage)** states that throughout the City, MCC will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods. New developments must be designed so as to support MCC in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance.

iv) **Section 2.34** of the core strategy states "*each area of the City Centre has its own role and character … The Northern Quarter's rich mixture of wholesale rag trade companies, creative businesses, niche and alternative retail, café bars, public houses, galleries, nightclubs and residential developments together make a major contribution to the City Centre 'offer''*.

v) **Policy CC 3** Housing states "*key locations for the residential development will be Castlefield, Piccadilly, the Southern Gateway and the Northern Quarter"*. Whilst section 8.29 of the core strategy states, "*retail is appropriate in other parts of the City Centre where it reinforces a distinct character, such as the Northern Quarter*".

vi) The **Guide to Development in Manchester** – Supplementary Planning Guidance (SPG) has the following policies which are of particular relevance to the heritage assets considered within this statement. **Paragraph 11.45** (Conservation Areas) states that the proposals in these areas should preserve or enhance their character. It is important that new developments in conservation areas are not designed in isolation. Considerations of design and layout must be informed by the wider context, having regard not just to any immediate neighbouring buildings, but also to the townscape and landscape of the wider locality. The local pattern of streets and spaces, building traditions, materials and ecology should all help to determine the character and identity of a development.

vii) It will be evident that the extant Planning Permission and Listed Building Consent confirm that the **proposed development accords with the requirements of local policy**.

2.4 Northern Quarter Development Framework (2003)

i) The Northern Quarter Development Framework was formalised in 2003 and set out a vision to shape and guide the development activities within the Northern Quarter.

ii) It states that '*the Northern Quarter (N4) is strategically placed between the main Manchester retail and commercial core, Piccadilly Gateway, Ancoats and Shudehill. It represents a key piece in the city centre jigsaw, an area different in character and function to any other part of the city centre and of great strategic importance to Manchester as a city of distinctive quarters*.'

iii) In 1995 Manchester City Council commissioned a 'Northern Quarter Regeneration Strategy'. The Strategy set out '*a clear Vision for the area to build on its creative base and proximity to the main commercial core to assist its development as an attractive mixed use area'*.

iv) The area experienced substantial investment in the following years but concerns that some of the underlying problems picked out in the 1995 study were not being fully tackled led to the Northern Quarter Development Framework being produced and formalised in 2003.

v) The Framework proposes the following 10 core objectives;

a) Retaining and developing the quality of the independent retail & cultural offer.
b) Nurturing a creative production base of national and international standing.
c) Managing transition within the fashion / textile base.
d) Nurture a distinctive, high quality, mixed residential market.
e) Enhancing the built form.
f) Create distinctive linkages to, from and within the N4.
g) Creating a cleaner, safer, more secure setting.
h) Promoting the assets of the N4 more effectively, ensuring wider recognition on a local, regional and national scale.
i) Ensuring effective management & co-ordination.
j) Providing a rich mix of events / activities in the N4.

vi) The most relevant of these core objectives to this appraisal is v) e) above, "Enhancing the built form" which states that this objective will address buildings that generally fail to make a positive contribution to the Northern Quarter these may be both derelict, unstable or empty buildings, as well as cleared (empty) sites.

vii) The Framework clarifies the aspects of development that the local authority wishes to avoid in the Northern Quarter as follows;

- Widespread, characterless residential and commercial developments.
- Significant erosion in the net amount of affordable business space for the creative industries sector.
- An erosion in the independent ownership of many of the firms, bars, shops and restaurants in the Northern Quarter.
- The loss of architectural and heritage character of the built form.

- The loss of the spirit of co-operation, collaboration and networks that typifies the Northern Quarter currently.

viii) The relevant aspects of the Framework was considered when the Planning and Listed Building Consent application for the group of buildings formed by 42-50 Thomas Street and 7 Kelvin Street was granted. The August 2017 consented development thus makes a positive contribution to help deliver the policy aspirations and requirements of the Northern Quarter Development Framework

2.5 Historic England advice and guidance.

i) Initial consultation was undertaken with Historic England (previously English Heritage) to discuss the development concept in **November 2014** (See **Appendix 1**). The evaluation of the buildings was considered along with sketch proposals, enabling an encouraging response to be provided. Historic England then concluded as follows.

"We therefore consider it acceptable to demolish the buildings, provided the replacement respects the current rhythm of the existing buildings in the streetscape and enhances the character of the conservation area. The architectural language could be contemporary but would have to draw from and respect the character of the conservation area both in height, expression and material". ***Appendix 1.***

The above initial advice informed the August 2017 consented development.

ii) Subsequently further pre-application liaison was undertaken with the Historic England in May 2016 (see **Appendix 2**). The development approach was again generally supported, with useful advice which particularly shaped the approach to the listed warehouse at 7 Kelvin Street. Historic England then concluded as follows.

"We acknowledge the need to address the poor condition of the site and the considerable scope for enhancement that would benefit the conservation area. The retention of the listed building as an integral component within the scheme is clearly welcome".

The pre-application advice on the more detailed proposals helped shape the development proposals granted consented in August 2017.

iii) Historic England raised **no objection** to the development proposals when submitted and gave no indication that it would re-examining the status of the building group following the granting of consent.

iv) It should be acknowledged that English Heritage/Historic England have undertaken extensive studies and documented the development of the Northern Quarter, since the late 1990s. These studies were informed by research recorded by as dating back to the 1980s, firstly by the **Manchester Early Dwellings Research Group** and the **Manchester Region Industrial Archaeology Society** and later by the University of Manchester. As confirmed by Dr.Nevell in *'Manchester The Hidden History (2008)'* these 1980s/1990s studies revealed that*,* ***"large numbers of eighteenth-century vernacular workshops****, or as they are known locally, workshop dwellings, survive within the city centre".*

v) The conclusions of the 1980s/90s studies were confirmed by English Heritage/Historic England in its 2001 review '*The Shudehill and Northern Quarter of Manchester' and its 2008 publication on Manchester's Northern Quarter (see references below)* and questions the now claimed rarity of the much-altered group at 42-46 Thomas Street.

vi) All the Historic England studies included consideration of the relative heritage value of the building group at 42-50 Thomas Street, 7 Kelvin Street, and 41-45 Back Turner Street. Its studies from 2001 (listed below) resulted in adjacent and nearby properties (along both Back Turner Street and Thomas Street) being added to the statutory list, and provide a relevant evidence

base to evaluate the relative significance of 42-46 Thomas Street and their rear additions (formerly addressed as 41-45 Back Turner Street). This comparative evidence enabled Historic England to reject proposals for listing of the building group in 2003 until after Planning and Listed Building Consent had been approved with its tacit support.

vii) Curiously and perhaps erroneously the Historic England 'Listing Consultation Report' (21 December 2017) did not directly refer to either its or the previous analysis of the development of the Northern Quarter, and the heritage value of the building group under examination. It referred instead to other more generic studies of the development of workers' housing in the city by acknowledged local expert Dr.Nevell ("*Manchester.The Hidden History"*) and less obviously a very broad 2004 publication of, *"The small House in Eighteenth Century London"* by P. Guillery. The latter simply emphasises that "*Manchester was different*" from London by retaining a focus on domestic and un-mechanised textile production until the end of the eighteenth century, contributing to the cramped and squalid living conditions reported in the city. Guillery's study of London housing appears to contradict the locally-based studies by stating that of the Northern Quarter's historically, "*numerous late-eighteenth three-storey houses…there are still a few survivors"*. The local evidence and the Historic England 2001 study shows that, despite the continual evolution of the area, significant numbers of such properties survive across the city. The Listing Advice report of July 2018 quotes Dr Nevell as suggesting that there may be 50 such houses surviving in Manchester, although within the Northern Quarter the figure is, "*probably only 35 at most*". Given the extent of transformative change in the area since the late-C18th this is perhaps not surprising.

viii) It is, therefore, relevant to highlight the conclusions of the previous, English Heritage/Historic England architectural investigations to ensure that the comparative value of the group is fully appreciated in the context of the Norther Quarter. All documents are listed below in the references.

ix) Historic England's 2001 study titled: '***The Shudehill and Northern Quarter : An Outgrowth of Accident and Built According to Plan****' and its* 2008 publication. '*Manchester's Northern Quarter*' emphasis the extent of change and survival in the Northern Quarter, and provide the comparative context within which this particular building group should be assessed. Both of these publications conclude that 42-46 Thomas Street & 41-45 Back Turner Street had been *"**much altered**"* to the extent that they were not of special interest in comparison to their similarly examined neighbours. Consequently, they were **not defined** as being "**k*ey buildings****"*** within the Northern Quarter (in contrast to the adjacent properties at 48-50 Thomas Street and 7 Kelvin Street) and thus could not be considered to be exemplars of their (widely studied) building-type.

x) Historic England confirm that the building group at 42-46 Thomas Street and 41-43 Back Turner Street were, ***"considered for listing in 2003*** *at the same time as the [immediate neighbours] were listed"* but (despite having access to extensive evidence and having recorded the building group in its own 2001 study) did not list this particular group. Reference to the 2001 study reveals that the subject group were (and remain) poor comparators, as they were significantly more-altered and retain less authentic fabric or character than the 2003 listed neighbours at 36-38 and 40-42 Back Turner Street. Clearly, the much- altered properties facing this group (rear of

42-46 Thomas Street) did not meet the criteria for listing at that time, and continue to fall below the subsequently clarified national standards.

xi) It will be understood that Historic England now provides series of Listing Selection Guides, emphasised by the DCMS as being for **information only,** on particular building types. These do not form part of the Secretary of State's policy or guidance, on the selection of buildings for listing but indicate the *"relevant tests for national designation"*, expanding upon the DCMS' statutory criteria and published specific tests for determining the, *"special architectural or historic interest"* of this building type. Historic England's guidance emphasises that the assessment of special interest will, "*hinge upon the extent and impact of alteration, and the proportion of historic fabric that survives."* Hence, a building group, such as 42-46 Thomas Street which has been altered to the extent that its origins, use, materiality, and detailing has been transformed, could not be described as being of *"special interest"* especially in the context of a collection of more authentic, adjacent comparators.

xii) It is also relevant to note that the adjacent properties at No.s 36-38 and 40-42 Back Turner Street, were first statutorily listed in 2004 and 2003 respectively, as examples of surviving late-C18th weavers' houses. This followed the completion of the extensive English Heritage 2001 study.

xiii) It is relevant to note that the Historic England recorded the development of the Northern Quarter between the 1740s and 1800, built either in pairs of small groups of terraces. The 2001 and 2008 reports both reference the 1750 Casson and Bury plan of Manchester and Salford (see **Figure 3** below) noting that, "*little of the Northern Quarter had been built"* at this time. The historic evolution of the area is detailed below and remains ambiguous, hence Historic England's rather speculative assumptions in the listing report.

xiv) The Casson and Bury plan is particularly ambiguous in the Thomas Street area, which appears to remain unbuilt in 1750. However, it is clear in the study by Salford University that the weavers' cottages enclosing the south side of Back Turner Street site were first developed as small parcels from 1755 to 1800. The adjacent, now-listed properties at 36-38 Back Turner Street and no. 1-5 Kelvin Street were also studied in detail by the Manchester Early Dwellings Research Group in the 1980s. Its study revealed that the properties south of Back Turner Street were built after 1755 and were in commercial textile manufacturing use by the end of C18th.

xv) However, it is only possible to conclude from the map evidence that the properties at 42-50 Thomas Street and 41-45 Back Turner Street date from the end of the C18th and remained as domestic residential use into the mid-C19th (see **Figure 8** below). The rapid expansion of the Northern Quarter in the second-half of the C18th meant that Thomas Street and Back Turner Street, along within the majority of the Northern Quarter, had been developed by 1794, as shown clearly on Green's plan of that date (see below).

xvi) The use of the properties in this part of the Northern Quarter in the late-C18th and early-C19th was also more varied than is implied in the listing Advice Report (as confirmed by reference to M. Nevell's Manchester the Hidden History). The **Scholes 1794 Directory** records a wide variety of merchants and business uses located along Thomas Street, including: Joiners, Butchers, Cotton Spinners, Cabinet Makers, Grocer, Shoemakers and Tailors. The directory records that Number 42 Thomas Street was occupied in 1794 by Henry Driver a Flour Dealer, with his

neighbour Thomas Wright being a joiner. Therefore, the evidence of occupation does not support the conclusion that the properties on Thomas Street, or indeed Back Turner Street, were part of the textile industry expansion of the city at the end of the C18th, rather these properties appear to have remained in domestic use, crafts and retail use until late in the C19th. They could not be described as *"former industrial workshop dwellings of the C18"* as stated in the listing.

xvii) As noted in Historic England's listing Advice Report , the Slaters Directories show that the Back Turner Street properties remained in domestic residential use until the 1890s when they were adapted to become a single factory and warehouse unit, extending internally across the group. These former dwellings were also internally connected with the frontage properties on Thomas Street. The GOAD plans show that the properties on 42-46 and 48-50 Thomas Street were in use as a general and Fent (textile waste) warehouse by 1888. The whole, terraced building-group had been interconnected, transforming its plan-form and clearly resulting in extensive alterations to the fabric of the group.

xviii) Therefore, the comparative map evidence shows that by the C20th the former dwellings at **41-45 Back Turner Street** had essentially been altered to become extensions of the businesses fronting Thomas Street, rather than retaining their identity as separate addresses. The 1891 OS plans clearly shows the former, individual properties defined along Thomas Street and Back Turner Street, but by 1908 the OS records 42-46 Thomas Street as a single unit, extending from Thomas Street through to Back Turner Street, as exists to today. As a result of their absorption, to become ancillary space for the Thomas Street properties, the fabric, physical appearance and character of the Back Turner Street properties has been transformed, along with those on the main street frontage.

xix) This extensive loss of historic fabric is particularly clear in relation to the adaptions to the: plan-layouts, fixtures, fittings, fenestration, and door-openings. Thus, English Heritage/Historic England concluded in the 2001 and 2008 publications (reports a) and b) above) that the extent of alteration has meant that their significance has been diminished, particularly relative to local comparators.

xx) As a result of the above Historic England studies, and more recent fabric assessment (discussed below) it is evident that the premises have been altered extensively and compromised to the extent that they did not meet the "Specific Considerations" outlined it 2017 Listing Selection Guides.

xxi) Consequently, the origins of the premises at 42-46 Thomas Street remain ambiguous but it seems clear that they do not meet the standards necessary to be defined as exemplars necessary to justify statutory listing as set out in the DCMS 2018 Principles for Selection for Listed Buildings. Hence, their designation by Historic England is considered to both diminish the status of listing as a definition of special architectural and historic interest and perverse in the light of its extensive previous studies of the impacted building group.

2.6 The post-consent, July 2018 listing.

i) The designation of 42-46 Thomas Street as grade-II listed buildings, eleven months after Planning Permission and Listed Building Consent had been granted for the development subject of this report, has had the opposite effect of the intended conservation of the identified heritage assets. It has exacerbated the deteriorating condition of the building and arrested the regeneration of the streetscape.

ii) With regard to the Department for Digital, Culture, Media & Sport (DCMS) Statutory Criteria for Listing, the listing by Historic England is also considered to be flawed and contradicts its previous assessments and advice dating from 2003 and the advice provided to MCC and the current property owners in 2014, 2016 and 2017 (See Appendices).

iii) The Listing Case report (no. 145289) relies on generic and unsubstantiated, unrelated material to justify its contrary conclusions, rather than the guidance in the DCMS Principles of Selection for Listing Buildings (2010 & 2018). The result is a set of unreasonable conclusions which underplay the extent of alteration and exaggerate the significance of the surviving building fabric. The listing thus, fails to take into account Historic England's own studies of the Northern Quarter and these buildings (dated 2001 and 2008), as well as the **Principles of Selection for Listing Buildings (2010 and 2018)** and the parameters for selection set out in the Listing Selection guides dated 2011 (revised 2017) for Domestic 1 and Domestic 2.

iv) The listing advice report confirms that the building group (in the terms of the November 2018 DCMS Principles) is not a, *"particularly significant example of its typology"* due to extensive, "*loss of original fabric",* so that, *"in its current form"* it **does not,** *"afford a strong connection with valued aspect of history"*. The buildings are not exemplars of industrial workshop dwellings.

v) The DCMS statutory principles reinforce our case that this is evidence of obfuscation by HE in its Advice Report, which not only failed to respect or follow its own assessment guide, (resulting in an unreasonably narrow interpretation of its defined 'specific consideration') but also failed to set these in the context of the statutory criteria.

vi) The DCMS November 2018 statutory criteria clarifies the meaning of both *"**architectural interest**"* and *"**historic Interest**"* in **paragraph 16.** The 2018 statutory criteria thus emphasises that for a building to be of "*special interest*" (in accordance with Section 1 of the 1990 Act) that 42-46 Thomas St. must be demonstrably a "*particularly significant*" example of its typology, as revealed through comparative tests.

vii) It will be clear from the above that Historic England has considered the relative value of this building group on a series of occasions, since completing its 2001 comprehensive study of the Northern Quarter, consistently recording 42-46 Thomas St. as a component of the development of the Northern Quarter but not a "*particularly significant*" example of its typology. On the contrary the building group was defined as being of "*very little significance*" by Historic England (2014) prior to its contrary July 2018 listing.

viii) Similarly, with regard to "***historical interest***" the DCMS 2018 principles stress that, to meet the statutory criteria, *"the building in its current form will afford a strong connection with the valued aspect of history."* The listing is reliant on a general commentary on the 'building type' by an acknowledged local expert, referring to "weavers' cottages" or workshop dwellings as being the *"key to understanding Manchester's Industrialisation"*. While this may be credible as a generic

statement, it does not address the issue of the actual use or surviving fabric or spatial form of the premises, nor does it account for the extent of alterations which have eroded their fabric and character. The latter is fundamental to the justification of national interest.

ix) As Historic England emphasised in the listing Advice Report (20 July 2018), the extent of alteration to 42-46 Thomas Street has considerably changed the fabric and erased the connections with its historic connections. This factor is further demonstrated by the previous assessments of properties along Thomas Street and Back Turner Street (following the comprehensive 2001 study) by Historic England in: 2002, 2003, 2004, 2008, and the subsequent comments from its Inspectors in 2014 and 2016 which confirmed that *"very little significance remained"* (22 December 2014), having been erased by twentieth century alterations.

x) Thus, the Historic England 'Advice report' (20 July 2018) does not provide any site specific tangible or nontangible evidence which supports a 'strong connection' to the historic interest of the site. On the contrary the report acknowledges that the extent of alteration has resulted in the substantial diminution of the fabric and interest of 42-46 Thomas Street. Therefore, it cannot be considered to be a *"particularly significant example"* of its type. The extensive alterations, both externally and internally had evidently resulted in Historic England concluding from 2001, until the rather perverse 2018 listing, that the loss of original fabric had resulted in such transformative change that the connection to the (speculative) earlier site uses, connected with the weaving industry, had been lost. As will be noted below, there is no definitive evidence (map-based or directory) that these properties were in the textile manufacturing use. The now demolished premises at 48-50 Thomas Street, which were considerably less altered, may well have been in this use, as they included banded windows on the top floors (see Sections 5.6 and 5.7 below). The physical contrast with 42-46 Thomas Street will be evident from Section 5.5 to 5.13, confirming the relative site-significance conclusions in Section 6 below.

xi) It will be noted that the DCMS statutory criteria emphasises (**paragraph 23**) that the *"loss of original fabric"* is a particularly ***"relevant consideration when considering special interest***", as explicitly and correctly acknowledged in Historic England's 22 December 2014 pre-application assessment of 42-46 Thomas Street. However, it is evident from Historic England's subsequent Listing Advice Report of 20 July 2018 that the statutory assessment criteria were disregarded, despite acknowledging the extensive alteration of the building's fabric and near-complete loss of historic features.

xii) The Statutory criteria emphasises that, "***only the most representative or most significant examples***" should be afforded listed status. This demonstrably does not apply to the building group at 42-46 Thomas Street and indeed this factor is acknowledged in the listing report (page 6). Thus, the Historic England's July 2018 conclusions do not follow the statutory criteria, nor are they based on relevant evidence (as previously noted), and they are clearly not proportionate to the "*current form*" of the building group. The following is an updated analysis of the building group which was informed the August 2017 consented development.

3 HISTORIC BACKGROUND

3.1 Introduction

i) The Northern Quarter lies just over 400m to the east of the city's medieval cathedral and some 250m from the major textile production areas of Ancoats. It is an area of at least 250 years of continuous evolution, as the building and business adapted to changes in the economy, although many of the original streets retain their names and the generic pattern remains from the speculative developments of the C18th. The result is an eclectic mix of architectural styles with surviving examples of Georgian artisans' houses, Edwardian textile warehouses, Victorian pubs, markets and commercial chambers , C20th commercial properties and a sprawling car-park, as well as C21st accommodation blocks.

ii) This section provides a brief overview of the historic development of Manchester and the site which became the Northern Quarter, starting with the early origins of the Roman settlement in Castlefield and highlighting key events through to the nineteenth century. It provides an outline of the early history of Manchester to place the later development during which the buildings on Thomas Street were constructed within a wider context. The overview is relevant as the development proposes partial development and redevelopment of the site, so below ground assessment may be required.

iii) The report then focuses on the development of the site area itself to provide background information necessary to guide the assessment of significance for 42-50 Thomas Street and 7 Kelvin Street.

3.2 Roman c AD79 to 10th Century

i) Given the C18th development of the Northern Quarter from agricultural fields, it is considered unlikely that the site will contain significant, archaeological remains. However, the origins of the city remain relevant to the assessment of significance as context. The Roman settlement of Mamucium was established in Manchester within the area now known as Castlefield circa AD79. It lies south of the core of the later medieval and industrial city of Manchester overlooking the confluence of the rivers Medlock and Irwell. It also lies at the junction of several major Roman roads, one of which runs from the legionary base at Chester to that at York, and another coming from the south and running north to Hadrian's Wall.[1]

ii) After the Roman withdrawal from Britain in the early 5th century the evidence for occupation in Manchester is limited. There is some limited evidence of Anglo-Saxon occupation but the next principal phase occurs from circa 12th century onwards. There is no evidence of such early development in the area of the proposed development site.

i) The medieval settlements in Manchester and Salford were located north of the Roman settlement. The Manchester settlement was located at the confluence of the Rivers Irwell and Irk, to an imposing and naturally defensible site bounded to the north and west by sandstone

[1] 'Roman Manchester: A Frontier Settlement' by S. Bryant, M. Morris and J. Walker

bluffs. This was the site of the 13th century manor house of the Grelley family and was later the site of Chetham's College adjacent to the Cathedral.

ii) The plans to Figs 1 & 2 show the layout of medieval Manchester up to the mid seventeenth century. Note that the line of Withy Grove leading into Shudehill has been established as part of the medieval settlement but the area that was to become the Northern Quarter remains as agricultural land into the 18th century.

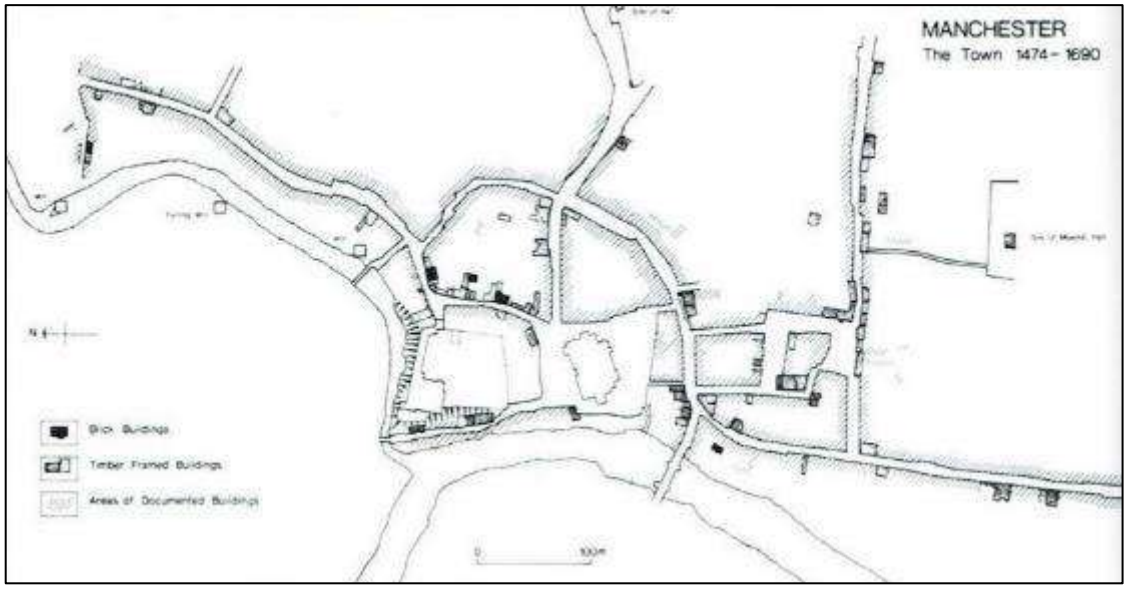


Figure. 1 Layout of Manchester Circa 1474 – 1690. The settlement is clustered around the church.

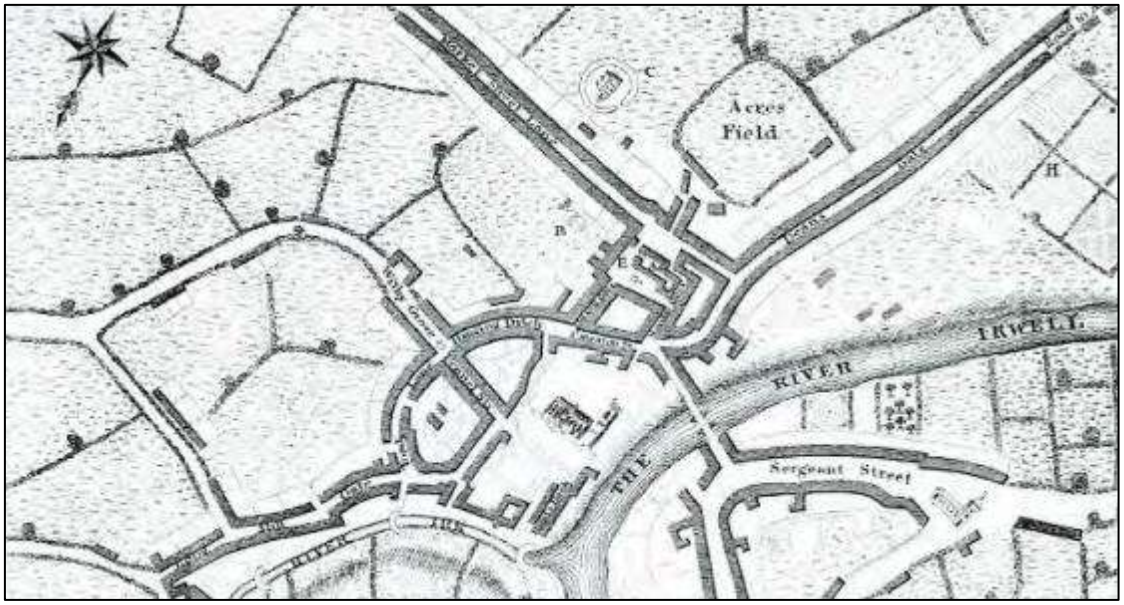


Figure.2 A plan of Manchester & Salford c1650. The Northern Quarter remains undeveloped.

3.3 18th Century

i) The form of the early post-medieval town can be seen on Casson & Berry's 1745 edition map, as well as Tinker's 1772 map (figs 3 & 4). The expansion of Manchester began to affect the eastern fringe of the town in the middle of the 18th century.

ii) By 1741 High Street, a field path linking Market Street Lane (now Market Street) and Shudehill, had become an important thoroughfare. Oldham Street (named after Adam Oldham, a felt maker), was a private track before being opened to the public in 1772.[2]

iii) What later became the Northern Quarter had been agricultural land principally owned by the Lever family. Land sales to developers within this area were fragmented, leading to piecemeal development. Where new streets were laid out, such as Turner Street and Union Street, these were not to an overall plan but as the opportunity arose, responding to the need to provide new housing for the growing number of workers engaged in the expanding cotton industry.[3]

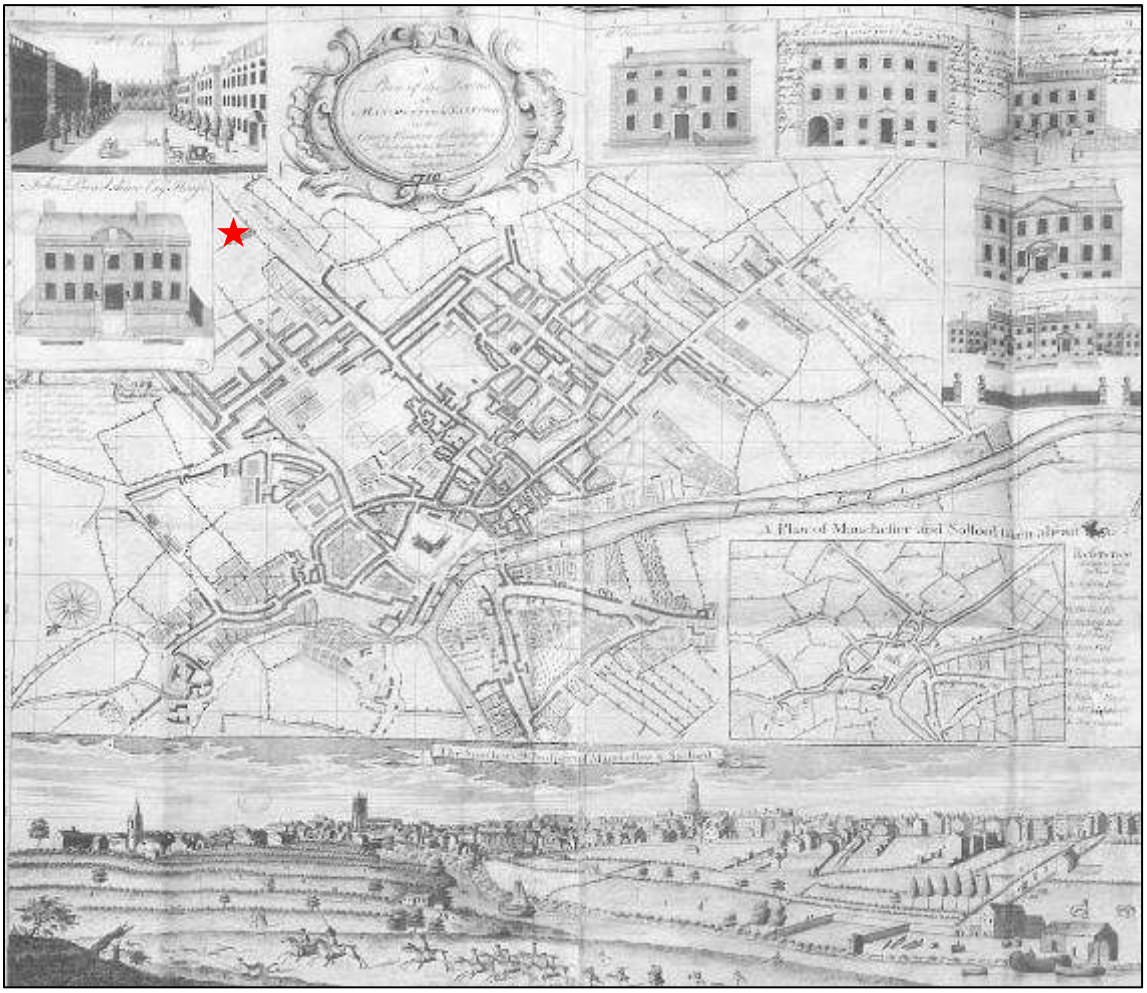


Figure 3: Casson & Berry's 1745 map. Approx. site location marked ★ is undeveloped.

[2] Smithfield Conservation Area Appraisal (Manchester City Council)

[3] 'Manchester's Northern Quarter' Historic England

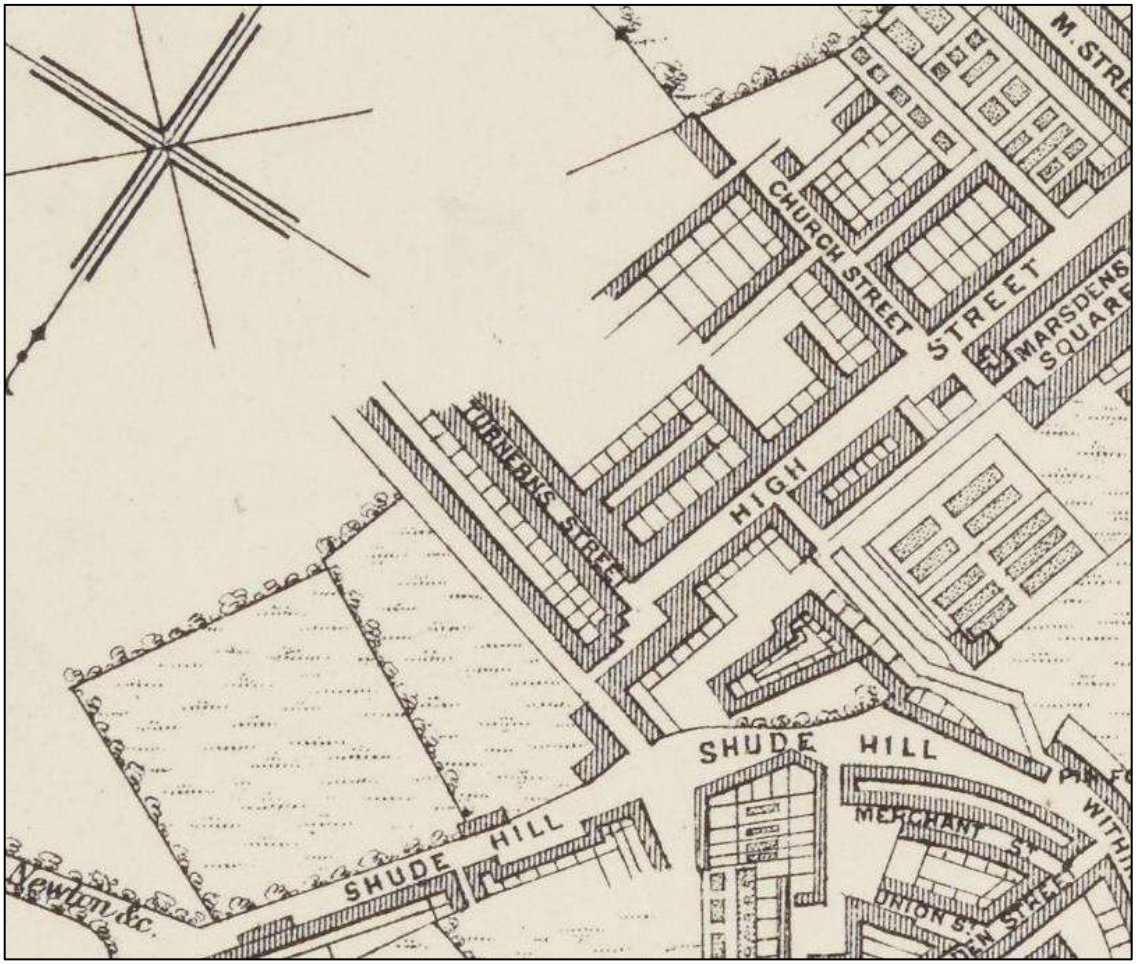


Figure 3a. Plan of Manchester 1751 by Edward Weller. The Thomas Street area remained undeveloped.

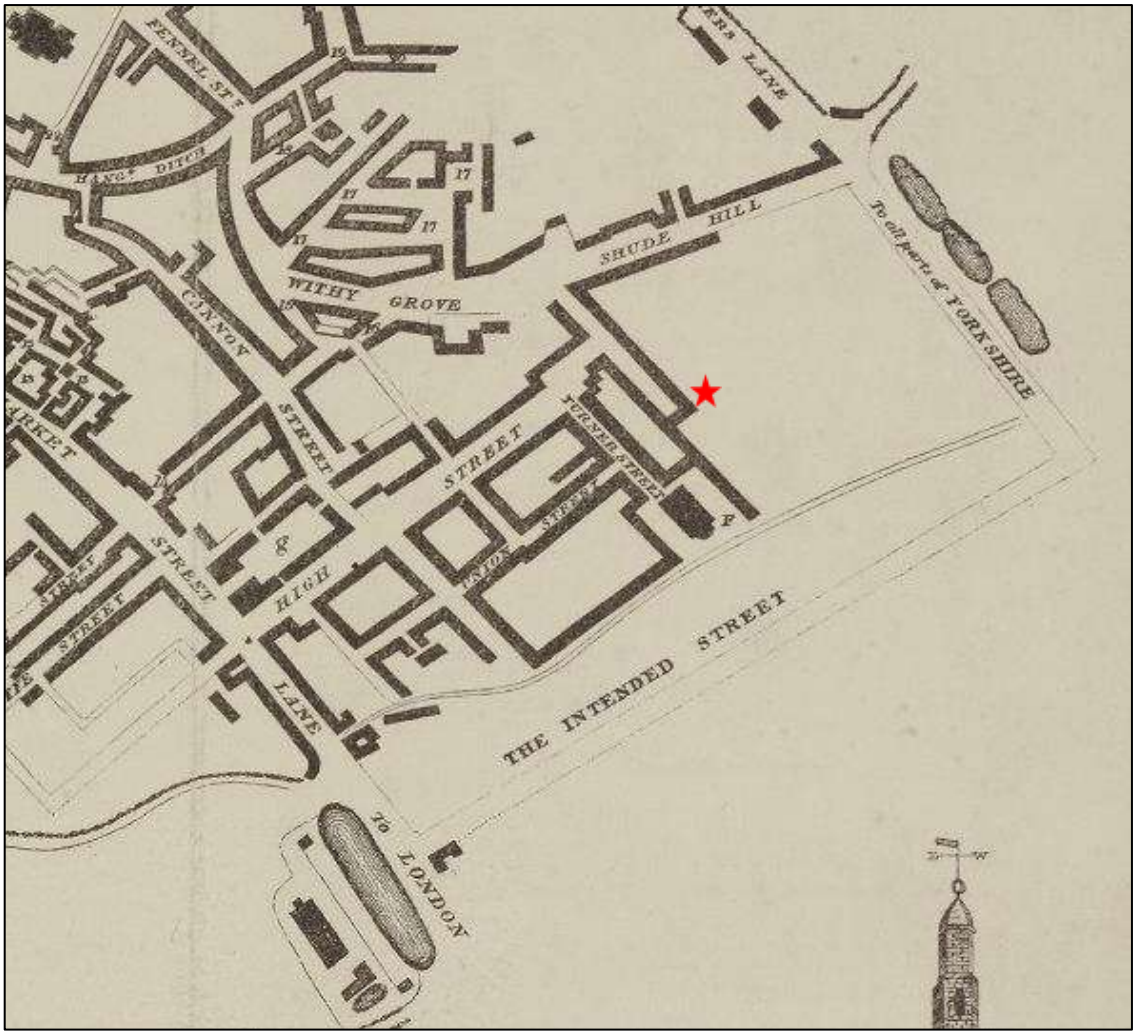


Figure 4. Tinker's 1772 map of Manchester & Salford. Showing the Thomas Street area beginning to be developed. Site Location indicated by a red star.

iv) Rapid growth followed in the late eighteenth century, as clearly depicted to William Green's map of 1787-1794 (Figs 5 & 6).

v) This map clearly shows the increased density of development and that nearly all of the Northern Quarter (then known as St Paul's district) had been built upon by this point.

vi) Away from the main routes of Oldham Street and Dale Street, the district was characterised by irregularities in the street pattern, with many narrow alleyways and courtyards, especially along Tib Street and Back Turner Street.

vii) Research has established '*that the character of the St Paul's district was that of a mixed working class residential, commercial and manufacturing district*.' The 1800 directory for Manchester indicates that '*of the 114 people listed as resident in the St Paul's district, the largest single grouping were textile workers and manufacturers. …. By 1800, most of the St Paul's district was covered in small-scale vernacular workshop dwellings*.'[4]

[4] 'Manchester The Hidden History' Michael Nevell

viii) **Fig 5** below illustrates shows a larger scale extract from Green's 1794 map that depicts Thomas Street / Back Turner Street and the immediate surrounding area. The block which is the subject of this report can be seen to this map bound by Thomas Street to the north, Back Turner Street to the south and Milk Street to the east (Milk Street is now known as Kelvin Street).

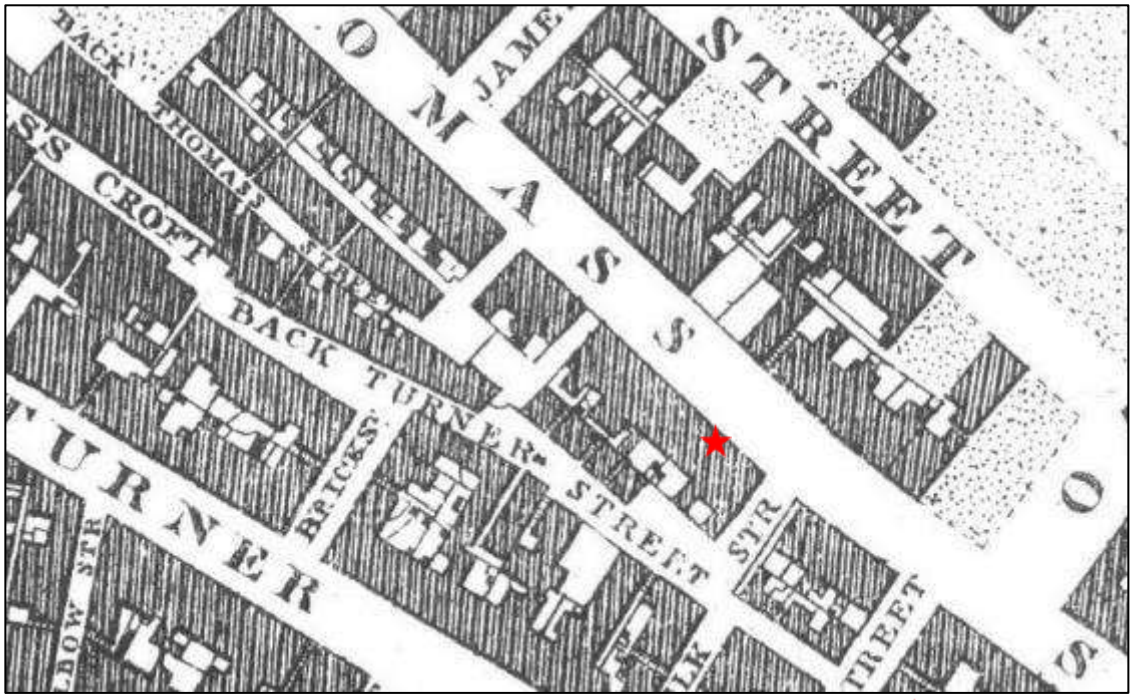


Figure 5: Extract from Green's 1794 map showing Thomas Street. Site marked as ★

ix) The block is complete as it faces onto Thomas Street but the corner of Back Turner Street and Milk Street is not yet built on.

x) As such it is evident that the earliest construction on this site dated from the mid/late 1700's.

xi) It also appears from this 1794 map that the plots did not originally run through from Thomas Street to Back Turner Street as a single dwelling, but that additional dwellings were constructed off Back Turner Street. This concurs with research into the development of this area detailed to various documents including '*Living in the Industrial City*'[5] which is considered below (Section 5).

xii) The context for the development of the building group is, therefore, the mid-18th century cotton working, which was at that time a domestic occupation, with workers mainly used manually operated machines and tools. In the later C18th (from 1770s) power was successfully applied to yarn production in first water – and then steam-powered mills, but weaving remained a hand-powered operation for many more decades. The great increase in yarn production in the late 18th century naturally led to a commensurate growth in handloom weaving, and Manchester attracted large numbers of weavers, many probably accommodated in the old town.

xiii) However, where new building took place, as in the Northern Quarter, speculators found the construction of housing for weavers an attractive option, for higher rents could be charged both

[5] 'Living in the Industrial City: Housing Quality, Land Ownership and the Archaeological Evidence from Industrial Manchester, 1740-1850' by Dr Michael Nevell

because more space was provided, in the form of weaving rooms, and because, despite trade vicissitudes, weavers were relatively well paid.

xiv) There are no comprehensive records of the numbers of weavers who may have worked in the Northern Quarter in the last decades of the C18th century, as the continuous evolution of the area has removed many of the early housing developments.

xv) However, limited records of buildings made before demolition, and a few surviving houses provide evidence for the type of accommodation built for, or occupied by, weaving families. Weavers' houses were often built away from the main street frontages, in minor lanes such as Back Turner Street.

xvi) The speculatively built Northern Quarter included characteristic three-storeyed cottages in terraces or, in some parts, courts. The weavers' house generally provided better accommodation than those found in the small back-to-back dwellings that accommodated the greater number of mill workers which were built in large numbers in Ancoats and elsewhere across Manchester.



Figure 6. Back Turner Street. 1905 – proposed site to RHS of view.

xvii) The properties adapted for use by weavers tended to have cellars, with looms placed in a loomshop, usually in the converted top storey. Later, purpose-built weavers' houses are recognisable by the provision of distinctive wide but shallow windows in the front or rear elevations (sometimes both) lighting the loomshop. Sometimes the inclusion of a 'taking-in door' allowed the movement of goods into the loomshop and the removal of the woven cotton cloth directly to the street below.

xviii) In other (later) parts of the city weavers' houses were sometimes built in newly developed principal streets, such as Port Street and Hilton Street, conferring a degree of respectability on the dwellings of the more substantial weavers. The building status is also, surprisingly, apparent in some of the architectural pretentions of buildings lining the back streets. For example, adjoining the development site, is the (now grade-II listed) 36 Back Turner Street this was a deliberately prestigious design, three bays wide and had a frontage of bricks laid in header bond.

xix) However, weavers' houses on lesser streets were generally meaner, such as the now redeveloped and partially rebuilt, grade-II listed 1 Kelvin Street (originally Milk Street) which retains an early loomshop window frame and the adjacent 3–5 Kelvin Street with which it forms a terrace. These lesser properties are only one-bay wide and originally had a shared rear court reached from Kelvin Street by a covered passage.

xx) These remains of a transitional phase in industrial production are highly significant reminders that the first stages of Manchester's industrial development (in common with other manufacturing centres such as Birmingham and Sheffield) were based on traditional hand-powered domestic manufacturing activity, not on the great mills that dominated later periods.

xxi) As well as considering the typology of the early workers housing the 2008 Historic England report considers the other building typologies that were important to the development of the area including textile warehouses. The report notes that in the Shudehill and Northern Quarter area (as elsewhere in Manchester) the first textile warehouses were not necessarily purpose-built structures but converted dwelling houses, most of which have been redeveloped. Despite extensive redevelopment the Northern Quarter retains an unusually good survival of the speculatively built, higher-status working class and middle-class C18th houses, some retaining attic/top-floor workshops probably used as a handloom-weaving workshops.

xxii) The decline of the hand-loom weavers' trade following the successful mechanisation of cotton weaving in the 1820s, meant that the use of these workshop spaces were often rebuilt or adapted to become warehouses and business premises. External evidence for such a change-of-use can rarely be found in the houses themselves, as it was often the case that a purpose-built warehouse was added to the premises following conversion and these are among the earliest purpose-built warehouses to survive. An example is included in the development site at 7 Kelvin Street where a small, three-storey warehouse was built in the mid-C19th. This distinctive (now grade-II listed) warehouse was built on the site of the former rear wings and back yards of 48-50 Thomas Street, and is of reddish-brown brick and has a gabled roof. The Back Turner Street elevation is four bays long and the three-bay elevation to Kelvin Street (formerly Milk Street) has a recessed full-height loading bay.

xxiii) Historic England recorded the development of the Northern Quarter between the 1740s and 1800, built either in pairs of small groups of terraces. Its 2001 and 2008 reports thus reference the 1750 Casson and Bury plan of Manchester and Salford (see **Figure 3** above), noting that *"little of the Northern Quarter had been built"* at this time. The Casson and Bury plan is particularly ambiguous in the Thomas Street area, which appears to remain **unbuilt in 1750**.

xxiv) It is also recorded in the study by Salford University that the weavers' cottages enclosing the south side of Back Turner Street site were first developed as small parcels from 1755 to 1800. The adjacent properties listed in 2003/04 at **36-38 Back Turner Street** and no. **1-5 Kelvin Street** were studied in detail by the 'Manchester Early Dwellings Research Group' in the 1980s. The revealed that the properties south of Back Turner Street were built after 1755.

xxv) It is thus not possible to conclude from the map evidence that the Thomas Street properties date from 1745, as indicated by the Consultation Report. However, the rapid expansion of the Northern Quarter in the second-half of the C18th meant that Thomas Street and Back Turner Street, along within the majority of the Northern Quarter, had been developed by 1794, as shown clearly on Green's plan of that date.

xxvi) The use of the properties in this part of the Northern Quarter in the late-C18th and early-C19th was also more varied than is implied in the Listing Consultation Report. The **Scholes 1794 Directory** records Thomas Street as comprising a mix of residential properties and a wide variety of merchants and business uses, including: Joiners, Butchers, Cotton Spinners, Cabinet Makers,

Grocer, Shoemakers and Tailors. Number 42 Thomas Street was occupied in 1794 by Henry Driver a Flour Dealer, with his neighbour Thomas Wright at 44 Thomas street being a joiner. The property at 46 Thomas Street was occupied by Ann Lees and appears to have remained as a residential property, until the 1820s when this house was occupied by a Painter and Gilder.

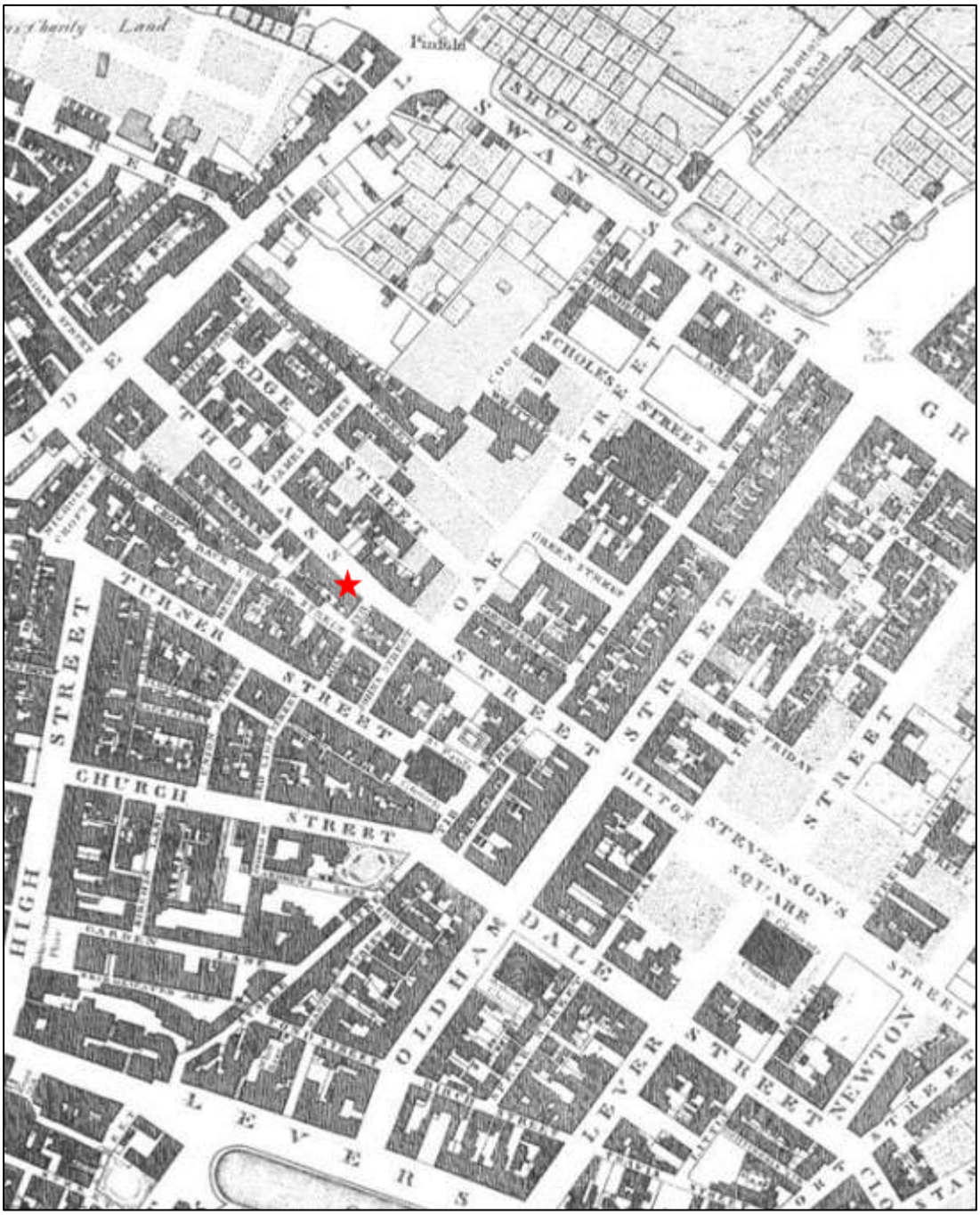


Figure 7: Extract from Green's 1794 map showing area known as the St Paul's district. Site marked as ★

xxvii) The evidence of occupation does not support the presumption that the properties on Thomas Street, or indeed Back Turner Street, were part of the textile industry expansion of the city at the end of the C18th, rather these properties appear to have remained in domestic use, crafts and retail use until late in the C19th.

xxviii) As noted in the Listing Consultation Report, the **Slaters Directories** show that the Back Turner Street properties remained in domestic residential use until the 1890s, when they were adapted to become a single factory and warehouse unit extending internally across the group. These former dwellings were also internally connected with the frontage properties on Thomas Street. The GOAD plans show that the properties on 42-46 and 48-50 Thomas Street were in use as a **General and Fent (textile waste) Warehouse** by 1888. Thus, the whole terraced building group had been interconnected, transforming the plan-form and clearly resulting in extensive alterations to the fabric of the group. Consequently, as confirmed by Historic England in its Review of the Listing (February 2019): *"extensive alteration had taken place, and that most of it had been harmful, in particular internally"* (page 2).

xxix) Therefore, the comparative map evidence shows that by the C20th the properties at 41-45 Back Turner Street had essentially been altered to become extensions of the businesses fronting Thomas Street, rather than retaining their identity as separate addresses. The 1891 OS plans clearly shows the former, individual properties defined along Thomas Street and Back Turner Street. However, by 1908 the OS records 42-50 Thomas Street, 7 Kelvin Street and 41-45 Back Turner Street operating as a single unit, extending from Thomas Street through to Back Turner Street. As a result of their absorption, to become ancillary space for the Thomas Street properties, the fabric, physical appearance and character of the Back Turner Street properties has been transformed, along with those on the main street frontage.

xxx) This extensive loss of historic fabric is particularly clear in relation to the adaptions to the: plan-layouts, fixtures, fittings, fenestration, and door-openings. However, given the nature of the building and the fact that they probably originally had few specific, designed features when they were built, as Historic England stated in its own review of the listing (February 2019, page 3), *"what has been lost is largely internal plan-form, but this is still **readable to some extent**"*.

xxxi) Thus, English Heritage/Historic England concluded in the 2001 and 2008 publications that the extent of alteration has meant that their significance has been diminished, particularly relative to local comparators which are discussed below.

3.4 19th Century

i) As Manchester further developed in the nineteenth century the site itself appears to have remained predominantly unchanged. The 1831 map still shows the corner site unbuilt as does the 1849 map below although by this time an extension had been added to the rear of Nos 48 & 50 Thomas Street.

ii) The 1850 map (surveyed 1848) clearly indicates the separate plots off Thomas Street that can be distinguished today as no.'s 42-50.



Figure 8 Extract from the 1850 OS map showing the tightly enclosed and evolving building group. Map. Surveyed in 1848.

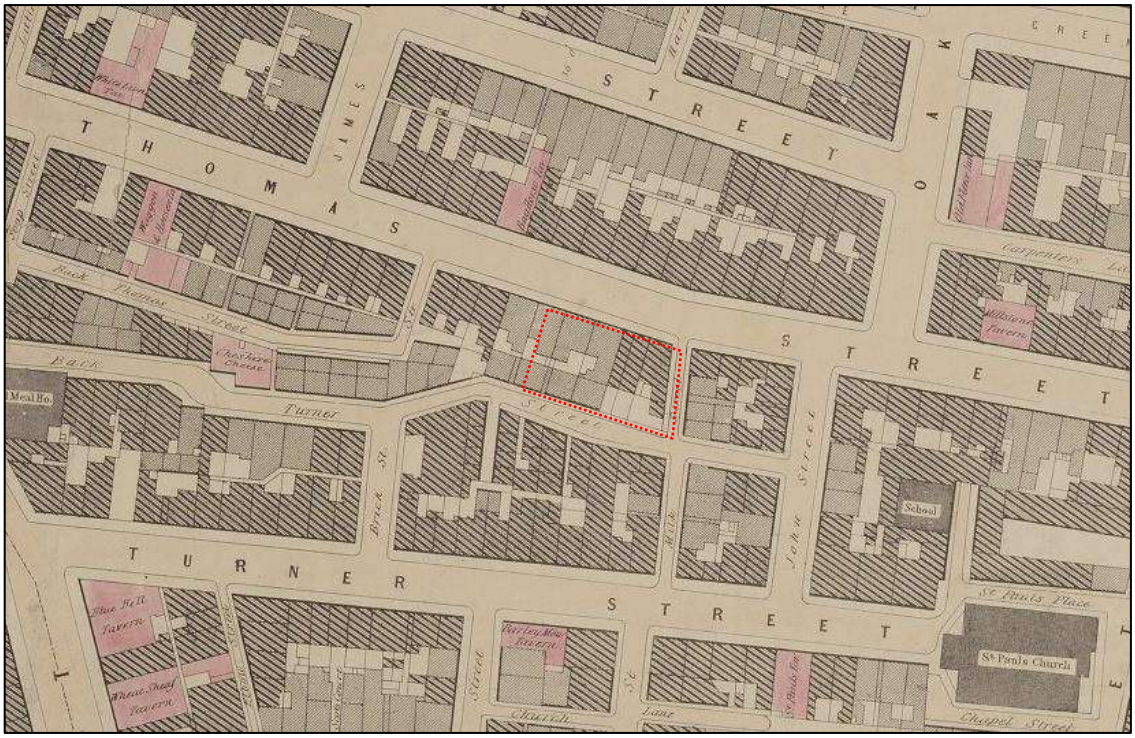


Figure 8a Adheads Plan of 1851 shows the building group, largely in residential use, enclosed by business uses at 48-50 Tomas Street and on Back Turner Street. The warehouse at 7 Kelvin Street had yet to be built.

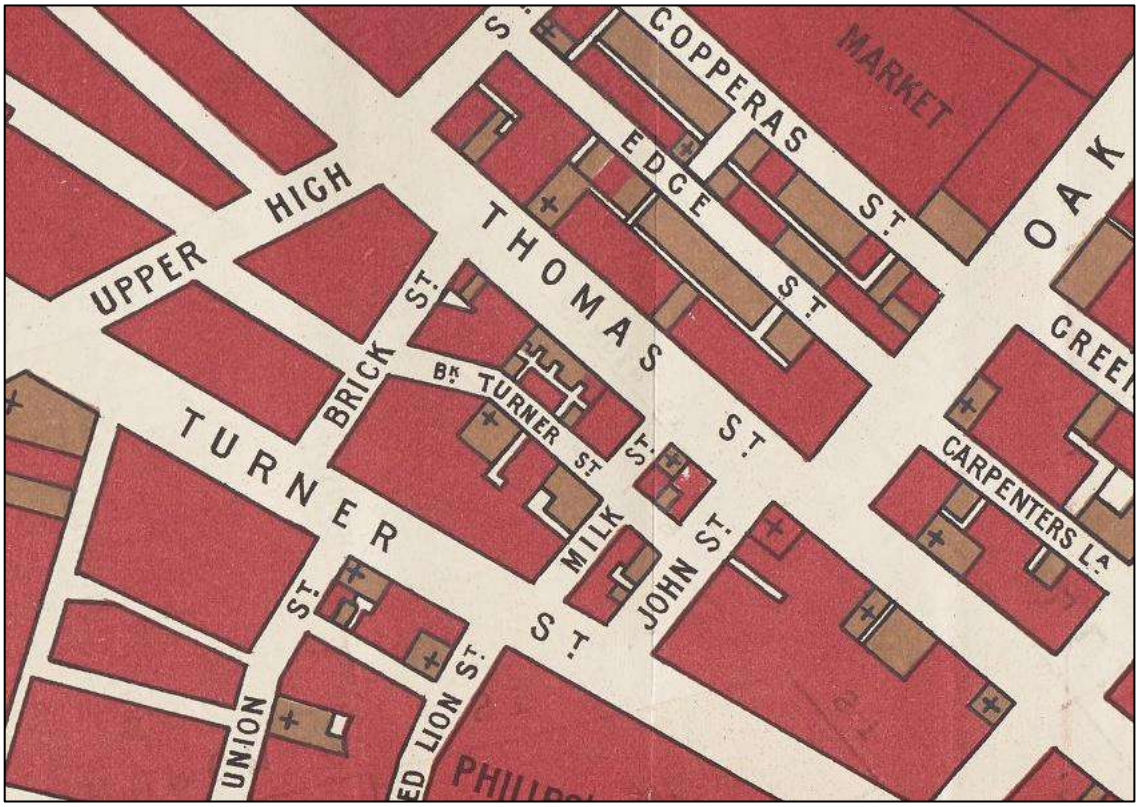


Figure 8b. The Registration Sub-District. Market Street. Sanitary District No. 3. Report on the Health of the City of Manchester, 1880. Showing 42-46 Thomas Street as houses built before 1830 and still in residential use, enclosed by the warehouses and manufacturing units at 48-50 Thomas Street and Back Turner Street.



Figure 9: Extract from the 1891 OS map

The infilling of the corner site area can then be seen to the 1891 map, which also appears to show this corner area onto Thomas Street and Kelvin Street as a single plot.

iii) By the end of the C19th some of the dense development further along Back Turner Street and Back Thomas Street had been cleared. This was a result of slum clearance undertaken in Manchester from the late-Victorian era through to the twentieth century due to overcrowding and insanitary conditions.

3.5 20th & 21st Centuries

i) The street pattern in this area remained predominantly unchanged in the 20th century. However, more areas did continue to be cleared and as new, larger scale, development was constructed on the cleared sites in the late 19th and early 20th century the nature of the areas surrounding Thomas Street evolved to the characteristics we have today.

ii) The C21st character of the Northern Quarter was summarised by Historic England (2008) as an *"arresting hotch-potch of form and function that is at once vital, complex and hybrid – the legacy of a multi-layered past."* It is evident that any development of the area must retain this eclectic and complex architectural character.

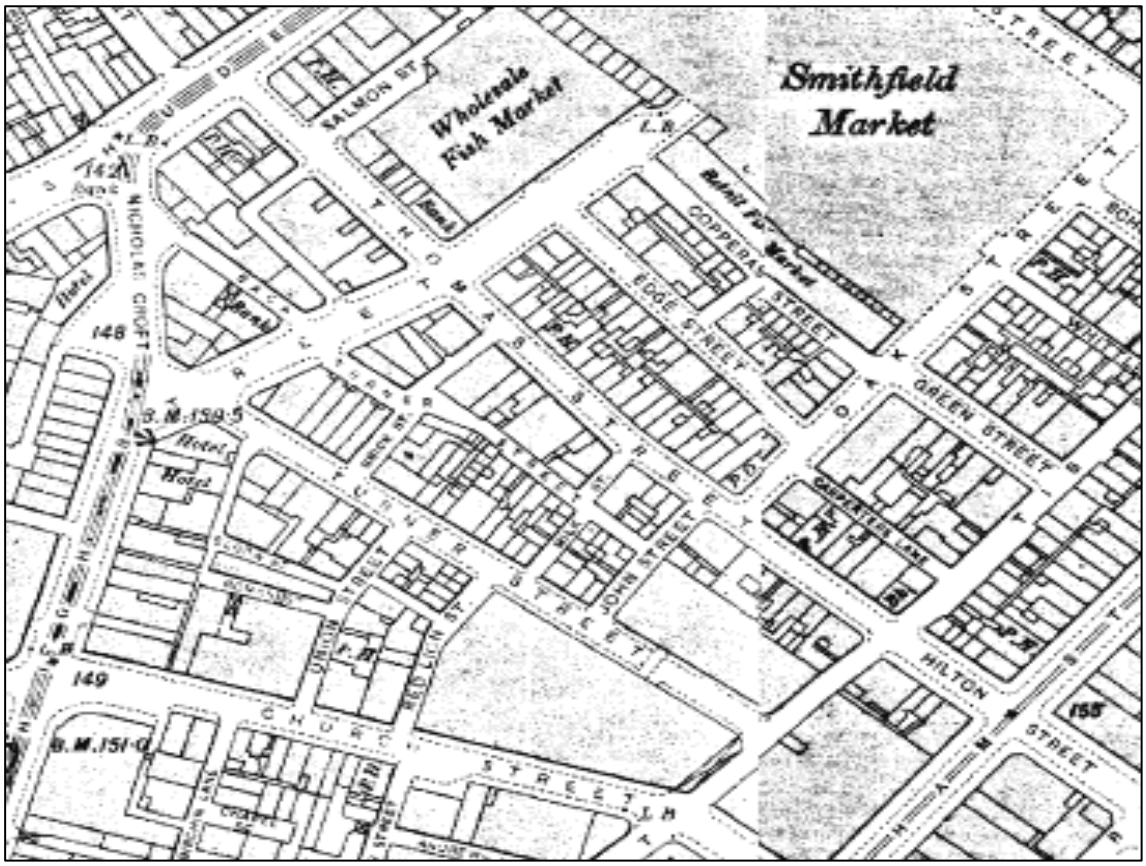


Figure 10: (Above) Extract from the 1908 OS.map

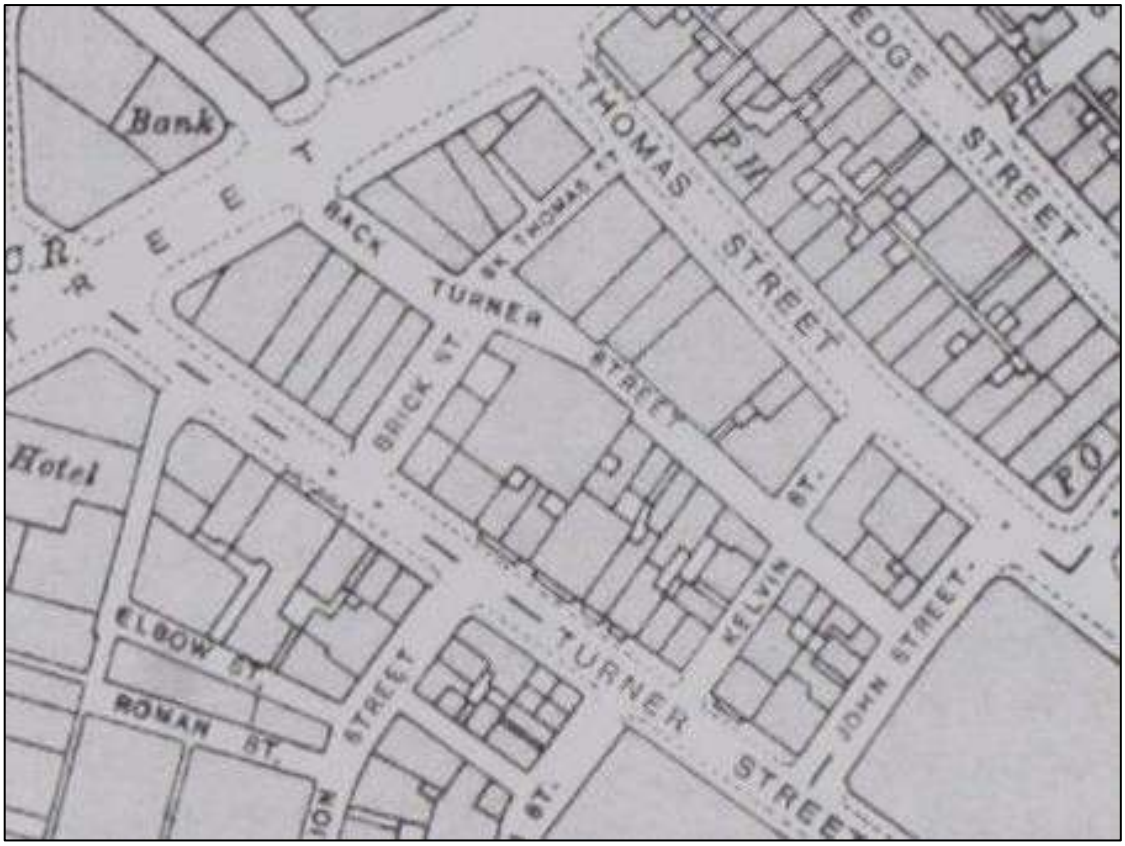


Figure 10a. By 1922 the building group at 42-46 Thomas Street & 41-45 Back Turner Street was already in a single use as a business unit.

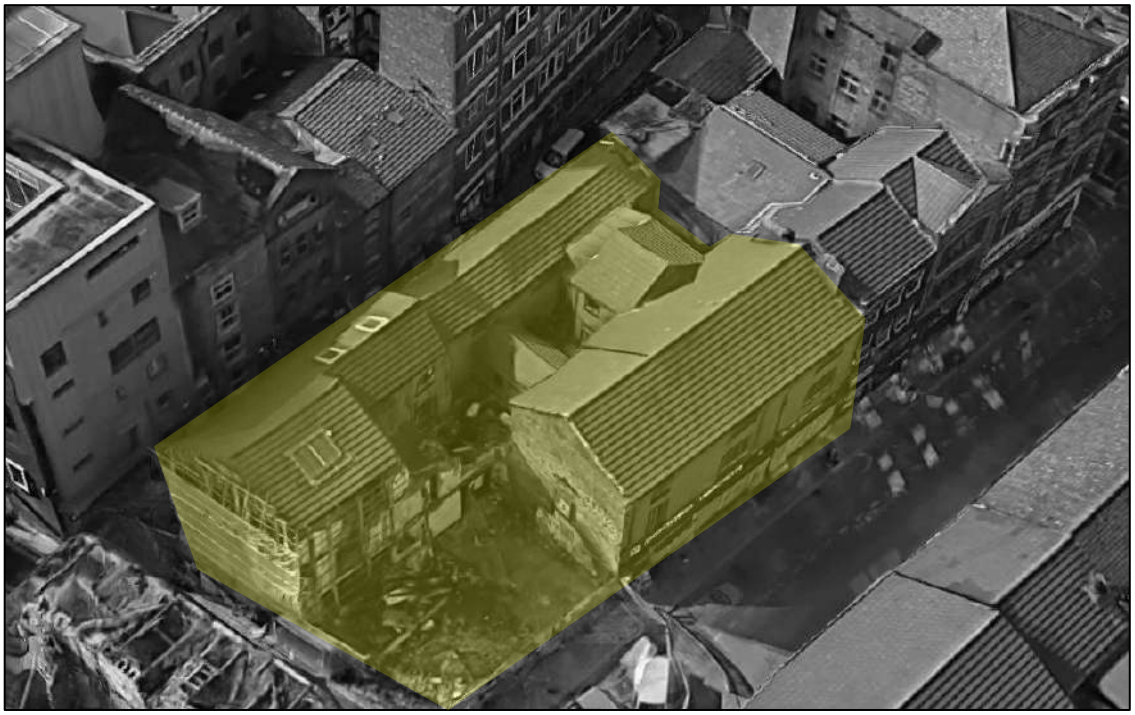


Figure 10a. The site in 2019 ollowing the removal of the structurally unsound 48-50 Thomas Street.



Figure 10b The street elevation the site at the time of listing in July 2018, showing the stalled repair work on 7 Kelvin Street and the cleared site of 48 – 50 Thomas Street. The vulnerable state of the gable to 46 Thomas Street is evident.



Figure 10b The street elevation of 442-46 Thomas Street (Oct.2019)



Figure 10c View of the Back Turner Street properties (Oct 2019) showing the extent of alterations to the elevations.

4 HERITAGE CONTEXT

4.1 Introduction - Smithfield Conservation Area

i) The buildings located at 42-50 Thomas Street and 7 Kelvin Street are within the Smithfield Conservation Area of Manchester which was designated in February 1987.

ii) The area is bound by Swan Street to the north, Oldham Street to the east (where it forms a boundary with the adjacent Stevenson Square Conservation Area), Market Street to the south and High Street and Shudehill to the west (where it forms a boundary with the Shudehill Conservation Area). See Fig. 10 below or the conservation area map.

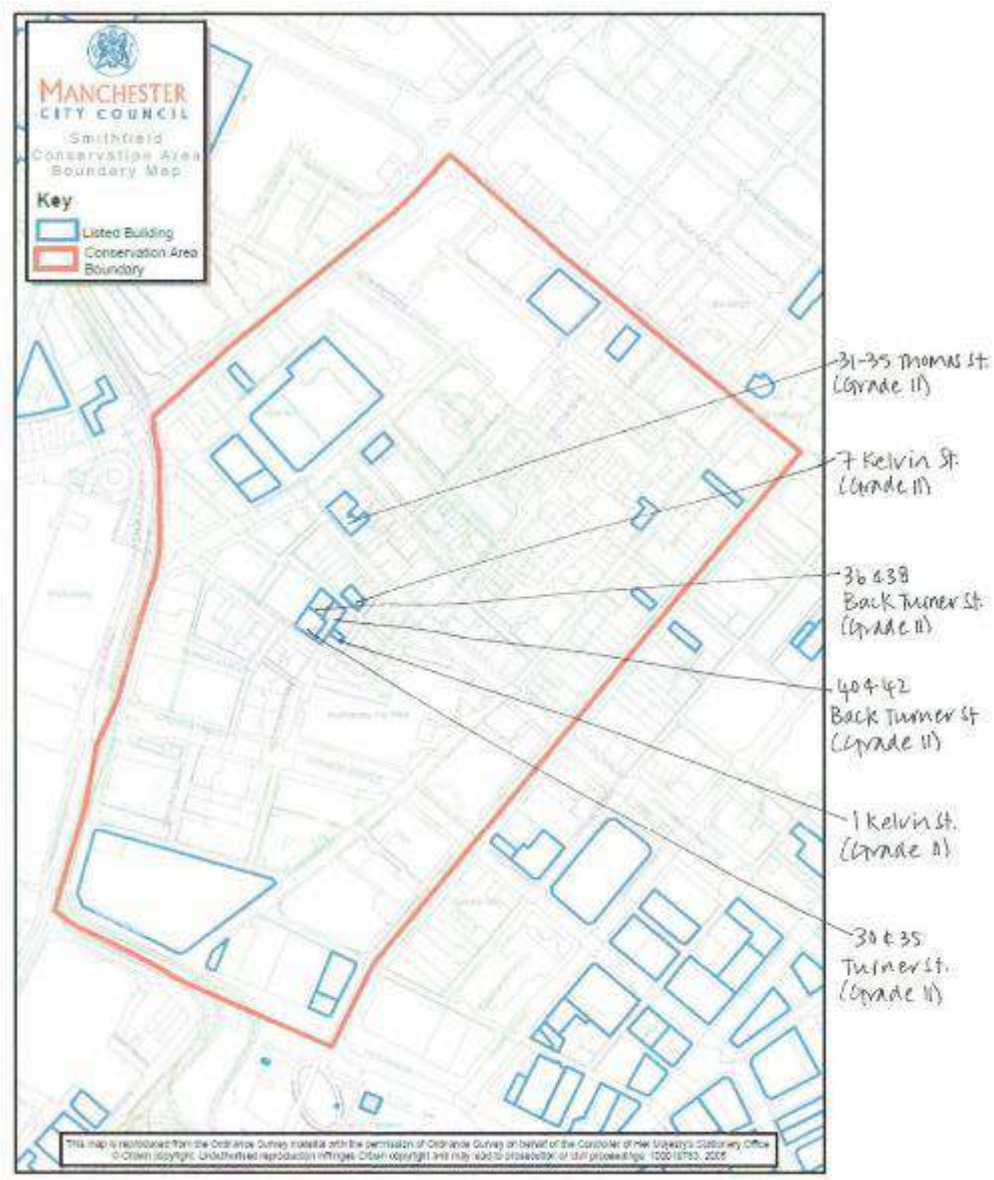


Fig 11. Smithfield Conservation Area. Noting listed buildings.

4.2 Listed buildings within the site context.

i) The site contains a statutorily listed building, in no. 7 Kelvin Street and lies adjacent to listed buildings on Back Turner Street and across Thomas Street. The adjacent listed buildings are identified in Fig 11 above.

ii) The existing contribution of the development site to the setting of the adjacent listed buildings is considered in Table 1 below, while the list descriptions are included in the Appendices.

Table 1. Contribution to the significance of adjacent listed buildings.

Listed Buildings within the Smithfield Conservation Area and adjacent to 42-50 Thomas Street & 7 Kelvin Street (potential impact on fabric and setting)	**Contribution to the significance of adjacent listed buildings by 42-50 Thomas Street & 7 Kelvin Street.**
7 Kelvin Street (grade II) A small, three-storey warehouse dating from the mid-C19th, abutting 50 Thomas Street and forming part of the building group. The warehouse was constructed of hand-made brown-brick in English garden wall bond, slate roof. Rectangular plan on corner site, gable to street corner. Listed as a, *"little-altered example of early small-scale warehouse"*.	Integral to the building group and forms a prominent enclosure of the corner of Kelvin Street. Fundamental to the building group as the least altered fabric component. High significance as of inherent historic interest and of great townscape value. The fabric and setting of this building will be directly impacted by the proposed development.
31 – 35 Thomas Street (grade II) See Fig 11 A row of three, altered, late-C18 small town-houses (or shops with dwellings and workshops over) now in use as commercial premises. The terrace is located diagonally across the road from the site, at the western end of Thomas Street. The properties comprise three, low-storeys over cellars, with open-pedimented Tuscan pilaster doorcases, panelled doors and plain fanlights fronting on to the street edge. The buildings are considered to be a, *"rare survival of domestic buildings of this period in city centre (and if originally shops, unique)".*	Detached from the development site, facing the 4/5 storey C19 commercial premises which adjoins the site. The setting of this listed building is defined by the narrow street and the diverse commercial character of the streetscape. The corner building at 31 Thomas Street has been partially refaced in red-brick. Despite similarities of origin and scale the detachment and orientation of the site means that the contribution of the development site on the setting of the terrace is minimal.
36 & 38 Back Turner Street (grade II) Two late-C18/early C19 dwellings with integral workshop and cellar accommodation, located to the rear of the development site fronting Back Turner Street . No. 36 collapsed in 2005 and has been subsequently rebuilt. It was originally with a 3 window front, later altered. 3-storeys above a	Located to the west and rear of the development site, facing the part of the site comprising former premises on Back Turner Street. The listed properties reflect the characteristic three-storey weavers' cottages, located in minor lanes and are tightly enclosed on all sides.

former cellar dwelling (believed to have housed a separate dwelling). Doorway to right with approach flight of 3 steps. No. 38 to the left is a single bay dwelling. Its doorway to the left-hand side, approached by a flight of 5 steps now altered. These dwellings are part of a small number of late C18and early C19 houses in the Turner Street / Back Turner Street area of Manchester with upper floor textile workshops and cellars which were used for separate dwellings. They pre-date the large-scale textile factory developments in the nearby Ancoats district and are special interest as some of the earliest surviving industrial dwellings in the city and are important elements of the setting of other listed buildings in the near vicinity.	The character of the narrow streetscape setting of the listed buildings is compromised by the reconstruction of the No. 36 (collapsed 2005 and subsequently rebuilt) and the general extent of alteration and redevelopment in the lane. The extent of change has eroded the details of the street, obscuring the character of the former weavers' premises. The frontages of the listed buildings remain evident (despite the rebuilding of 36 Back Turner Street) and the proportions and modest character of the street remains evident. Despite extensive alteration the similarities of origin and discernible proportions of the development site means that the contribution to the character and setting of the listed pair (36 – 38) is considerable and should be a design factor.
40 & 42 Back Turner Street (Grade II) Former workshops, shop and warehouse, dating from the late C18 or early C19, workshops and shop late C19, both with minor late C20 alterations. Unoccupied and in poor condition. Both buildings extend back from narrow frontages and occupy the whole of their narrow plots. The warehouse part to the south of the pair (**No. 40**) is a single bay, arranged as 4-storeys with doorway to right with basket arched head, formerly with stepped approach. This building remains unoccupied and in poor condition. **No.42** now forms part of the redevelopment of the adjoin group *(37-39 And 41 Turner Street 1-3 And 5 Kelvin Street And 42-44 Back Turner Street)* which has been converted into offices (use class B1) above ground-floor level (extended to seventh floor) with the retail (use class A1) and office use (Use Class B1) at ground and basement levels. The pair of industrial buildings of early and late C19 represent the workshop and warehousing components of a surviving enclave of small-scale buildings which developed from the late C18, alongside dwellings with integral workshops in attics and cellars. They are now rare survivals of an important phase in the development of industrial Manchester and are clearly discernible	Located to the west and rear of the development site, facing the part of the listed warehouse towards the junction with Kelvin Street. The listed properties reflect the later development of the area as the three-storey weavers' cottages, developed into larger complexes, while retaining the characteristic tight enclosure on all sides. The character of the narrow streetscape is enhanced by these prominent listed buildings, as they remain more intact than the adjoining neighbours and are detached from the main rebuilding of the street to the west. However, the extent of change has eroded the details of the streetscape as a whole obscuring the character of the former weavers' and early textile workers' premises. The frontages of the listed buildings remain evident as later developments with more frontages which exhibit a degree of assertive architectural pretension within the modestly proportioned and modest character of the street. Despite extensive alteration to the street scape and No.42 the similarities of origin

despite the redevelopment of 42 Back Turner Street and its absorption into the redevelopment of this corner group.	and discernible proportions of the development site means that the contribution to the character and setting of the listed pair (40-42) is considerable and should be a factor influencing the design development.
1 Kelvin Street (grade-II) Kelvin Street was known as Milk Street until around the 1920s when it was re-developed. No. 1 Kelvin Street was listed as the most authentic survivor of a group of mid-C19th properties comprising a former garret workshop house, later small shop. The listed building (along with its reconstructed neighbours at 3 & 5 Kelvin Street) is now embedded in the redevelopment of the group comprising 37-39, 41 Turner Street, 1-5 Kelvin Street and 42-44 Back Turner Street. This group has been converted into offices (use class B1) above ground-floor level (extending to the seventh floor) with the retail (use class A1) and office use (Use Class B1) at ground and basement levels. The mid-late C19 Georgian character of the workshop house remains evident despite the extent of the redevelopment which embraces the 3-storey, single-bay properties on the north and south gables.	The listed group along Kelvin Street is enclosed by the substantial modern development of the street. The 3-storey Georgian-style properties are embraced by the substantial, modern commercial development. The setting of this listed building is now defined by its enclosure within the modern development, as well as the narrow width of Kelvin Street the diverse commercial character of the streetscape. Despite some similarities of origin (as textile workers premises), the enclosure of the listed group and the detachment and orientation of the site means that the contribution of the development site on the setting of this property is negligible.
30 & 35 Turner Street (grade II) Warehouse, workshops and shops, fronting on Turner Street. Early-mid C19, the workshop building added late C19, all with late C20 alterations. The warehouse range extends to 4-storeys and comprises 5-bays, with tiered double loading doors to bay 4. The doors are set back within full-height opening below metal lintel incorporating hoist beam.	This building group fronts onto Turner Street and is separated from the site by the development of Back Turner Street. The enclosure of the listed group and the detachment and orientation of the site means that proposed development site makes no discernible contribution to character or setting of 30 & 35 Turner Street.

4.3 Significance hierarchy – Smithfield Conservation Area site.

i) It is recognised that the Smithfield Conservation Area, as an entity, is a designated heritage asset. This affords a degree of development control with regard to works impacting on the *character and appearance* of the designated conservation area as a whole, outlined in para.3.1 (iii) above. The basic principle is a presumption in favour of the preservation of those individual buildings within the conservation area which make a positive contribution to its overall character and appearance.

ii) It is, therefore, important to define the relative heritage hierarchy of the individual components of the Smithfield Conservation Area, in order to guide development proposals within the area. The following table has been devised as a simple guide to the relative heritage values of the individual buildings within this particular part of the Smithfield Conservation Area relevant to the proposed site. It aims to express the hierarchy of planning controls which should be applied to the individual buildings within the designated area

Table 2
The hierarchy of heritage values in Smithfield Street Conservation Area (refer to Fig 11 below)

Significance assessment.	Explanation and relevance to Smithfield Conservation Area
High heritage significance. *(Nationally designated buildings – see below – which retain authentic architectural features and character).* *This group now incudes 7 Kelvin Street and 42 – 46 Thomas Street and 41-45 Back Turner Street.*	i) This grading relates to those buildings within the Smithfield Conservation Area that are also nationally designated as **statutorily listed buildings** of special architectural and historic interest. ii) This designation provides additional statutory protection for the entire fabric of the building regarding works of demolition, alteration or extension. iii) The impact of development works should be evaluated in terms of the individual building's significance, for both the exterior and interior fabric, as well as its setting, and will require both Planning Permission and Listed Building Consent.
Considerable heritage significance. *(Locally designated and/or recognised in the adopted Planning Policy – see above – or the Historic England assessment of the Northern Quarter and which retain authentic architectural features and/or character).*	i) This grading relates to those buildings within the designated Conservation Area that are either ***locally designated or recognised in MCC's planning policy as buildings of merit.*** These are buildings which survive from the original, mid-C19th development of the Northern Quarter, and remain in relatively unaltered and authentic external condition to make a substantially positive contribution to the character and appearance of the Smithfield Conservation Area. ii) Such local designations provide local policy emphasis on the desirability to protect the external fabric of the building, particularly with regard to works of demolition, substantial alteration or extension. iii) Development works should be evaluated in terms of the impact on the individual building's external significance,

	as well as the cumulative impact on the character and appearance of the conservation area as a whole. Such works may require Planning Permission. iv) Historic England's 2008 study of the "Manchester Northern Quarter" highlights a number of key buildings within the Smithfield Conservation Area. These are deemed to be positive features.
Some heritage significance. *(Buildings which are not recognised in local policy, and are non-designated, but largely retain authentic architectural features and character and/or were highlighted in Historic England's 2001 study or 2008 publication.*	i) This status is afforded to those buildings within the designated Smithfield Conservation Area that survive from the original, mid-C19th or later C19th development of the Northern Quarter and which remain in relatively unaltered external condition and appearance. These are buildings which make a minor but ***positive contribution to the character and appearance*** of the Smithfield Conservation Area. ii) Development works affecting individual buildings of some heritage significance should be evaluated in terms of the currently value and the cumulative impact on the character and appearance of the conservation area as a whole. iii) Historic England's 2001 study of the "Manchester Northern Quarter" includes a number of buildings within the Smithfield Conservation Area in its Gazetteer.
Low heritage significance. *(Buildings which are not recognised in local policy, are non-designated, and have compromised architectural features and eroded historical character).*	i) This grading relates to those buildings within the designated Conservation Area that have partially survived from the original, mid-C19th, or later C19th development of the area, but have been compromised by substantial alteration of their external architectural details, eroding their historic interest and appearance. Such buildings will make a *modest contribution to the character and appearance* of the Smithfield Conservation Area ii) The 'blanket coverage' of the Conservation Area designation provides local policy regard to the desirability to protect the external fabric of such buildings with regard to works of demolition, proportionate to their individual architectural contribution and the extent of erosion of significance. iii) Development works affecting individual buildings of low heritage significance should be evaluated in terms of the impact on the cumulative impact on the character and appearance of the conservation as a whole. It is assumed that development opportunities would be focused on such compromised, low significance buildings. Such works may require Planning Permission.

Negligible / No heritage significance. *(Buildings of no architectural or historic interest and which make no definable positive contribution to the character and appearance of the conservation area).*	i) This grading relates to both modern buildings of no historic or architectural interest and those buildings that despite having later C19th origins have been substantially altered and compromised, eroding their significance. Such buildings will make at best a negligible contribution to the character and appearance of the Smithfield Conservation Area ii) The 'blanket coverage' of the Smithfield Conservation Area designation only provides local policy regard to those buildings which make a positive contribution to the character and appearance of the designated area, proportionate to their particular heritage values. iii) Development works affecting individual buildings of negligible or no heritage significance should be evaluated in terms of the impact on the cumulative impact on the character and appearance of the conservation area as a whole. It is assumed that development opportunities would be focused on modern or substantially compromised buildings. Such works may require Planning Permission.
Detractors from the designated heritage asset (i.e the Smithfield Conservation Area). *(Buildings and/or vacant sites of no architectural or historic interest, which actively detract from the character and appearance of the conservation area).* ***This include the site of 48-50 Thomas Street which was demolished following serious structural issues.***	i) This grading relates to both modern buildings of no historic or architectural interest and vacant sites which actively compromise the tightly-grained streetscape in the Smithfield Conservation Area. These will be poorly designed buildings (e.g the Church Street Car-Park), neglected and heavily altered buildings, or cleared sites which compromise the character and appearance of the Smithfield Conservation Area ii) Development works or opportunities should focus on such 'detractors,' evaluated in terms of the cumulative impact on the character and appearance of the Smithfield conservation area as a whole. Such works may require Planning Permission.

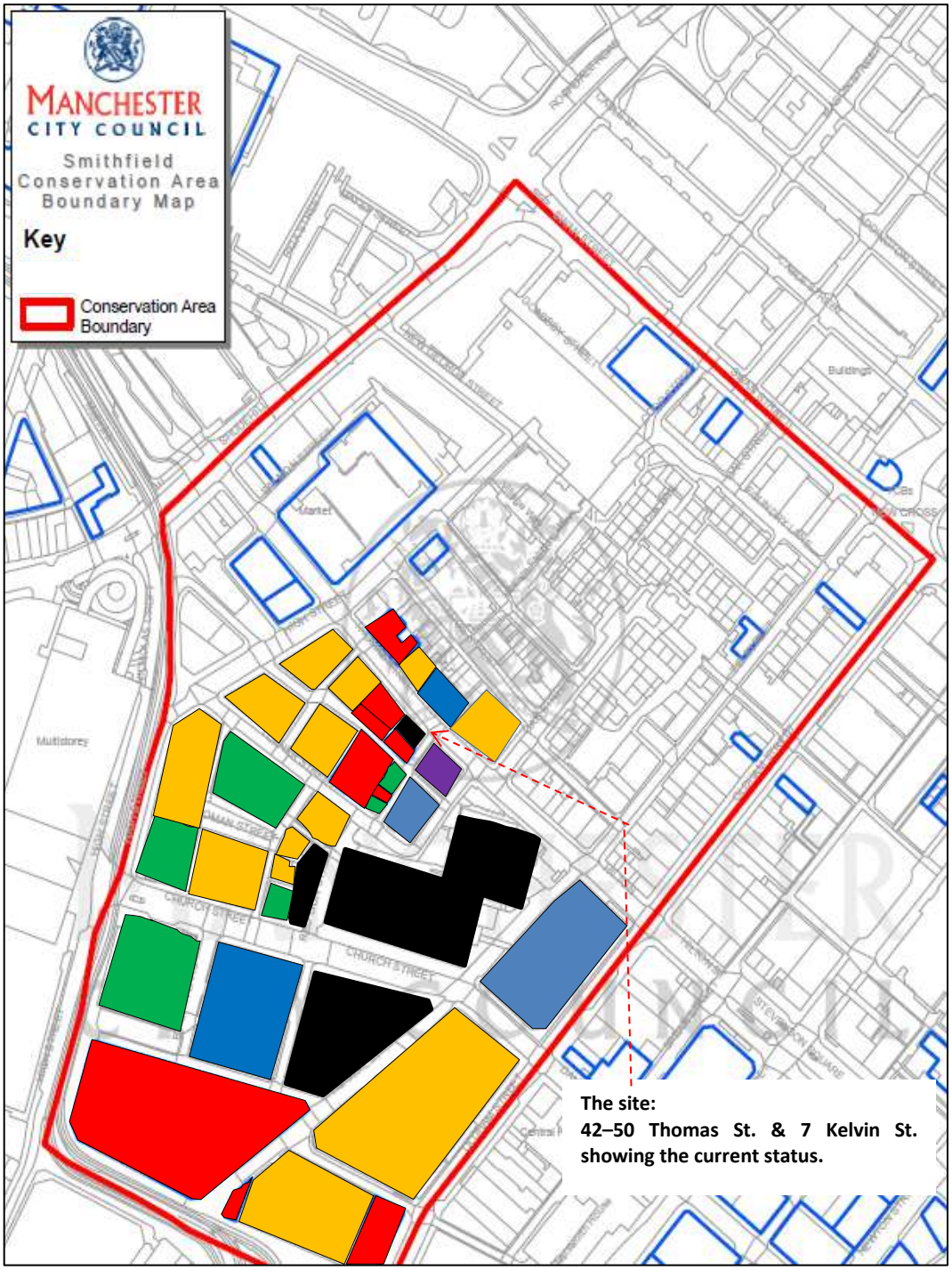


Figure 12.
The site is located within the heart of the Smithfield Conservation area *(refer to Table 2 above)*.

iii) As a property located within the Smithfield Conservation Area (and an altered remnant from the late-C18 and C19th development of the Northern Quarter) the terraced group is collectively a group of considerable *s*ignificance. This is because the terraced group retains some features of heritage value (essentially the street frontage) but has been subject to extensive internal and external alteration, as well as being partially in an advanced state of dilapidation.

iv) Therefore, the key planning consideration (in terms of the consideration of the impact on the conservation area's character and appearance) will be the **balance of demonstrable benefits resulting from the development.** In other words, the scale of *harm* must be substantially outweighed by the benefits achieved by the development. These heritage issues are discussed below in the impact section and the Planning Statement.

iii) The following paragraphs draw out the main points within MCC's Smithfield Conservation Area Appraisal that are relevant to the site in question and help explain its character and appearance, which is defined its, *"many surprises, for variety, rather than architectural uniformity is its predominant characteristic"* (Historic England – 2008)

iv) The published MCC Smithfield Conservation Area Appraisal is understood to date from February 1987 when the area was designated by the Council. Since that date the area has been subject to considerable redevelopment and change. The conservation area appraisal describes the predominant characteristics of the conservation area as broadly being divided in two main areas. It records that buildings to the south of Church Street, closest to the commercial heart of the city centre (particularly those along Oldham Street, Market Street and Church Street) tend to be larger and of later date that the rest of the area. In contrast, the area around Turner Street and Back Turner Street, retain some very small-scale properties dating from the Georgian period which have been *"subsequently converted or used for commercial purposes"*. The fabric of the area has considerably changed since 1987.



Fig 13. The character of the Smithfield Conservation Area is an eclectic mix of C18, C19, C20 & C21 buildings.

v) The conservation area appraisal continues *(See section on Improvement and enhancement)* to provide guidance on priorities for improvement and enhancement when considering proposals for development in the conservation area. It noted that the south-west part of the Conservation Area (south of Church Street) is broadly composed of large buildings, and consequently can accommodate new development designed on a substantial scale.

vi) In contrast, the remainder of the Conservation Area is composed of relatively small buildings of one to four storeys, giving a context for new proposals to be scaled proportionately to the character of the area. The relatively small scale of the older C18th buildings is especially noticeable around Turner Street, Back Turner Street and Thomas Street (location of the subject site). These streets contain some buildings which survive from those originally constructed on greenfield sites during the C18th speculative expansion of the city. These streets, and the buildings defining them, create a rich tapestry of spaces and built form located hard up to the back of pavement.

vii) The extent of change in the area was acknowledged at the time of designation (and within the subsequent Historic England study), so that the policy emphasis with reference to new development focuses on the need to secure, *"a mix of uses is appropriate with housing being especially welcome"*.

viii) The appraisal goes on to state that, "*it is important that the narrow-fronted character of older buildings is retained in any new development. This will ensure a vertical rhythm in the 'street wall' when viewed in perspective. The height, scale, colour, form, massing and materials of new buildings should relate to the existing high quality buildings and also complement their character*." It will be clear that August 2017 consented scheme accords with this Planning policy



Fig 14. Thomas Street is centrally located in the conservation area, with a diversity of architectural styles and scale.



Fig 15: 31 Thomas Street (SLHA - 2014)



Fig 16: 36, 38, 40 & 42 Back Turner Street (SLHA 2014)



Fig 17: 1 Kelvin Street (SLHA - 2014)



Fig 18: Adjacent to 30 & 35 Turner St. (SLHA - 2014)

ix) The rich character of the Smithfield Conservation Area is not only provided by the listed buildings (or designated heritage assets) but also by a number of un-listed buildings which may be considered to be of merit. As Manchester City Council has not published a 'Local List of buildings of Merit', the individual components of the area is simply read as contributors to the character of the wider designated area, rather than of defined individual merit.

x) Thus, buildings within the conservation area which make a positive contribution to the character and appearance of the Smithfield Conservation Area (as a defined entity) will be buildings which contribute architecturally to the character and townscape composition of the historic area and may be discussed in the Council's appraisal of the area. These will generally be buildings that survive in recognisable form from the late-C18th or C19th development of the Northern Quarter, and which remain in relatively unaltered external condition and appearance. These are buildings which make a relatively minor but positive contribution to the character and appearance of the Smithfield Conservation Area (see Table 2 above).

xi) Historic England's 2001 study of the *"**Manchester Northern Quarter**"* (published in 2008) also highlighted a number of *"**Key buildings**"* within the Smithfield Conservation Area (refer to Fig.24 below) which are deemed to fall into the category of positive features of the conservation area and thus non-designated heritage assets (as defined by the NPPF Planning Practice Guide). The positive contributors to the special architectural and historic interest of relevance to the subject site include 48 – 50 Thomas Street & 7 Kelvin Street (page 86 of the Historic England report).

xii) In contrast, the properties on Back Turner Street are identified in the *Manchester Northern Quarter* report (Fig. 6, Page 13) as examples of, ***"much altered**"* former weavers' houses. Consequently, while they are now designated as being of historic interest, their townscape contribution to the character of the Conservation Area is now evidently diminished. Hence, they were not identified as *Key Buildings Historic England's 2008 assessment of The Northern Quarter,*

xiii) As well as individual buildings providing a positive contribution to the character and appearance of the Smithfield Conservation Area, all buildings potentially provide a contribution to the *setting* of adjacent heritage assets. The particular contribution will be relative to the nature of the designated heritage asset (as discussed above – Table 1). Thus, the group of buildings at 42-50 Thomas Street and 7 Kelvin Street have varying levels of townscape 'group value' as the backcloth to the composition of adjacent designated heritage assets (i.e. those on Thomas Street, Kelvin Street and Back Turner Street). This hierarchy of significance has informed the proposed development.

4.4 Scale, Form, Massing and Materials.

i) As highlighted within the Smithfield Conservation Area Appraisal the designated area has distinct 'character areas' which differ in terms of the scale and form of the buildings. The buildings to the south of the conservation area, closest to the heart of the city centre, are larger in scale and later in date than the buildings within the central and northern parts of the conservation area. The area around Thomas Street, Turner Street and Back Turner Street in particular contains buildings which are predominantly 3 and 4-storeys in height, with the lower height tending to be reflected in the earlier buildings.

ii) The **consented scheme in August 2017 demonstrated that the proposed development meets the requirements of Planning Policy** with regard to the scale, mass, materials. Therefore, these issues are not extensively rehearsed in this report which focuses on the listed buildings.

iii) However, although the central portions of Thomas Street create a consistent elevational scale, there are variations to the heights of the buildings to either end of Thomas Street and to Back Turner Street itself. To Back Turner Street the building heights, vary dependent on the relationship of the ground floor to the pavement level, and the storey heights themselves. There is also later C20th development and more recent C21st development along Back Turner Street/Kelvin Street which have increased the overall scale of the built form. This variety in elevational scale adds to the interest along Back Turner Street, with the former weavers' workshops sitting comfortably adjacent to the large, later commercial buildings.

iv) Recent development shows how the variety in building heights can lead to creative redevelopment proposals, such as at Kelvin Street. Where the legibility of the narrow-fronted plot divisions are retained within the new development this particularly enhances the characteristics of this part of the conservation area.

v) The predominant material to the immediate context surrounding the site is red brick walling with slate pitched roofs. Some of the smaller-scale buildings on and around Thomas Street are finished in painted brick. New development to Turner Street / Kelvin Street / Back Turner Street has used panels of red brick to echo the proportions of the buildings along Back Turner Street with pale grey cladding to articulate the upper storeys and complementary panels of dark brick.

vi) The window proportions and the proportion of solid masonry to glazing within the elevations is a key characteristic of the buildings in the conservation area. The conservation area appraisal thus states that, despite the great variety in building materials used in Smithfield (including brick, terracotta, stone and stucco), *"brick with stone dressings predominates.* Consequently, the appraisal advises that such*, "solid traditional materials should be used in preference to large expanses of cladding, concrete and glass."* This guidance informed the August 2017 consented development.



Fig 19: View along Back Turner St from Kelvin St (2014).



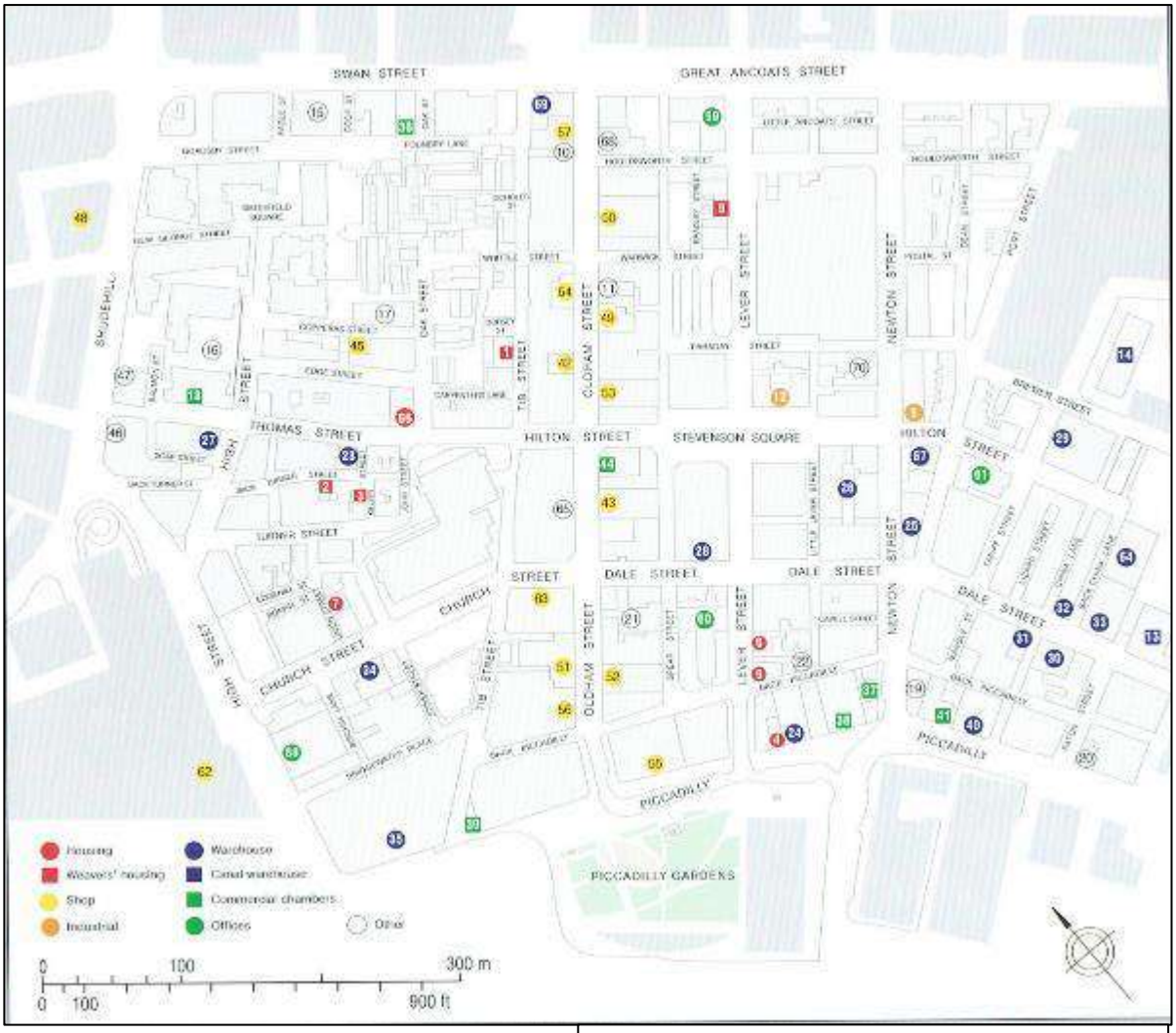
Fig 20: View along Thomas St, showing adjacent scale of blocks.



Fig 21: View along Back Turner St from John St.



Fig 22: View along Back Turner St from High St



Map of the Northern Quarter showing key buildings

1 47–53 Tib Street
2 36–38 Back Turner Street
3 1–5 Kelvin Street
4 47 Piccadilly
5 8 Lever Street
6 12–14 Lever Street
7 2 Union Street
8 39 Hilton Street
9 69–77 Lever Street
10 The City public house, Oldham Street
11 The Castle public houses, Oldham Street
12 Taylor's thread-winding mill, Stevenson Square
13 Dale Warehouse, Dale Street
14 Jackson's Warehouse, Tariff Street
15 Smithfield Market Hall, Swan Street
16 Wholesale Fish Market, High Street
17 Retail Fish Market, Oak Street
18 Market Buildings, Thomas Street
19 Adelphi Hotel, Piccadilly
20 Brunswick Hotel, Piccadilly
21 Methodist Central Hall, Oldham Street
22 Wellington Inn, Back Piccadilly
23 48–50 Thomas Street and 7 Kelvin Street
37 1–11 Newton Street
38 55–61 Piccadilly
39 1 Piccadilly
40 77–83 Piccadilly
41 69–75 Piccadilly
42 Henry Jacob, 87 Oldh
43 26 Oldham Street
44 28–40 Oldham Street
45 46–48 Copperas Stre
46 Lower Turk's Head pul Shudehill
47 Hare and Hounds pub
48 Stovells Buildings, Sh
49 60a Oldham street: 'L
50 76–80 Oldham Street
51 21–31 Oldham Street
52 6–12 Oldham Street
53 46–50 Oldham Street: 'Marks & Spencer'
54 101–103 Oldham Stre
55 19–21 Piccadilly: 'Wo
56 13–19 Oldham Street
57 135–141 Oldham Stre latterly the offices of T

Fig 23:

Map and extract of the Northern Quarter showing key buildings from "**Manchester's Northern Quarter**" by Historic England (formerly English Heritage).

This was based on Historic England's 2001 detailed survey and study of the area which included a gazetteer of all the buildings in the area, catalogued to describe their character and origins.

5. THE BUILDING GROUP

5.1 Introduction

i) The group of buildings located at **42-50 Thomas Street and 7 Kelvin Street** evolved over time and have been altered to meet changing needs both internally and externally. The building group is located in the speculatively developed Northern Quarter of Manchester, which was enclosed to the east by Lever Street, on the north by Great Ancoats Street and Swan Street, on the west by Shudehill, Nicholas Croft and High Street, and to the south by Market Street and Piccadilly. Map evidence indicates that the street pattern of this district has remained largely intact since the eighteenth century and is now included in the conservation area.

ii) Through a more detailed understanding of how the buildings originated and have evolved it is possible to provide a robust assessment of significance which will guide development potentials. This section, therefore, provides a commentary on the building typology with reference to the sources consulted and then provides a description of the buildings today to inform the assessment of significance. A number of sources have been consulted during this study to establish the nature of the origins of the built form, these are discussed below.



Fig 24. View west along Thomas Street at the time of listing (July 2018).

5.2 Building Typology

i) As outlined above, a number of studies have been undertaken into the development of the Northern Quarter and the workers housing that was part of the rapid expansion and industrialisation of Manchester. In response to the redevelopment that occurred in Manchester in the 1990's Historic England undertook a comprehensive assessment of the buildings in both the Northern Quarter and neighbouring Shudehill, published in 2001.

ii) The assessment involved a rapid external survey of all standing structures, supplemented by documentary research and resulted in a report in 2001 ***(The Shudehill and Northern Quarter of Manchester: 'An Outgrowth of Accident' and 'Built According to a Plan' Architectural Investigation Reports and Papers B/006/2001)***. These reports form the basis of a summary publication, ***"Manchester's Northern Quarter'*** published by Historic England in 2008. Research was also undertaken from the 1980s and 1990s by MRIAS, MEDREG and UMAU including a detailed study of early dwellings in a block formed by Turner Street, Kelvin Street, Back Turner Street and Brick Street.[6] Extracts from these studies and other key sources are considered above (Section 3) and below and have informed the significance assessment.

iii) Within the 2008 Historic England report the early development of the area is described and accords with that summarised to Section 3 of this report (above). Reference to the Casson & Berry map of circa 1750 establishes that High Street, Church Street and Turner Street were laid out first, followed soon after by Thomas Street and Edge Street. These streets, and the network of smaller streets associated with them, must have supported a considerable population, which prompted the construction of St Paul's Church, at the east end of Turner Street, (consecrated in 1765 - demolished).

iv) The Historic England publication (2008) *"Manchester's Northern Quarter"* provides the general overview of the evolution of the building group and the wider area. The report discusses the Northern Quarter as a whole from its origins and relates to the particular building group subject of the report. The detailed survey report dated 2001 on which it was based (see Reference 27 below) includes a gazetteer of the buildings in the Northern Quarter. Extracts from the gazetteer relevant to the proposed development site are summarised as follows:

- **7 Kelvin Street** (formerly Milk Street). Listed Grade II. Warehouse. Late-C19th.
  Three storeys high, built of red brick with slate roof. Three-bay wide gable end to Kelvin street includes recessed full-height hoist bay; five-bay elevation to Back Turner Street, fenestrated on lower floors only, includes blocked original doorway.

- **42-44 Thomas Street**. Houses. Late 18th century (pre 1793).
  Pair of three-storey high, single-fronted houses of red brick. Modern ground-floor shopfronts, wide first and second-floor windows above set slightly off-centre. To rear, facing Back Turner Street, is once separate house or houses of late 18th or early 19th century date, of brick, three bays wide, three-storeys high over cellars.

- **46 Thomas Street.** House. Late 18th century (pre 1793).
  Single-fronted house, three storeys high over cellars, built of brick. Modern ground-floor shopfront, off-centre window above. To rear, facing Back Turner Street, is once separate early 19th-century single-fronted house of brick, three storeys high over cellars.

- **48-50 Thomas Street.** Houses. Late 18th century (pre 1793). Remodelled early-C20th Pair of single-fronted houses, three storeys high over cellars with basement air raid shelter c1939. Side elevation to Kelvin Street retains some original brickwork on ground floor but rest of building rebuilt in early 20th century. Modern ground-floor shopfronts to

[6] '*From Farmer to Factory Owner*' Archaeology North West Vol 6 (issue 16 for 2001-3)

Thomas Street with windows above, those on second floor long workshop windows. Brick-lined air raid shelter beneath, with entrances from Thomas Street and Back Turner Street, likely to replace original cellar.

v) The development of such workshop dwellings within Manchester is discussed in the *Pevsner Architectural Guide: Manchester* by Clare Hartwell. The section on workshop dwellings which discusses the typical late C18th and early C19th city-centre housing in Manchester, which often included buildings designed to incorporate cellars and attic workshops. It is noted that similar buildings in this typology are found across the Northwest, with variations ranging from Macclesfield, Cheshire (where the workshops were used for weaving silk) to the early C18 Pennine stone cottages with rows of upper weavers' windows.

vi) Hartwell notes that the weavers' cottages were in Manchester were of brick, double pile, usually of one bay and three storeys, occasionally embellished with a stone door-case. The cellar could be used as a dwelling or a workshop (or both) with separate accommodation above might also be used as a shop or beer house. The attic space often had had long ranges of windows to light workshops for textile preparation or finishing processed such as handloom weaving and fustian cutting. Information on exactly how they were used and occupied before the 1801 census is sparse, but they were probably erected by speculators for skilled workers or artisans on good incomes.

vii) Historic England's documentary research (and the evidence of the surviving buildings) has shown the weavers' houses were often erected in ones and twos, with incremental growth as demand grew (or development finance became available). Hartwell notes in the Pevsner Architectural Guide that where they survive such buildings are *"usually greatly altered"* but some good examples survive across central Manchester (as indicated by their inclusion on the Statutory List).

viii) Thomas Street is considered in the Pevsner Architectural Guide, noting that the development of this area was established by the middle of the C18, as part of a maze of streets which reflects the essentials of the layout shown on Green's 1794 map (see **Figure .5** above). The character and fabric of Thomas Street and the development site is recorded in the review of the area, focusing on the most significant components of the group commenting that:

"*Thomas Street runs NW, but there is not much to see until Nos. 48-50, SW side is reached. It has long ranges of upper workshop windows and a warehouse extension with its loading bay at the rear on Kelvin Street."*

ix) The condition, form and extent of workers' housing in Manchester was also considered the report In '*Living in the Industrial City' by* Dr Michael Nevell (see reference 31 below). He noted that the extent of change meant that few physical remains of workers' housing from the late-C18th and C19th were recognised within the city until initial survey work during the 1980's and 1990's (as subsequently published in the 2001 Historic England Study). His commentary notes that workshop dwellings were characteristic of the early textile industrial processes as it relied heavily on hand-manufacturing processes. Nevell notes that the workshops within the city were typically three-storeys high above a cellar and usually one room or one bay deep, recording the examples at 1 – 5 Kelvin Street. The speculative development of the Northern Quarter included

accommodation for handloom weavers' as they earned higher pay than cotton spinners and so became an attractive proposition for the eighteenth-century property developers.

x) The largest concentration of weavers' cottages in the C18th lay in the area, then known as the St Paul's district. This part of the Northern Quarter area was one of 14 special constable districts that had developed by 1800 to administer the (then) town of Manchester which had trebled in size during the eighteenth century. The houses and commercial premises of this district were built on land originally owned by the Lever family which was progressively sold during the eighteenth century to speculative house builders and textile merchants. The cartographic evidence outlined above (section 3) demonstrates from the C18teenth century shows that this area went from open fields to being almost completely built upon by housing in less than 60 years.

xi) The 1800 directory for Manchester indicates that by then the character of the St Paul's district was of a mixed working-class residential, commercial, and manufacturing area. Of the 114 people listed as resident in the St Paul's district, the largest single grouping was textile workers and manufacturers. The weavers' cottages of the St Paul's District in the Northern Quarter were mostly built between c1740 and 1800, either in pairs or runs of three, four or five terraces.

xii) The actual number of surviving late-C18th workshop dwellings has been a matter for some debate, not least as the extent of alterations makes it difficult to determine the actual use of the properties. However, as simple list of the numbers of such properties in the 2001 gazetteer shows that there are some 91 properties which then met the criteria. There may have been some loss since then Historic England states in the revised listing for 42-46 Thomas Street that within the city, "***examples of this type of dwelling are now thought to total up to 60***". Given the extent of change in Manchester since the late-C18th this is a significant number and together with the fact that the building type is widely recorded across Greater Manchester (and indeed the country) rather disproves the argument for their 'rarity'. The numbers of the less authentically surviving premises may be reduced since 2001 but this does not justify designation as apparent 'exemplars' of the type.

xiii) The archaeological studies of the area in the 1980s and 90s revealed how these dwellings came into existence and developed historically. In particular, six sets of vernacular workshops were studied in detail within the small urban block formed by Turner Street, Kelvin Street (formerly Milk Street), Back Turner Street and Brick Street. The properties are considered to be the best surviving examples of the typology and were developed from land owned by the Lever family, divided into 17 plots c 1750.

xiv) The rapid expansion of the area up to 1800 reveals that these streets within the Northern Quarter contained a variety of occupations and different uses. Turner Street was dominated by the houses of manufacturers who had their business elsewhere, whilst the properties on Kelvin Street and Back Turner Street were occupied by craftsmen or tradesmen who lived and worked in the same buildings.

xv) The building typology was studied in detail in 1997 when Nos 1-5 Kelvin Street was subject to a detailed archaeological survey. This recorded that these three relatively modest properties (now redeveloped into offices) were built by fustian manufacturers Richard & Mary

Manchester, in 1772-73, and operated as a single working unit, with the top-floor workshops all linked. Internally, the ground and first floors of each property acted as the domestic areas, each floor being heated and perhaps divided by a wooden screen and provided a total living area of 50m². Below was a cellar accessed only from the individual property, but each third-floor attic room was connected to the others, providing three linked workspaces and a taking-in door at the rear of the northern-most attic room. On the ground floor, a covered passageway between the southern and middle properties led to the rear enclosed courtyard and the area below the rear taking-in door.

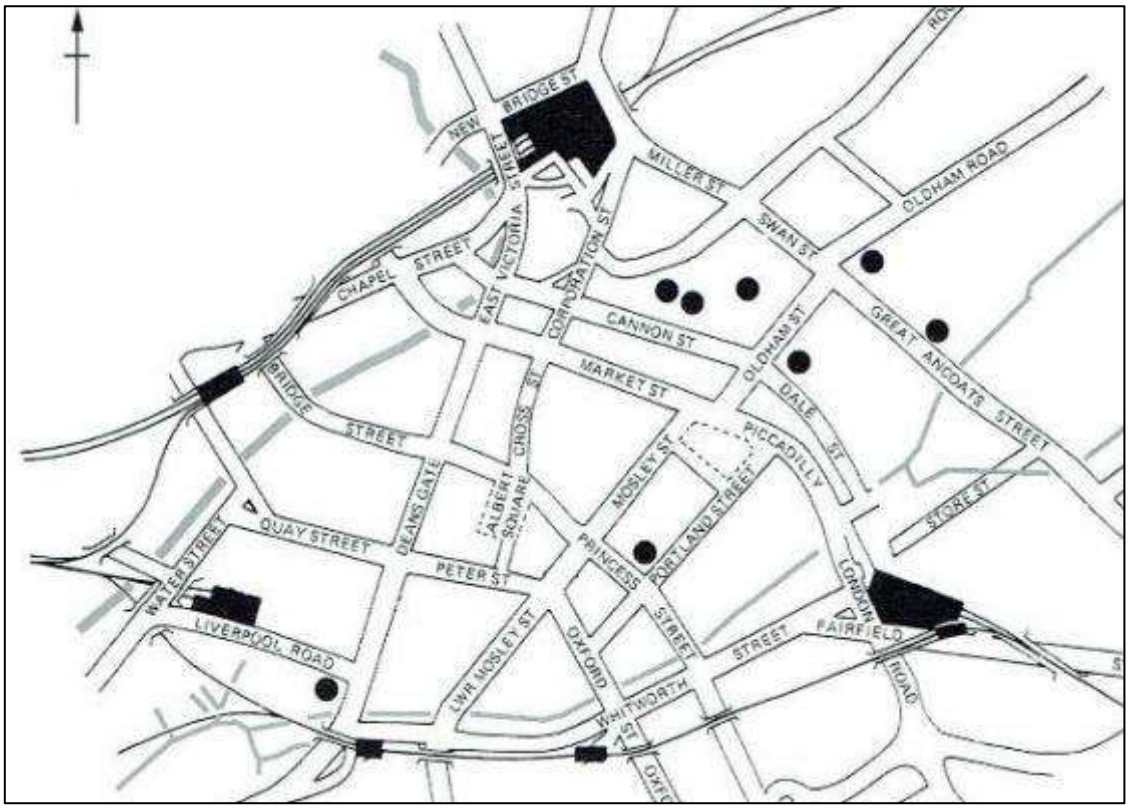


Fig 27: Main areas of workshop dwellings in the city centre.

xvi) The scale and floor area of these workshop premises in Manchester city centre was comparable to the rural vernacular workshops being built around the city during the C18th and C19th. Nevell notes how these early dwellings evolved and adapted to the increasing population in Manchester as craft-works such as hand-weaving declined. The result was the redevelopment of the buildings or the subdivision of the attic and cellar spaces, as well as the existing ground and first floor living space, to be rented as rented as separate units. The result was often extensive internal and external alterations of the surviving buildings, resulting in blocked entrances, newly connected attic weaving spaces, the blocking of the rear taking-in door, and the division of each floor into multiple spaces. The result of the adaptations results in considerable loss of original fabric and obscuring the origins and detailing of the buildings. The building group in question conforms to this broad characteristic as it has been considerably altered over the years, as discussed below.

xvii) It should be acknowledged that Historic England has undertaken extensive studies and documented the development of the Northern Quarter, since the late 1990s. These studies

were informed by research recorded by as dating back to the 1980s, firstly by the **Manchester Early Dwellings Research Group** and the **Manchester Region Industrial Archaeology Society** and later by the University of Manchester. As confirmed by Dr.Nevell in *'Manchester The Hidden History (2008)'* these 1980s/1990s studies revealed that*, "**large numbers of eighteenth-century vernacular workshops**, or as they are known locally, workshop dwellings, survive within the city centre".*

xviii) The conclusions of the 1980s/90s studies were confirmed by English Heritage/Historic England in its 2001 review '*The Shudehill and Northern Quarter of Manchester' and its 2008 publication on Manchester's Northern Quarter (see references below)* and questions the now claimed rarity of the much-altered group at 42-46 Thomas Street.

xix) The Historic England 'Listing Advice Report' refers to generic studies of the development of workers' housing in the city by acknowledged local expert Dr.Nevell ("*Manchester. The Hidden History"*) and less obviously a very broad 2004 publication of, *"The small House in Eighteenth Century London"* by P. Guillery. The latter emphasises that "*Manchester was different*" from London by retaining a focus on domestic and un-mechanised textile production until the end of the eighteenth century, contributing to the cramped and squalid living conditions reported in the city. Guillery's study makes only passing comment to the site but does make the statement that, similar to Lonodn, Manchester's stock of l*ate-eighteenth three-storey houses has been depleted as a result if change.* Given the extent of transformative change in both cities since the late-C18th this is perhaps not surprising.

5.3 42-50 Thomas Street & 7 Kelvin Street: Morphology

i) By drawing on the research that has been undertaken to date on workshop dwellings in the Northern Quarter and considering this alongside the analysis of historic maps and visual surveys it is possible to provide an outline analysis of how this group of buildings evolved.

ii) Detailed inspections of the interiors and comparison with the studies undertaken by others it is evident that the main buildings fronting Thomas Street to Nos. 42-50 were probably workshop dwellings which were included on the Green map of 1794. The distinctive low, wide windows are still evident to the Thomas Street elevation of Nos. 48 and 50 and the second floor spaces of these buildings contain open lofts which appear to have been interconnected. The second floor windows to Nos 42 and 44 are similar in proportions to those at 1-5 Kelvin Street (refer to Fig. 23). Some of the second floor rooms of the group have the loft windows to the courtyard elevation as well as the Thomas Street elevation. It is clear that Nos 42 and 44 were built as a a pair and No 46 as a single unit, with Nos 48 and 50 built together as a pair of workshop dwelling. Only the latter had the distinctive banded, low-wide windows.

iii) In addition, the investigations to date provide evidence to suggest that the much-altered 3-storey buildings to Back Turner Street (to the rear of Nos 42, 44 and 46 Thomas Street) were built as separate dwellings that were not originally connected to the properties on Thomas Street and also pre-date the Green map of 1794. These buildings also have some evidence of the low, wide loft windows at second floor to both the Back Turner Street elevation and the courtyard elevations although most have been completely or partially blocked up. Evidence for a possible doorway to the passageway location exists although also now blocked up. The rear buildings have much smaller footprints and as such the second floor rooms are restricted in head height. They are a rare survival of the small scale workers housing that existed along Back Turner Street but arguably their retention and continuing use has only been possible through their connection with the main Thomas Street buildings and they have been considerably altered by first conversion to an Umbrella factory and later by opening out to connect into 42-46 Thomas Street.

iv) The Grade II listed warehouse building to the corner of Kelvin Street and Back Turner Street is a **rare example** of an early small-scale warehouse and was listed in 1994 for this reason. The extent to which these buildings were interconnected on initial construction of the warehouse on the corner plot is unclear. The 1891 map and the Goad map provide some indication, but it is apparent from visual inspection today that numerous phases of interior alterations have taken place including relocation of stairs and additional extensions or adaptation to rear extensions to interconnect the buildings.

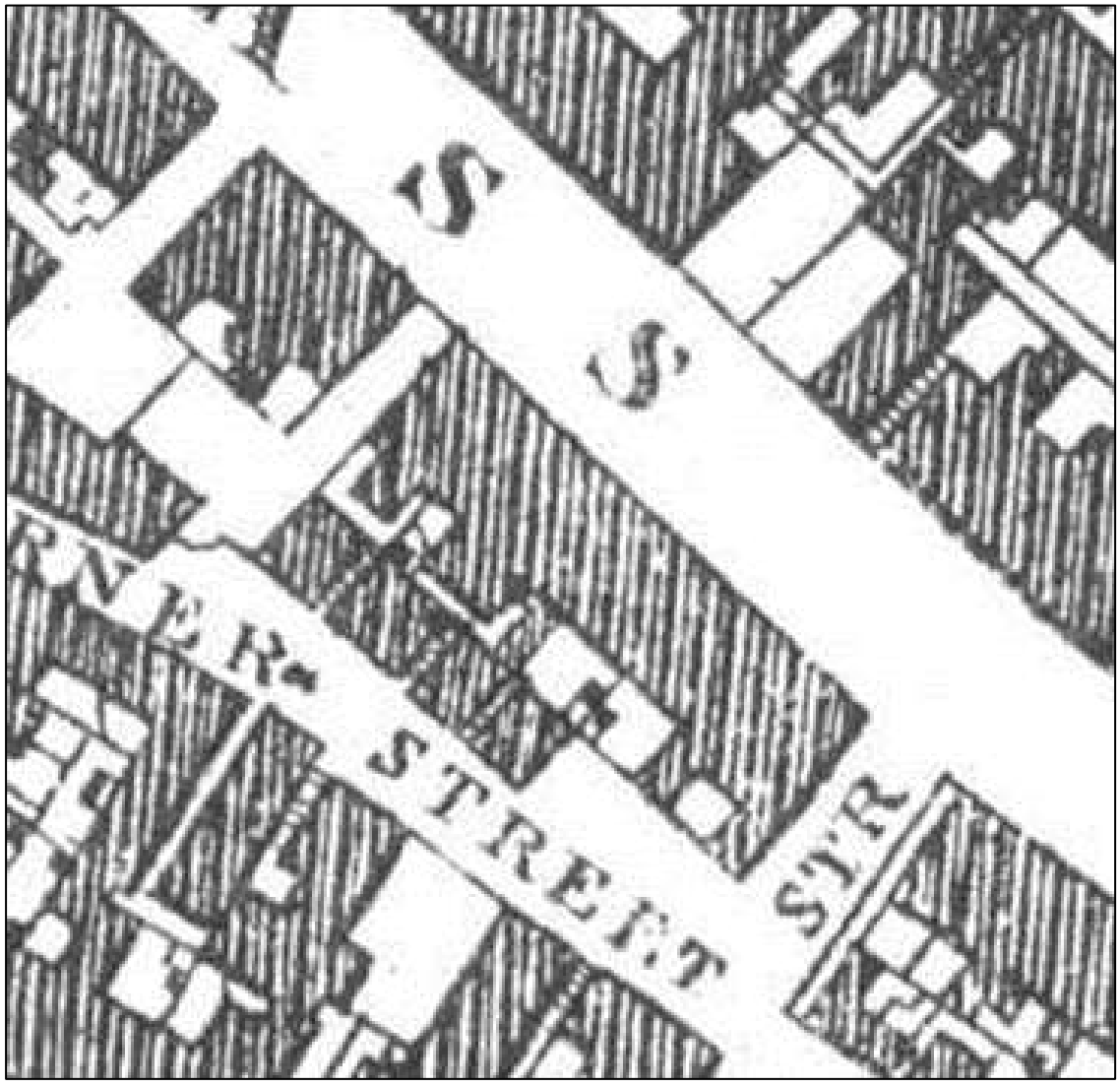
v) The ground floor areas have also seen numerous phases of alterations. It is likely that the original form of the workers housing was comparable to that of 1-5 Kelvin Street which provided living accommodation on the ground floor. The shopfronts were installed in the early C20th and subsequently altered. The main ground floor areas to No. 42-46 have been opened up to provide a modern shop-floor running though to back Turner Street, although sections of the party walls remain, and the stairs are possibly to their original locations.

vi) The basement areas, particularly to Nos 46 and 48 and part of 44 have been considerably altered to provide an air raid shelter circa 1939, with few areas of significant early fabric remaining.

vii) The following summarises the above analysis and includes the relevant mapping to show the morphology of the street.

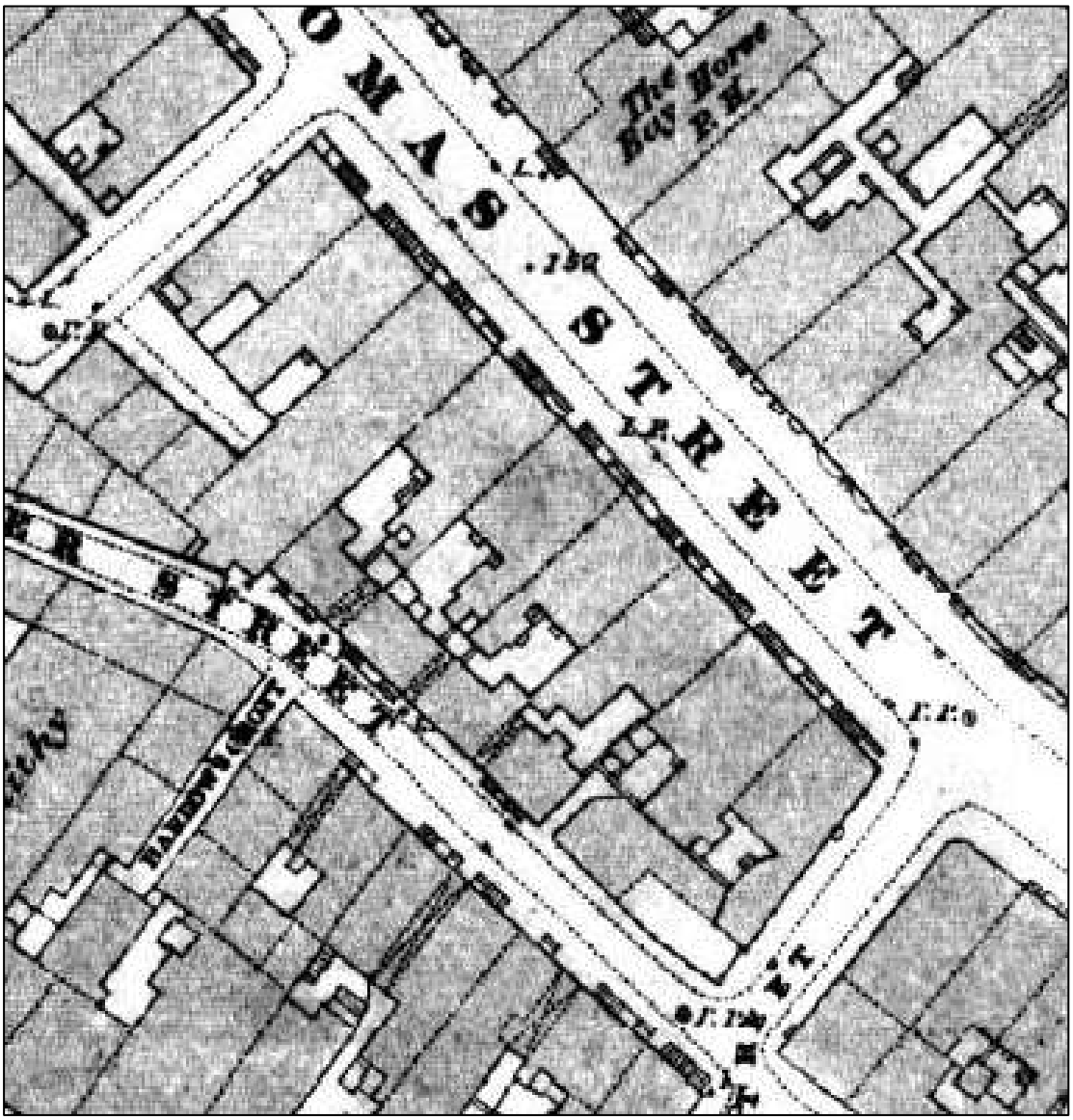
viii) **Phase 1: pre 1794**

It is evident from Green's 1794 map that the principal workshop dwellings Nos. 42-50 Thomas Street were extant by 1794 and that separate workshop dwellings were also extant to the rear of Nos. 42, 44 and 46 Thomas Street off Back Turner Street. Green's map appears to show passageways between the workshop dwellings to Back Turner Street. This accords with the gazetteer descriptions within the EH rapid survey.



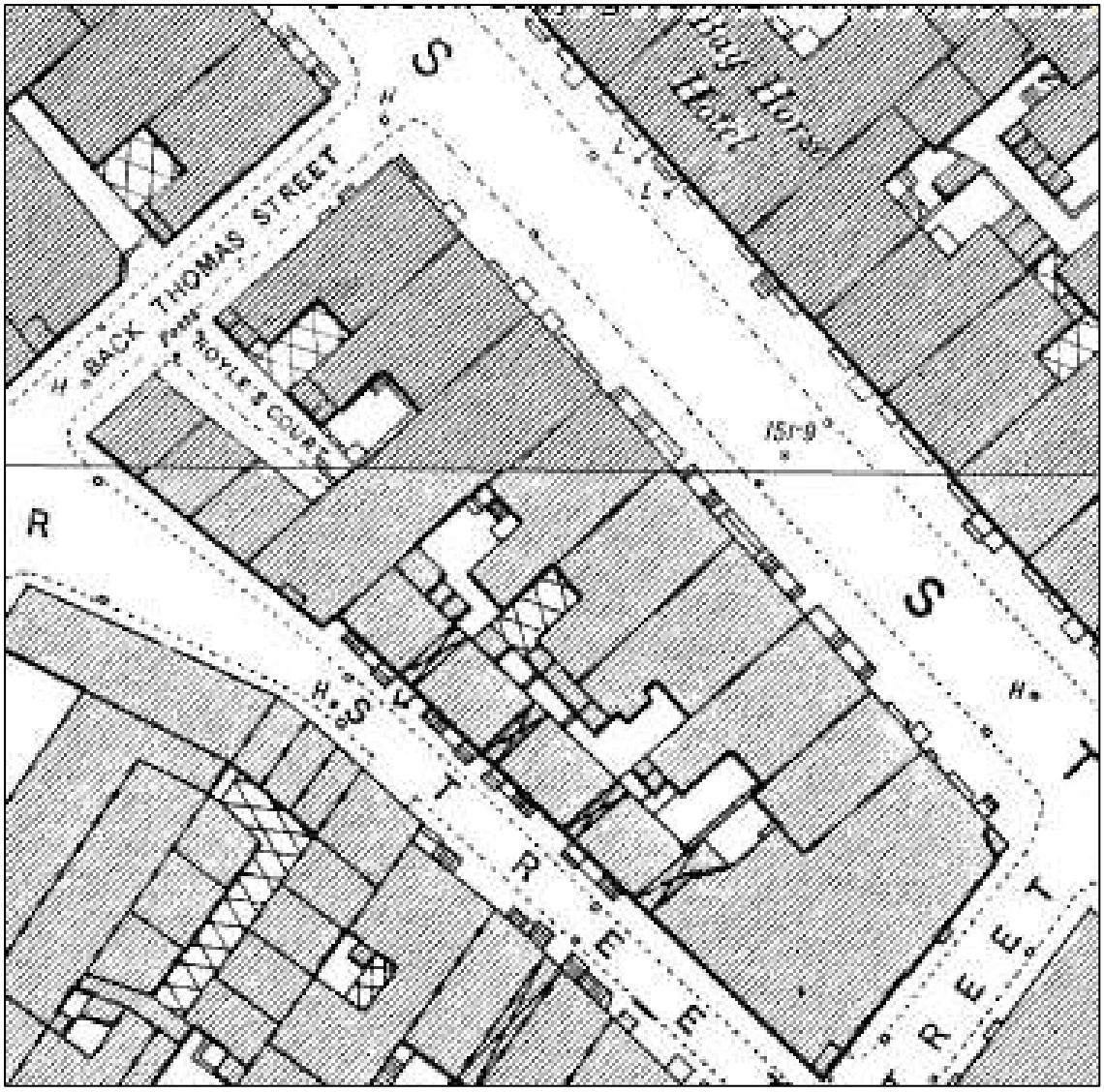
xx) **Phase 2: circa 1849**

By this time further extensions had been made to the rear of Nos. 48 & 50 Thomas Street but the final form of the block with the small warehouse to Kelvin Street is not yet constructed.



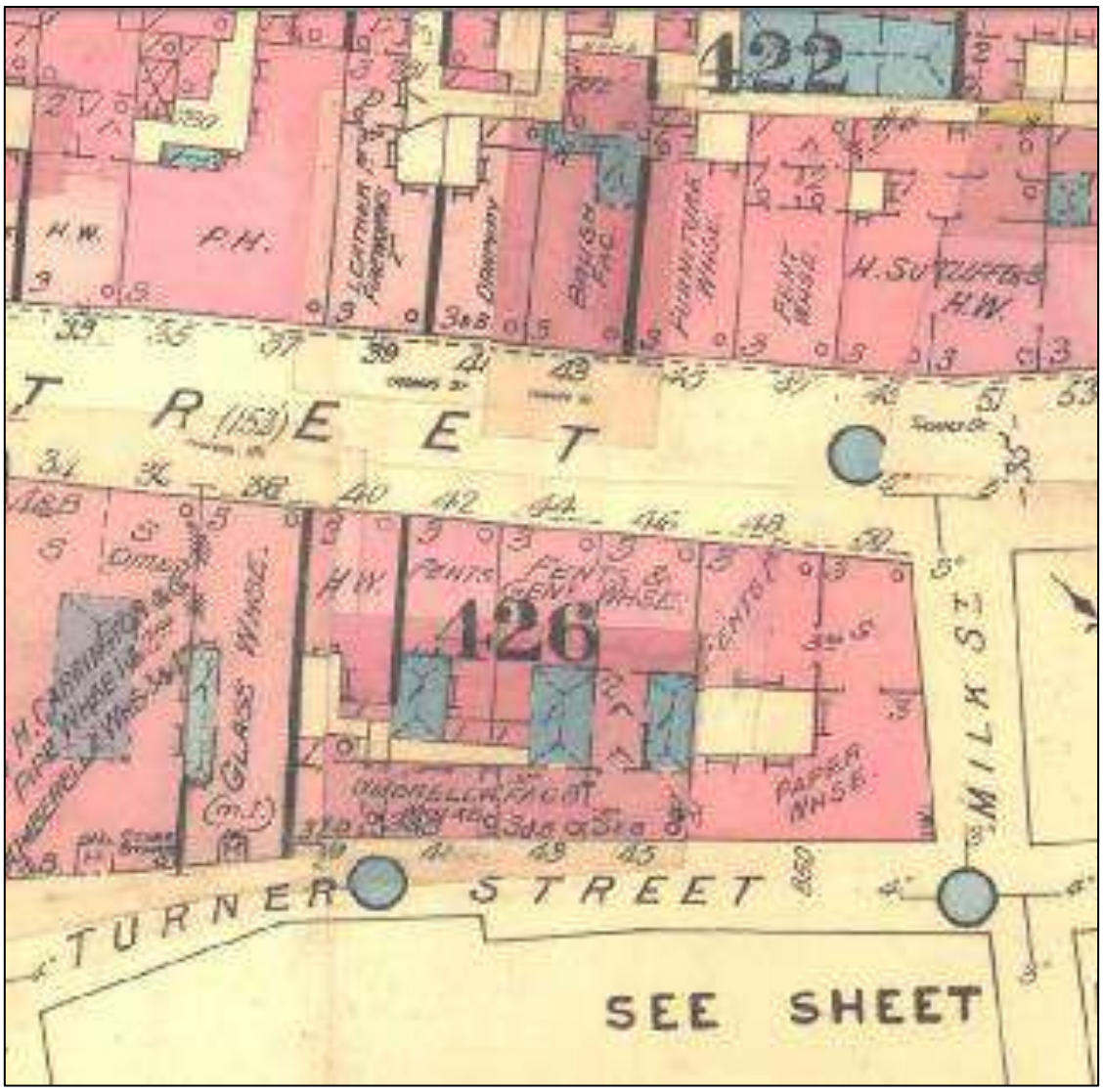
xxi) **Phase 3: circa 1891**

By the late C19th the final form of the block is complete with the addition of the small warehouse to 7 Kelvin Street which also appears to have encompassed No. 50 Thomas Street. Following this point alterations and adaptations made principally affected the internal layout and the courtyard areas.



xxii) **Phase 4: post 1891**

The Goad Map of this area appears to show No. 46 Thomas Street now connected to the rear plot off Back Turner Street. It also shows covered courtyard areas to No. 46, 44 and 42 Thomas Street. Further incremental alterations have been made into the 19th and 20th centuries which have led to the interconnection of Nos. 48 and 50 and the interconnection of Nos. 42, 44 and 46. Determining when the alterations were made is difficult to discern. The resulting existing layout is described to the following sections.



5.4 Assessing significance

i) Criteria have been established to help appraise the significance of historic buildings and define their heritage values. These are derived from the statutory criteria, as set out in the *'Principles of Selection for Listing Buildings*', DCMS, 2010, which provides a list of principles based on architectural and historic interest, age and rarity, aesthetic merits, selectivity and national interest.

ii) The assessment of significance accords with the requirements of the NPPF and uses Historic England's methodology outlined in its 2019 document, *"Statements of Heritage Significance".* Historic England's *"Conservation Principles. Policies and Guidance"* 2008 has also been acknowledged as part of the following assessment.

iii) Consequently, the significance of an identified heritage asset is determined by an analysis of the relevant aspects of the following:

Archaeological interest There will be archaeological interest in a heritage asset if it holds, or potentially holds, evidence of past human activity worthy of expert investigation at some point.
Architectural and artistic interest These are interests in the design and general aesthetics of a place. They can arise from conscious design or fortuitously from the way the heritage asset has evolved. More specifically, architectural interest is an interest in the art or science of the design, construction, craftsmanship and decoration of buildings and structures of all types. Artistic interest is an interest in other human creative skills, like sculpture**.**
Historic Interest An interest in past lives and events (including pre-historic). Heritage assets can illustrate or be associated with them. Heritage assets with historic interest not only provide a material record of our nation's history but can also provide meaning for communities derived from their collective experience of a place and can symbolise wider values such as faith and cultural identity.

iv) The above issues are discussed below, which provides a photographic record and a summary of the findings of the site survey. Please refer the separate **Level 3 Historic Building Record**, by SLHA, April 2021, which provides a detailed record of the site and further advances the understanding of the heritage assets.

v) Reference should also be made to the updated Structural Condition Survey, dated 20 January 2020, which provides a current assessment of the building group from a structural stability perspective. The currently very poor condition of the building group relates to the extensive series of alterations made to the former dwellings during their collective use for retail/commercial business purposes since the C19th.

5.5 Exterior 48 & 50 Thomas Street - 2014 and 2016 (included for reference only)

i) 48 and 50 Thomas Street were **demolished in 2017** by the previous owners as a dangerous building. The pair were read as the more authentically surviving workshop houses at top-floor level but had been extensively altered. The pair were recognised in the Historic England 2001 and 2008 reports as the key buildings in this part of the terrace. The upper-floors were remodelled in the early-C20th and with extensive alterations to include an internal air raid shelter at basement. Side elevation to Kelvin Street retained some original brickwork but the rest of the building was rebuilt in the early C20th. Modern shopfront to Thomas Street.

ii) This part of the site is a major detractor from the streetscape and the condition of the site also threatens the adjoining grade-II listed former warehouse at 7 Kelvin Street.



The existing state of 48 and 50 Thomas Street following its demolition. A major detractor from the streetscape and conservation area.

5.6 Exterior of No. 7 Kelvin Street

i) Listed grade- II in 1994 as a *"little-altered example of early small-scale warehouse"*, although the interior was not inspected. The building dates from the late-C19th and is of **high heritage significance.** Nationally designated and retains authentic architectural features and character. The collapse of 48-50 Thomas Street and the subsequent stalling of the August 2017 consented development has left the building in a vulnerable and deteriorating state.

ii) Three storeys high, built of red brick with slate roof. Three-bay wide gable end to Kelvin street includes recessed full-height hoist bay; five-bay elevation to Back Turner Street, fenestrated on lower floors only, includes blocked original doorway.



Above views in 2018. Below views of the building in 2017













Street views 7 kelvin Street 2017, showing the extent of deterioration and the need for the current structural support.

5.7 Exterior of No. 42-46 Thomas Street

i) This building-group was grade-II listed in July 2018, eleven months after Planning permission had been granted for its demolition. It is a component of the Conservation Area but was not identified in the Historic England 2008 Northern Quarter report.

ii) The July 2018 listing was designated despite Historic England acknowledging that this building group had been subject to, *"extensive alteration ….and that most of it had been harmful, in particular internally"*. The building group is vulnerable and deteriorating from lack of use and vandalism.

iii) The July 2018 listing describes the exterior (north-east) elevation of 42-46 Thomas Street as being of, *"three storeys above the pavement, with one window to each floor. The ground floor has a continuous shop front with roller shutters and fascia. Timber stall-risers conceal cellar windows. Above the shop front the walling is laid in Flemish bond*, with a straight vertical joint between number 46 (at the left) and number 44. Number 46 has taller windows in unaltered openings with stone sills, and a splayed rubbed brick lintel at first floor. Numbers 44 and 42 each have a wide, segmental-arched window at first floor, with a stone sill to 44 and infill brickwork to 42. At second floor each has a wide three-light window with stone sill. To number 44 this is in an unaltered opening, but at number 42 the brick-header lintel continues to the left to the equivalent of five lights' width.









Street views 42-46 Thomas Street 2019, showing the altered frontage and the exposed gable to 46 Thomas Street

iv) The altered premises were built in two phases. 42-44 as a pair and then 46 Thomas Street. The evidence of occupation indicates that these were the homes of retailers and craftsmen by the early-C19th. The entire building group had been converted to shop and offices by the late-C19th, resulting in further alterations to the rear and with a with modern shopfront extending across the frontage and internally to the adjoining properties into the Back Turner Street premises.

v) The below images are of the elevations taken in 2016 when the premises were still in use as a retail unit.



Street views 42-46 Thomas Street 2016, showing the then operating shop front.

5.8 Interior views 2019 - 42—46 Thomas Street & 7 Kelvin Street

i) There has been considerable change since the site was first surveyed in 2016, as the building was vacated by the then owners and occupiers following the granting of Planning and listed Building Consent in August 2017. The immediately following views were taken in Oct 2019 and included in the following table are the views of the interior that were included in the previous Heritage Statement which informed the August 2017 consent for comparison. The extent of deterioration will be evident.

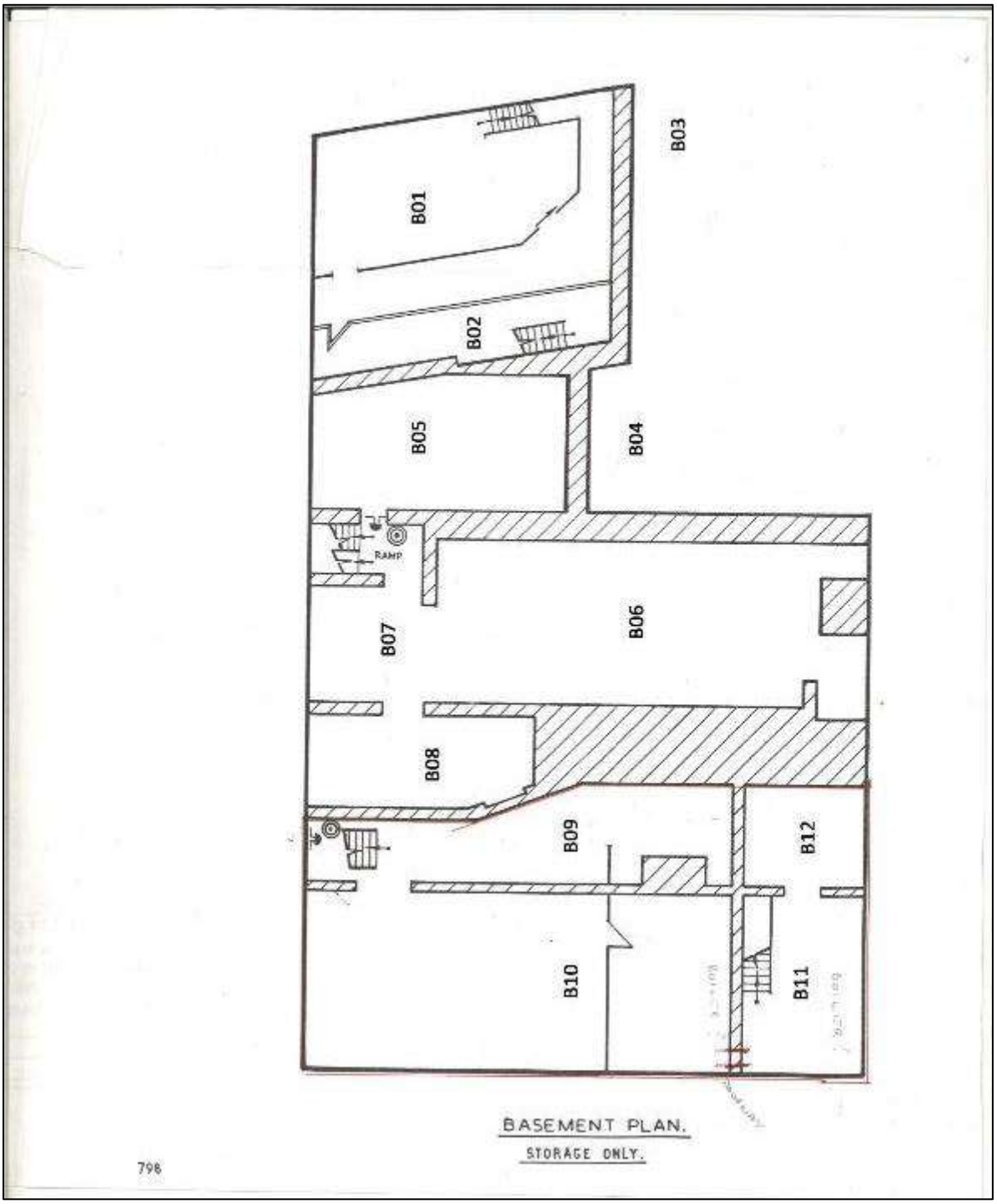


View looking from space G08 (see plan below) and 46 Thomas Street back towards the front of the shop and its entrance in the centre of 44 Thomas Street (Oct 2019).



View looking from space G08 (see ground floor sketch plan below) within 41 Back Turner Street towards the shop entrance and the 42 Thomas Street across the shop unit towards Thomas Street (Oct.2019).

5.9 Interior rooms basement.



Rooms B01 and B02 (50 Thomas Street)

Basement / cellar rooms beneath No. 50 Thomas Street previously used for shop display now redundant.

Wall linings and floor boxings for display purposes are concealing the original fabric.

Rooms B03 and B04 (7 Kelvin Street)

Basement / cellar rooms beneath No. 7 Kelvin Street. Room B03 is of brick vault form. No access to B04 currently as air handling plant obstructs access.

Room B05 (48 Thomas Street)

Rooms B05, B06, B07, B08, B09 and B10 are all currently accessed from a protruding access door onto Thomas Street and are currently used for storage. Rooms B05, B06, B07 and B08 are thought to have been used as an air raid shelter.

Evidence to support this includes the following; the floor has been excavated to increase the head height (particularly evident to B06 where the cast iron column bases have been underpinned with additional concrete bases) and a concrete slab installed, additional steel structure has been inserted with metal shuttering to a concrete slab above at ground floor level.. The walls appear to have been lined with additional masonry.

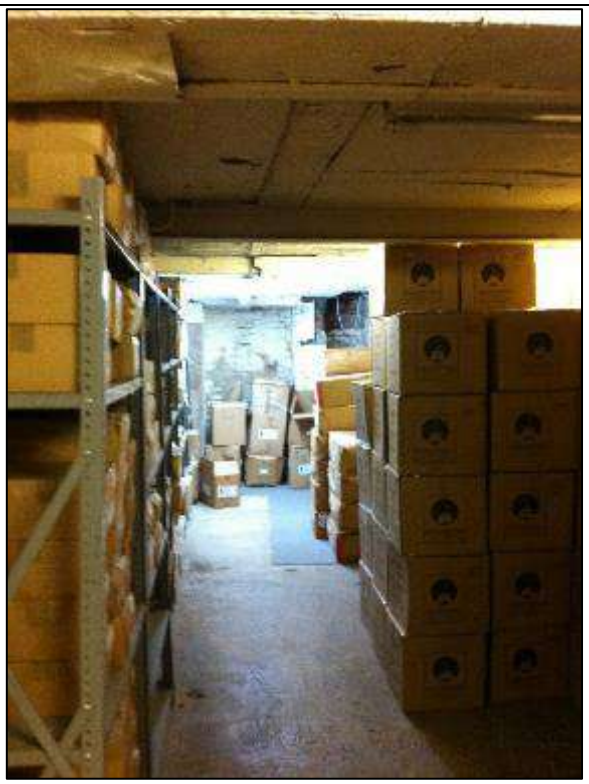
Sections of the earlier floor structure including timber beams are retained in places.

Note there is currently no access between B05 and B04 and the basement areas do not appear to extend the full plot depth to No. 48 Thomas Street although further investigation would be needed to confirm this.



Room B06 (46 Thomas Street) Room B06 extends to the full depth of the plot. At the rear onto Back Turner Street there is a protruding masonry section that appears to have formed a secondary emergency exit from the basement. There are 2no. cast iron columns within this area with the bases 'built-up' in concrete.	
Room B07 (46 Thomas Street) Room B07 contains the street level access and an additional small storage area.	

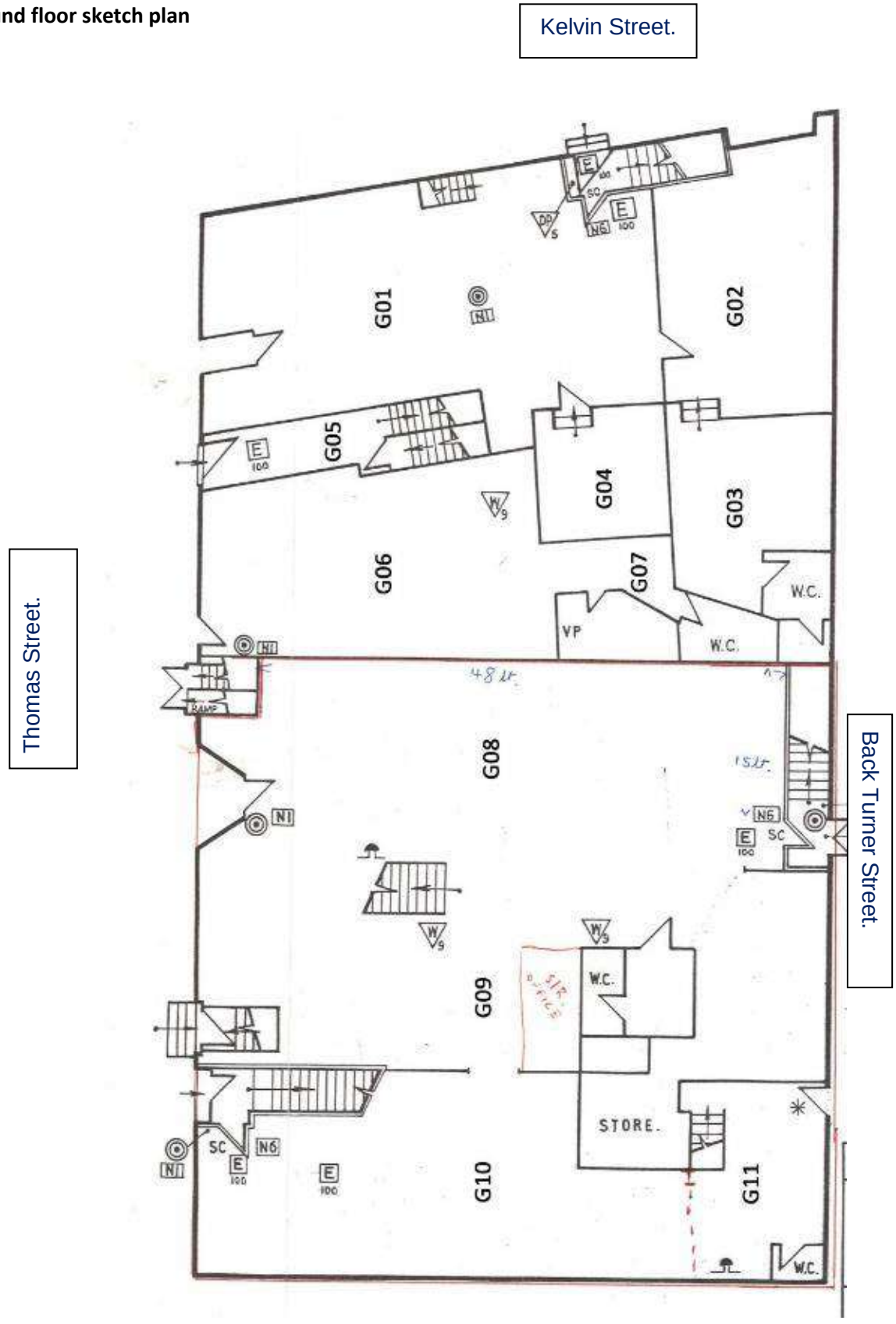
Room B08 (44 Thomas Street) Room B08 contains a smaller storage area and does not appear to extent the full depth of the plot (more accurate survey information is required for this area). A doorway has been cut through the brickwork to connect with B09.	
Room B09 (44 Thomas Street) Room B09 is up 2 steps from B08. This does not appear to have been part of the air raid shelter as the earlier lath and plaster ceiling remains. B09 itself does not run the full depth of the plot although there is a basement area behind (B12). The cross wall between B09 and B12 may be an indication of the original plot separation. There is a door providing street level access from B09, albeit restricted in head height.	

Room B10 (42 Thomas Street) As the adjacent B09, room B10 itself does not run the full depth of the plot although there is a basement area behind (B11). The cross wall between B10 and B11 may be an indication of the original plot separation. There appears to be a blocked off door providing street level access from B10 and a cellar window that is concealed behind external cladding. There also appears to be a blocked up doorway that would provide access to the adjacent cellar of No. 40 Thomas Street.	 
Room B11 (42 Thomas Street) and **Room B12** (44 Thomas Street)	

Basement rooms B11 and B12 are currently accessed from the rear of No. 43 Thomas Street at ground floor. Room B12 has significantly reduced head height and supporting structure which obscures access.

5.10 Interior Room - Ground Floor

Ground floor sketch plan



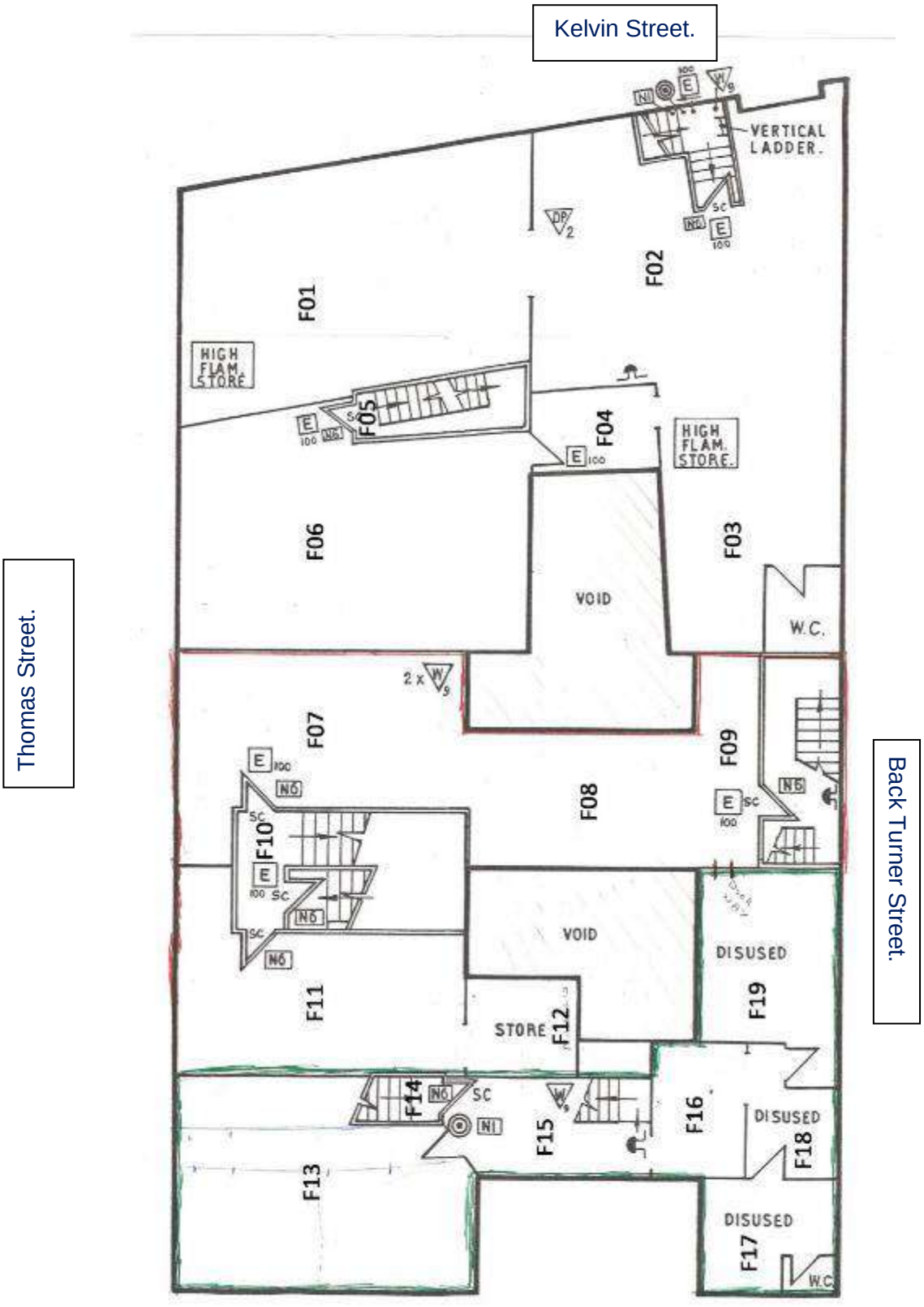
Room G01 (50 Thomas Street) Ground floor of previous weavers housing currently disused shop area. Possible cast iron column to shop front, glazing and shop front details in poor condition and open to elements, full inspection not possible. Access to basement from this area. Possible connection to staircase between No.'s 50 and 48 but no connection at ground level to No. 48. Floor joists spanning between main cross walls currently propped. Blockwork infill to internal face of Kelvin Street elevation.	
Room G02 (7 Kelvin Street) Main ground floor warehouse area of Grade II listed building linking to G03. Ground level entrance off Kelvin Street up 2 steps into lobbied stair to 1st floor only (and access ladder to 2nd floor). 1no. sash window to Kelvin Street elevation within stairwell partially obscured by staircase possibly indicates that stair has been relocated. 2no. sash windows to Back Turner Street currently boarded over / partially obscured. The partially visible window appears to be a 16 pane 8 over 8 configuration (note: accords with listing description). Down 2 steps to G03 and separately down 3 steps to G04. Cast iron column on line of cross wall joining to No. 50 Thomas Street, change in floor level at this point indicates that	

the rear section was a different building phase. No connection to no. 48.	
Room G03 (7 Kelvin Street) Main ground floor warehouse area of Grade II listed building linking to G02. Ground level entrance off Back Turner Street, almost level with pavement. Up 2 steps internally to G02. 1no. sash window, partially obstructed by WC enclosure and boarded up externally. 1no. small later window within WC. Fireplace with raked brick detailing to chimney.	 

Room G04 (7 Kelvin Street) Probable later infill to courtyard area (2 storeys - ground and first). Abuts to adjacent G07 (48 Thomas Street) with lightweight timber partition and high level clerestory windows. Down 3 steps from G02.	
Room G05 (48 Thomas Street) Stairwell providing secondary access to basement of No. 50 Thomas Street and first and second floors of No.'s 48 & 50 Thomas Street and 7 Kelvin Street. No functioning access currently from ground floor but possible locations of previous access visible.	

Room G06 (48 Thomas Street) Main ground floor shop area to No. 48 Thomas Street (now used for storage). Possible door location into G05 stairwell adjacent.	
Room G07 (48 Thomas Street) Probable later infill to courtyard area (single storey ground only). Abuts to adjacent G04 (7 Kelvin Street) with lightweight timber partition. Contains WC area.	
Rooms G08, G09, G10, G11 Main ground floor showroom shop area, opened up to provide a modern shopfloor although sections of the party walls remain and the stairs are possibly to their original locations.	

5.11 Interior Rooms - First Floor



Room F01 (50 Thomas Street) First floor, previous weavers' housing, later connected to rear warehouse. Blocked up 'taking-in door' to elevation onto Kelvin Street. T&g boarding to ceiling and ply boarding to floor. Structural movement, temporary props and temporary ties to internal face of Thomas Street elevation and cross walls.	 
Room F02 (7 Kelvin Street) Main first floor warehouse area of Grade II listed building linking to F03. Timber loading doors. 2no. 2 over 2 pane sash windows to Kelvin Street elevation, curved brick detail to sill and jambs. 2no. 2 over 2 fixed windows to Back Turner Street elevation, also with curved brick details. T&g boarding to ceiling and ply boarding to floor.	

	
Room F03 (7 Kelvin Street) Main first floor warehouse area of Grade II listed building linking to F02. 2no. 2 over 2 fixed windows to Back Turner Street elevation, also with curved brick details and 2no. small (later) windows to WC area. 1no. window to central courtyard area (altered).	
Room F04 (7 Kelvin Street) Possible later infill to courtyard area (2 storeys - ground and first).	

Room F05 (48 Thomas Street) Main stairwell to second floor.	
Room F06 (48 Thomas Street) First floor, previous weavers' housing, later connected to rear warehouse, possibly by addition of room F04. Cast iron fireplace possible indicative of use as domestic living space. Possible previous connection with adjacent No. 46 Thomas Street. T&g boarding to ceiling and areas of lath and plaster. Ply boarding to floor. Structural movement, temporary props and temporary ties to internal face of Thomas Street elevation and cross walls.	
Room F07 (46 Thomas Street) First floor, previous weavers' housing, later connected to rear plots off Back	

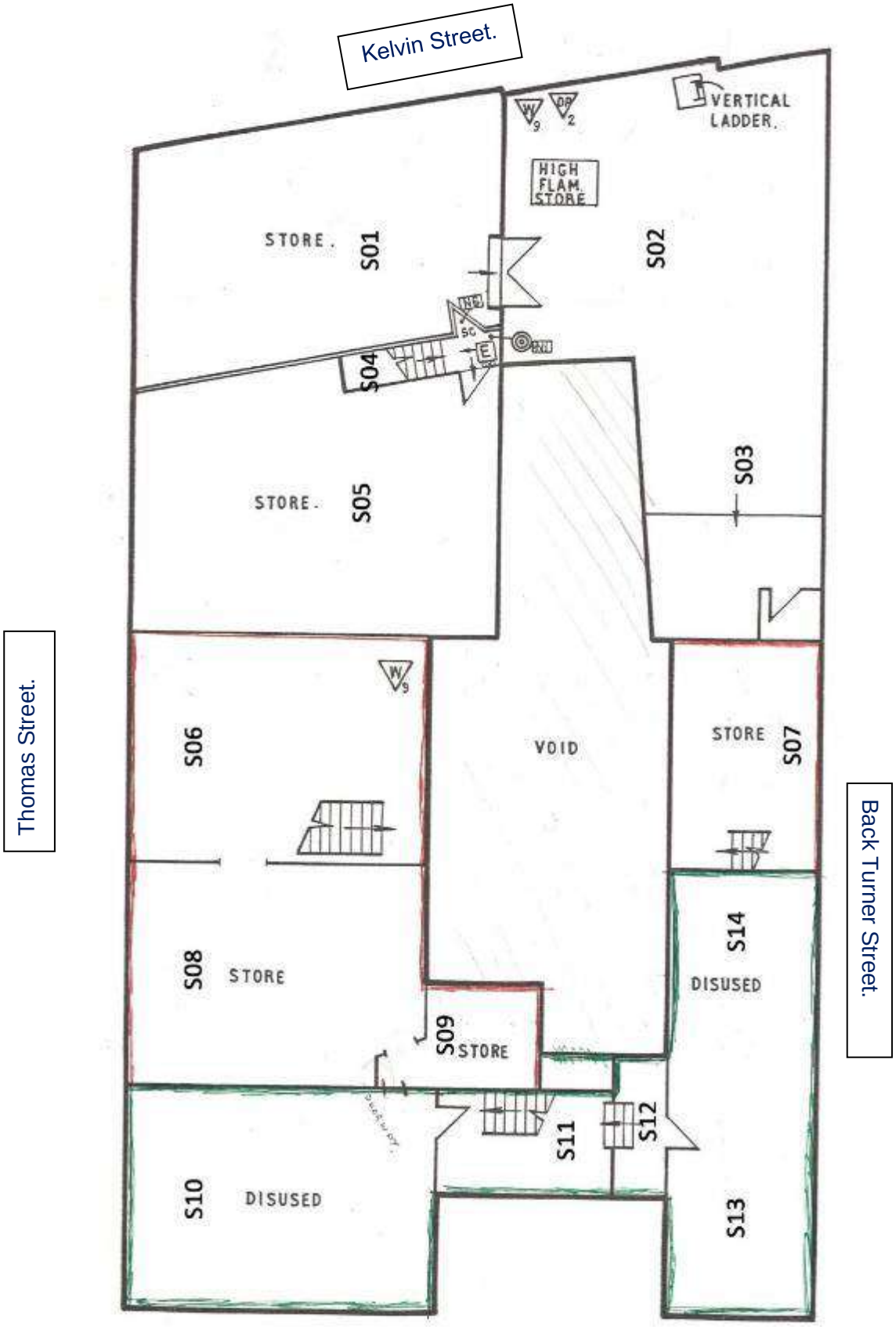
Turner Street, possibly by addition or extension of room F08.	
Room F08 (46 Thomas Street) Extension of rear of room F07 joining to rom F09.	
Room F09 (46 Thomas Street) Originally separate workers' housing, off Back Turner Street later connected to rear of 46 Thomas Street, possibly by addition of room F08. Now contains stair access to ground level exit onto Back Turner Street and to second floor storage area room S07.	
Room F10 (46 & 44 Thomas Street) Stairwell from ground to second floor, possibly reuses earlier stair locations for separate dwelling but now altered.	

Room F11 (44 Thomas Street) As F07 previous weavers' housing but with small extension to rear (room F12) not directly connected to rear plots off Back Turner Street, so retains more of the principal early layout. Main room has been subdivided by the addition of an office to the Thomas Street elevation.	
Room F12 (44 Thomas Street) Small extension to rear (off room F11).	

Room F13 (42 Thomas Street) As F07 previous weavers' housing, later connected to rear plots off Back Turner Street, possibly by addition or extension of rooms F15 and F16. Now subdivided into separate offices.	
Room F14 (42 Thomas Street) Stairwell from ground to first floor, possibly reuses earlier stair location for separate dwelling but now altered.	
Room F15 (42 Thomas Street) Stairwell from first to second floor, possibly reuses earlier stair location.	

Room F16, F17 & F18 (42 Thomas Street) Rooms F17 & F18 indicate previous separate workers' housing, off Back Turner Street later connected to rear of 42 Thomas Street, possibly by addition of rooms F15 & F16. Now contains storage and WC area. No direct access to rear ground floor area, significantly modified. Windows boarded up and not inspected. Connection through to room F19 which is possibly originally separate workers' housing to the rear of 44 Thomas Street.	
Room F19 (44 Thomas Street) Originally separate workers' housing, off Back Turner Street later connected to rear of 42 Thomas Street. Now used as a storage area. No direct access to rear ground floor area, significantly modified. Windows boarded up and not inspected. Connection through to room F09 which was originally separate workers' housing to the rear of 46 Thomas Street.	

5.12 Interior Rooms - Second Floor



Room S01 (50 Thomas Street)

Second floor weaver's loft / attic loomshop, which pre-dates the sections to the rear (i.e. rooms S02 and S03).

Open roof structure with purlins spanning between main cross walls, t&g boarding to roof soffit.

Significant structural movement, temporary props and temporary ties to internal face of Thomas Street elevation and cross walls.

1no. 7 pane wide looomshop window, altered.

Infill panels between 2no. chimneys possibly evidence of interconnecting attic to adjacent No. 48.

Stone hearths visible set within floor boards.





Room S02 (7 Kelvin Street) Main second floor warehouse area of Grade II listed building linking to S03. King post trusses to roof, t&g boarding to roof soffit incorporating roof light. Very poor bearing of main roof truss to cross wall heavily eroded and vulnerable, currently propped. Hoist gear to loading bay insitu. 2no. windows, altered. Large vertical cracks, monitored by tell-tales.	 
Room S03 (7 Kelvin Street) Main second floor warehouse area of Grade II listed building linking to S02. King post trusses to roof, t&g boarding to roof soffit incorporating roof light. 1no. window, altered. Large vertical cracks, monitored by tell-tales.	

Room S05 (48 Thomas Street)

As room S01, second floor weaver's loft / attic loomshop which pre-dates the sections to the rear (i.e. rooms S02 and S03).

Significant structural movement, temporary props and temporary ties to internal face of Thomas Street elevation and cross walls.

2no. wide loomshop windows, altered.

Infill panel interconnecting the attic to no. 50. Large chimney breast separating to two fireplaces with stone hearths visible.





Room S06 (46 Thomas Street)

Former second floor weaver's loft / attic loomshop. 3 bay window to courtyard.

Roof profile concealed by ceiling linings.

Stair access to 1st floor and connection to room S08 to No. 44 Thomas Street. No connection to rear plot.



Room S07 (rear of plot 46 Thomas Street)

Originally separate workers' housing, off Back Turner Street. 5 bay loomshop window to courtyard, infilled loomshop window to Back Turner Street.







Room S08 (44 Thomas Street) Second floor weaver's loft / attic loomshop. 3 bay window to Thomas St elevation and 3 bay window to courtyard. Access to rear extension (room S09) and through to adjacent attics to No.s 46 and 42 Thomas Street (rooms S06 and S10).	 

Room **S09** (44 Thomas Street) Rear extension to 44 Thomas St accessed via room S08.	
Room S10 (42 Thomas Street) Second floor weaver's loft / attic loomshop. 3 bay window to Thomas St elevation and 3 bay window to courtyard, altered. Access to rear extension to rooms S11, S12, S13 and S14.	

	
Room S11 / S12 (42 Thomas Street) Rear extension to 42 Thomas Street providing access to areas that were originally separate workers' housing (rooms S13 and S14).	

Room S13 (42 Thomas Street) Originally separate workers' housing, off Back Turner Street which was opened out to create a single linear space by the 1890s. Possible infilled window to courtyard. 2no. 2 bay windows to Back Turner Street. Low head height.	
Room S14 (rear of 44 Thomas Street) Originally separate workers' housing, off Back Turner Street which was opened out to create a single linear space by the 1890s. 4 bay loomshop window to Back Turner Street.	 

6 SIGNIFICANCE CONCLUSIONS

6.1 Context

i) It will be clear that **the relative statutory significance of the building-group has significantly changed since the granting of Planning permission and listed Building Consent in August 2017 as a result of both the collapse and clearance of 48-50 Thomas Street and the listing of 42-46 Thomas Street in July 2018.** This has required a re-evaluation of the significance conclusions to place the building group on the heritage spectrum.

ii) It is evident that **all** the surviving buildings are now all grade-II listed and thus individually are designated heritage assets and that they are all in a deteriorating condition. The following evaluation therefore updates the previous significance conclusions in the light of the listing and defines the building group in terms of the status afforded by the statutory listing.

iii) The **significance plans**, below, simply define the distinctive components of the building group and rate them in relation to the individual components of the particular group. The defined terms and heritage values are specific to the building-group at **42-50 Thomas Street, 7 Kelvin Street and 41-45 Back Turner Street** and should not be measured against other buildings, whether statutorily listed or not.

iv) The hierarchy of significance within the group, in **descending order** is thus as follows.

- **7 Kelvin Street** The former, small-warehouse at **7 Kelvin Street** was listed in 1994 as a rare example of this building type and is consequently defined as being the **least altered** and **most significant** within the building-group.
- **42-46 Thomas Street**. The inter-connected former retail and office premises at 42-46 Thomas Street were listed in July 2018 and are considerably altered with their origins obscured by significant change to their elevations and plan-form. But they do retain some historic fabric and spatial elements of their late-C18th fabric.
- **41-45 Back Turner Street** were listed in July 2018. The origins of these former dwellings is more obscure as they have been substantially altered internally both to open the former one-room deep dwellings into the former retail unit at 42-46 Thomas Street and laterally by the 1880s to create a single business unit, obscuring the plan form and removing the basement access. The elevations have been altered by the removal of windows and the openings blocked with modern brick.
- **48-50 Thomas Street**. This pair of former workshop houses were built in the late-C18th and were the least altered of the former dwellings. These buildings were structurally unsound and so demolished in 2017.

v) The following conclusions derived from the analysis and the plans have been amended are based on the above.

6.2 Archaeological interest

i) In this instance the group of buildings formed by 42-50 Thomas Street were the first buildings to be constructed on agricultural land in the late-18th century. Any potential to reveal deposits in below-ground would primarily be related to the phases of development that occurred to the site area of 7 Kelvin Street following this initial phase of construction, although it is likely that evidence for the earlier built forms in this area would have been disturbed during later phases of construction.

ii) The building-group itself has the have potential to yield evidence about how this housing type in Manchester originated and evolved. It is through the detailed archaeological evaluation of other examples of workers housing in Manchester that a greater understanding of this building typology has been gained.

iii) Clearly each component of the building group has some potential to yield evidence about their past use. However, the potential evidential value is diminished across the group to varying degrees dependent on the subsequent alterations that have been made.

iv) As such it is considered that the archaeological interest has been diminished although the site does have **potential to yield considerable archaeological interest**..

6.3 Historic Interest

i) As noted above, historic interest is derived from the ways in which people, events and aspects of life can be connected through a place to the present day (Conservation Principles para.39). The evidence may be either illustrative or associative and is of relevance to the group of buildings on Thomas Street as they provide evidence as to how Manchester grew and developed in the early industrial period.

ii) The historic interest of the group of buildings is strengthened by the fact that the buildings are early survivors of a new phase of development in Manchester's history and are linked with the growth of Manchester as the first industrial city. The grouping of the principal buildings off Thomas Street with the extant rear dwellings off Back Turner Street is relatively rare and of considerable historical value. Historic England concluded that there may be some 60 buildings within Manchester centre of workshop dwelling building type.

iii) The small warehouse at **7 Kelvin Street has considerable historic interest** as a rare example of an early small-scale purpose built warehouse, and an example of how the early dwellings were adapted for this purpose. There are considerably fewer of the small-warehouse type, hence its earlier listing.

iv) These assessments of significance should be balanced with the fact that, whilst the group is of considerable historic interest, as an expression of the development of Manchester, these buildings are **not unusual in a regional or even national context**. Consequently, the Historic England surveys and report identified the historic hierarchy and status of the group, focusing on 7 Kelvin Street and 48-50 Thomas Street (now demolished) as the least altered survivors of the subject group.

6.4 Architectural and Aesthetic Interest

i) The group of buildings formed by 42-50 Thomas Street were constructed as part of the speculative residential expansion of the city. However, the intended up-market residential area was transformed by the adaption of the premises on Thomas Street to a mix of trade and retail uses, with the buildings simple enough in design to become used as workshop housing. The mixed use of the area had an impact on the simple architectural expression of these relatively humble dwellings. However, the premises were also subject to constant change impacting on their aesthetic interest and the integrity of their built form which relies on the retention of original detailing.

ii) Similarly, 7 Kelvin Street was constructed as a small warehouse and is aesthetically robust and functional.

iii) Although simple and robust the architectural expression of the buildings does provide clues as to the social history and status of those who constructed and lived in these buildings. Key architectural features such as the low, wide loft windows are crucial to the understanding of the building typology and the exterior architectural character is of some importance to the Smithfield Conservation Area.

iv) A series of extensive, alterations have diminished the architectural interest of the building-group, so that it is only the now demolished, least-altered pair, of 48-50 Thomas Street which were previously identified by Historic England (in the 2008 Norther Quarter publication) and the Pevsner Architectural Guide to Manchester (2001) as making a significant aesthetic contribution to the townscape.

v) It was acknowledged by Historic England that the extent of alterations has diminished the aesthetic and architectural interest of the building group. However, it stated that the low overall numbers of the particular building type (stated as 60 in Manchester) **mitigates against** following the statutory listing criteria to ensure that the list includes a , *"selection of only the 'best' or 'most representative' examples"* of the building type (i.e. the July 2018 listed group are not exemplars of their type).

vi) As such, collectively the surviving building group has relatively **low aesthetic interest** as streetscape components and a significantly **negative impact on the character and appearance of the designated conservation area.**

6.5 Summary significance plans

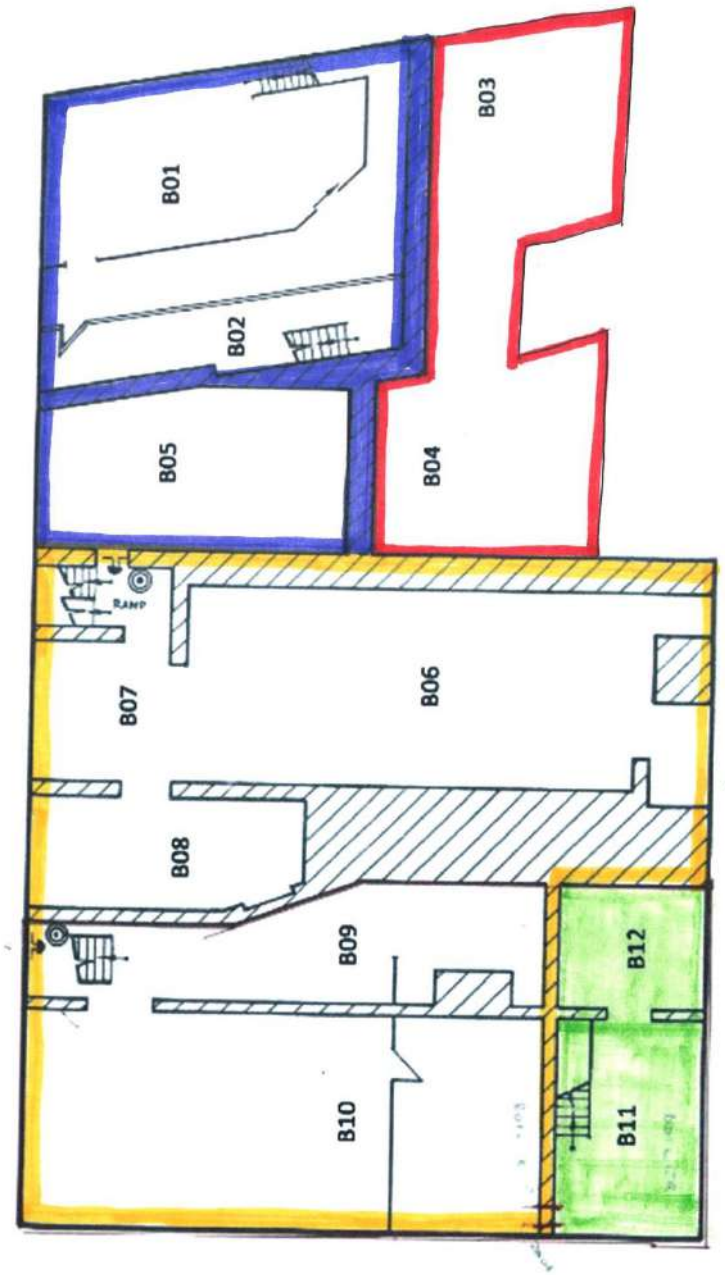
i) The following significance plans give a graphic summary of the above analysis and conclusions, with regard to the fabric components of the building group (42 – 50 Thomas Street and 7 Kelvin

Street). The summary sketch plans are intended only to inform the relative hierarchy of components within the building group.

ii) The plans should be read along with the previous photographic assessment. The sketch plans are not based on measured drawings and are only intended to be indicative.

6.6 Basement Plan

Listed 1994. **Considerable surviving fabric.**
Demolished 2017.
Listed July 2018. **Considerably altered**
Listed July 2018. **Extensively altered.**



6.7 Ground Floor Plan

Listed 1994.

Considerable surviving fabric.

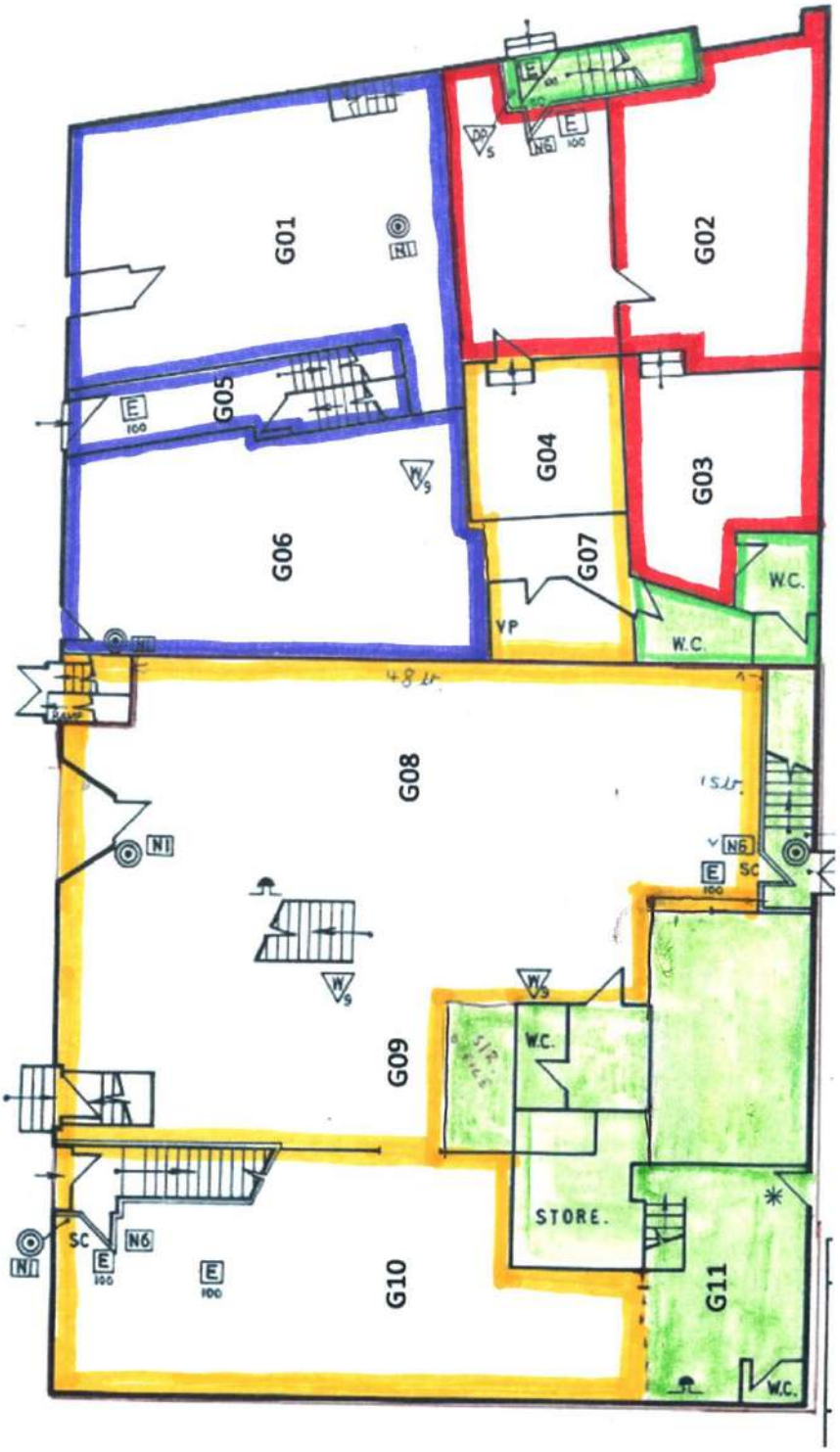
Demolished 2017.

Listed July 2018.

Considerably altered

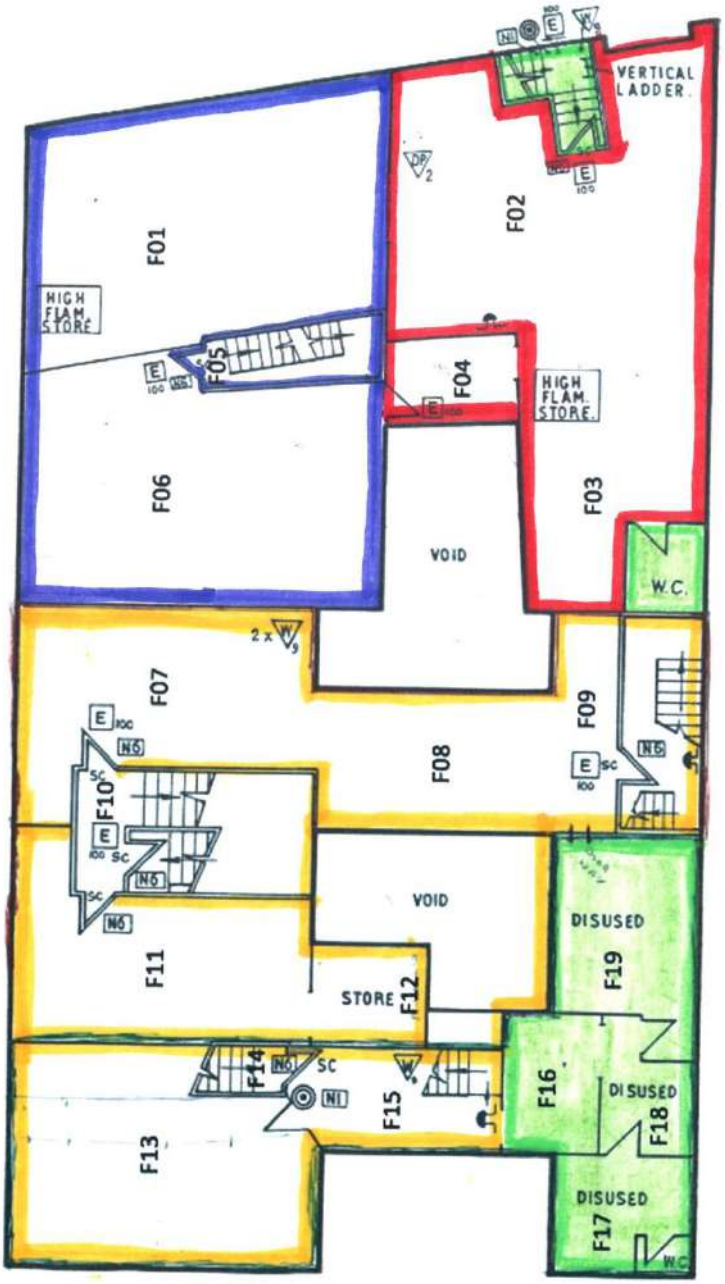
Listed July 2018.

Extensively altered.



6.8 First Floor Plan

Listed 1994. **Considerable surviving fabric.**
Demolished 2017.
Listed July 2018. **Considerably altered**
Listed July 2018. **Extensively altered.**



6.9 Second Floor Plan

Listed 1994. **Considerable surviving fabric.**
Demolished 2017.
Listed July 2018. **Considerably altered**
Listed July 2018. **Extensively altered.**



6.10 Significance conclusions – 42-50 Thomas St. & 7 Kelvin St.

i) The group of buildings that is formed by 42-50 Thomas Street and 7 Kelvin Street operated from the early C20th until 2017 as a single, retail, business-unit, facilitated by internal connections and alterations. These alterations removed extensive historic fabric and obscured the historic interest and origins of the group. As a result of the above studies, and the recent floor-by-floor examination of the Thomas Street building group, it is evident that the properties in question have been compromised to the extent that they are not considered to be exemplars of their type and thus do need meet the requirements of the 2018 DCMS Statutory Listing Criteria (see Appendix 3).

ii) The building group retains considerable historic interest, despite being subject to extensive alterations in fabric and plan-form. Thus, despite the extent of alterations Historic England maintained the validity of the July 2018 listing in its own review of the listing in February 2019. Historic England stated in their February 2019 response to the 'listing review' that, "although there are large numbers of houses of similar type elsewhere their presence in Manchester is of particular interest". Therefore, Historic England concluded in February 2019 that this factor would, *"mitigate against selections of on the 'best' or 'most representative' examples for inclusion in the list"*, despite this being the actual intent of the statutory criteria.

iii) The collective historic interest is in part evidenced by the study that was undertaken by Historic England into the Northern Quarter in 2001 (reporting in 2008). By considering these buildings in the context of this and other studies that have been undertaken into comparable building types the relative historic interest can be recognised. Historic England acknowledge the extensive alterations to the building group, noting that they include its, *"internal plan-form, but this is still readable **to some extent**."*

iv) The historic interest principally rests in the fact that they were part of the early phase of expansion and industrialisation of Manchester in the late 18th century and also provide evidence for how these buildings were then adapted into small warehouse spaces. Although modified, the original layout of the workers housing is still legible in part and the premises at **7 Kelvin Street** provide a rare example of the small warehouse spaces that grew from adapting workers housing in the C19th.

v) **7 Kelvin Street** is also important for the contribution it makes to the Smithfield Conservation Area. Its prominent location, scale, massing and building typology all make a positive contribution to Thomas Street and the character of the immediate area, although this is seriously diminished by the deteriorating condition and apparent dereliction of the extant site, exacerbated by the stalled implementation of the August 2017 consented development. The individual buildings have all been subject to considerable change, both externally and particularly internally. The previous changes diminish their authenticity and character and consequently their contribution to the conservation area.

vi) Although the entire group has some heritage interest, for the reasons outlined in this report, the most significant part of the surviving site is 7 Kelvin Street, with the site of 48-50 Thomas Street actively detracting from the streetscape. 7 Kelvin Street was grade-II listed in 1994 and

48-50 Thomas Street were highlighted as being key buildings in the 2008 Northern Quarter study by Historic England.

vii) No.'s 42-46 Thomas Street are now listed but, for the reasons outlined in this report, are considered to be modest contributors to the Smithfield Conservation Area. These buildings have been most extensively modified in the 20th century, the ground floor area forming a large open retail space and the upper levels having been connected together to serve the retail space below.

viii) Elements of the original layout of the late-C18th houses are partially legible, but nos. 42-44 are the most significantly altered, extending and opening into the parts which originally were separate, dwellings off Back Turner Street. The rear of 42-44 Thomas Street, off Back Turner Street, is interconnected so that it is accessible through No. 42 to Thomas Street as a modern retail unit. The first floor rooms have also been significantly modified and the head height is very low at the second floor level due to alteration.

ix) Having been listed in July 2018, the status of the building group has changed, while the fabric has continued to deteriorate. The above plan sketches define the relative hierarchy of the building group measured against itself. The listing advice report when reviewed in February 2019 by Historic England considered the relative 'rarity' of the building type and concedes that regionally and nationally such workshop dwellings remain numerous and that there are at least **60** buildings in Manchester. Historic England's focus when confirming the July 2018 listing was on the number of such buildings which have been (inevitably) cleared since the late-C18th in the city centre, reducing their number within the modern city centre. It is accepted in the listing advice report that the examples at 42-46 Thomas Street and 41-45 back Turner Street are not the best examples of the type but are altered and compromised versions of a building type which remains evident across the city. The listing should thus be considered in these terms.

Part 2.
Development Impact.



7. DEVELOPMENT IMPACT

7.1 Introduction - Measuring impact on significance.



View of the August 2017 consented development as a means to regenerate Thomas Street.

i) The proposed development would clearly have a demonstrable physical and visual impact on the Conservation Area and the terraced group along Thomas Street. It will facilitate the reuse of the listed warehouse (**7 Kelvin Street**), as well as delivering wider substantial public benefits which are outlined below and also expanded in the accompanying submission documents.

ii) The heritage impact of the development on the heritage interest of the site and the Smithfield Conservation Area is evaluated below. In light of the listing of the 42-46 Thomas Street components, the following assessment is required to define the physical and visual impact on the site and the enclosing heritage assets.

iii) As the lapsed consented development was granted approval in August 2017 the impact on the **character and appearance of the conservation area** is already established as **beneficial** and thus accords with the requirements of **NPPF paragraphs 189** and **193**.

iv) Similarly, the impact on the grade-II listed former warehouse at **7 Kelvin Street** which would restore its fabric and bring the building into a new viable use is also **demonstrably beneficial**, securing the future for this designated heritage asset in accordance with the requirements of NPPF **paragraphs 189** and **193**.

v) The proposed development has not changed. The re-evaluation of the heritage impact is simply required as a result of the change in status of 42-46 Thomas Street and 41-45 back Turner Street which listed eleven months after the consent had been granted. Therefore, it is important to measure the impact of the development in terms of the change in status of this group, rather than the character and appearance of the effected conservation area.

vi) The applied weight will be proportionate to the particular status of the heritage component and the degree of change or harm to which it would be subjected. Thus, the development must be considered overall in terms of the positive impacts and the demolition of the now-listed building group, in accordance with the NPPF definition of harm.

vii) The NPPF emphasises that, in general terms, *"substantial harm is a high test, so it may not arise in many cases"*. It has already been established, by means of granting consent in 2017 that, in terms of the character and appearance of the conservation area and 7 Kelvin Street, there is no harm.

viii) Thus, the following focus is on the impact on the now designated listed building group at 42-46 Thomas Street and 41-45 Back turner Street where the demolition will clearly result in a total loss of significance (i.e. substantial harm) and thus need to be balanced and justified in terms of NPPF **paragraph 195**.

ix) The impact of the proposed development on its individual components and the overall integrity and significance of the listed building remains as undertaken in 2017 and may be measured as: *adverse; neutral; or beneficial*.

x) The key development objective remains to minimise adverse impact (while noting that the status of part of the building site has changed) and, where necessary, to ensure that it is outweighed by the beneficial impact of the development in terms of the delivery of demonstrable public benefits. This was demonstrably met in August 2017 when consent for the development was previously granted.

xi) The **scale** of the overall impact of the proposed works on the significance of the fabric of the building group will be evaluated as:

- ***negligible*** – works that result in *no material change*;
- ***Minor*** - changes that only make a *small difference* to the public's ability to understand and appreciate the listed building and conservation area, and may be either adverse or beneficial. Such changes will impact on components which are of modest significance and sensitivity which are exposed to change of a slight to minor magnitude.
- ***moderate*** - a change that makes an *appreciable difference* to the public's ability to understand the building group or its setting, and may be either adverse or beneficial. Such changes will impact on components of moderate significance and sensitivity which are exposed to an alteration of a large magnitude, or highly sensitive receptors exposed to change of a minor magnitude.
- ***Major*** - these will be changes which have a ***fundamental impact*** on our appreciation of the building group and conservation area and/or its setting and maybe either adverse or beneficial. A substantial heritage impact may be defined as the result of highly sensitive components exposed to change of a large magnitude. The demolition of a listed building will fall into this category.

xii) In the light of the lapsed August 2017 consent and the July 2018 listings additional **mitigation measures** will clearly be required, which, given that 42-46 Thomas Street and 41-45 Back Turner Street are proposed to be demolished, will have to focus on the record evidence.

xiii) The over-arching aim remains to demonstrate that the proposed development's cumulative impact positively contributes to the long-term protection and enhancement of the Conservation Area as an entity and the listed 7 Kelvin Street, in accordance with the requirements of both national and local planning policy.

xiv) A summary of the impact on the key building components is considered below.

7.2 Physical impact on the grade-II listed building and terrace.

i) The previously consented development includes extensive reconstruction and demolition of the building components. These included addressing the structural issues of the existing listed warehouse building at 7 Kelvin Street. Since this time the corner group at 48-50 Thomas Street were required to be demolished to address the health and safety issues.

ii) The consented development was confirmed as creating a sustainable, mixed use development which would make a positive contribution to the character and appearance of the Conservation Area.

iii) The building group has been subject to a series of structural investigations which informed the August 2017 development consent. The report prepared by Renaissance engineers in May 2016 concluded as follows:

- **7 Kelvin Street.** *"The building is in a poor condition, primarily due to the large structural movement observed to the South-East corner of the Back Turner Street elevation and water ingress which has affected a significant part of the building".*
- ***48-50 Thomas Street.*** *"…large amount of lateral movement observed….causing rotation of the walls, and the subsequent pushing out of the Kelvin Street elevation gable end, which is measured to be out of plumb by a full 330mm over its 8.75m height above ground……*

  Given the extent of movement, wholesale rebuilding of structural walls would be required in order to bring the buildings back into use. Given the numerous additional building defects within the floors and roof structures, and the lack of structural walls which may be retained, it is not considered practical to attempt to retain the buildings. Wholesale demolition & rebuilding would be required in order to reinstate usage of the buildings". This building group was then demolished.

iv) The **physical impact** on the fabric of the terrace is as follows (refer also to the significance conclusions above – paragraph 6.6.- 6.10).

7 Kelvin Street Grade- II Listed **in 1994.**	**Interventions.** The redevelopment will undertake extensive repairs to the fabric of the grade-II listed building. The former warehouse building is currently unused and structurally unsound, as a result of the movement of the outer walls. The building's fabric is generally in poor condition and continues to deteriorate. The consented development will stabilise the fabric and adapt the interiors to retail use on the ground-floor, with access into Kelvin Street and Back Turner Street, and convert the upper spaces into residential use. **Magnitude of impact. <u>Low</u>**. The highly sensitive heritage asset will be adapted to accommodate new uses by utilising the spatial qualities and existing openings in the building, while adding new walls to help strengthen the interior spaces. The former warehouse will remain embedded in the building group and the focus on the junction with Kelvin Street and Back Turner Street.

	Cumulative impact. The fabric of the warehouse and its special interest, character and appearance, will be **moderately beneficial** as the sensitive building will be subject to relatively minor change and appropriate repair. The overall impact will be **moderately beneficial**.
48- 50 Thomas Street Demolished.	**Intervention.** The structural condition of the outer walls was required to be taken down for health and safety reasons. The August 2017 consented scheme approved the demolition and rebuilding of this unit, as a part of the restoring the structural integrity of the former listed warehouse. The building-group was previously strapped but the C20th brick elevations have continued to move requiring remedial repair. The proposal is to again reface the building in a contemporary material to reflect the evolution of the building. The ground-floor is a modern shop-frontage of no significance. **Magnitude of impact.** The reconstruction of the corner building will have a major impact on the end terrace, as the building is proposed to be re-faced following stabilisation of the structure. The necessary structural works will remodel the early C20th facades, as well as the interior spaces. **Cumulative impact.** The reconstruction of this corner unit will have a moderately beneficial impact on the streetscape and will make an appreciable difference to the understanding of the end terrace. The reconstruction will retain the proportions and reflect the character of the much-altered and previously early C20th remodelled former workshop dwellings and accommodation. The August 2017 consent confirms that the impact will be positive contributor to the enhancement of the streetscape. The adverse impact of the loss of these structurally unsound buildings was balanced by the **moderately beneficial** heritage impact. The consented scheme will bring the prominent corner site back into use and reinforce the expression of the historic character of the group, as well as the attention to the detailed design rhythms, proportions and materiality of the elevations.
42-46 Thomas Street including 41-45 Back Turner Street. Grade-II listed July 2018.	**Intervention.** The demolition and redevelopment of the much-altered, former house and shop to accommodate retail unit at ground-floor level (connecting into the adjoining units) and residential apartments above. **Magnitude of impact. <u>Major</u>.** The proposals will demolish the much-altered former shop and office unit and construct a new-build contemporary unit on the site to accommodate retail at the ground floor level and residential uses above. The redevelopment of the new apartments will facilitate the authentic restoration/repair of the adjoining listed warehouse which are recognised as being the more significant components of the building group, helping to balance the adverse heritage impact.

	The cumulative impact. The proposal will result in the total loss of the much-altered and compromised shop and office unit, which was designated as a listed building eleven months after the granting of the August 2017 consent for its demolition. The post-consent listed building would be replaced by a larger new-build unit. The result will be the total loss of the now-listed heritage assets and a change in the character of the streetscape. The overall heritage impact will be **major adverse** and, therefore, result in substantial harm, partially balanced by facilitating the restoration of the structurally unsound, more significant components of the group and the restoration and enhancement of this prominent part of the streetscape.

7.3 Alternatives options considered to minimise the impact.

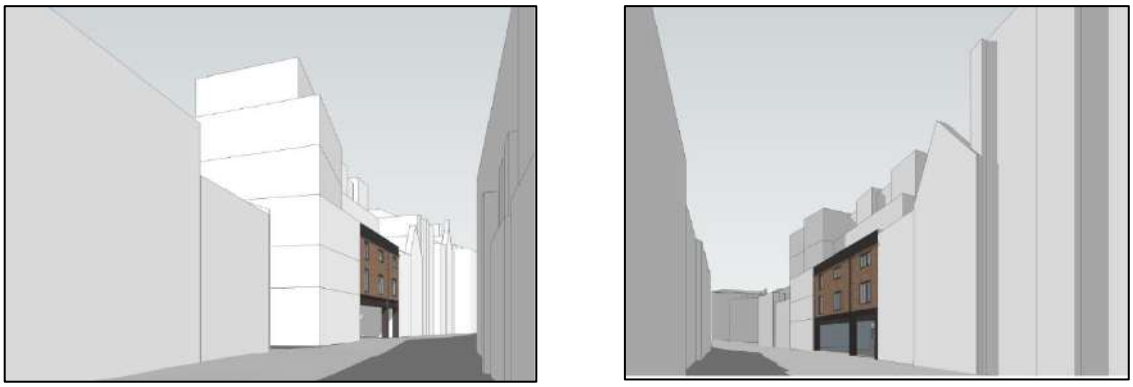
i) As the August 2017 consented scheme was stalled by the July 2018 listing a series of potential alternative were considered by the project architects and the property owners in an attempt to retain an expression of the street-frontage onto Thomas Street. These are discussed in detail in the Viability Study but are understood to have failed to demonstrate that the alternatives could be financially deliverable. Refer to the accompanying documentation for the financial analysis and the drawings prepared by the Project architects.

ii) The options considered were all dismissed by the design team and Planning Officers due to their unfortunate impact on the existing grade-II listed former warehouse at 7 Kelvin Street and the impact on the July 2018 listed buildings.

iii) **Option 1** was the consented scheme which was supported by the Planning and Listed Building consents and provides the test to measure the alternatives. This presents clear challenges, not least to restore the fabric and use of 7 Kelvin Street, but remains deliverable. Refer to the accompanying documentation for the financial analysis.

iv) **Option 2** was a version to retain the listed former warehouse and the expression of the Thomas Street frontage with a retained façade. This would prove to be architecturally unsatisfactory and also difficult to deliver financially. In order to be financially deliverable, it is understood that the proposal would require the site of 48-50 Thomas Street to become taller and would consequently dominate the streetscape and negate the purpose of the retained façade as a streetscape component.

v) The retained façade would present an entirely unsatisfactory solution to the conservation of the site which would be dominated by the new build elements and also compromise the architectural integrity of the streetscape. The result would be both architecturally unsatisfactory, compromising the character and appearance of the streetscape.



Massing study of Option 2 to retain the façade if 42-46 Thomas Street

vi) The initial reaction from the city's Planning and Conservation Officers was entirely negative so this option was not developed any further.

vii) **Option 3** considered the maximum retention of the surviving fabric with a new build component on the site o 48-50 Thomas Street. This option would still require significant internal alteration to create residential or work spaces, as the extant alterations have removed much of the interior.



Plan study of Option 3 to retain the majority of the fabric of 42-46 Thomas Street.

viii) The existing fabric would need to be comprehensively altered to provide services and meet fire, safety and health requirements. It would include filling in the existing void between the Thomas Street frontage and the Back Turner Street blocks, to create an accessible (although unsatisfactory) central staircase, rather negating the point of the preservation of the much-altered units. It would also require the new build corner unit to be a of a scale that would inevitably dominate the streetscape.

ix) However, while in terms of the retention of historic fabric and architecturally, this could be a more satisfactory scheme in terms of scale, it is understood to be undeliverable financially. The Viability Assessment demonstrates that this option would significantly increase the extent of fabric repair (i.e. the costs) and reduce the quantum of development. The consented August 2017 application has established the site value which could not be met by this option and the scheme would still require extensive loss of historic fabric, rather negating the point of the preservation.

7.4 Addressing the identified physical harm (NPPF 195)

i) The consented August 2017 development was a significant contributor to delivering the substantial public benefits of regenerating the streetscape along Thomas Street and the vitality and economic strength of the Northern Quarter.

ii) Therefore, the August 2017 development was confirmed as meeting the requirements of national and local Planning policy. Having designated 42-46 Thomas Street as listed buildings it is now necessary to demonstrate that the loss of significance which would deliver substantial public benefits that outweigh that harm or loss.

iii) It will be clear that the current listing has actively stalled the delivery of the preservation and enhancement of the Smithfield Conservation Area. The **public benefits** which would arise as a result of implementing the August 2017 consented development include:

a. enabling the restoration and sustainable reuse of the grade-II listed former warehouse at 7 Kelvin Street;

b. adding to the overall architectural quality of the Smithfield Conservation Area, directly resolving the streetscape dereliction which has resulted from the stalling of the consented development;

c. strengthening the sense of place along Thomas Street, by appropriately addressing the enclosing streetscapes and buildings to create attractive and comfortable places to live, work and visit;

d. optimising the potential of the Thomas Street site to accommodate a balanced community within a viable mixed-use development, sustaining an appropriate mix of uses;

e. responding to the Northern Quarter's local character and history in an innovative manner to reflect the identity of its surroundings;

f. creating a safe and accessible environment, particularly along Thomas Street and Back Turner Street, supporting the attraction of the area as a liveable place and community cohesion;

g. delivering a visually attractive, as a result of good architecture, which addresses the current dereliction within the streetscape and takes the opportunities available for improving the character, quality and functionality of the area.

iv) Implementation of the proposed development, by means of the demolition of the July 2018 listed buildings, would thus facilitate both the restoration of the 1994 listed former warehouse and the character and appearance of the Smithfield Conservation Area. These are significant public and heritage benefits which need to be weighed against the loss of the recently listed components of the group.

v) With regard to the tests set by **NPPF paragraph 195 (a-d)** the proposed development also addresses the following mitigating issues:

NPPF Paragraph 195 (a). The nature of the heritage asset prevents reasonable use.

i) **NPPF Paragraph 195 (a) The nature of the heritage asset prevents all reasonable uses of the site.** The evidence to support the case on this ground is directly linked to the designation of the additional listed buildings some eleven months after the granting of consent in August 2017, by which time the valuation and funding for the development had been defined and the physical impact had deteriorated.

ii) Reference should be made to the accompanying Viability Statement and the Structural Report with regard to the current condition of the building group.

iii) The former retail/office occupant of the site vacated the property as the organically developed site failed to meet its operational needs as a modern retail shop and warehouse. The building-group was then acquired by the current owners on receipt of planning and Listed Building Consent in August 2017. The valuation of the much-altered and (by then) already partly-cleared site, was appropriately established by the granting of Planning Permission and Listed Building consent and the planned implementation of those consents.

iv) The site is consequently valued in terms of the delivery of the consented scheme. This factor combined with the fabric condition and spatial layout of the surviving buildings, the clearance of the corner site, and their deteriorating condition means that it is not feasible to simply retain and adapt the buildings as extant to accommodate a new use.

v) The structural condition of the building group has been re-assessed (Renaissance report – 20. January 2020) and confirms that the ***"building group is in generally very poor condition"***. Consequently, the structural engineer advises that, ***"a set of emergency holding works should be installed to prevent further degradation and mitigate risk of local collapse".***

vi) It will, therefore, be evident that the much-altered fabric and layout of the building group would require further extensive change, including structural alterations, as well as thermal and acoustic upgrades to accommodate any alternative use, further diminishing the altered historic fabric. Given the extent of restoration work required to deliver the consented scheme, new uses could not reasonably be delivered which would enable the restoration of the former warehouse, or would generate sufficient income to bring back the July 2018 listed buildings into viable use. The acknowledged benefits of the consented scheme would thus be lost.

NPPF Paragraph 195 (b). No viable use can found in the medium term.

i) **NPPF Paragraph 195 (b). No viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation.** The evidence to support the case on this ground is also directly linked to the post-consent designation of the buildings as listed buildings in July 2018 by which time the valuation and funding for the development had been defined and the physical impact had deteriorated.

ii) Reference should be made to the accompanying Viability Statement and the Structural Condition Report.

iii) As is demonstrated by the accompanying details, the current property owners have been stalled in the implementation of the August 2017 consented scheme since the initial notification of the

intent to list 42-46 Thomas Street in May 2018. This advice stimulated consideration of a series of alternative delivery options for the site which included the repair and restoration of the surviving buildings, both by the current owners and others.

iv) However, as demonstrated in the accompanying documents, despite attempts to source an alternative to the consented development, from May 2018, the established value of the site and the fabric restoration challenges presented by the former warehouse (as well as the newly listed buildings) preclude any other viable use of the site. The delay in the delivery has simply resulted in an acceleration of the structural deterioration of the building group (as confirmed by the 20 January 2020 Structural Condition Report).

v) The focus should, therefore, remain on the delivery of the restoration and conservation of the 1994 listed former warehouse and the cohesion and character of Thomas Street as a prominent component of the Smithfield Conservation Area. The proposed development was granted consent in August 2017 to deliver these important conservation benefits.

NPPF Paragraph 195 (c). Grant-funding, charitable or public ownership is not possible

i) **NPPF Paragraph NPPF 195 (c). conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible.** It will be understood that there are no heritage bodies able to contribute grant-funding, or some other form of alternative funding which could address the current condition of the site and the urgent need to regenerate the streetscape.

ii) The evidence to support this case is simply found in the funding criteria of the key heritage bodies. There are no currently available grant initiatives from either the local Council or the Heritage Lottery Find which would be able to contribute to enabling the viable development or reuse of the site. Similarly, the nature of the listings on the site means that Historic England is not able to supply any grant assistance which might reconstruct the historic buildings or the fabric of the surviving buildings.

iii) Furthermore, it has been established that the condition and extensive alteration of the extent fabric, as well as the established value of the site resulting from its consented development, preclude against its acquisition by a Building Preservation trust. As demonstrated by the accompanying documentation, any alternative to the August 2017 consented development would deliver a loss which would preclude support from any funding body.

NPPF Paragraph 195 (d). The harm is outweighed by the benefits.

i) **NPPF Paragraph 195 (d). The harm or loss is outweighed by the benefit of bringing the site back into use.** The evidence to support this case is directly linked to the implementation designation of both local regeneration and Planning policy for the Northern Quarter and the granting of Planning and Listed Building Consent in August 2017. The latter accepted the contribution of the development to securing the enhancement of Thomas Street, accepting that

the loss of the (subsequently listed) buildings was justified by the clear public benefits which would be derived from its implementation (see also 7.5 iii) above).

ii) It will be understood, until July 2018 when 42-46 Thomas Street was listed, that the heritage impact of the development was accepted as being appropriate and a positive enhancement of the streetscape by Manchester City Council and Historic England. The benefits of bringing this prominent site back into viable use were recognised and supported at that time, justifying the August 2017 Planning and Listed Building Consents.

iii) The need to resolve the increasingly derelict site and thereby directly address the accelerating erosion of the fabric and heritage value of the 1994 listed warehouse and the character and appearance of the Smithfield Conservation Area remain valid.

iv) The loss of the building group at 42-46 Thomas Street and 41-45 Back Turner Street as components of the streetscape and conservation area was accepted as necessary to deliver the desired and positive development in August 2017, even accepting the same extent of loss of historic fabric as is now proposed.

v) The benefits of the development as a means to secure the much-needed regeneration of the designated townscape and the fabric, character and use of the listed warehouse at 7 Kelvin Street thus remain evident. The regeneration benefits (as listed in paragraph 7.4 iii) above) would make a positive contribution to the delivery of local policy and consequently outweigh the heritage value of the July 2018 listed buildings which are acknowledged by Historic England as being extensively altered, and not exemplars of the building-type which number at least 60 in the city centre. The benefits of implementing the consented development, bringing this part of the conservation area back into use thus outweigh the heritage value of the identified heritage assets.

7.5 Visual Impact Assessment (VIA) methodology.

i) As previously considered and in accordance with accepted guidance, the development's impact is supported by an assessment of identified views, which set out the potential visual impact of the proposal. The visual impact assessment (VIA) utilises the guidance and evaluation criteria set out in Historic England's, *"The Setting of Heritage Assets"* (2017).

ii) The VIA is essentially a comparison from relevant viewpoints focused on the potential visual impact on the streetscape and the setting of designated heritage assets. The purpose is to consider and evaluate the comparative visual impact likely to result from the proposed development, focusing on the identified heritage assets and using the following tests.

(a) The comparative value of the view.

i) The comparative value of the view as a whole is determined by means of: its designated status, overall heritage significance in the view, and the extent to which the view exhibits a number of heritage assets seen in combination. The value/importance of individual heritage assets identified within the view and the value/ importance of the view as a whole are measured as being high, moderate or low.

ii) The value of such views are defined in the above Historic England guidance and in this analysis as follows :

a. ***Very high value*** is accorded to a nationally or regionally important view which has been identified in a World Heritage Site management plan, or designed views within grade I or II* historic parks or gardens. They may also be accorded this status if the view contains heritage assets such as grade-I or II* listed buildings which are well represented in the view.

b. ***High value views*** are likely to be of importance at the district level and maybe defined in local plans. The views will focus on heritage assets such as: grade-II listed buildings, grade II historic parks or gardens, conservation areas, or other locally identified heritage assets whose heritage significance is well represented in the view and which benefit from being seen in combination with each other. High value views may also contain grade-I or grade-II* listed buildings where their heritage significance is clearly readable but not best represented.

c. ***Medium value views*** are usually associated with locally valued views which contain heritage assets such as: grade-II listed buildings, conservation areas, or other locally identified heritage resources whose heritage significance is clearly readable, but not best represented, in this particular view. The Thomas Street site falls into this category.

d. ***Low value views*** are associated with townscape views which contain no heritage assets or are visually dominated by low quality townscape comprising standardised components which obscure the adjacent heritage assets.

(b) The magnitude of the visual impact.

i) Evaluating the magnitude of the visual impact on the heritage assets and historic environment is essentially a matter of judgement informed by application of a consistent method. The comparative magnitude of the development can be evaluated using the following measures and attempts to be objective and quantifiable, as far as possible. Descriptions are given to demonstrate the reasons for arriving at the level of impact. The extent to which heritage significance within a view may be changed or affected by the proposal, as a result of its location and/or design has also been considered.

ii) The extent to which specific design parameters influence the impact of the proposal on the heritage significance within a view is considered to be relevant. This is because aspects of design, such as scale, mass, silhouette, and materiality/ reflectivity may impact on heritage significance within a view.

iii) The assessment of magnitude of impact attempts to be as objective and quantifiable as far as possible, and descriptions are given to demonstrate the reasons for arriving at the level of impact. The extent to which heritage significance within a view may be changed or affected by the proposal as a result of its location and/or design is also considered.

iv) Impacts may be beneficial, adverse or imperceptible. Where the proposed changes are considered to enhance the setting or appreciation of an affected heritage asset, the impact on its significance within the view will be deemed to be beneficial. Conversely, where the proposed development is considered to fail to sustain existing heritage values, the impact on significance within the particular view is deemed to be adverse.

v) Therefore, the magnitude of the visual impact on the historic environment is recorded as follows:

- ***Highly beneficial*****,** where the development considerably enhances the heritage assets in the view, the view as a whole, or the ability to appreciate those values.
- ***Moderately beneficial,*** where the development enhances to a clearly discernible extent the heritage values of the heritage assets in the view, or the view as a whole, or the ability to appreciate those values.
- ***Low beneficial*** where the development enhances to a minor extent the heritage values of the heritage assets in the view, the view as a whole, or the ability to appreciate those values.
- ***Imperceptible/None,*** where the development does not affect the values of the heritage assets in the view, the view as a whole, or the ability to appreciate those values.
- ***Low adverse,*** where the development erodes to a minor extent the heritage values of the assets in the view, or the view as a whole, or the ability to appreciate those values. Such less-than-substantial harm will need to be appropriately mitigated.
- ***Moderately adverse***, where the development erodes to a clearly discernible extent the heritage values of the heritage assets in the view, or the view as a whole, or the ability to appreciate those values. Such less-than-substantial harm will need to demonstrably mitigated and justified by clear public benefits.

- ***Highly adverse,*** where the development severely erodes the values of the heritage assets in the view, or the view as a whole, or the ability to appreciate those values. Substantial harm of this nature, which fundamentally affects the significance of the historic environment, should be generally avoided by the development proposal and/or justified by *"substantial public benefits"* in accord with paragraph 133.

(c) Determining the overall visual impact.

i) It is generally accepted that the evaluation of the effect on the historic environment and heritage significance within views will be defined by the magnitude of impact tested against the value and importance of the impacted resources and components of the view. This calculation aims to provide an objective determination of the overall visual impact of the proposed development on the designated heritage assets in the study area and the wider townscape.

ii) Where some degree of harm is evident an appropriate level of mitigation is required. Such mitigation relating to the negative impact upon the fabric or setting of the listed buildings and the character of the conservation area, will be focused upon the overall benefits of the development, in economic, social and environmental terms *(i.e meeting the fundamental requirements of NPPF paragraph 8)*.

iii) In this instance key public benefits relate to the re-use of the designated heritage assets (the listed building and the Conservation Area) and the non-designated heritage assets and include the enhancement of the wider context and townscape to which the development will contribute, as well as benefits to the wider community and local economy. The latter are discussed in the Planning Statement. That the architectural design of the new build is of the highest quality is considered to be a 'given value' in terms of mitigation, as the basic requirement is for the development to complement the character and appearance of the conservation area.

View point 1 – looking east along Thomas Street.

Baseline - viewpoint 1.

This view is taken from the edge of the Smithfield Conservation Area looking along Thomas Street toward the site fronting the narrow street. The proportions of the buildings which line the street steps up toward the viewpoint, from the more modest scale of the distant site components to the substantial scale of the foreground Edwardian commercial premises.

The view along the street is channelled by the tight enclosure of the street and characterised by the eclectic nature of the buildings which line Thomas Street. The immediate foreground exhibits one of the listed C18th properties which includes the classical detailing to the door. This building was re-fronted in the C20th.

The view along the street is indicative of the diverse character of the Smithfield Conservation Area, demonstrating the evolution of the area from a speculative, planned up-market residential area to a mixed-use commercial area.



Impacted heritage assets - viewpoint 1.

The redevelopment of the site will impact on the diversity of the street and the character of the Smithfield Conservation Area. The streetscape is dominated by the late-C19th and early C20th commercial properties, with the C18th foreground properties enclosing the entrance to the street and the view. The street-level is enclosed by shutters and security measures which diminishes the vitality of the frontage. The properties at 42 – 50 Thomas Street make a relatively modest contribution to the streetscape composition, while contributing to the eclectic character of the conservation area. The impact on the street's listed buildings from this perspective is negligible.

Comparative value - viewpoint 2.

This is a medium value view as it features grade-II listed buildings in the foreground of the view whose heritage significance is clearly readable, but not best represented from this perspective. The focus is on the unlisted, 4/5 storey commercial buildings. The view does capture a reflection of the complex character of the Smithfield Conservation Area, indicating the evolution of the area from its C18th origins.

Indicative proposed viewpoint 2.

The redevelopment of 42-46 Thomas Street adds a distinctive contemporary component into the streetscape, which inserts additional height into the streetscape, although proportionate to the dominant foreground properties. The emphasis of the new-build commercial and apartment block is reflecting the vertical rhythms and narrow frontages of the established streetscape.

The increased scale of the new-build block is accommodated in the streetscape by focus on both the vertical thrust of the streetscape and boldly defining the floor-levels. The necessity to reconstruct the façade of 48-50 Thomas Street provides the opportunity to stabilise this building while maintaining the proportions of the existing terrace. The juxtaposition with the new-build block at 46-42 Thomas Street is abrupt, in accordance with the character of the evolving urban area, similar to the approach along Kelvin Street.



The development will transform the site while partially retaining the established proportions and scale of the terrace, introducing a contemporary addition which is designed to complement the architectural rhythms of the streetscape.

The development will avoid compromising the significance or heritage values of the nearby listed buildings in the foreground of the view, and although it will be a significant change to the overall composition, the fundamental diversity and streetscape vitality which defines the conservation area's architectural character will be retained.

Thus, the transformation of the site will have a moderately adverse impact on the character of the streetscape, as the development will result in the loss of existing, modest streetscape components and has a discernible, although complementary, visual impact on the streetscape composition. However, the impact on the character of the Smithfield Conservation Area as a whole is considered to be relatively modest, while the effect on the fabric and setting of the individual designated heritage assets in the street (i.e the grade-II listed buildings lining Thomas Street) is **negligible**.

Visual Impact conclusion: the proposed development will have a **negligible visual impact** on the adjacent listed buildings in **View 1,** but a moderately adverse impact on this part of Thomas Street, which is a relatively minor component of the expansive Smithfield Conservation Area. The proposed development would deliver a change to the architecture of this particular streetscape, rather than the fundamental transformation of its character. Thus, from this perspective, the proposed development will result in a relatively **beneficial impact** on the character and appearance of the Smithfield Conservation Area (as a designated heritage asset) and, therefore, result in less than substantial harm to its heritage values and overall significance.

View point 2 – looking west along Back Turner Street.

Baseline - viewpoint 2.

This is an intimate view taken from the junction Back Turner Street and Kelvin Street, the focus is on the prominence of the grade-II listed former warehouse which encloses the streets and is an important survivor and architectural expression of the evolution of the planned up-market residential area into a thriving earlier industrial area.

The existing street has been transformed from a frontage to an intimidating and unattractive back street by the extensive alteration and absorption of the modest C18th dwellings into a single commercial block, and the consequent lack of use of the street (which is lined by empty and derelict listed buildings). However, the listed warehouse retains its architectural expression and integrity and has the capacity to create a positive statement to recapture the former vitality of this tightly grained urban area.

The ware house is glimpsed from the main streets (Thomas Street and John Street) but remains dominant within the rear lanes. The redevelopment of the properties glimpsed in the foreground indicates that the character of this is a part of the conservation area as being in transition from neglect to recovery.



Impacted heritage assets – view 2

The focus of the view is on the grade-II listed warehouse, which screens the adjoining more modest buildings which line the street. The view emphasises the importance of the building as a visual anchor in the much-altered streetscape.

The foreground of the view is framed by the rear of the currently vacant public house/commercial building which faces on to Thomas Street and the recently reconstructed premises which front on Kelvin Street.

Comparative value – View 2

The is a medium value view because which helps define the tightly grained, mixed-use and former domestic-based industrial character of the conservation area, as well as being focused on the grade-II listed building which is well represented in the back-land streetscape.

Indicative proposed View 2

The development indicates the stabilisation, repair and reuse of the prominent listed building to create a productive use. The emphasis on the gable remains and the existing openings have been utilised to facilitate the new use, which sub-divides the property into residential apartments above the ground floor retail space. The simple, robust architectural character of the building remains the dominant features of the streetscape.

In the background of the composition the new-build component rises above the warehouse, but remains a relatively anonymous background feature due to the visual strength of the foreground building. The rear street is activated by means of a variety of access points into the listed building and the new–build block, helping to create a more positive use of the intimidating backstreet.



The new-build component in the background will retain the focus on the scale and apparent mass of the frontage warehouse while helping to engage with Back Turner Street. The visual strength of the listed warehouse means that that new-build component, despite its height, has an almost

imperceptible impact on the streetscape composition as the focus remains on the foreground listed building. The development of the new build blocks will thus not affect the significance or heritage values of the designated heritage asset in the view and has a minimal impact on the character on the streetscape view as a whole and therefore the character and appearance of the conservation area.

The proposed development will contribute to the restoration and reuse of the prominent listed building and help create a more positive use, and thus a less intimidating character, for Back Turner Street. In these terms the proposed development will be result in a moderately beneficial impact as the dilapidated (and structurally unsound) listed building is brought back into sustainable use and the streetscape of the back street becomes is enhanced by activity and a positive use. The new build block in the background avoids any compromise of the key components of the view and thus the heritage assets are both preserved (the listed building) and enhanced (the character of the streetscape) by the proposed development.

Visual Impact conclusion: the overall visual impact will have a **moderately beneficial impact** on the character and appearance of the Smithfield Conservation Area from View, as well as preserving the features and special architectural and historic interest of the grade-II listed building which is the focus of the view. The cumulative impact is appreciably positive.

View point 3 – looking west along Thomas Street.

Baseline - viewpoint 3.

This view looks west along Thomas Street, along the face of the collection of currently empty and dilapidated shop and commercial units. The proportions and scale of the commercial units from this perspective are more uniformly 3-storey, with the height of the commercial units stepping up towards the western end.

The street-level is dominated by the modern shop-frontage and security measures, while the view along the street is channelled by its relatively tight enclosure and characterised by the eclectic nature of the red-brick buildings which line Thomas Street. The immediate foreground is focused on the late-C19th commercial properties which continued the transformation of the streetscape.

The view along the street is a snapshot of the street and partially indicative of the diverse character of the Smithfield Conservation Area, indicating the evolution of the area from a speculative, planned up-market residential area to a mixed-use commercial area.



Impacted heritage assets – View 3.

This view does not contain any individual designated heritage assets, but is a component of the wider character and diversity the Smithfield Conservation Area. The streetscape is dominated by the late-C19th and early C20th commercial properties, as well the remodelled C18th properties which form the frontage of the proposed site. The street-level is enclosed by shutters and security measures which diminishes the vitality of the street-frontage. The properties at 42 – 50 Thomas Street make a relatively modest contribution to the streetscape composition, while contributing to the eclectic character of the conservation area.

Comparative value – View 3

This a medium value view which helps define the tightly grained, mixed-use, and former domestic character of this part of the Smithfield Conservation Area. The view is a snapshot of a characteristic of the conservation area, rather than being representative of its architecturally diverse appearance and its multi-layered character.

Indicative proposed View 3

The proposed development will have a major impact on the streetscape from this views as the scale and contrasting colour and tone of the building will create a new, complementary focus to the relatively anonymous streetscape.

The corner block at 48-50 Thomas Street maintains the proportions and scale of the existing units, but the necessity to rebuild the frontage provides the opportunity to introduce a contemporary expression of the former domestic units and a viable retail space creating an active frontage to Thomas Street.

The new building block creates a strongly articulated mass, rising above the frontage blocks, contained behind narrow frontages which maintain the frontage proportions and vertical emphasis of the enclosing buildings. The design focus on the articulation of the mass and the proportions and rhythms of the frontage enables the new-build block to be accommodated within the streetscape in a complementary manner. Consequently, despite its evident scale and contemporary architectural form the new build block the proposed development makes a positive contribution to the streetscape, rather than dominating the townscape.



The development has no impact on any individual designated heritage assets from this perspective. The scale and contemporary form of the development will be a significant change to the overall

streetscape composition. However, the fundamental diversity, visual movement and architectural vitality which is intrinsic to the conservation area's character will be retained.

Thus the apparent transformation of the proposed site, which is currently focused on the apparent dereliction of 50-48 and 46 Thomas Street from this location) will have a demonstrably positive impact on the character of the streetscape, as the development will result in the regeneration of the compromised streetscape components and has a discernible impact on the streetscape composition.

However, as the impact results in the restoration of the fabric and cohesion of the streetscape (removing the dereliction), the impact on the character of the Smithfield Conservation Area, as a whole, is considered to be positive and e addition of the complementary contemporary development (as consented in August 2017) is considered to accord with the evolutionary nature of the place.

The development will have no impact on the fabric or setting of the nearby individual designated heritage assets in the street (i.e the grade-II listed buildings located further along Thomas Street) from this perspective.

Visual impact Conclusion: the proposed development will have a negligible impact on the adjacent listed buildings in View 3, but a moderately adverse impact on this part of Thomas Street, which is a relatively minor component of the expansive Smithfield Conservation Area. The proposed development would deliver a change to the architecture of this particular streetscape, rather than the fundamental transformation of its character. Thus, from this perspective, the proposed development will result in a relatively **modest beneficial impact** on the character and appearance of the Smithfield Conservation Area (as a designated heritage asset) and, therefore, result in a positive enhancement of its heritage values and overall significance.

8. CONCLUSIONS

8.1 Significance and impact.

i) The proposed development for which Listed Building Consent is now sought is a resubmission of what was granted Planning Permission and Listed Building Consent in August 2017, and a resubmission of the 2019 LBC to address the now listed 42-46 Thomas Street group. However, it is relevant to note that, despite on-site monitoring, The extant building group has now deteriorated to be defined as being in, *"generally very poor condition"* which require, *"a set of emergency holding works.. [to be].. installed to prevent further degradation and mitigate risk of local collapse".* The impact assessment is therefore, presented in this context.

ii) It is evident that the extent to which buildings make a positive contribution to the streetscape or the character and appearance of a particular heritage asset depends on their integrity as historic structures and the impact they have in three dimensions. Historic England acknowledge that the building group at 42-46 Thomas Street which was listed post-consent does not represent the best examples of the building type which they state number at least 60 in the city centre. These buildings have been much-altered and are not exemplars of their particular type, a factor which led to them being rejected for listed status when considered by Historic England from 2003. As a consequence, the agency supported the development scheme subject to this application when in was granted consented in August 2017.

iii) Having reviewed the development in the light of the July 2018 listing it has been necessary to address the tests raised in **NPPF paragraph 195 a–d** as the development would result in the total loss of significance of the now designated buildings at 42-26 Thomas Street. **The above analysis acknowledges the loss of the listed buildings but demonstrates that the requirements of the national policy are met by the particular circumstances of this site and the development.**

iv) The proposed redevelopment of 42-50 Thomas Street and 7 Kelvin Street partially maintains the proportions and character of the much-altered frontage blocks along Thomas and Back Turner Street while securing a sustainable and contextual development to complement the character of the architecturally diverse Smithfield Conservation Area.

v) The development will have no physical or visual impact on the special interest of any adjacent grade-II listed buildings located in Thomas Street, or further along Kelvin Street, other than to positively enhance their setting by removing the dereliction of the site. The development will not compromise or cause any demonstrable harm to the architectural integrity or appreciation of the adjacent listed buildings.

vi) The proposed new build component will complement the diverse architectural character and appearance of the Smithfield Conservation Area. The conservation area will thus evidently be subject to some change, but its eclectic character will not be compromised by the proposed development, as it will preserve the most significant components of the building group and responds positively to the architectural scale, form and rhythm of the streetscape.

vii) The preservation objectives of the Conservation Area's designation (which focus on the multifarious, vibrant and diverse character of the built form) will not be compromised by the loss of the much-altered former domestic scale workshops and residential units. However, the

redevelopment of these components of the building group will facilitate the sensitive restoration and adaption of the grade-II listed warehouse which is a prominent feature of the tightly grained streets.

viii) Therefore, despite the partial demolition of the existing building group, the cumulative impact on the Smithfield Conservation Area will remain relatively moderate and the positive results of the development would be characterised as regenerating the much-compromised streetscape, enhancing the character and appearance of the designated area.

8.2 Appropriately informed development

i) It is a fundamental requirement of the NPPF that planning proposals contribute to the achievement of "*sustainable development"* (NPPF. Para. 7). This requires a clear and proportionate evaluation of the significance and impact on the affected heritage assets, as has been outlined above.

ii) The design development has been informed by the evaluation of the relative value of the defined heritage assets and the potential impact on their significance, which has been revisited in the light of the July 2018 listing. This enabled the design to focus and justify the preferred option. Analysis of the context has informed the resultant detailed design, balancing impacts to accommodate the requirements of the new use.

iii) The development proposals clearly result in the loss of components of the building group which are now designated heritage assets, despite the extent of their adaptation. However, it will be recognised that the coherence of the individual buildings has been largely obscured by the extensive reconstruction works as the building group was adapted to the needs of a series of occupiers and local businesses. The interventions will be considerable, but the development is able to minimise conflict with the conservation of the most significant components of the group and the heritage assets as a whole, ensuring that the application clearly meets the requirements of the NPPF, **paragraph 193** and can be justified in the context of NPPF **paragraph 195**.

8.3 Positively addresses the core planning policy principles

i) The development design has been subject to considerable iterations, as indicated in the Planning and Design & Access Statements, and the consultation exercise with stakeholders (see Appendices). The objective has been to deliver an appropriate development which will complement the Northern Quarter.

ii) The resultant plans, layout and elevations of the August 2017 consented scheme were strongly influenced by consultation with key stakeholders from Manchester City Council and Historic England. The support of officers demonstrated that the redevelopment of the site as whole was accepted as making a positive contribution to the: appearance, character, quality and local distinctiveness of the locality, despite the loss of significant components (which were

subsequently listed). In terms of the overall heritage impact the proposed development will retain the eclectic streetscape character, as well as setting of the adjacent heritage assets.

iii) Consequently, in general terms, the delivery of the August 2017 consented development will be appropriately integrated into its Northern Quarter context and will enhance the designated heritage asset which forms a component of the group. The development now subject to this listed building consent application will revitalise the building block at the heart of the tightly-grained conservation area, enhancing the character of Back Turner Street and complementing Thomas Street.

iv) Consequently, the proposed development positively addresses the core planning principles set out in **NPPF, paragraph 8**.

8.4 Balanced impact on the historic environment.

i) The development will present a new-build development which has an appreciable physical and visual impact but overall would regenerate the deteriorating fabric and character of the Smithfield Conservation Area and complement its the character. The development would thus enhance the quality and local distinctiveness of this part of the Smithfield Conservation Area. It has been designed to respond to the constraints of the character of the Smithfield Conservation Area.

ii) Despite the partial demolition of the recently designated components of the building group, the proposed development has been evaluated as having an appropriate heritage impact which cumulatively results in a beneficial impact on the character and appearance of the Conservation Area. It has a negligible impact on the setting of the adjacent listed buildings. The unusual circumstances of the post-consent listing justify the exceptional impact which would confirm the demolition of buildings which had been granted consent in August 2017 with the implicit support of the heritage consultees. The development is increasingly necessary to address the demonstrable deterioration in the fabric and vitality of the Thomas Street area and thus appropriately justified in terms of the requirements of the NPPF, paragraph 195 (a to d).

(i) The proposed new-build component of the development is considered to respond positively to its context in terms of its: elevational rhythms, massing, scale, and alignment. The proposed contemporary design consequently responds positively to the local character, history and the fabric of the immediate surroundings, in accordance with NPPF paragraph 127.

(ii) In the above terms, the proposed development will meet the historic environment and requirements of the NPPF and local planning policy, and is consistent with good development design and conservation practice.

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APPENDICES

1. Initial consultation with Historic England 2014.

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Our ref: PA00352917

22 December 2014

Dear Mr Grimshaw

Request for Pre-application Advice

42-50 THOMAS STREET AND 7 KELVIN STREET, MANCHESTER

Thank you for inviting us to comment on a pre application stage on the proposals for 48-50 Thomas Street and 7 Kelvin Street in the Smithfield conservation area in Manchester. Nr 7 Kelvin Street is listed grade II and of national importance.

The proposal as discussed in the site visit on the 31st October and as of the further information received on the 12th December include conversion of the warehouse to a residential scheme, partial rebuilding of the adjoining unlisted no 50 Thomas Street and demolition of the unlisted 42-48 Thomas Street which would be replaced with a retail unit facing both Thomas Street and Back Turner Street with residential on four floors above.

A large part of the buildings are currently underused: however the retail unit on 42-48 Thomas Street has been in use over a long period by the owner of the property who would continue to trade in the new proposed unit. The existing buildings are in a dilapidated condition, partly due to later alterations and structural issues making at least no 50 Thomas Street unsafe to enter. In addition the floor plans of the buildings do not easily lend themselves to retail and creates operational issues. The many alterations of the interior during C20 have to a large extent erased the original floor plan and layout of the buildings and very little significance remain.

The significance of the proposed development site, in addition to the national importance of the grade II listed warehouse, lies in its contribution to Smithfield conservation area and the understanding they bring to the historic development of this part of Manchester. Nr 50 Thomas Street contributes in a positive way to the character of the conservation area as one of not many surviving weavers' houses, clearly readable in its façade and fenestration. The condition of the building is however poor,

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visible in a crack in the façade to Thomas Street and a bulging wall to Kelvin Street. The movement is on-going and is currently monitored. It is assumed that this derives from an earlier not successfully executed rebuild after war damage. Evidence of the deterioration is supported by a condition survey accompanying the proposal.

The grade II listed warehouse lends itself to conversion into residential and the discussions on site were promising with minimum alterations to the historic fabric planned. The principle of the scheme is, subject to detail, welcome and will also have the added benefit of contributing to a livelier street scene on Back Turner Street. As this is a grade II listed building it falls outside English Heritage's remit and its conversion will mainly be a discussion held with the local authority.

Nr 42-48 Thomas Street sits well in the conservation area with its mass, scale and materials, especially to Back Turner Street where the street rhythm is still legible with evidence of a narrow terrace with traces of door openings. The facades have been altered over time, and the current expression is confused in its detailing. The buildings facing both streets are divided with a small courtyard which can still be read from interior windows at second floor. This solution with a light well/courtyard is typical for its time and use and does have some significance. The proposed solution will completely eradicate this part of the history of the site. However, we also appreciate that the interior of these buildings are much altered and of no significance in their own right. We acknowledge the difficulties in operating a successful business within the current layout and also welcome the potential of bringing more life to Back Turner Street. We therefore consider it acceptable to demolish the buildings, provided the replacement respects the current rhythm of the existing buildings in the streetscape and enhances the character of the conservation area. The architectural language could be contemporary but would have to draw from and respect the character of the conservation area both in height, expression and material. The new proposed building, as proposed in the drawings received (dated June 14), would in our view need to lose one floor in height in order to achieve this. We would also recommend a pitched roof in line with the character of the area in order to tie in with the rest of the street scene.

I hope this advice is helpful, please feel free to come back to me if any of above is unclear. We would be happy to continue to advice if this would be helpful.

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Yours sincerely

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2. Pre-application consultation with Historic England 2016.

Historic England

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26 May 2016

Dear Ms Baker

Pre-application Advice

42 - 50 THOMAS STREET AND 7 KELVIN STREET, MANCHESTER

Thank you for consulting us on the updated proposals for the above. The visuals which have been provided have been very useful in our assessment of the impact of the scheme on the significance of the Smithfield Conservation Area and listed building. We have been provided with a booklet of information, containing your analysis, proposed scheme and visuals, so our comments should be considered in this context. The significance of the site relates to a group of late 18th and early 19th Century historic buildings dating from the early phases of Manchester's industrial expansion. The humble and domestic scale and character of the group includes a grade II listed early warehouse at 7 Kelvin Street, which is a modest and little altered late 18th or early 19th Century warehouse, and a facinating group of 3 storey weaver's cottages on Thomas Street, an increasingly rare historic building typology.

The updated proposals involve the demolition of 42-50 Thomas Street and their replacement with a 3, 5 and 6 storey building, largely residential with some retail at ground floor. This would extend across this relatively shallow historic block from front to back. The existing ground floors are used by a long established shopfitting business , which would continue to operate from a smaller retail unit provided within the scheme. To the rear the listed warehouse would be retained and converted into residential use. It is proposed to remove much of the interior of the listed building and its roof structure for offsite repair and reinstatement. The proposed demolitions of the unlisted range of former weavers' cottages fronting Thomas Street relates, we understand, to their poor structural condition and degree of internal alteration, which, along with bomb damage, has contributed to their deterioration.

We acknowledge the need to address the poor condition of the site and the considerable scope for enhancement that would benefit the conservation area. The retention of the listed building as an integral component within the scheme is clearly

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most welcome. However, the proposed demolition of unlisted historic buildings on the site are matters for the City Council and their conservation team to consider rather than ourselves. We note that the works appear to relate to Weavers cottages which are an increasing rare building typology in the city so it is essential that this is discussed with the Council at an early stage.

In relation to the listed building, we would wish to see a sensitive approach to the conservation of this humble and little altered early warehouse. However, the proposals to remove the interior of the listed building and to run continuous new floors across the entire development would be very harmful to its integrity and historic character. Likewise, the removal of the roof structure, even for a temporary period, is problematic as this is an integral structural component of the listed building. We would add that it is a pity that the wonderful warehouse loading doors are proposed to be located within the stairwell rather than living rooms and bedrooms of the converted building.

We would normally expect surviving historic fabric of listed buildings to be retained and repaired in situ, given that this fabric forms a key part of the building's significance. While it is important that the listed building remains an integral part of the wider re-development, we would recommend that it be treated, in terms of design and specification, as a separate part of the scheme. We would recommend that its re-development be phased to ensure it is completed at the same time as any wider scheme and would advise the Council to apply planning conditions to this for this purpose.

Local planning authorities have special duties with regard to listed buildings and conservation areas under s 16, s66 and 72 of the 1990 Act. Account should also be given to the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation (NPPF, para 131). This re-development would need to be amended to meet this statutory and policy context as they would cause harm to the listed building. The current proposals would cause harm to the listed building and lack sufficient justification and might be avoided or mitigated by an improved design (NPPF paras 132-134).

We welcome that this important listed building is being considered for re-use and conversion. We hope that a sensitive scheme can be devised and that you are able to discuss the wider site with the Council in order to prepare a scheme that preserves and enhances the character and appearance of the conservation area.

Next Steps

We recommend that the proposals for the listed building be amended according to our advice above. It would be necessary to approach the Council and their conservation

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team with respect to the proposals for the unlisted buildings on the site.

Yours sincerely

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