

Jersey Wharf, Jersey Street,
Ancoats, Manchester

Heritage Statement

May 2022

Consultancy for the
Historic Built Environment

KMHHeritage

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1 Introduction

- 1.1 This report has been prepared to support a planning application for proposals at a site known as Jersey Wharf, Jersey Street, Ancoats, Manchester. The report has been prepared for Manchester Life Development Company 3 Limited.
- 1.2 Separately, the Jersey Street Bridge, just to the north of the site, is proposed to be removed by an application that is currently being determined (planning application ref: 133406/VO/2022).

Purpose

- 1.3 The purpose of the report is ultimately to assess the proposed works against national and local policies relating to the historic built environment.
- 1.4 This report should be read in conjunction with the accompanying drawings and information prepared by PRP Architects and Deloitte submitted with the application.

Organisation

- 1.5 This introduction is followed by a description and analysis of the building in Section 2. Section 3 sets out the national and local policy and guidance relating to the historic built environment that is relevant to this matter. An outline is provided in Section 4 of the proposed scheme and its effects. Section 5 assesses the proposals against that policy and guidance. Section 6 is a summary and conclusion.

Author

- 1.6 The author of this report is Nick Collins BSc (Hons) MSc MRICS IHBC. Nick has twenty years' experience in the property sector, including most recently as a Director of the Conservation Team at integrated design consultants, Alan Baxter & Associates. Nick spent nine years at English Heritage as Principal Inspector of Historic Buildings & Areas where he led a specialist team of historic building inspectors, architects, and archaeologists on a wide range of heritage projects in East & South London. Previously Conservation Officer at the London Borough of Bromley, Nick began his career at international real estate consultancy Jones Lang LaSalle as a Chartered Surveyor. This experience has given Nick an in-depth understanding of the

property industry, listed building and planning process, heritage policy and guidance and funding bodies.

- 1.7 Drafting, research and analysis was carried out by Anne Roache MA MSc. Anne is a conservation professional who has extensive experience working for leading commercial organizations in the fields of property, planning and law. Anne specialises in the architectural and social history of urban areas.

2 The site and its context

- 2.1 The site located on the southern side of Jersey Street and to the north of the Rochdale Canal. It currently contains a single storey warehouse that was built during the post-war period and is of no architectural or historical significance. Otherwise the site is un-developed and derelict.
- 2.2 The site once contained a canal spur, and whilst this is now buried, the line it once followed is marked by a gentle rise in Jersey Street and the remnants of the bridge parapet on either side of the road.

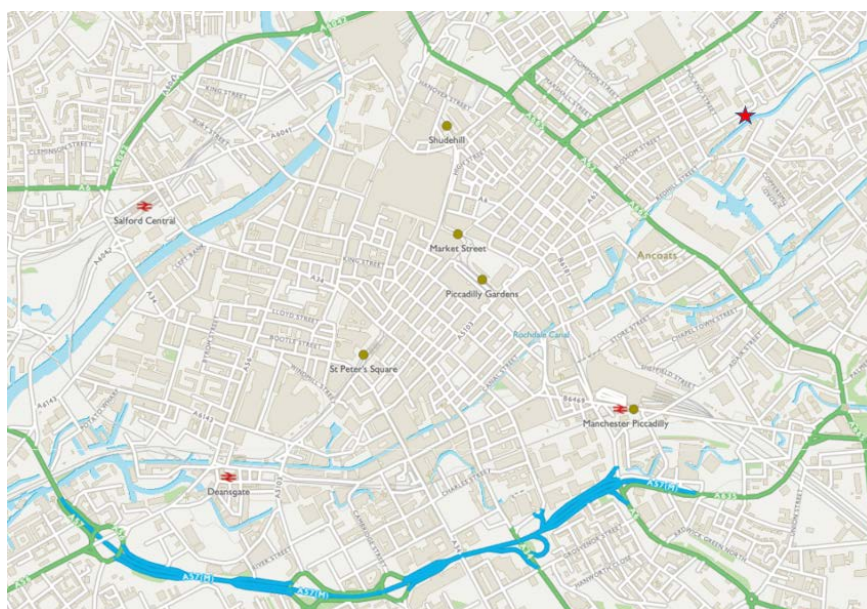


Figure 1: Location of the site (starred) in relation to Manchester city centre

A brief history of Ancoats

- 2.3 The story of Ancoats, Manchester, is the story of world's first industrial suburb with a unique place in the history both of global industrialisation and of urbanisation.¹ To understand how Ancoats rose to this position, one must first go back to the establishment of the textile industry as one of the pillars of modern Britain's economic success and from there, to the industrial revolution - its crowning achievement - the cradle of which was in the north of England.

¹ Rose, M. et. al. (2011) Ancoats cradle of industrialisation. English Heritage.

Manchester

- 2.4 Manchester's origins were as a Roman castrum (military encampment) set up during the governorship of Agricola (CE 77-84) and named Mamucium. It was a small settlement at the fork of the Rivers Medlock and Irwell (of which a small section survives marked by Camp Street in Castlefield) but it is believed that the earliest settlement proper was established c.CE620 around the area of the present cathedral (although little physical evidence has been found from the period).
- 2.5 The 11th century saw a large landholding created, centred on Manchester, via the grant of extensive lands in the hundreds of Salford, Leyland and West Derby and by the 13th century, the Grelley family had established a manor house at the confluence of the rivers Irwell and Irk, around which the medieval town grew up. In 1301 Edward I bestowed the Great Charter of Manchester making it a free borough with Ancoats being one of eight hamlets within the township of Manchester (OAN, 2009).
- 2.6 The town of Manchester emerged as a hub for textile finishing processes in the early modern period and by the 17th century had become the principal commercial centre for the north west region.² By the 1790s, Manchester had begun to displace London as the nexus for the overseas trade in cotton cloth. This development was connected in no little way to the revolutionising effect that the development of an extensive canal network had had across the North West post-1765. By the first decade of the 19th century, this network of waterways linked the east and west coasts of England giving Manchester unhindered access to the coastal ports.

Ancoats

- 2.7 The Manchester Canal and its branches dissected Ancoats into smaller parcels - the Ashton-under-Lyne Canal (1796) passed through its southern half and the Rochdale Canal (1804) its northern – in between a proliferation of canal branches and wharves served the new steam-powered factories and textile mills. These would be built on an unprecedented scale to satiate the burgeoning consumer demand for textiles and other goods both at home and abroad. By 1800 there were more than 40 cotton spinning mills in the Manchester area, more than half of them steam-powered, and Ancoats was at its centre.³

² Oxford Archaeology North 'OAN' (2009) Bradford Road, Ancoats, Manchester: Archaeological Desk based Assessment prepared for Maryland Securities Group.

³ Palmer, M, Nevell, M and Sissons, M (2012). Industrial archaeology handbook. York: Council for British Archaeology.

- 2.8 Ancoats' transformation from a semi-rural district into a pre-eminent industrial powerhouse could not have been achieved without the vision and drive of a small group of entrepreneurs who were able to understand and quickly apply the new technology of steam-power for commercial ends.
- 2.9 Chief amongst these visionaries were Adam and George Murray, James McConnel and John Kennedy. In 1797, McConnel and Kennedy built a large mill in Union Street, Ancoats. It was probably the first mill to house steam-powered spinning mules and with eight floors and 11 bays, dwarfed the nearby water-driven mills. Shortly afterwards, in 1798, Adam and George Murray began to build their mill on a plot which Adam had leased in 1790 beside the line of the proposed Rochdale Canal. These four men were part of the first wave of industrial entrepreneurs who were to transform Manchester.⁴
- 2.10 The new mills introduced a new integrated workflow where raw textile material entered the mill and unbleached cloth left it.⁵ These new style mills required a particular configuration of buildings in order to operate and specialised mill architects also began to appear during 19th century. The mills were built of red brick or sometimes local stone with form following function. The main body of the mill was narrow in order to take advantage of large windows on opposite façades with stair columns built in towers, external to the main floors. The number of bays (length of the mill building) was dictated by the number of spinning mule machines installed and a separate engine house and boiler house with a tall chimney to help carry away the noxious coal smoke were needed.
- 2.11 The OS map published in 1891 shows the south Ancoats district fully developed. The Rochdale Canal can be seen running south-west north-east with several branches running off from it serving private factory wharves (fig. 2⁶).
- 2.12 Economic success brought, in its turn, population growth. By 1801, Manchester's population had tripled to 75,281.⁷ Squeezed into the gaps between the canals and the looming, multi-storey mills and associated industrial buildings were streets of small, terraced houses lived in by the workers. Theirs and their families' health was affected not only by their

⁴ Rose, M. et. al. (2011) Ancoats cradle of industrialisation. English Heritage.

⁵ Palmer, M, Nevell, M. and Sissons, M. (2012). Industrial archaeology handbook. York: Council for British Archaeology.

⁶ OS Lancashire CIV.NE (includes: Manchester.) Surveyed: 1888 to 1891, Published: 1891.

⁷ *Op. cit.* OAN, 2009.

cramped insanitary homes surrounded by polluted canals and noxious air but they also ran the risk of serious occupational injury whilst working with the heavy machinery of the mills.⁸ In 1889, a five-storey block of workers housing, called Victoria Square, was the first example of municipal housing in Manchester, and this was followed shortly after by the development of model housing in adjacent Anita Street (originally Sanitary Street).



Figure 2: South Ancoats (OS 1888 to 1891, extract) Site outlined

- 2.13 Cotton production peaked in 1912 but the First World War (1914–1918) saw the Lancashire industry experience a reversal of fortune. The British government, starved of raw cotton imports from the USA, established mills in south Asia exporting British spinning technology and know-how which would later undermine the higher-cost British industry.
- 2.14 The period immediately after the Second World War saw a short-lived boom in the British textile industry however 1951 saw a 28% fall in output signalling the final collapse of the Lancashire textile industry. An increasingly global marketplace had seen cheaper imported goods, especially from the Far East, out-compete British products.

⁸ *Op.cit.* Rose, 2011.

Other industry

- 2.15 Aside from the foundries and heavy engineering factories that grew up around Ancoats in order to supply the machinery required by the mills, there were service industries such as builders, joiners, glaziers and plumbers; wheelwrights, farriers and blacksmiths servicing the horse-dependent transport industries; numerous small workshops, stores and warehouses and small, and coal-, timber- and stone-yards as well as domestic industries.
- 2.16 One of the foremost industries was glass-making. By the fourth quarter of the 19th century there were nine glass-works in production including the Flint Glass Works on Jersey Street. Flint glass, also called Lead Crystal, was a heavy and durable glass which leant itself to decorative cutting and was a key to making England the leading glass producer of the world. Nearby, on Poland Street, was Butlers Tate & Co., founded in 1858 which was known for its mass-produced pressed glass ornaments. As with many heavy industrial processes, the glass industry declined post-war with the last factory closing in 1959.⁹
- 2.17 In 1939, the Daily Express newspaper company opened purpose built production premises in Ancoats constructed using the new curtain-wall technology - identical to that used for its buildings in London and Glasgow. Today the refurbished premises offers high quality serviced office space.

19th century streetscape

- 2.18 Interspersed between the looming mills and factory buildings were narrow streets of small brick-built terraced housing with small back yards built for mill workers. These were interspersed with small industrial premises, yards, public houses and chapels. The canal spurs and their wharves which served the numerous small timber and coal merchants as well as the large mills and factories gave the area a unique character. Remnants of the bridges that once crossed the now infilled waterways can still be seen on Jersey Street and Poland Street. Examples of Jersey Street streetscapes can be seen in figs 3-4.¹⁰
- 2.19 In 1880, The Report on the Health of the City of Manchester, was published and its accompanying maps shed a valuable light on the mix and ages of buildings at that time. The map for the

⁹ *Op.cit.* Rose, 2011.

¹⁰ © Manchester City Library Image Collections refs. m10165 and m10190

area around the site can be seen at figure 5.¹¹ Not only does this show the extent of workers' housing in the area, but indeed the number categorised as having been built before 1830.



Figure 3: Jersey Street (south side) 1967



¹¹ © University of Manchester Library: Bastow Richard The Report on the Health of the City of Manchester Registration Sub-District. Ancoats. Sanitary District 2.

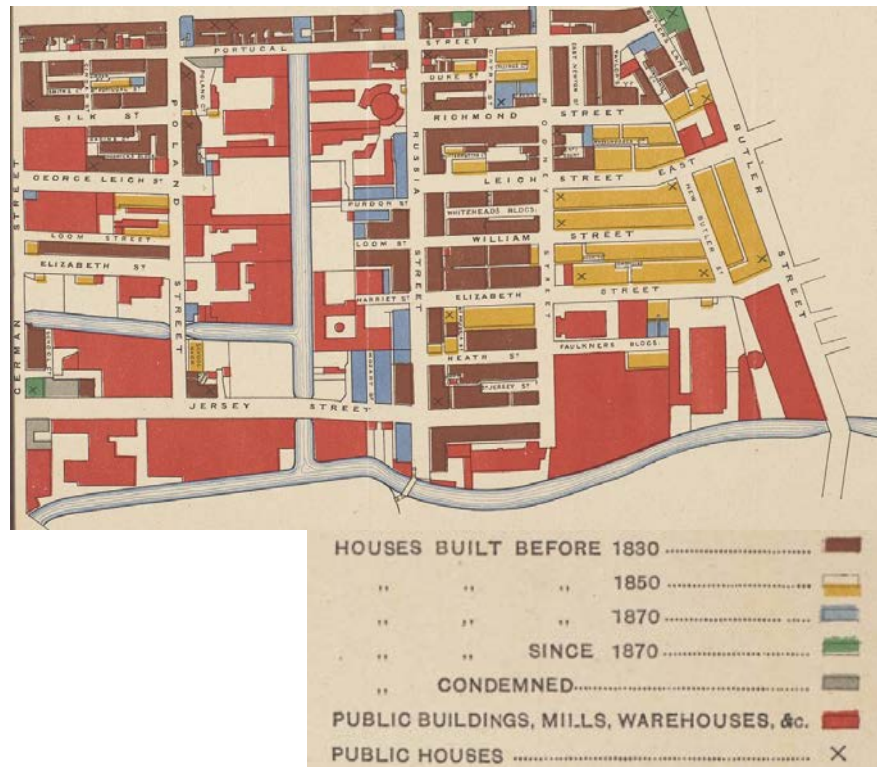
Figure 4: Jersey Street (south side) 1962¹²

Figure 5: Bastow's map of Ancoats, District 2

Jersey Street

2.20 Jersey Street is long street which runs roughly east-west through the southern part of Ancoats, just north of and parallel to the Rochdale Canal. The street was the centre of much of the industrial development that shaped Ancoats beginning with the endeavours of the Murray Brothers.

- Murrays' Mills

2.21 Murrays' Union Mill (or Old Mill) built in 1798, was the Murray brothers' first building in what was to become the Murrays' Mills complex which eventually occupied a large urban block bounded by today's Jersey, Murray and Bengal Streets and with a canal basin at its centre. By 1806, Murrays' Mills was the largest mill complex in the world with 84,000 mule spindles. Most others at the time had fewer than 10,000 spindles. Between 1798 and 1908, the complex comprised around eight separate mill and further ancillary buildings.

¹² m10190

- 2.22 The mighty Murray's Mills had already begun to decline along with the reset of the industry during the first half of the 20th century and the post-war period saw A&G Murrays Mill Ltd. divest and begin to sell-off its buildings starting in 1948 with Old Mill and Decker Mill, with the Murray Street block following in 1950, and the Bengal Street block in 1960. Old and Decker Mill were used as clothing warehouses after 1954. Although some work was done in the 1960s to strengthen the structure of the mills, the complex was allowed to fall into disrepair so that by the 1990s, vandalism and arson threatened to destroy what remained of the Mills complex.
- 2.23 Today most of the Murray's Mills buildings have been sensitively converted to residential use and Old Mill is probably the oldest surviving Mill building in Manchester (fig. 6).



Figure 6: Old Mill, Jersey Street

- The British & Foreign Flint Glass Works

- 2.24 Percival and Vickers opened as the British & Foreign Flint Glass Works on Jersey Street in 1844. By the 1860s, along with Molineaux and Webb, Percival Yates and Vickers was one of the largest glass factories in Manchester. Interviewed in 1862, for a government commission report on the working condition for children in British factories, a director of the company confirmed that the company employed 373 persons; 48 being boys under 13. Publicly listed, the company produced large quantities of cut-glass bowls, jugs and carafes for Victorian table. It was eventually wound-up by 1914.
- 2.25 An engraving of the Percival Vickers glass works on Jersey Street shows the extent of the enterprise at the turn of the 10th

century (fig. 7¹³). Today the refurbished premises, which lies adjacent to the site, offers high quality serviced office space (fig. 8).

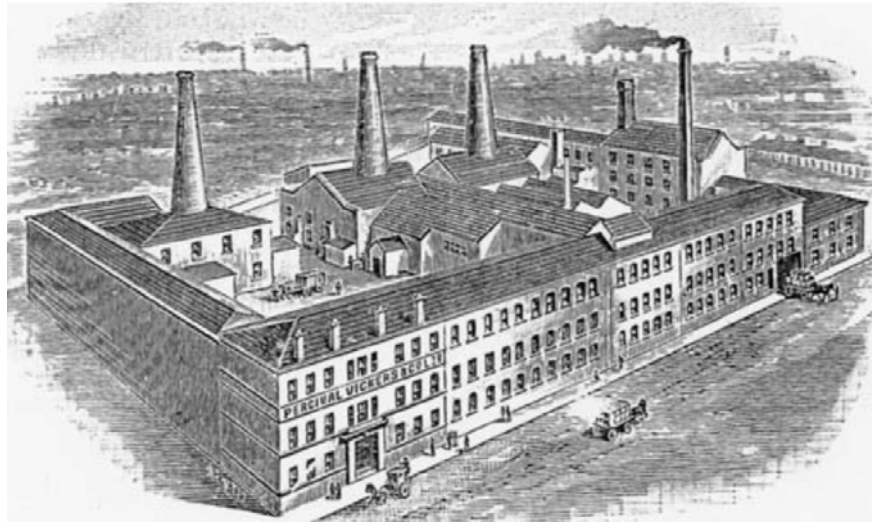


Figure 7: Percival Vickers glass works, Jersey Street, 1902



Figure 8: The Flint Glass works , 2020

¹³ © Ian Miller. Reproduced from the cover of Percival Vickers 1902 catalogue Glass Shades for Electric Lights, Cut and Moulded.

The site

- 2.26 Adshead's map of 1851 shows the site at this time containing the 'Hugh Beavers Cotton Mills', with the 'Percival Yates and Vickers Glass Manufactory' on the adjacent site to the west (figs. 9-10). Between them was a large open yard. All around are the mills, yards and manufactory's that characterised Ancoats, most notably the Murrays Mills complex to the south of Jersey Street. Smaller workshops can be seen to the far west of the site onto German Street.
- 2.27 The Rochdale Canal can be seen to the south of the site with a branch canal to the north serving the Phoenix Iron Works: this runs from the main canal under the Jersey Street bridge to the east of the site, bisecting the existing site.



Figure 9: Adshead's map, 1851 – Jersey Road east

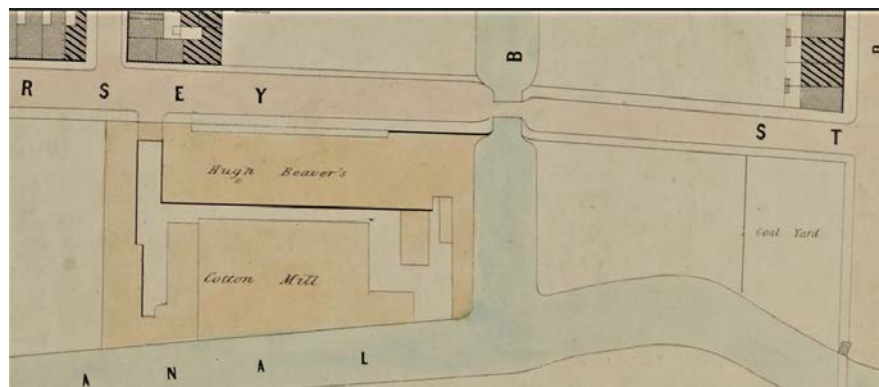


Figure 10: Adshead's map, 1851 – the area of the present site

- 2.28 The OS surveyed between 1888-1891 shows the Jersey Street Mills at the western end of the site adjacent to the canal branch spur. (fig. 11¹⁴).



Figure 11: Area around the site (outlined) OS Surveyed: 1888 to 1891

- 2.29 By the time of the 1915 OS revision, the Flint Glass Works had been wound up, the buildings demolished and a much smaller 'Waterproof Factory' building erected on its site (fig. 12¹⁵). The Jersey Street Mills too have gone and been replaced by the Jersey Street Dwellings. These were tenement buildings for the poorest workers. A photograph of the Dwellings dated 1893 implies that the Mills had already been gone for some time by the time of the 1915 survey (fig. 13¹⁶). In the light of the First World War, German Street has been renamed 'Radium Street'. The canal spurs are named on the map as the 'Bengal Arm' and the 'Prussia Street Arm'.

¹⁴ OS Lancashire CIV.7 (Manchester) Surveyed: 1888 to 1891, Published: 1893

¹⁵ OS Lancashire CIV.7 (Manchester) Revised: 1915, Published: 1922.

¹⁶ © Manchester City Library Image Collections ref. m08382



Figure 12: Area around the site (outlined) OS Revised 1915



Figure 13: Jersey Dwellings, 1893

- 2.30 In the inter-war period, to the west of the site the existing 'Waterproof Factory' is now a clothing factory. There are now buildings for sheet entail works and for a waste paper factory

(fig. 14¹⁷). There are a number of unnamed structures in between these and the Dwellings. The eastern side of the site is identified as the 'Hearth Stone Manufactory'. The building outline is similar to that seen in the 1915 Map (although unnamed at that time) so it is possible that this use had been here for sometime.

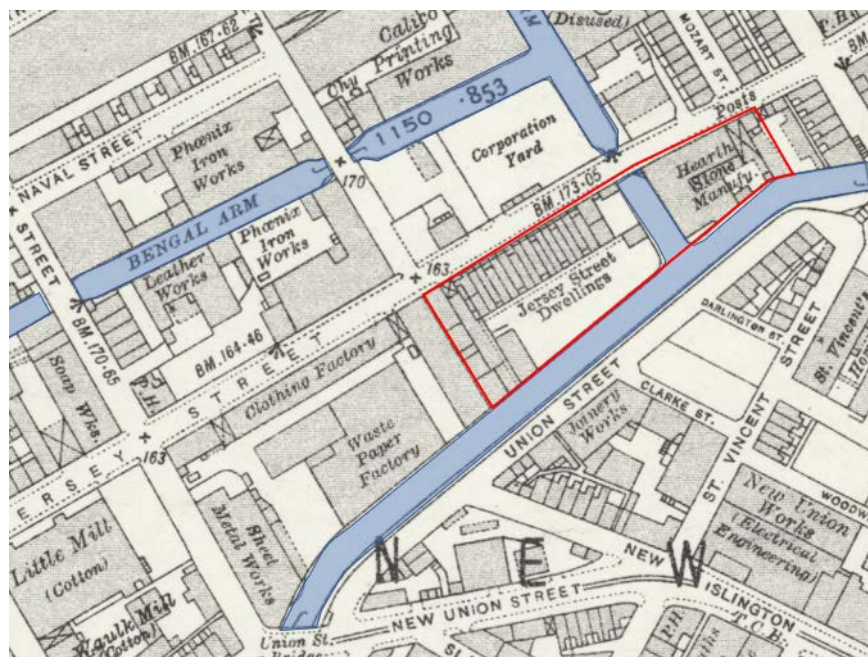


Figure 14: Area around the site (outlined) OS Revised: 1931 to 1932

- 2.31 The branches of the Rochdale Canal began to be filled in during the post-war period and Ancoats became increasingly run-down as the heavy industry which had characterised it began to close down, not to be replaced.
- 2.32 A photograph of 1972, shows the central part of the site looking north from the Rochdale Canal towards the Jersey Street canal bridge. The view looks directly along the former canal spur, which has been filled in. The remnants of the Hearth Stone Manufactory building still stand to the right and a boundary wall that would have once backed onto the canal spur can be seen to the left. The image graphically illustrates the area's decline (fig. 15¹⁸).
- 2.33 Although still standing in 1932, the Jersey Street Dwellings had been demolished during the post-war period and the site left empty. At the west end of the site, a light industrial unit was

¹⁷ OS Lancashire CIV.7 (Manchester) Lancashire CIV.7 (Manchester) Revised: 1931 to 1932, Published: 1934 Published: 1934

¹⁸ © Manchester City Library Image Collections ref. m14229

erected in the place of the earlier buildings which is the one structure remaining on the site today (fig. 16¹⁹).



Figure 15: Jersey Street Bridge over former branch of the Rochdale Canal, 1972

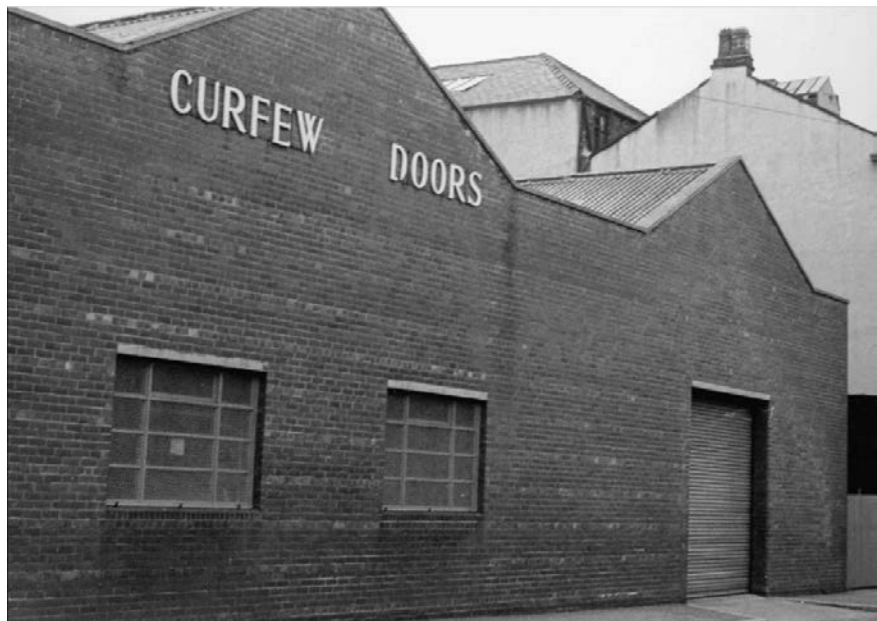


Figure 16: The building on the west part of the site in 1967

- 2.34 The area now falls within the Ancoats and New Islington Neighbourhood Development Framework, Character Area 3 – Poland Street Zone. The original NDF was prepared and endorsed by the City Council in 2014 and 2016. This document

¹⁹ © Manchester City Library Image Collections ref. m10176

has subsequently been updated in June 2020 and the Poland Street Public Realm Strategy (2022) sets out the vision for the public realm in this area.

- 2.35 Of particular relevance to this site is the aspiration to transform the former canal spur into a linear park linking Ancoats Green in the north to Jersey Street and the canal to the south – effectively reinterpreting and celebrating the historic canal network.
- 2.36 It also identifies the canal frontage as a place with the potential for an active and dynamic waterside including new public spaces.

3 The heritage context of the site

- 3.1 The heritage context of the site has been established through a search of the National Heritage List for England, online resources provided by Manchester City Council and other published resources.

Conservation area

- 3.2 The site is located within the Ancoats Conservation Area (fig. 17). Designated in 1989, the conservation area contains one of the largest concentration of Grade II and Grade II* listed buildings in Manchester.
- 3.3 The conservation area represents part of the historic Ancoats district and is bounded by Great Ancoats Street, Oldham Road, Kemp Street, Wadeford Close, Jersey Street and the Rochdale Canal. It was designated in order to counter the impending loss of character caused by widespread demolition of pre-20th century buildings.
- 3.4 The conservation area statement²⁰ summarises what gives the area its special character and appearance:
- “The principal buildings are the massive cotton spinning mills, which are located adjacent to the Rochdale Canal and the nearby housing. This juxtaposition and inter-linking of manufacturing, transport and residential uses meant that Ancoats functioned as the first industrial estate in the world.
- Before the Industrial Revolution, textile and other manufacturing processes were carried on in and around worker’s homes. Following the harnessing of waterpower, mills were sited alongside rivers, but they had to be spaced out in order to extract the limited amount of power available from a certain stretch of water.
- Although the area is dominated by the massive mill buildings, it also contains other listed buildings of differing character. The Victoria Square housing is a five-storey block of flats dating from 1889 and regarded as one of the most successful local authority housing schemes in Manchester, due in part to its enclosure of shared inner space.
- Buildings such as the church of St Peter and the Crown and Kettle pub, together with older non-listed buildings in the area,

²⁰ MCC, Ancoats Conservation Area:
https://secure.manchester.gov.uk/info/511/conservation_areas/1216/ancoats_conservation_area

provide a contrast of architectural styles with the surviving massive mill buildings.”



Figure 17: Ancoats conservation area. Listed buildings outlined in blue

Listed Buildings

3.5 There are no listed buildings on the site. There are 16 listed buildings²¹ within the Ancoats Conservation Area which are shown in figure 17. These are shown numbered on the map:

1. Victoria Square (GII)
2. Crown and Kettle Public House (GII)
3. Daily Express Building (GII*)
4. Derros Building (GII)
5. Former Church of St Peter (GII)
6. Rochdale Canal Lock number 82, to east of Great Ancoats Street (GII)
7. Royal Mill (GII*)
8. Sedgwick Mill (west of junction with Murray Street) (GII)
9. Paragon Mill (GII*)
10. New Mill (Murray's Mill complex) (GII*)
11. Former Warehouse And Offices of Old Mill, Decker Mill, and New Mill (Murray's Mill complex) (GII)
12. Decker Mill Old Mill (Murray's Mill complex) (GII*)
13. Doubling Mill Fireproof Mill (Murray's Mill complex) (GII*)
14. Little Mill (Murray's Mill complex) (GII)

²¹ Under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended a building listed for its special architectural or historic interest.

15. Beehive Mill (GII)

16. Union Street Bridge (GII)

The significance of the site and its context

Definitions

3.6 The site, nearby listed buildings and Ancoats Conservation Area are all ‘designated heritage assets’, as defined by the National Planning Policy Framework (NPPF).

3.7 ‘Significance’ is defined in the NPPF as ‘the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting’. The English Heritage ‘Planning for the Historic Environment Practice Guide’ – as ‘the sum of its architectural, historic, artistic or archaeological interest’.

3.8 ‘*Conservation Principles, Policies and Guidance for the sustainable management of the historic environment*’ (English Heritage, April 2008) describes a number of ‘heritage values’ that may be present in a ‘significant place’. These are evidential, historical, aesthetic and communal value.

‘Historic interest’ or ‘Historical’, ‘Evidential’ or ‘Communal’ value

3.9 The site, the listed and unlisted buildings nearby, and their relationship to one another and the Ancoats Conservation Area collectively illustrate the development of this part of Manchester. They tell us about the nature of the expansion of Manchester in the 18th-19th centuries, the influence of the industrial revolution on the economy of Manchester the North West and Britain as a whole, the nature of working life during this period and about how industrial buildings of the 19th century were adapted and changed to suit changes brought during the 20th century. They also tell us about social and commercial transformations during the late 19th and 20th century, and about the dynamics of post-war change and its effect on older buildings and urban grain.

3.10 In terms of English Heritage’s ‘Conservation Principles’, the listed buildings and conservation area provide us with ‘evidence about past human activity’ and, by means of their fabric, design and appearance, communicate information about its past. Subsequent alteration, demolition and redevelopment has not entirely removed the ability of the older townscape and intact

historic buildings to do this; the Ancoats Conservation Area and its listed buildings clearly retain sufficient historic character and appearance to convey the area's historical ethos.

- 3.11 The evolution of the site itself reflects the ever-changing nature of Ancoats as it grew and adapted and declined through the nineteenth and twentieth centuries. Uses on the site have been both industrial and residential, with the Jersey Street Dwellings of particular relevance when considering the proposed future use of the site before reverting to an industrial use in the later 20th century.
- 3.12 The industrial remnants of the Hearth Stone Manufactory remained until at least the 1970s before the site was cleared.
- 3.13 The presence of the canal spur meant that the site was physically separated east and west up until the late 20th century as illustrated in figure 15.

'Architectural interest', 'artistic interest' or 'aesthetic value'

- 3.14 'Architectural' and 'artistic interest' (NPPF) or 'aesthetic value' ('Conservation Principles'). In respect of design, 'Conservation Principles' says that 'design value... embraces composition (form, proportions, massing, silhouette, views and vistas, circulation) and usually materials or planting, decoration or detailing, and craftsmanship'.
- 3.15 The present building on the site – a post-war light industrial unit - has no architectural merit.
- 3.16 The listed buildings near the site have, by definition, special architectural interest and that special interest has to do with their external architectural design, scale and massing. However, due to their relative distance from the site it is unlikely that any proposed development on this site will affect their significance, although proposals will have full regard for both the immediate and wider character and appearance of the conservation area.
- 3.17 As described and illustrated in section 2, the nature of development across Ancoats varied in scale, massing and form – from large mills and manufactories that filled entire blocks, to small domestic streets such as Sanitory (Anita) Street. There is also variety of quality ranging from the architectural detailing found in the arts and crafts/Queen Anne Victoria Square to the relative austerity of the Jersey Street dwellings.
- 3.18 Perhaps of particular relevance, when considering the proposed future use of the site, the Jersey Street dwellings provide an interesting (if architecturally plain) indication of the nature of development on part of the site in the first half of the twentieth

century. The dwellings appear to rise to six storeys, with deck-access walkways and balconies. As described earlier, these were houses for the poorest residents. The Hearth Stone Manufactory was typical of the practical, functional structures found across Ancoats – in brick with associated chimney and plain detailing.

- 3.19 The former canal spur provides a historic reference point which is also recognised in the Ancoats and New Islington NDF. The site lies within Character Area 3 - The Poland Street Zone – in the NDF.

4 The policy Context

Introduction

- 4.1 This section of the report briefly sets out the range of national and local policy and guidance relevant to the consideration of change in the historic built environment.

The Planning (Listed Buildings and Conservation Areas) Act 1990

- 4.2 The legislation governing listed buildings and conservation areas is the Planning (Listed Buildings and Conservation Areas) Act 1990 ('the Act'). Section 66(1) of the Act requires decision makers to 'have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses' when determining applications which affect a listed building or its setting. Section 72(1) of the Act requires decision makers with respect to any buildings or other land in a conservation area to pay 'special attention... to the desirability of preserving or enhancing the character or appearance of that area'.

The National Planning Policy Framework

- 4.3 The revised version of the National Planning Policy Framework (NPPF) was published In July 2021.
- 4.4 Chapter 16 of the National Planning Policy Framework: 'Conserving and enhancing the historic environment' deals with Heritage Assets describing them as 'an irreplaceable resource' that 'should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.'²²

Proposals affecting heritage assets

- 4.5 Paragraph 194 brings the NPPF in line with statute and case law on listed buildings and conservation areas. It says that:
- 'In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail

²² The policies set out in this chapter relate, as applicable, to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-making.

should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance.'

- 4.6 In terms of the local authority, paragraph 195 requires that they 'identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.'
- 4.7 Further, 'Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision (paragraph 196).
- 4.8 Paragraph 197. In determining applications, local planning authorities should take account of:
 - a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
 - c) the desirability of new development making a positive contribution to local character and distinctiveness.

Considering potential impacts

- 4.9 Paragraph 199 advises local planning authorities that 'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.
- 4.10 Paragraph 200 continues, 'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:
 - a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;

b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.²³

- 4.11 In terms of proposed development that will lead to substantial harm to (or total loss of significance of) a designated heritage asset, paragraph 201 states that 'local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
- a) the nature of the heritage asset prevents all reasonable uses of the site; and
 - b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
 - c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
 - d) the harm or loss is outweighed by the benefit of bringing the site back into use'.
- 4.12 It continues 'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use' (paragraph 202).
- 4.13 In taking into account the effect of an application on the significance of a non-designated heritage asset the local authority should employ a 'a balanced judgement' in regard to the scale of any harm or loss and the significance of the heritage asset (paragraph 203).
- 4.14 The NPPF introduces the requirement that 'Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred (paragraph 204).
- 4.15 Where a heritage asset is to be lost, the developer will be required to 'record and advance understanding of the

²³ Non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.

significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and the impact, and to make this evidence (and any archive generated) publicly accessible' (paragraph 205).²⁴

- 4.16 In terms of enhancing the setting of heritage assets the NPPF states that 'local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably (paragraph 206).

Planning Practice Guidance

- 4.17 Planning Practice provides streamlined guidance for the National Planning Policy Framework and the planning system. It includes guidance on matters relating to protecting the historic environment in the section entitled 'Conserving and Enhancing the Historic Environment' which gives advice under the following headings:
- Overview: historic environment;
 - Plan making: historic environment;
 - Decision-taking: historic environment ;
 - Designated heritage assets;
 - Non-designated heritage assets;
 - Heritage Consent Processes and;
 - Consultation and notification requirements for heritage related applications.

Historic Environment Good Practice Advice Notes

- 4.18 Historic England provide guidance regarding the setting of heritage assets and how to assess the effect of change on that setting. They provide 'information on good practice to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the national Planning Practice Guide (PPG)'.

²⁴ Copies of evidence should be deposited with the relevant historic environment record, and any archives with a local museum or other public depository.

4.19 These notes are:

- GPA 1: The Historic Environment in Local Plans (2015);
- GPA 2: Managing Significance in Decision-Taking in the Historic Environment (2015);
- GPA 3: The Setting of Heritage Assets (2nd ed., 2017);
- GPA 4: Enabling development and heritage assets (2020).

Manchester Local Plan

4.20 Manchester's Core Strategy was adopted on the 11 July 2012 and is the key document in the Manchester Local Plan. It sets out the long term strategic policies for Manchester's future development and will form the framework that planning applications will be assessed against

4.21 Policy EN3 deals with heritage, and says that:

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

New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

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

4.22 Some former UDP policies have been saved and form part of the Local Plan. They include City-wide Development Control Policies relating the heritage matters.

4.23 Policy DC18.1 deals with conservation areas, and says:

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

a) The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:

i) the relationship of new structures to neighbouring buildings and spaces;

- ii) the effect of major changes to the appearance of existing buildings;
- iii) the desirability of retaining existing features, such as boundary walls, gardens, trees, (including street trees);
- iv) the effect of signs and advertisements;
- v) any further guidance on specific areas which has been approved by the Council.

b) The Council will not normally grant outline planning permission for development within Conservation Areas.

c) Consent to demolish a building in a conservation area will be granted only where it can be shown that it is wholly beyond repair, incapable of reasonably beneficial use, or where its removal or replacement would benefit the appearance or character of the area.

d) Where demolition is to be followed by redevelopment, demolition will be permitted only where there are approved detailed plans for that redevelopment and where the Council has been furnished with evidence that the development will be undertaken.

e) Development proposals adjacent to Conservation Areas will be granted only where it can be shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of Conservation Areas.

4.24 Policy DC19.1 deals with listed buildings and says:

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

- a) not grant Listed Building Consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;
- b) not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;

c) not permit any external or internal alteration or addition to a Listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;

d) seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;

e) permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;

f) not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

The Ancoats and New Islington Neighbourhood Development Framework was published in 2016. A further document identifying the aspirations for Character Area 3: The Poland Street Zone were published in June 2020.

6 The proposed scheme and its effect

- 6.1 This section of the report briefly describes the proposed scheme and its effect on the heritage significance described earlier. The proposed scheme is described in detail and illustrated in the drawings and Design & Access Statement prepared by PRP Architects and this report should be read alongside that document.

The proposed scheme and its effect on heritage significance

- 6.2 The proposals have been subject to considerable pre-application discussion with both the City Council and also Historic England. The comments received and discussions have informed the evolution of the proposals. A series of views have been used to assess the impact of the proposals on the conservation area, nearby listed buildings and wider context. They represent the key points at which the development will be visible.
- 6.3 The scheme is for 190 apartments, 660 sq.m. of commercial space, 660 sq.m. of private landscaped area and 190 secure cycle storage spaces in two 8 storey blocks.
- 6.4 The intention is to deliver a development that acts as a catalyst for the creation of a vibrant new neighbourhood that responds to both the aspirations of the NDF and its heritage context.
- 6.5 The design approach has been developed in tandem with the key design themes established in the NDF and has also considered the wider context to ensure that diversity and variation in massing was still being achieved with the addition of an 8 storey development on this site.
- 6.6 The scheme aims to deliver a diverse range of homes as well as providing ground floor commercial units that create active frontages, helping create a sense of place and community.
- 6.7 It is recognised that the existing site contains no buildings or structures of historic interest or character and thus the site provides an opportunity to enhance the character and appearance of the conservation area and wider Ancoats.
- 6.8 The proposals have, however, been informed by the character and appearance of the area – recognising not just the buildings and materiality but also the nature of the spaces and their interconnection. This is particularly relevant in relation to the former canal spur which once bisected the site.

- 6.9 The vision for the Poland Street Zone is to bring forward an authentic evolution of Ancoats; a form of urban development and mix of uses, rooted in the area's past.
- 6.10 To this end, the proposals also reflect the key characteristics of the conservation area and its character. The aim is to respect the physical characteristics of the buildings, materiality, setting and social history; use the relationship with the canal to enhance activity and help to establish a green link that traces the existing and former canal network.
- 6.11 The scale and massing of the scheme has had regard for the townscape of the area, particularly along Jersey Street – creating a variation in massing from the adjacent lower forms of Flint Glass Works, Plot A, Engels House, Navigation Street and Avro House.
- 6.12 The positioning of the blocks has had full regard for the historic canal spur that once went through the site – helping to highlight the historic route as it connects through to the wider green route aspirations for the NDF to the north.
- 6.13 The design team have carried out a comprehensive analysis of the existing historic buildings in the area to establish some key facade characteristics, including materiality, form and rationale. This has led to facades that have been developed around a grid; windows and elements that stack vertically between floors; regularity of opening sizes and window types; clear articulation of building elements, e.g. lintels, string courses and sills; a common palette of brick and stone to unify a family of buildings each distinctive in character; articulation of the base and the top of the buildings.
- 6.14 Following pre-application discussion, the corner balconies have been amended from the initial designs and it is believed that a balance has been achieved between external aesthetic and the quality of the internal environment.
- 6.15 The layout and elevations of the west block have also been revised to ensure that the two gables addressing the canal are symmetrical.
- 6.16 The materials chosen have been selected for being complimentary and simple in range with brick, concrete string courses, coloured profiled aluminium panels and coloured aluminium windows and railings – intended to create a unified complex. These have been shared with both the Council and Historic England and form part of the application.

- 6.17 The impact of the proposals on surrounding heritage assets and townscape has been tested through a series of views agreed with both the Council and Historic England.

View: Looking West along Jersey Street

Existing



Proposed



- 6.18 This view is taken on Jersey Street, looking north east towards the site just before the junction with Radium Street. In the foreground on the left is the Grade II* listed Beehive Mill and on the right is the former Flint Glass Works building.
- 6.19 The view is taken from within the conservation area and all the buildings in it are within the conservation area – however it is looking ‘out’ in the distance.
- 6.20 This is a particularly important view in heritage terms, featuring listed and unlisted buildings of merit and reflecting the multi-layered and varied massing of buildings in the conservation area including the only remaining glassworks.
- 6.21 The image illustrating how the proposal will sit within this context also shows Eliza Yard on the northern side of Jersey Street, opposite the site.
- 6.22 The proposal will form a suitably scaled ‘bookend’ to the conservation area and the simple and regulated approach to the materials and facades will mean that the roofscapes of buildings in the foreground can still be identified and appreciated.
- 6.23 The simple approach to the roofline of the proposed building will also mean that it does not over-dominate whilst nevertheless terminating the view.
- 6.24 The proposals will make a positive contribution to this view.

View: Looking East along Jersey Street

Existing



Proposed



- 6.25 This view is taken from the north east, looking south west. The viewpoint is outside the Conservation Area, but looking into the area, with proposed Jersey Wharf the first building within the designated area.
- 6.26 The foreground of the view is currently made up of land undeveloped since post-war clearance. The Rochdale Canal is to the left hand side of the view. The main building visible along Jersey Street is the side elevation of the modern extension to the Flint Glass Works that fronts the Rochdale Canal.
- 6.27 This is effectively a gateway view into the conservation area.
- 6.28 The image illustrating the proposal demonstrates the contextual approach to the form, scale, materials and massing – taken from an analysis of the traditional mill buildings in Ancoats. The image also shows Eliza Yard opposite which provides further context to the scale of the proposals.
- 6.29 The proposal will create a high-quality focal point at the entrance to the conservation area and enhance this view into the conservation area.

View: Looking South along Poland Street

Existing



Proposed



- 6.30 This view is taken from Poland Street looking due south towards the corner of the site. The view reflects the remnant

historic structures as well as more recent regeneration and development – which typifies the rejuvenation of Ancoats.

- 6.31 The post-war single storey unit can be seen at the end of Poland Street on the left and the Flint Glass works (modern and old) to the right.
- 6.32 As with the other views, the relatively simple palette of materials commonly found across Ancoats is apparent in this view.
- 6.33 The image illustrating the proposal also includes the mass of Eliza Yard to the left and illustrates that the proposal will barely be visible, but where seen will sit comfortably not only along side Eliza Yard, but also in the multi-layered urban context to the right.

View: Proposed development looking north west from the southern side of Rochdale Canal





- 6.34 These two views are taken from the south east, looking north west towards the proposed development as seen alongside the Rochdale Canal.
- 6.35 They very clearly illustrate the quality of the proposal and the consideration that has gone into ensuring the buildings will sit contextually and sympathetically on the edge of the conservation area.
- 6.36 There is a clear gap where the former canal spur bisected the site and this is further identified by the variance in materials used on the two blocks.
- 6.37 Overall, the proposals will contribute positively to the character and appearance of the conservation area – providing an appropriate backdrop to existing buildings and the canal and also in marking the entrance to the conservation area from the north east.
- 6.38 They have been conceived with not only the existing context in mind but also the aspirations of the NDF for the future of this part of the area.

7 Compliance with policy and guidance

- 7.1 This report has provided a detailed description and analysis of the site and its heritage context, as required by the National Planning Policy Framework. In addition, the report also describes (in Section 4 'The proposed development and its effect') how the proposed scheme will affect that heritage significance. The effect is positive, and for that reason, the scheme complies with policy and guidance.

The Planning (Listed Buildings and Conservation Areas) Act 1990

- 7.2 The conclusion of our assessment, contained in previous sections in this report, is that the proposed scheme preserves the special architectural and historic interest of the nearby listed buildings and conservation area affected by the development. The proposed development thus complies with S.66(1) and S.72(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990. It does not lead to 'substantial' harm or any level of 'less than substantial' harm to any heritage assets.

The National Planning Policy Framework

Design

- 7.3 The proposed scheme is wholly consistent with Chapter 12 of the NPPF. It will clearly 'function well' and 'add to the overall quality of the area', will be 'visually attractive', is certainly related to its context and helps in place-making – especially in line with both the conservation area and the aspirations of the NDF. In our opinion, the proposed scheme will 'help raise the standard of design more generally in [the] area' and will 'fit in with the overall form and layout of [its] surroundings'.
- 7.4 The proposed scheme is a good example of the 'innovative designs which promote high levels of sustainability or help raise the standard of design more generally in an area, so long as they fit in with the overall form and layout of their surroundings' that is sought by Paragraph 131 of the NPPF.
- 7.5 As described earlier, the proposals have been developed in tandem with the key design themes established in the NDF and has also considered the wider context to ensure that diversity and variation in massing was still being achieved with the addition of an 8 storey development on this site.

- 7.6 The proposed materials palette has been viewed by both the Council and Historic England, details of which are included in the application.
- 7.7 The design has been revised to ensure that a balance is achieved between the external aesthetics of the balconies and the quality of internal environment and the layout and elevations of the west block has been revised to ensure that the two gables address the canal and are symmetrical.

The level and nature of 'harm' caused by the proposed development

- 7.8 As outlined in Section 4, the NPPF identifies two levels of potential 'harm' that might be caused to a heritage asset by a development: 'substantial harm...or total loss of significance' or 'less than substantial'. Both levels of harm must be caused to a *designated* heritage asset – in this case, the of listed buildings and the conservation area whose setting and character can be considered to be affected by the proposed development.
- 7.9 The only potential for 'substantial' harm would be if the proposed scheme for the site caused the loss of something *central* to the special interest of these heritage assets. The proposal evidently does not give rise to this level of harm.
- 7.10 Similarly, we also do not believe that any 'less than substantial harm' is caused by the scheme. There will be small change to the conservation area and the nearby listed buildings, but this change will be positive for the reasons given earlier in this report. The scheme will preserve and enhance their significance – through the contextual and high-quality design approach taken. This is illustrated and discussed with the views and analysis in the previous section.
- 7.11 For the same reasons we do not believe that harm is caused (as per Paragraph 203 of the NPPF) to the non-designated heritage assets in the vicinity of the site.

Specific requirements of the NPPF

- 7.12 This report has provided a detailed description and analysis of the significance of the site and its heritage context, as required by Paragraph 189 of the National Planning Policy Framework.
- 7.13 The proposed scheme complies with Paragraph 199 and 200 of the NPPF in that it conserves the heritage assets whose setting it affects. For the reasons given earlier, we do not believe that the scheme involves any 'less than substantial harm to the

significance of a designated heritage asset', satisfying Paragraph 202. We believe that the proposals are well considered and contextual and have regard for not only the historic context of the site but also the forms, materials and proportions of other buildings in the conservation area.

- 7.14 The scheme strikes the balance suggested by the NPPF – it intervenes in the heritage context of the site in a manner commensurate to its heritage significance. It will provide high-quality new buildings the design and materiality of which have been borne out of a full understanding of the area.

Manchester's Local Plan

- 7.15 In positively addressing the requirements of the National Planning Policy Framework, the works also meet the policy requirements of the Manchester City Local Plan relevant to the historic built environment.
- 7.16 In terms of Policy EN3 the proposals 'complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods' through the contextual approach to the design. The development will 'preserve and enhance the historic environment and buildings of acknowledged importance'.
- 7.17 With regard to Policy DC19.1, it has been demonstrated that the proposals 'will not harm the appearance or character of the area' and that in the key views identified in agreement with officers 'protects views into and out of the conservation area'.
- 7.18 The proposals have also had full regard for the aspirations of the Ancoats & New Islington NDF.

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