

Heritage Statement

No's 8 and 8a St John Street, Manchester

August 2020

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Client
Mather & Co Ltd

Our reference
TIMM3000

August 2020

Executive Summary

1. This Heritage Statement has been prepared by Turley Heritage on behalf of Pareto Properties LLP ('the Applicant') in connection with a full planning application and associated application for listed building consent for the conversion, alteration and extension of No's 8 and 8a St John Street and the construction of a new-build dwelling to the rear (the 'Proposed Development').
2. The Application Site contains a grade II listed building, is adjacent to other listed buildings and is within the St John Street Conservation Area. Therefore, in determining the submitted applications, Manchester City Council has statutory duties under the Planning (Listed Building and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the special interest and setting of the listed buildings within and beyond the site (s.16 and s.66) and to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area (s.72).
3. The Application Site dates back to the late 18th century when a number of streets were laid out and *"intended for the 'genteel' residents who were migrating to the south side of the town"*.¹ The buildings on the site were originally constructed as residential townhouses during this period. They were altered and adapted in the late 19th century as part of the changing fortunes of the area including new outriggers and the reorientation and reconfiguration of No 8a from Longworth Street to St John Street. The neighbouring terraced building to Longworth Street also appears to have been partially adapted to form an extension at this time. In the late 20th and early 21st century, the buildings were altered and adapted as part of their use as commercial offices.
4. Based on our assessment of nearby listed buildings there will be no harm to the significance or setting of No 10 St John Street and No's 12-16 St John Street. The Proposed Development will therefore (in respect of these assets) meet the objectives of Paragraphs 192, 193 and 200 of the NPPF and the requirements of s.66 (1) of The Planning (Listed Buildings and Conservation Areas) Act 1990 can be satisfied if the Council grants planning permission.
5. In light of the significance of No's 8 and 8a St John Street and following an assessment of the proposed works, it is considered that the demolition of the outriggers and their replacement with a new extension would cause a degree of harm to the significance of the grade II listed building. This is due to the loss of historic fabric and reduced legibility of these ancillary structures/spaces. This harm is considered to be 'less than substantial' and in accordance with paragraph 196 of the NPPF, falls to be weighed in the balance with public and heritage benefits generated by the Proposed Development.
6. Notwithstanding the considerable importance and weight that needs to be given to the statutory duty of the Planning (Listed Buildings and Conservation Areas) Act 1990, the Planning Statement prepared by Turley sets out the public and heritage benefits that

¹ Shaw, William Arthur (1894) Manchester Old and New p. 119

will be delivered by the Proposed Development. PPG confirms that public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress.

7. In relation to the St John Street Conservation Area, the Proposed Development will provide a viable new use for No's 8 and 8a St John Street, reinstating them back into residential townhouses. The proposed new building to the rear of the site will create an attractive, modern, yet contextual building. It responds to the street hierarchy through the subservience of the design and height in comparison with the formality of the Georgian townhouse and is of characteristic red brick construction. For these reasons, the Proposed Development addresses s.72 of the 1990 Act.
8. As set out above, it is concluded that the significance of the conservation area would be sustained in accordance with paragraphs 192,193, 200 and 201 of the NPPF.

1. Introduction

1.1 This Heritage Statement has been prepared by Turley Heritage on behalf of Pareto Properties LLP ('the Applicant') in connection with a full planning application and associated application for listed building consent for the conversion, alteration and extension of No's 8 and 8a St John Street and the construction of a new-build dwelling to the rear (the 'Proposed Development') at No's 8 and 8a St John Street, Manchester (the 'Application Site').

1.2 The formal description of development is as follows:

"The change of use of 8/8A St Johns from offices (B1) to residential accommodation (C3) and the erection of a new residential dwelling (C3) at the rear of the existing property."

1.3 The Application Site contains a grade II listed building, is adjacent to other listed buildings and is within the St John Street Conservation Area. Therefore, in determining the submitted applications, Manchester City Council has statutory duties under the Planning (Listed Building and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the special interest and setting of the listed buildings within and beyond the site (s.16 and s.66) and to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area (s.72).

1.4 The National Planning Policy Framework (NPPF) (2019) provides the Government's national planning policy on the conservation of the historic environment. In respect of information requirements for applications, it sets out 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 should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance."

1.5 To comply with these requirements, Section 2 of this statement identifies the relevant designated heritage assets with potential to be affected by the Proposed Development and Section 3 provides an overview of the history and development of the Application Site and surrounding area.

1.6 Section 4 provides an assessment of the significance, in terms of the special architectural and historic interest, of the grade II listed No's 8 and 8a St John Street. The significance of nearby listed buildings and the St John Conservation Area are also assessed. The assessments are proportionate to both the importance of the identified heritage assets and the likely impacts of the application proposals.

1.7 Section 5 provides an assessment of the impact of the Proposed Works, in light of the statutory duties of the Planning (Listed Buildings and Conservation Areas) Act 1990, national policy set out in the NPPF, and local planning policy for the historic environment (set out in detail at **Appendix 1**).

Assumptions

- 1.8 The Heritage Statement has been informed by historic mapping, existing published sources and readily available online archive sources. It has also been based upon observations from a site visit carried out in July 2020. Due to the current Covid-19 travel restrictions and closures, it has not been possible to view non-digitised archive documents held in the Manchester Archives.

2. The Heritage Assets

- 2.1 The NPPF (2019) defines a heritage asset as:

“A building, monument, site, place, area, or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest.”²

Designated Heritage Assets

- 2.2 Designated heritage assets are those which possess a level of heritage interest that justifies designation under relevant legislation and are then subject to particular procedures in planning decisions that involve them.

Listed Buildings

- 2.3 The Application Site includes No’s 8 and 8a St John Street which was included on the statutory list of buildings of special architectural or historic interest at grade II on 25 February 1952 and was amended in 06 June 1994. The accompanying list entry description states:

“Town houses, now consulting rooms and house. Late C18; altered. Brown brick in Flemish bond (roof not visible). Double-depth plan, each house single-fronted, with back extensions. Three storeys over cellars, 3+2 bays, with plinth, 1st-floor sill-band, altered cornice. Round-headed doorway with open-pedimented Tuscan doorcase, panelled door and semi-circular fanlight; sashed windows with exposed boxes, raised sills and flat-arched heads. Ridge chimneys. Rear altered. Interior not inspected. Forms east end of terrace on north side of street.”

- 2.4 There are a number of other proximate listed buildings with potential to be affected by the Proposed Development, including:

- No 10 St John Street (Grade II Listed); and
- No’s 12-16 St John Street (Grade II Listed)

- 2.5 Other listed buildings on St John Street are sufficiently distanced from the Application Site and would not be affected by the proposals.

Conservation Areas

- 2.6 The Application Site is located within St John Street Conservation Area which was designated by Manchester City Council on 04 November 1970. There is no published character appraisal of the St John Conservation Area, however there is information published by the Council on its website.³

² MHCLG (2019) NPPF, Annex 2: Glossary

³ Manchester City Council (2020) St John Street Conservation Area [URL: <https://secure.manchester.gov.uk>]

3. The Application Site and the Surrounding Area

Location and Context

- 3.1 The Application Site is located off Deansgate within Manchester City Centre. It consists of two former residential townhouses (currently in use as offices) and land to the rear. The principal elevation of the building fronts St John Street to the south and its side elevation bounds Longworth Street to the east (Figure 3.1).



Figure 3.1: Satellite View of the Application Site (2020)⁴

- 3.2 The rear of the Application Site consists of a small courtyard area to the former townhouse beyond which is a hard-landscaped area on the site of a row of former residential houses. The area now includes a number of trees and is bound by Artillery Street to its north.

Historic Development of the Application Site and Surrounding Area

- 3.3 This section includes an overview of the historic development of the Application Site and the immediate surrounding area.

⁴

Google (2020) Google Earth: 8 and 8a St John Street, Manchester

- 3.4 The Application Site is first illustrated on the Cason and Berry Map of 1751 (Figure 3.2) which shows it as consisting of open agricultural land between Kay [Quay] Street and Deans Gate [Deansgate]. The surrounding area was largely undeveloped with the exception of the area around Spinning Fields and the northern part of Deansgate. To the south of the site was 'Alport Town', a small residential district of Manchester.⁵



Figure 3.2: Cason and Berry Map 1751

- 3.5 The 1772 Tinker Map of Manchester (Figure 3.3) shows that a number of streets had been laid out in and around the Application Site including St John Street, Longworth Street (unnamed on the map), Camp Street and Tickle Street. These were all close to St Johns Church constructed in 1769 by Edward Byrom, a co-founder of the first bank in Manchester. According to William Shaw, a 19th century historian, the church was *“intended for the ‘genteel’ residents who were migrating to the south side of the town”*.⁶
- 3.6 The map shows built form on the Application Site at this time, running from St John Street along Longworth Street across to Quay Street. Artillery Street does not appear to have been established. This suggests that the existing buildings on the site and former

⁵ Parkinson-Bailey, John (2000) Manchester: An Architectural History p. 55

⁶ Shaw, William Arthur (1894) Manchester Old and New p. 119

buildings to Longworth Street were originally built by this time. Other townhouses were also evident at the corner of St John Street and Byrom Street.

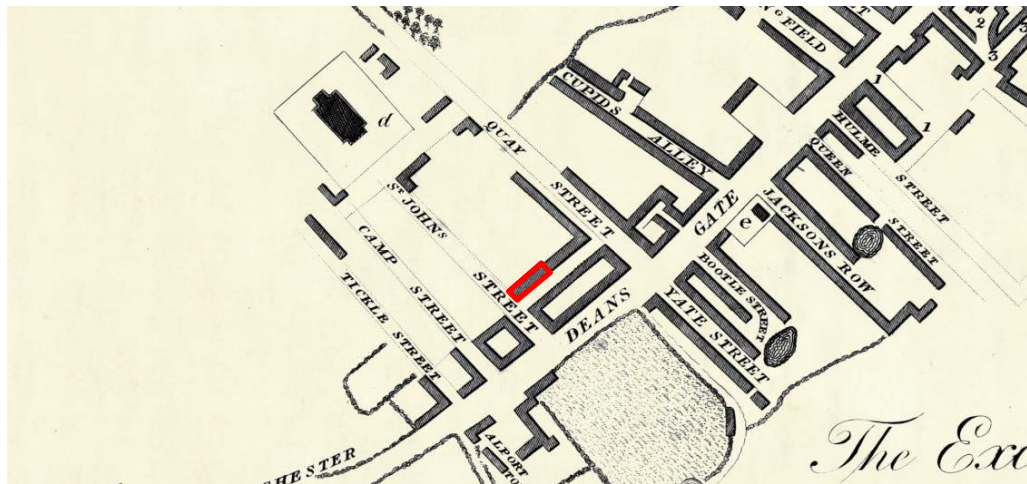


Figure 3.3: 1772 Tinker Map of Manchester

- 3.7 The 1793 Laurent Map of Manchester (Figure 3.4) provides greater detail on the Application Site and the surrounding area. This shows that it had become more densely developed with further townhouses constructed alongside St John Street and the creation of Artillery Street. The Application Site continued to show built form to St John Street and Longworth Street. The creation of Artillery Street appears to have involved the partial demolition of the terrace of buildings to Longworth Street.

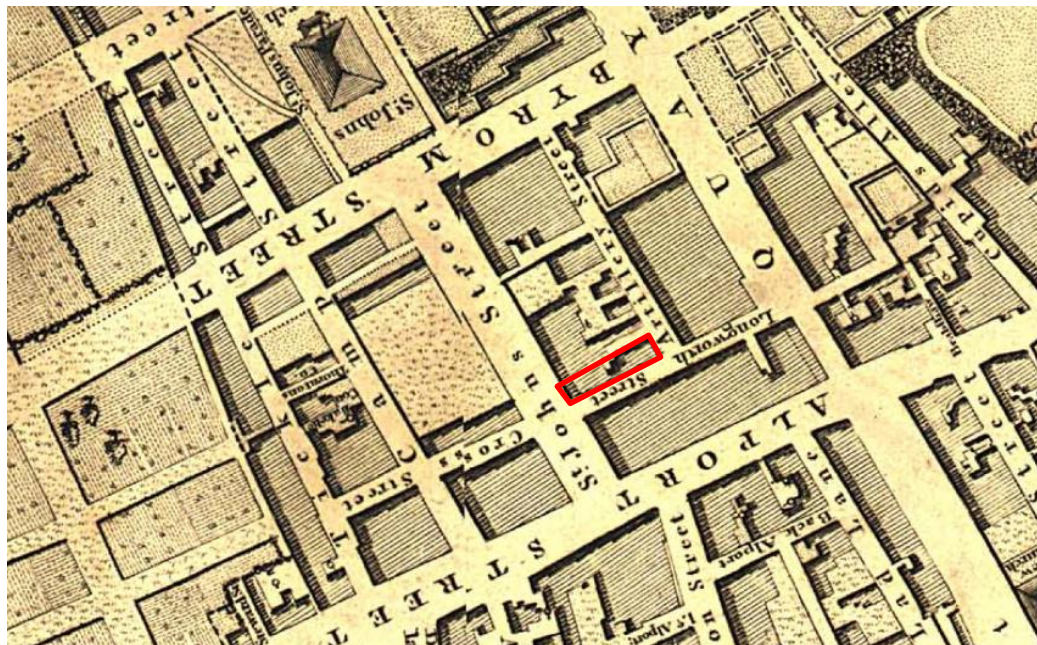


Figure 3.4: 1793 Laurent Map of Manchester

- 3.8 The 1804 Pocket Plan of Manchester and Salford (Figure 3.5) show no change to the Application Site at the start of the 19th century. The consistent linear arrangement remained legible. The surrounding area continued to develop as a mix of residential and commercial properties.



Figure 3.5: 1804 Pocket Plan of Manchester and Salford

- 3.9 In the 1820s, plans were developing to create the Liverpool to Manchester Railway Line (the world's first passenger railway). The original Manchester terminus was to be located on the Salford side of the River Irwell due to opposition by the Mersey and Irwell Navigation.⁷ At the last minute, this opposition was withdrawn and the terminus was relocated to Liverpool Road.⁸
- 3.10 The change in terminus location affected the desirability of St John Street as an exclusive residential suburb. Interest from the upper class waned and eventually led to the construction of various industrial and commercial premises on vacant gap sites with smaller residential dwellings for the working class to the rear. As part of these changes, many residential townhouses in the area were altered and adapted. The original residents of the houses on St John Street represented a broad mix of professional occupations, but by the early to mid-19th century they became almost exclusively connected with the medical and legal professions, and the houses were largely used as medical business premises, sometimes with business professionals living in the upper floors.
- 3.11 The Application Site is illustrated on the 1832 Thornton Plan of Manchester and Salford (Figure 3.6). This confirms that the site consisted of two residential townhouses with a central lightwell/courtyard dividing them. Various terraced properties existed along Longworth Street.

⁷ Thomas, R. H. G (1980) The Liverpool and Manchester Railway p.28-30

⁸ Thomas, R. H. G (1980) The Liverpool and Manchester Railway p.28-30



Figure 3.6: 1832 Thornton Plan of Manchester and Salford

- 3.12 A similar arrangement, albeit in greater detail, is evident on the 1851 Adshead Map of Manchester (Figure 3.7). It confirms that many of the vacant plots in the surrounding area were in use as Timber and Stone Yards, illustrating a mixed character of uses in contrast to the originally planned exclusive residential suburb.

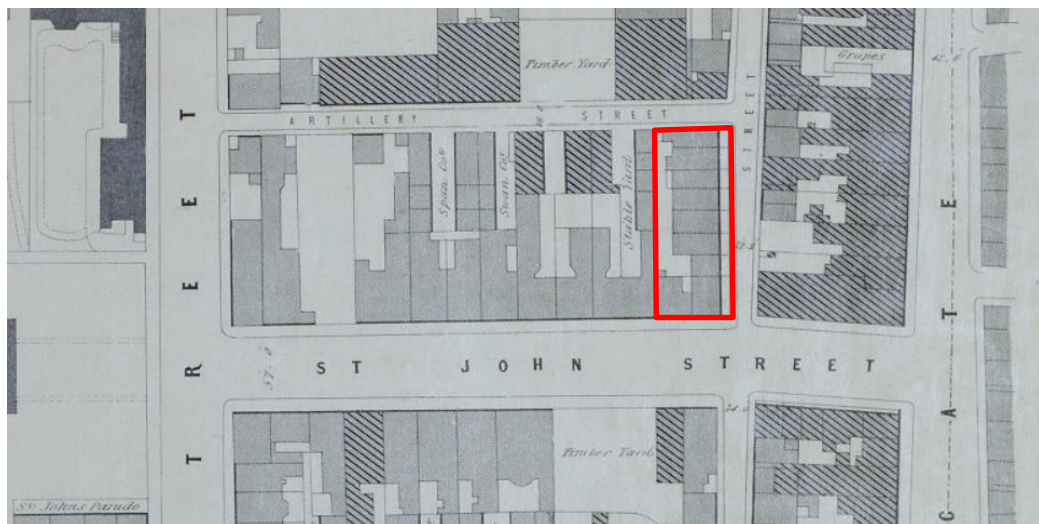


Figure 3.7: 1851 Adshead Map of Manchester

- 3.13 The Application Site is illustrated on the 1852 Ordnance Survey map (Figure 3.8). This shows the existing entrance and windows to No 8 St John Street and that the neighbouring building (8a) had an original stepped access from Longworth Street. This is also consistent with the layout of buildings on the opposite side of the block to St John Street and Byrom Street. The building is shown as rectangular in plan (with no dividing lightwell) which appears to be a drawing omission rather than evident of further changes given the same date of the Adshead Map.



Figure 3.8: 1851 and 1892 Ordnance Survey Maps

- 3.14 Between 1851 and 1892 (Figure 3.8), No 8a St John Street was heavily reconfigured resulting in the removal of the original entrance from Longworth Street and its relocation to St John Street. A side and corner extension, extending from one to two storeys, was also constructed in the location of the former entrance. The neighbouring building to Longworth Street also appears to have been partially adapted to form an extension. In addition to these works, a new rear outrigger was built to the rear of No 8 St John Street, together with a number of connected structures within the courtyard area (likely to have been WC's). All of these changes to both No's 8 and 8a St John Street would have resulted in the internal reconfiguration of the buildings.



Figure 3.9: Kendal Milne & Co Advert⁹

- 3.15 Archival research confirms that 8 St John Street was occupied as a doctor's residence in 1864¹⁰ and by Eastwood and Taylor (Decorators) in 1874.¹¹ The first time that No 8a St John Street is referenced relates to an article from 1894 which confirms that it was occupied by a surgeon, G.A. Wright.¹² This suggests that the alterations to the building were introduced in the late 19th century. Shortly after, by c.1901, No 8a St John Street was in use by Kendal Milne & Co for out of hours orders (Figure 3.9).¹³

⁹ Bolton Evening News (1901) Wednesday 18 December
¹⁰ Preston Herald (1864) Saturday 13 August – Marriage Announcement
¹¹ Manchester Evening News (1873) Monday 13 January – Advert
¹² Bristol Mercury (1894) Monday 30 July – Announcement
¹³ Bolton Evening News (1901) Wednesday 18 December



Figure 3.10: Watercolour of St John Street by Phipson c.1924¹⁴

- 3.16 The 1908 Ordnance Survey map suggests there were no changes to the Application Site by this time. A watercolour from 1924 (Figure 3.10) shows the Application Site with the relocated entrance to No 8a St John Street and the canted bay extension. The site is also illustrated on an aerial photograph from 1932 (Figure 3.11) which shows No's 8 and 8a St John Street and the neighbouring buildings along Longworth Street. This confirms that these buildings were three storeys in height (above a basement level as indicated by the 1851 Ordnance Survey map).

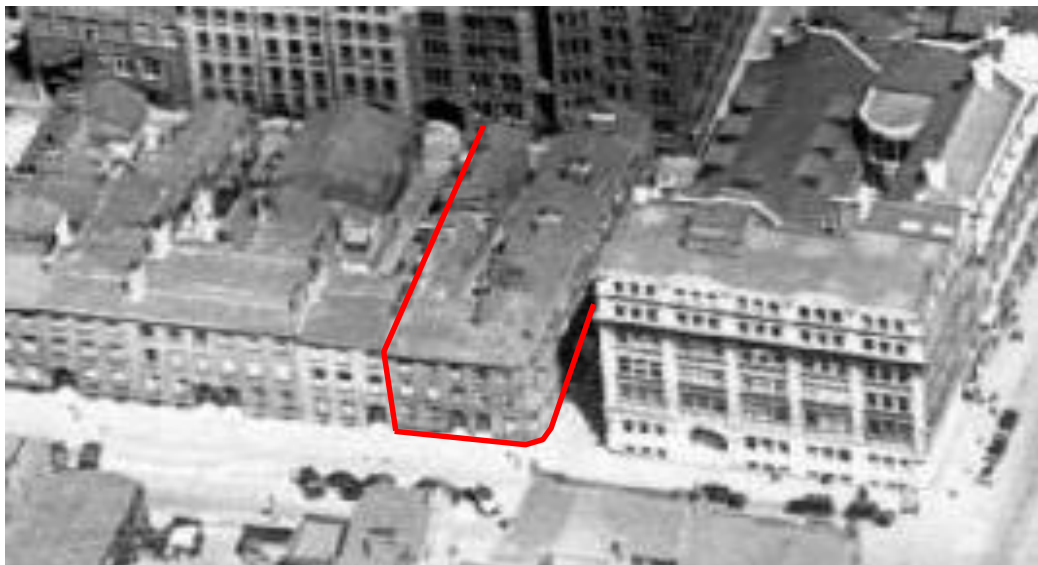


Figure 3.11: Aerial Photograph of the Application Site c.1932¹⁵

- 3.17 The 1932-33 Ordnance Survey map confirms that there were no changes to the site and the surrounding area. A photograph from a similar date also shows the Application

¹⁴ Manchester City Council (2020) Manchester Local Image Collection Ref: m80190

¹⁵ Manchester City Council (2020) Manchester Local Image Collection Ref: m67588

Site and both entrances to St John Street (Figure 3.12). During this time, No 8 St John Street was owned by Colonel Frederick Hibbert Westmacott who was a house-surgeon in the Manchester Royal Infirmary and resident medical officer at the Royal Children's Hospital in Pendlebury and Barnes Convalescent Hospital.¹⁶ He was also honorary surgeon to King George between 1926 and 1927.¹⁷



Figure 3.12: Photograph of St John Street (undated but c.1930)¹⁸

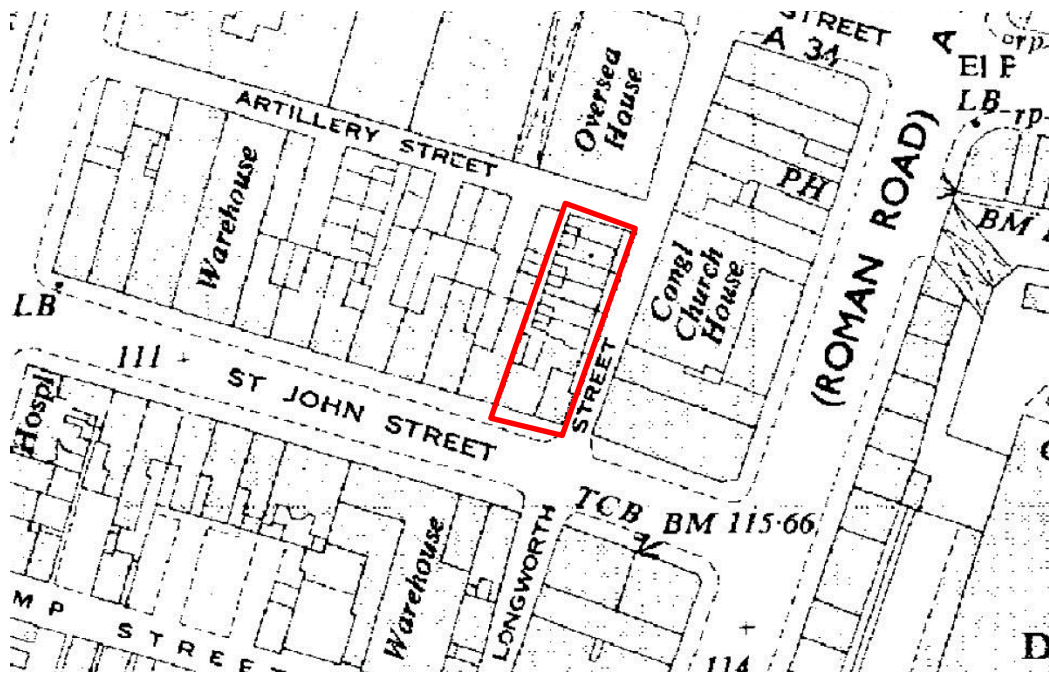


Figure 3.13: 1950-51 Ordnance Survey Map

- 3.18 The Ordnance Survey map of 1950-51 (Figure 3.13) shows few changes to the site and the surrounding area; with the exception of one of the terraced houses to Longworth Street having been altered and reconfigured to form part of No 8 St John Street. A photograph of the Site from the mid-20th century (Figure 3.14) suggests that No 8a

¹⁶ British Medical Journal (1936) 04 January 1936: Frederick Hibbert Westmacott
¹⁷ British Medical Journal (1936) 04 January 1936: Frederick Hibbert Westmacott
¹⁸ Manchester City Council (2020) Manchester Local Image Collection Ref: m04499

John Street was in residential use (domestic planter and curtains) and No 8 St John Street may have been in commercial use (external ventilation and plaques on door) during this time.



Figure 3.14: Photograph of St John Street (undated but c.1950)¹⁹

- 3.19 By 1978-85 (Figure 3.15), the terrace of residential dwellings along Longworth Street were demolished and replaced with landscaped gardens and a parking area. The reconfigured terraced house, added to No 8 St John Street in the mid-20th century, was retained and the northern elevation rebuilt. The buildings are believed to have been converted into commercial office use during this time.

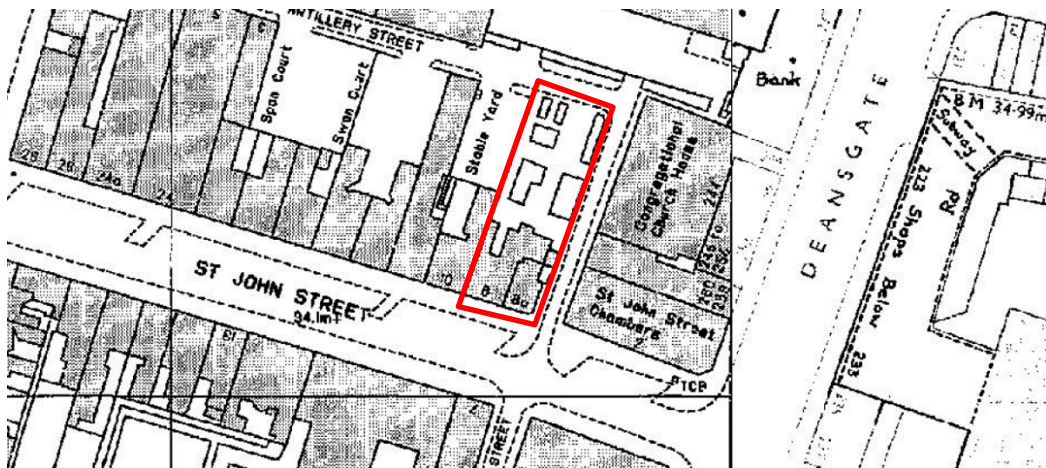


Figure 3.15: 1978-85 Ordnance Survey Map

- 3.20 In the late 20th and early 21st century, the buildings have been altered and adapted as part of their continual use as commercial offices.

¹⁹

Manchester City Council (2020) Manchester Local Image Collection Ref: m04492

Summary of Historic Development

- The Application Site dates back to the late 18th century when a number of streets were laid out and *“intended for the ‘genteel’ residents who were migrating to the south side of the town”*.²⁰ The buildings on the site were originally constructed as residential townhouses during this period.
- In the early 19th century and linked to the construction of the Liverpool to Manchester railway line, the desirability of the Site and the surrounding area as an exclusive residential suburb gradually waned. Many of the residential townhouses in the area were altered and adapted and were almost exclusively occupied by medical and legal professions.
- No 8 St John Street has always fronted St John Street whereas the neighbouring building (8a) was originally accessed by a series of steps from Longworth Street. Between 1851 and 1892, No 8a St John Street was heavily reconfigured which resulted in the removal of the original entrance from Longworth Street and its relocation to St John Street.
- The neighbouring terraced building to Longworth Street also appears to have been partially adapted to form an extension. In addition to these works, a new rear outrigger was built to the rear of No 8 St John Street, together with a number of connected structures within the courtyard area. All of these changes to both No’s 8 and 8a St John Street would have resulted in the internal reconfiguration of the buildings.
- By the mid-20th century, there were few changes to the site and the surrounding area; one of the terraced houses to Longworth Street were however altered and reconfigured to form part of No 8 St John Street. The buildings are believed to have been in a mix of commercial and residential use during this time.
- By 1978-85, the terrace of residential dwellings along Longworth Street were demolished and replaced with landscaped gardens and a parking area. The reconfigured terraced house, added to No 8 St John Street, was retained and the northern elevation rebuilt.
- During the late 20th and early 21st century the buildings have been altered and adapted as part of their continual use as commercial offices.

²⁰

Shaw, William Arthur (1894) Manchester Old and New p. 119

4. Assessment of Significance

- 4.1 The NPPF defines the significance of a heritage asset 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.”²¹

Listed Buildings

- 4.2 Listed buildings are defined as designated heritage assets that hold architectural or historic interest. The principles of selection for listed buildings are published by the Department of Culture, Media and Sport and supported by Historic England’s Listing Selection Guides for each building type²².

Conservation Areas

- 4.3 Conservation areas are designated on the basis of their special architectural or historic interest, the character and appearance of which it is desirable to preserve or enhance. Historic England has revised and republished its guidance in respect of conservation areas which provides a framework for the appraisal and assessment of the special interest of a conservation area.²³

Setting

- 4.4 The NPPF defines the setting of a heritage asset as:

“The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral²⁴.”

- 4.5 Historic England has published guidance²⁵ in respect of the setting of heritage assets, providing detail on understanding setting and the associated assessment of the impact of any changes. The guidance confirms that setting is not a heritage asset, nor a heritage designation, rather its importance lies in what it contributes to the significance of the relevant heritage asset itself.
- 4.6 Further guidance on the definition of setting and how it should be taken into account is set out in national Planning Practice Guidance.

²¹ MCHLG (2019) National Planning Policy Framework (NPPF) – Annex 2: Glossary

²² Historic England (2017) Designation Listing Selection Guides: Domestic 2 Town Houses

²³ Historic England (2019) Good Practice Advice Note 1: Conservation Area Designation, Appraisal and Management

²⁴ MCHLG (2019) National Planning Policy Framework (NPPF) – Annex 2: Glossary

²⁵ Historic England (2017) Good Practice Advice Note 3: The Setting of Heritage Assets

Assessment

- 4.7 The following assessments are proportionate to the importance of the identified designated heritage assets and sufficient to understand the impact of the application proposals, given their nature and extent. They have been informed by a site visit, historic map regression and existing published information.

Listed Buildings

No's 8 and 8a St John Street (Grade II Listed)



Figure 4.1: 8 and 8a St John Street (July 2020)

Special Architectural Interest: Exterior

- 4.8 No's 8 and 8a St John Street (Figure 4.1) form a pair of 18th century former residential townhouses. Each are of three storeys with a basement and of brown brick in Flemish bond, with a shallow pitched slate roof which is largely concealed from the street.
- 4.9 No 8 St John Street is a conventional townhouse consisting of three bays at ground floor; two windows with simple brick lintels and stone cills (painted) and an entrance with a broken pedimented doorcase, Tuscan pilasters and embellished with Greek meander detail. Above is a continuous stone sill course with a consistent arrangement of windows, of diminishing proportion, with similar sill and lintel detailing. The windows have been replaced in the late 19th century and now consist of 1 over 1 timber sliding horned sashes.

- 4.10 No 8a St John Street appears to have originally been accessed by Longworth Street with a central entrance and approached by steps (as evidenced at Section 3 of this report) with two bays of windows to St John Street. This arrangement was altered in the late 19th century and a new door entrance created to St John Street from a former window opening. The door itself includes a simple timber rounded fanlight and architrave with timber panelled door. Above is a brick lintel.



Figure 4.2: 8 and 8a St John Street (July 2020)

- 4.11 A side and corner extension, extending from one to two storeys, was also constructed in the location of the former entrance to Longworth Street (Figure 4.2). There is a consistent arrangement of windows to the other side of the extension, albeit altered as part of the reconfiguration of the building.
- 4.12 The quality and appearance of the elevation gradually changes along the street and forms part of one of the former terraced properties on the street which was subsumed into 8 St John Street in the 20th century (Figure 4.3). This part of the building is also of brown brick and includes three large window openings (modern timber casements) with pressed brick lintel and quoining detail. The adjoining properties were demolished and the former window openings and entrance remain discernible (Figure 4.3). The demolished elevation has been rebuilt in a modern brown brick with a series of window openings to the north/rear elevation.



Figure 4.3: Side and Rear Elevation to 8 and 8a St John Street (July 2020)

- 4.13 The rear of the building has been subject to various changes in the 19th and 20th centuries as part of its continual use (Figure 4.4). The original rear elevation is only legible between the various extensions and also been altered with the insertion of uncharacteristically wide windows (now replaced with modern UPVC) likely added in the late 20th century. To the west of the rear elevation is a projecting square and plain three storey addition which dates to the early to mid-19th century (likely WC's) constructed in red/brown brick and painted to the lower levels (Figure 4.4, first image).



Figure 4.4: Rear Elevation to 8 and 8a St John Street (July 2020)

- 4.14 At the centre is a two storey outrigger which extends northwards and was added in the late 19th century (Figure 4.4, central image) to include the current staircase in No 8. The staircase window remains with simple stained glass detailing. All the other windows have been replaced with timber casements or modern UPVC. The elevations have been painted white and a modern addition added above to third floor. The last section to the rear is the former rear elevation to the terraced property on Longworth Street (Figure 4.4, last image) which is fragmentary and includes a blocked up window opening, partially rebuilt elevation with modern brown brick and replaced windows.
- 4.15 The outriggers and additions have some interest as a secondary elevation and through displaying the sense of hierarchy of the townhouses but this is generally limited due to the extent of later alteration and adaptation.

Special Architectural Interest: Interior

- 4.16 As set out at Section 3, the interior of No's 8 and 8a St John Street have been subject to continual alteration, reconfiguration and adaptation as part of the changing fortunes of the street. A proportionate assessment of the interior of the buildings has been undertaken below.

No 8 St John Street: Interior

- 4.17 Generally, No 8 St John Street maintains its original residential townhouse plan form of two principal rooms and hallway. At basement level are extant stone flagged floors which are of differing patterns across the building, painted brick walls of variable quality and age and a chimneybreast (Figure 4.5). The late 19th century staircase from ground to basement appears to remain partially intact.



Figure 4.5: Basement to No 8 St John Street (July 2020)

- 4.18 At ground floor, the arrangement of the late 19th century staircase hall and the principal rooms remains legible despite demolition of walls and the replacement of the lower level of the staircase (Figure 4.6). The rooms retain chimneybreasts but no other features remain. Initial investigations to the suspended ceilings indicate the presence of some original cornicing but the extent of this is unknown and will be subject to detailed investigation. All the original skirtings and doors have been replaced. The front windows retain moulded architrave and original timber shutters.



Figure 4.6: Ground Floor to No 8 St John Street (July 2020)

- 4.19 At first floor, the majority of the rooms contain modern suspended ceilings with modern skirting boards and doors. Some original chimneybreasts remain. With the exception of the late 19th century staircase from first floor to second floor and staircase window (Figure 4.7), no other features of interest remain.



Figure 4.7: First Floor to No 8 St John Street (July 2020)

- 4.20 Similarly at second floor, all the rooms contain modern suspended ceilings with modern skirting boards and doors (Figure 4.8). Some original chimneybreasts remain. Only the staircase is of interest at this level and its return within the landing has been altered and removed to create a partition wall (Figure 4.8).



Figure 4.8: Second Floor to No 8 St John Street (July 2020)

No 8a St John Street: Interior

- 4.21 The interior of No 8a St John Street has been heavily altered. The original plan form is likely to have comprised a central entrance hall and staircase flanked by principal rooms. As part of its alteration and reorientation in the late 19th century to St John Street from Longworth Street, this plan form would have been reconfigured. It is assumed that a conventional arrangement of an entrance hall and two principal rooms was introduced during this time.



Figure 4.9: General Interior to No 8a St John Street (July 2020)

- 4.22 As found today, there are no features of interest remaining to all floors of the building (Figure 4.9). Each room has modern suspended ceilings, doors and skirting boards. There is the potential for some original cornicing to remain above the ceilings but the extent is not known and will be subject to further investigation.

Special Historic Interest

- 4.23 No's 8 and 8a St John Street are of historic interest as former residential townhouses constructed in the late 18th century as part of an exclusive residential suburb to the south of Manchester City Centre. The buildings have been altered and adapted as part of the changing fortunes of the area following the arrival of the Liverpool to Manchester Railway and the association the street had with the medical and legal professions.

- 4.24 The buildings also holds historic interest through their former occupiers including Kendal Milne & Co and Colonel Frederick Hibbert Westmacott.

Contribution made by Setting to Significance

- 4.25 As illustrated at Section 3, No's 8 and 8a St John Street adjoined a row of lower status terraced houses that lined Longworth Street and extended to Artillery Street. This was a common arrangement and in other parts of the street Georgian townhouses existed in combination with rows of working class housing. The dwellings to the rear of 8/8a St John Street backed onto a narrow lane overlooked by court houses to the rear of the neighbouring 10 St John Street. This illustrates the density of built development that existed in this part of the city during the 19th century.
- 4.26 An aerial image (Figure 3.11) shows that the terraced houses extended to three storeys in height and were therefore not dissimilar to the height of the listed building and as set out above, there is evidence of scarring from their demolition on the side and rear elevations. They were taken down in the mid to late 20th century and the vacant site was used for car parking and landscaping. This area has naturalised over time and provides a softer setting and some relief, albeit inconsistent with the historic dense and urban character of this part of the city (Figure 4.10).



Figure 4.10: General Interior to No 8a St John Street (July 2020)

- 4.27 The two townhouses have a strong group value with the adjacent and continuous rows of terraced properties lining St John Street. This is a unique and distinctive townscape in Manchester, not found anywhere else and that uniformity is important with a regular datum, height and building line and consistency of form, materials and other elements when viewed from St John Street. This is a key aspect of setting which contributes towards the significance of the listed building. St Johns Church would have been the primary focus and centrepiece of the street historically, the townhouses and the width of the carriageway now define the street.
- 4.28 Artillery Street is a secondary and incidental back street created by/defined by the rear of buildings. It has a different and more varied character and scale which has been largely altered in the 20th century following demolition and rebuilding. A number of the other townhouses lining St John Street have been extended to the rear broadly of two to three storeys. The Application Site has also experienced significant change as a result of the demolition of the former terraces and court dwellings to the rear and replacement with a landscaped area. Views from the rear on Artillery Street, in this altered context, contribute less to the setting and significance of the listed building.

No's 10 and 12-16 St John Street (Grade II Listed)



Figure 4.11: No's 10 and 12-16 St John Street (July 2020)

Special Architectural and Historic Interest

- 4.29 No's 10 and 12-16 St John Street (Figure 4.11) consist of four former residential townhouses dating from the 18th century. They are constructed from red and brown brick in Flemish bond with sandstone dressings under a slate roof. The buildings are of three storeys with a double-depth single-fronted plan, some with traditional or modern outriggers. Each of the elevations are decorated with open pedimented doorcase surrounds with Tuscan pilasters and dentilled eaves cornice to the roof. The buildings retain the majority of their original 6 over 6 timber sliding sash windows.
- 4.30 No's 10 and 12-16 St John Street are of historic interest as former residential townhouses constructed in the late 18th century as part of an exclusive residential suburb to the south of Manchester City Centre.

Contribution made by Setting to Significance

- 4.31 As with No's 8 and 8a St John Street, these townhouses have a strong group value with the adjacent and continuous rows of terraced properties lining St John Street. This is a unique and distinctive townscape in Manchester, not found anywhere else and that uniformity is important with a consistent datum, height and building line and consistency of form, materials and other elements when viewed from St John Street. This is a key aspect of setting which contributes towards their significance.
- 4.32 The rear of the properties face onto Artillery Street, a secondary street/incidental back street that presents a different and more varied character and scale which has been largely altered in the 20th century. A number of the rear plots have been redeveloped with modern commercial or residential properties which are broadly two to three storeys. Views from the rear on Artillery Street, in this altered context, are considered to contribute less towards the setting and significance of the listed buildings.

Conservation Areas

St John Conservation Area

Special Character and Appearance

- 4.33 The area of St John Street was open fields in 1745 and was used as a gun park by Bonnie Prince Charlie who led the last uprising in the Jacobite Rebellion in his bid for the crown. This is commemorated in the name Artillery Street and is identified on a plaque to the wall of No.15 Byrom Street. Later, St Johns Church was constructed in 1769 by Edward Byrom (demolished in 1931) on the site of what is now St Johns Gardens to the west of the conservation area.
- 4.34 Following the construction of the church, it is believed St John Street was laid out between 1770 and 1830 as and when houses were required. The houses were still being constructed up until the late 19th century. Early residents represented a broad mix of occupations but later became exclusively connected with the medical and legal professions. Behind these houses were smaller dwellings for the lower classes. These houses were poorly constructed and are no longer legible within the conservation area with many of the former sites now occupied by gardens, courtyards or later modern development to the rear of the terraces along St John Street.



Figure 4.12: St John Street (July 2020)

- 4.35 The conservation area is a sharp contrast to the nearby Deansgate Conservation Area, with a more suburban and low scale domestic character and density. Building materials in the conservation area are typically red or brown brick with slate roofs. The majority of buildings are a maximum of three to four storeys. The nearby St Johns Gardens provides a strong verdant character and appearance, particularly to the west of the conservation area.

Contribution made by the Application Site

- 4.36 The Application Site consists of former residential townhouses constructed in the late 18th century as part of the development of St John Street. The buildings have been altered and adapted as part of the changing fortunes of the area following the arrival of the Liverpool to Manchester Railway and the association the street had with the medical and legal professions. These buildings are considered to contribute to the special interest of the conservation area.



Figure 4.13: The Application Site (July 2020)

- 4.37 As previously mentioned, the rear of the Application Site originally consisted of a tight urban grain of terraced properties which were demolished in the mid to late 20th century. It was replaced by areas of car parking and a landscaped area which has naturalised over time and provides a softer setting and some relief from the built form, albeit inconsistent with the historic dense and urban character of this part of the city. This part of the site is considered to make a neutral contribution to the significance of the St John Street Conservation Area.

5. Impact Assessment

Summary of Legislation and National Planning Policy

- 5.1 In determining the submitted applications, Manchester City Council has statutory duties under the Planning (Listed Building and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the special interest and setting of the listed buildings within and beyond the site (s.16 and s.66) and to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area (s.72).
- 5.2 The NPPF requires that great weight is given to the conservation of designated heritage assets and this reflects the statutory duties of the 1990 Act with respect to listed buildings and conservation areas.
- 5.3 In accordance with paragraph 189 of the NPPF, the significance of the identified heritage assets, including the contribution made by setting to that significance (including the Application Site), has been described at Section 4 of this report.
- 5.4 Paragraph 192 of the NPPF states that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets, putting them into viable uses consistent with their conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.
- 5.5 Paragraph 193 requires when considering the impact of a Proposed Development on the significance of a designated heritage asset that great weight should be given to the asset's conservation. 'Conservation' is defined by the NPPF as *"the process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance."*²⁶
- 5.6 Paragraph 195 of the NPPF is applicable where a proposed development will lead to 'substantial harm' to or 'total loss of' the significance of a designated heritage asset. In these circumstances local planning authorities should refuse consent unless it can be demonstrated it is necessary in order to deliver substantial public benefits that outweigh such harm or loss. Paragraph 196 applies where a development proposal will lead to 'less than substantial harm' to the significance of a designated heritage asset. In these circumstances the harm should be weighed against the public benefits of the proposal.
- 5.7 Paragraph 200 requires local planning authorities to look for opportunities for new development within the setting of heritage assets to better reveal their significance. With respect to setting, the NPPF notes that proposals that preserve those elements of setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably. Paragraph 201 highlights that not all elements of a Conservation Area will necessarily contribute to its significance

²⁶

- 5.8 A full review of relevant legislation, national and local planning policy and guidance is set out at **Appendix 1** of this report.
- 5.9 The key heritage issues to be addressed in assessing the Proposed Development can be summarised as the:
- Direct effect of the internal/external works, part-demolition and construction of a new extension upon the significance of the Grade II Listed No's 8 and 8a St John Street;
 - Direct effect of the external works, extension and new-build on the special character and appearance of the St John Street Conservation Area
 - Indirect effect of the new-build upon the significance of No's 8 and 8a St John Street (Grade II Listed), No 10 St John Street (Grade II Listed) and No's 12-16 St John Street (Grade II Listed) (as a result of development within its setting).

The Proposed Development

- 5.10 The Proposed Development involves the refurbishment, conversion and alteration of the grade II listed No's 8 and 8a St John Street from commercial offices into residential dwellings. The proposals also involve the construction of a new residential dwelling to the rear of the wider Application Site.
- 5.11 The formal description of development is as follows:
- "The change of use of 8/8A St Johns from offices (B1) to residential accommodation (C3) and the erection of a new residential dwelling (C3) at the rear of the existing property."*
- 5.12 Full details of the Proposed Development and its design evolution are set out within the supporting Design and Access Statement prepared by Tim Groom Architects.

Impact on Significance and Special Interest of 8 and 8a St John Street

External Alterations and Rear Extension

- 5.13 As part of the conversion of No's 8 and 8a St John Street back into residential use, no works are proposed to the external or side elevation of the building with the exception of general repairs and improvements. The existing external doors and windows to the principal and side elevations are to be retained.
- 5.14 The proposed new rear extension involves the demolition of later additions and outriggers to the listed building. As set out at Section 4, these hold some interest as ancillary structures/spaces but this is limited and has been further diminished through later alteration and adaptation. Despite this, the demolition of these structures is considered to cause a degree of harm to the significance of the listed building. This level of harm is considered to constitute 'less than substantial harm' under the NPPF policy terms.

- 5.15 Various options have been identified to try and avoid or minimise this harm, where possible. The reuse of the outriggers was originally explored by the design team but the restrictions of space sizes internally and difference in floor levels concluded this was not a practical or feasible option. A number of measures which have since been designed into the proposed rear extension including a reduced footprint and ensuring its height is subservient to the principal townhouse and broadly consistent with the existing outriggers/extensions.
- 5.16 The design of the rear extension takes a simple and ordered approach with differing materials to ensure that it is clearly read as a modern and honest intervention to the listed building. The proposed use of stone and bronze aluminium metalwork will resonate with the warmer tones found to the listed building.

Internal Alterations

- 5.17 As the buildings were historically constructed as residential townhouses, the interior and plan form of the building (whilst altered) lends itself to adaptation for the proposed use. Paragraph 192 of the NPPF states that there is a *“desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation”*. The works to the interior of the listed building have been kept to a minimum, working with the existing plan form where possible. These elements of the proposal are considered in detail below and should be read in conjunction with the detailed architectural drawings prepared by Tim Groom Architects.
- 5.18 As evidenced within the Assessment of Significance at Section 4, the interior of the listed building has been subject to alteration and reconfiguration in the latter part of the 20th century. The majority of rooms at basement, ground, first and second floors contain limited or no features of interest. The exceptions to these are the stone flagged flooring to the basement, staircase to No 8 (first floor to second floor only) and window shutters and architraves and chimneybreasts. Some areas of cornicing are known to exist at ground floor behind modern suspended ceilings but the extent of this is not known and will be subject to further investigation.
- 5.19 For clarity, any original cornicing, skirting and architraving is proposed to be retained and repaired throughout the listed building unless otherwise specified on the accompanying drawings. Any existing flooring is also proposed to be retained and/or concealed by modern flooring (where required). Similarly, new internal traditional doors are proposed across the buildings.
- 5.20 Below are proportionate assessments of impact for No’s 8 and 8a St John Street and should be read in conjunction with the architectural drawings prepared by Tim Groom Architects.

Basement Level

- 5.21 The works to the proposed basement area include the removal of modern walls and the introduction of new stud walls to allow for this floor to be used for ancillary accommodation. The modern circular staircase to No 8a St John Street is also proposed to be removed and a new staircase to ground floor introduced. Where possible, new openings have been restricted to existing modern walls or new partitions.

- 5.22 The original stone flagged floor and brick walls to No 8 St John Street are to be retained, repaired, cleaned and exposed as part of these works. The late 19th century staircase to ground floor is also to be retained and reused. If any original features are discovered to the basement of No 8a St John Street, including stone flagged floors, these will be retained and incorporated into the proposals where possible.
- 5.23 These works will improve the appearance of this part of the building and will maintain the lower status appearance of the basement level. There is limited removal of historic fabric to this part of the building.

Ground Floor

- 5.24 The proposals involve reinstating the original plan form to both No 8 and 8a St John Street. Where historic fabric is proposed to be removed, this has been reduced where possible. For No 8, this includes the removal of modern walls concealing the chimneybreast to the front room and the construction of a new all to reinstate the cellular plan form. The window and doorway to the rear elevation are to be removed and infilled but the plan form will remain legible. The modern staircase at ground floor is to be removed and replaced with a new staircase based upon the design of the late 19th century staircase which remains at first and second floor. The detail of this is to be agreed via condition.
- 5.25 As set out at Section 4, No 8a has been heavily altered internally due to its reorientation to St John Street in the late 19th century. It is assumed that a typical plan form of two principal rooms and hallway were introduced during this time. The aim of the Proposed Development is to reintroduce this within the building through the construction of a new staircase and entrance hall. As illustrated on the application drawings, only modern fabric is proposed to be removed in order to do this. The design of the new staircase will follow that found to No 8.
- 5.26 To the rear of the building, a new access route is required to the dining space which will involve the partial removal of an extant chimneybreast. This has been located at its centre to allow for the retention of the original fabric either side. The depth of the wall between these spaces will allow for the former plan form and arrangement to remain legible. The former door openings to the western elevation are proposed to be infilled due to the neighbouring extension.

First Floor

- 5.27 The proposals involve minor removal of historic fabric, relocation of doorways and the addition of new stud partition walls. The rear of this floor to No 8 has been heavily altered through the addition of modern toilets and glazed balustrading to the landing. These are proposed to be removed as part of the extension works (as previously discussed above). The original staircase from first to second floor is to be retained together with the staircase window within the rear landing (relocated within a new wall). A new section of staircase is proposed from the landing to the first floor, based upon the original design. To one of the rooms, partitions are proposed for a wardrobe and concealed plumbing for the bathroom. As with the ground floor, the window and doorway to the outrigger are proposed to be removed and infilled. Overall, these changes will alter, to a degree, the open character of this room. It has however been heavily altered and no features of interest remain with the exception of the chimneybreast.

- 5.28 The proposals involve minor works to No 8a with the partial removal of original walls between the new staircase hall and the bedrooms to provide necessary doorways and access to these spaces. New partitions are also proposed for the bathroom and ensuite. These works will reinstate a cellular plan form within the listed building.

Second Floor

- 5.29 The works at second floor largely relate to new partitions to reinstate cellular plan forms to both No's 8 and 8a St John Street. The intention is to follow the same plan form as the floor below. The proposals also involve removing a modern partition wall and reinstating the landing and the return of the late 19th century staircase. The detail of this will follow the same design, balusters, balustrade as found to the existing staircase. The detail of this is to be agreed via condition.

Summary of Internal Works

- 5.30 Overall, the internal works are broadly considered to have a beneficial effect upon the significance of the listed building (with the exception of demolition of the outriggers as discussed above). This is due to the reinstatement of cellular floorplans and staircase hall, retention and revealing of chimneybreasts and the re-introduction of staircases to both No's 8 and 8a. Where historic fabric is proposed to be removed, this has been reduced where possible. In addition, new traditional skirting boards and internal doors are proposed to the interior. Any original cornicing will be retained and exposed or replicated to further improve the general character of the spaces.

Setting: New Build

- 5.31 As set out at Section 3 and 4, the rear of the listed building originally consisted of a tight urban grain of three storeys running the full length of the plot. The buildings on the site were demolished in the mid to late 20th century and a parking and landscaped area was introduced. As part of the Proposed Development, this area is to be levelled and a new residential dwelling constructed, reinstating built form and residential use to both Longworth Street and Artillery Street.
- 5.32 The proposed height and scale of the proposed new dwelling has been restricted to two storeys to ensure that there is a clear subservient and sense of hierarchy between the townhouse and new-build to the rear. Whilst the site originally contained three storey buildings, the proposed two storeys is consistent with the wider character of the area with the principal house to the front and subservient outbuildings to the rear. This arrangement and hierarchy will be clearly legible in views from Longworth Street, Artillery Street and glimpsed views from St John Street.
- 5.33 The design of the new dwelling is bespoke and modern but based upon the key characteristics of the St John Conservation Area (discussed later within this report) and the nearby listed building. It employs the use of consistent materials to the listed building through the use of red/brown brick. The elevations are articulated through recessed, perforated and patterned brickwork, all within Flemish bond to respond to No's 8 and 8a St John Street. The design of the building is detailed further within the Design and Access Statement prepared by Tim Groom Architects.
- 5.34 The proposed new-build involves reinstating built form on the Application Site, maintaining a hierarchal approach and is contextually designed to resonate with the

materials found to the listed building. It will not impede or disrupt any aspects of setting that contribute to the significance of the listed building

Impact on Significance and Special Interest of No's 10 and 12-16 St John Street

- 5.35 The Proposed Development involves no works to the principal elevations of No's 8 and 8a St John Street. Similarly, the new extension to the rear will be hidden from view due to the plan form of the listed building and the neighbouring built development to No 10. The new dwelling responds to the hierarchy of streets, appearing subservient and ancillary to the townhouses to St John Street. It will not disrupt or conceal views of the rear elevations of the No's 10 and 12-16 St John Street. Overall, the significance of the listed buildings will be sustained by the Proposed Development.

Impact on Special Interest of St John Street Conservation Area

- 5.36 The Proposed Development will provide a viable new use for 8 and 8a St John Street, reinstating them back into residential townhouses. With the exception of general repairs, no further works are proposed to the principal elevations. The contribution made by these buildings to the conservation area will be sustained. The proposed rear extension will be concealed from view.
- 5.37 The Proposed Development involves reinstating built form to both Longworth Street and Artillery Street through a new residential dwelling. These have been developed to ensure a high quality scheme that complements and adheres to the identified characteristics of the St John Street Conservation Area. Where possible, the overall site arrangement and orientation of the proposed new-build has been carefully considered to reduce the visual impact on the conservation area.
- 5.38 The proposed new building to the rear of the site will create an attractive, modern, yet contextual building.. The height and scale of the new dwelling responds to the hierarchy of streets, appearing subservient and ancillary to the townhouses to St John Street. It also responds to the prevailing materials found within this part of the conservation area including red/brown brick. The elevations are articulated and enlivened through recessed, perforated and patterned brickwork, all within Flemish bond to respond to No's 8 and 8a St John Street. The proposed dwelling is separated from the listed building by proposed garden areas and garage which is behind a new boundary wall of red brick. This helps to reinstate built form along Longworth Street.
- 5.39 Overall, the Proposed Development has been developed to ensure a high quality scheme that complements and adheres to the identified characteristics of this part of the St John Street Conservation Area. Its significance will be sustained.

Statutory Duties and NPPF Policy Considerations

- 5.40 In determining the submitted applications, Manchester City Council has statutory duties under the Planning (Listed Building and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the special interest and setting of the listed buildings within and beyond the site (s.16 and s.66) and to pay special attention to the desirability of preserving or enhancing the character or appearance of the conservation area (s.72).

- 5.41 These statutory duties are matters which should be accorded considerable importance and weight. The presumption is therefore that development proposals should not give rise to harm to the special interest of a listed building or a conservation area.
- 5.42 The proposed approach to the re-use and adaptation of 8 and 8a St John Street is in accordance with paragraph 192 of the NPPF, which encourages local planning authorities to take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.
- 5.43 Based on our assessment of nearby listed buildings there will be no harm to the significance or setting of 10 St John Street and 12-16 St John Street. The Proposed Development will therefore (in respect of these assets) meet the objectives of Paragraphs 192, 193 and 200 of the NPPF and the requirements of s.66 (1) of The Planning (Listed Buildings and Conservation Areas) Act 1990 can be satisfied if the Council grants planning permission.
- 5.44 In light of the significance of 8 and 8a St John Street and following an assessment of the proposed works, it is considered that the demolition of the outriggers, whilst not original, would cause harm to the significance of the listed building. This is due to the loss of historic fabric and ancillary character.
- 5.45 Based on the extent of works, it is concluded that the level of harm would be low and 'less than substantial' under the terms of the NPPF and Paragraph 196 is therefore engaged which states the following:
- "where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use."*
- 5.46 Notwithstanding the considerable importance and weight that needs to be given to the statutory duty of the Planning (Listed Buildings and Conservation Areas) Act 1990, the Planning Statement prepared by Turley sets out the public and heritage benefits that will be delivered by the Proposed Development. The PPG confirms that public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the NPPF.
- 5.47 The proposals have been developed to ensure a high quality scheme that complements and adheres to the identified characteristics of this part of the St John Street Conservation Area.
- 5.48 For these reasons, the Proposed Development addresses s.72 of the 1990 Act.
- 5.49 As set out above, it is concluded that the conservation area will be conserved in accordance with paragraphs 192 and 193 of the NPPF. The Proposed Development also addresses the requirements of paragraphs 200 and 201 of the NPPF.

Local Planning Policy Considerations

- 5.50 In accordance with Policy EN3 of the Core Strategy, the Proposed Development have no adverse impact on the St John Street Conservation Area or nearby listed buildings and will sustain and thereby conserve their significance.
- 5.51 As set out above, 'less than substantial' harm has been identified in relation to the grade II listed 8 and 8a St John Street. Paragraph 196 of the NPPF is therefore engaged.

Building Recording and Interpretation

- 5.52 Paragraph 199 of the NPPF makes it clear that the ability to record evidence should not be a factor in deciding whether such loss should be permitted. However, PPG does state that part of the public value of heritage assets is the contribution that they can make to understanding and interpreting our past. So where the complete or partial loss of a heritage asset is justified, the aim then is to capture and record the evidence of the asset's significance which is to be lost, interpret its contribution to the understanding of our past, and make that publicly available.
- 5.53 With this in mind, it is proposed that the affected parts of No's 8 and 8a St John Street and the wider Application Site are recorded. This information could then be submitted to Greater Manchester Historic Environment Record as a complete publicly accessible record of the building.

6. Conclusions

- 6.1 Based on our assessment of nearby listed buildings there will be no harm to the significance or setting of No 10 St John Street and No's 12-16 St John Street. The Proposed Development will therefore (in respect of these assets) meet the objectives of Paragraphs 192, 193 and 200 of the NPPF and the requirements of s.66 (1) of The Planning (Listed Buildings and Conservation Areas) Act 1990 can be satisfied if the Council grants planning permission.
- 6.2 In light of the significance of No's 8 and 8a St John Street and following an assessment of the proposed works, it is considered that the demolition of the outriggers and their replacement with a new extension would cause a degree of harm to the significance of the grade II listed building. This is due to the loss of historic fabric and reduced legibility of these ancillary structures/spaces. This harm is considered to be 'less than substantial' and in accordance with paragraph 196 of the NPPF, falls to be weighed in the balance with public and heritage benefits generated by the Proposed Development.
- 6.3 Notwithstanding the considerable importance and weight that needs to be given to the statutory duty of the Planning (Listed Buildings and Conservation Areas) Act 1990, the Planning Statement prepared by Turley sets out the public and heritage benefits that will be delivered by the Proposed Development. PPG confirms that public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress.
- 6.4 In relation to the St John Street Conservation Area, the Proposed Development will provide a viable new use for No's 8 and 8a St John Street, reinstating them back into residential townhouses. The proposed new building to the rear of the site will create an attractive, modern, yet contextual building. It responds to the street hierarchy through the subservience of the design and height in comparison with the formality of the Georgian townhouse and is of characteristic red brick construction. For these reasons, the Proposed Development addresses s.72 of the 1990 Act.
- 6.5 As set out above, it is concluded that the significance of the conservation area would be sustained in accordance with paragraphs 192,193, 200 and 201 of the NPPF.

Appendix 1: Heritage Legislation, Planning Policy and Guidance

Heritage Legislation and Planning Policy Considerations

Statutory Duties

The Planning (Listed Buildings and Conservation Areas) Act 1990 provides that listed building consent is required for:

“(s.7) ... any works for the demolition of a listed building or for its alteration or extension in any manner which would affect its character as a building of special architectural or historic interest...”

In determining such applications the following duty is placed upon the decision maker:

“s.16(2) In considering whether to grant listed building consent for any works the local planning authority, or as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that:

“In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.”

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that in the exercise of planning functions with respect to any buildings or land in a conservation area that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

The concept of ‘preserve’ has been interpreted through case law to mean ‘to cause no harm’.

National Planning Policy

The National Planning Policy Framework, 2019

One of the twelve core planning principles of the NPPF is that planning should:

“conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of this and future generations.”

Chapter 16 outlines the Government’s guidance regarding conserving and enhancing the historic environment. Paragraph 189 outlines the information required to support planning applications affecting heritage assets. It states that applicants should provide a description of the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the asset’s importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

With regard to determining such planning applications, Paragraph 192 provides that local planning authorities should take account of the desirability of sustaining and enhancing the significance of the heritage assets, and putting them into viable uses consistent with their

conservation, as well as the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 193 further outlines that local planning authorities should give great weight to the asset's conservation when considering the impact on a Proposed Scheme on the significance of a designated asset. The more important the heritage asset, the greater the weight should be. Annex 2: Glossary defines conservation (for heritage policy) as:

"The process of maintaining and managing change to a heritage asset in a way that sustains and, where appropriate, enhances its significance."

It also specifies that any harm to, or loss, of significance of a designated heritage asset should require clear and convincing justification. Paragraph 195 outlines that local planning authorities should refuse consent where a proposal will lead to substantial harm or total loss of significance, unless it can be demonstrated that this is necessary to achieve substantial public benefits that outweigh such harm or loss, or a number of other tests can be satisfied. Paragraph 196 concerns proposals which will lead to less than substantial harm to the significance of a designated heritage asset. Here harm should be weighed against the public benefits, including securing the optimum viable use.

In considering development affecting non-designated heritage assets, paragraph 197 only requires that the effect of an application on the significance of such an asset should be taken into account in determining the application. It requires decision makers, in weighing applications that affect directly or indirectly non designated heritage assets, to make a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset.

Paragraph 200 states that local planning authorities should look for opportunities for new development 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 or better reveal the significance of a heritage asset should be treated favourably.

Local Policy

Manchester Core Strategy, July 2012

Policy EN1 (Design Principles and Strategic Character Areas) requires that developers within the City Centre consider the City's heritage and continue the *"rich pattern of activity in the core area"*.

Policy EN3 (Heritage) states that the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of the City Centre. New development should support and enhance the historic environment and the character, setting and accessibility of listed buildings. The support text (paragraph 12.21) confirms that: *"The re-use of empty listed buildings will be encouraged subject to consideration of the building's special interest and significance."*

Manchester Unitary Development Plan (saved policies)

Policy DC19.1 (Listed Buildings) states that, when determining applications for listed building consent, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of listed buildings and to protecting their general setting.

In giving effect to this policy, the Council will, inter alia, not permit any external or internal alteration or addition to a listed building where there would be an adverse effects on its architectural or historic character.

Guidance

National Planning Practice Guidance, 2019

Whilst not planning policy the Planning Practice Guidance provides a clear indication of the Government's approach to the application of national policy contained in the NPPF. Where there is conflict between the guidance in the PPG and earlier documents the PPG will take precedence.

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

GPA Note 2 provides information to assist in implementing historic environment policy in the Framework and the related guidance given in the NPPG. These include; assessing the significance of heritage assets, using appropriate expertise, historic environment records, recording and furthering understanding, neglect and unauthorised works, marketing and design and distinctiveness.

Historic England: Good Practice Advice Note 3: The Setting of Heritage Assets (2017)

The guidance focusses on the setting of heritage assets, providing detail on understanding setting and the associated assessment of the impact of any changes. The guidance clarifies that there can be a distinction between views that are valued for reasons other than their contribution to heritage significance such as reasons of landscape character or visual amenity.

It states that the extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. It also clarifies that the contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting.

Paragraph 9 of the guidance states that setting is not itself a heritage asset. Its importance lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance.

The guidance highlights a series of other considerations that can be relevant to the assessing the impact of development such as 'change over time', 'cumulative change', 'access and setting', 'buried assets and setting', 'designed settings', 'setting and urban design', and 'setting and economic viability'.

It is identified within the guidance that views which contribute more to understanding the significance of a heritage asset include the following:

- Those where the composition within the view was a fundamental aspect of the design or function of the heritage asset.
- Those where town- or village-scape reveals views with unplanned or unintended beauty.
- Those with historical associations.
- Those with cultural associations.
- Those where relationships between the asset and other heritage assets or natural features or phenomena are particularly relevant.

As set out above, a staged approach to assessment is advocated involving identification of the assets that may be affected, assessing the degree to which setting makes a contribution to the significance of the heritage asset or allows significance to be appreciated, assessing the effects of the proposed development and exploring ways to maximise enhancement and avoid or minimise harm.

In assessing the degree to which these settings and views make a contribution to the significance of the heritage assets or allow significance to be appreciated, the key attributes of the heritage asset should be addressed and then the following considered:

- The physical surroundings of the asset and its relationship with other assets;
- The asset's intangible associations with its surroundings, and patterns of use;
- The contribution made by noise, smells etc to significance; and
- The way views allow the significance of the asset to be appreciated.

The Step 2 Checklist provides a list of potential setting attributes that may help to elucidate its contribution to significance under the headings 'The asset's physical surroundings' and 'Experience of the asset'. The Step 3 Checklist provides a list of potential attributes of a development affecting setting that may help to elucidate its implications for the significance of the heritage asset including the 'Location and siting of development', the 'Form and appearance of development', 'Wider effects of the development' and 'Permanence of the development'.

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