GRAEME IVES
HERITAGE PLANNING

Heritage Statement

Neptune Mill, Chapeltown Street, Manchester, M1 2EY.

On Behalf Of: Capital & Centric (Rush) Ltd

April 2023

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1.0 Introduction

1.1 This Heritage Statement has been prepared on behalf of Capital & Centric (Rush) Ltd (the 'applicant') in respect to applications for Planning and Listed Building Consent for a proposed commercial, business and service (Class E) conversion and associated minor alterations (the 'proposed development') at Neptune Mill, located between Chapeltown Street and Baird Street, Manchester (the 'application site').

1.2 From a heritage perspective the application site is located within the curtilage of the grade II listed Crusader Works. Several other listed buildings are also located within the vicinity of the site.

1.3 In determining the proposals Manchester City Council, as Local Planning Authority (LPA), has 'statutory duties' under the Planning (Listed Buildings and Conservation Areas) Act 1990 to have special regard to the desirability of preserving the listed buildings or their settings or any features of special architectural or historic interest that they possess.

1.4 National planning policy in respect to the conservation of the historic environment is set out in the National Planning Policy Framework (revised 2021) (NPPF) and places the following responsibility on applicants:

1.5 *"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 understanding the potential impact of the proposals on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation."* (NPPF Paragraph 194)

1.6 Given the above legislative and policy requirements Chapter 2 of this Heritage Statement identifies the relevant heritage assets that could be affected by the proposal. Chapter 3 reviews the historic development of the application site and adjoining area and Chapter 4 describes the significance of the heritage assets, proportionate to their importance and potential impact of the proposed development. Chapter 5 provides an assessment of that potential impact and Chapter 6 makes a series of conclusions with reference to the relevant legislation and policy requirements.

2.0 The Relevant Heritage Assets

Introduction

2.1 The NPPF defines a heritage asset as follows:

"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. It includes designated heritage assets and assets identified by the local planning authority (including local listing)."

Designated Heritage Assets

2.2 The NPPF confirms that designated heritage assets comprise, World Heritage Sites, scheduled monuments, listed buildings, protected wreck sites, registered parks and gardens, registered battlefields and conservation areas.

2.3 The designated heritage assets that are relevant in considering the proposed development are identified below:

Listed Buildings:

2.4 Listed buildings are designated for their special architectural or historic interest in accordance with the DCMS Principles for Selection of Listed Buildings (2018). The listed buildings identified in Table 2.1 are relevant with respect to the proposed development:

Table 2.1: Listed buildings relevant to the proposed development:

Listed Building:	Grade:
Crusader Works, Chapeltown Street	II
Train Shed and Undercroft, Piccadilly Station	II

2.5 The grade II* listed Canal Aqueduct that carries the Ashton Canal across Store Street is located to the south-west of the application site. However, Neptune Mill is located to the rear (east) of the wider Crusader Works complex, the proposed alterations would be screened from the aqueduct by intervening canal side development and therefore the structure has been omitted from this Heritage Statement.

2.6 The application site incorporates a building that formed part of the wider Crusader Works complex. It is not specifically referred to in the list entry. However, for the purposes of this Heritage Statement it has been identified as a curtilage listed building in association with the grade II listed Crusader Works.

2.7 For the purposes of Section 1(5) of the Planning (Listed Buildings and Conservation Areas) Act 1990, which is as follows:

"In this Act "listed building" means a building which is for the time being included in a list compiled or approved by the Secretary of State under this section; and for the purposes of this Act –

a) any object or structure fixed to the building;
b) any object or structure within the curtilage of the building which, although not fixed to the building, forms part of the land and has done so since before 1st July 1948,

shall be treated as part of the building."

2.8 Case Law has determined that the consideration of 'fixture' and 'curtilage' are matters of 'fact and degree'. In respect to curtilage, key factors include the degree of historic independence, the physical layout and ownership, both current and at the time of listing, and also whether the structure in question was 'ancillary' to the principal listed building.

2.9 The historic map regression (Chapter 3) indicates that Neptune Mill has been used both independently from and integral to the listed building. Originally, the building appears to have been ancillary to the Crusader Works but relatively quickly it was used independently, before again being amalgamated with the wider complex. Most recently the buildings have been used independently from one another, although the occupancy and ownership at the time of listing is unclear.

2.10 However, the layout of the complex included a small, common service yard between the two buildings, which was enclosed within a common boundary wall. Neptune Mill is also physically connected to the rear block of the Crusader Works with an enclosed walkway at 3rd floor level, which was clearly designed to provide a functional link between the buildings.

2.11 Therefore, despite the fluctuating patterns of use and ownership, on balance it would seem reasonable to consider Neptune Mill as being listed under the provisions of Section 1 (5) of the 1990 Act.

Non-Designated Heritage Assets

2.12 Historic England guidance in Decision-Taking in the Historic Environment Good Practice Advice Note 3 (2015) advises that non-designated heritage assets may be identified through the following mechanisms:

"Non-designated heritage assets include those that have been identified in a Historic Environment Record, in a local plan, through local listing or during the process of considering the application."

2.13 Manchester City Council has a significant concentration of designated heritage assets and has not published a 'local list' of locally interesting heritage assets. A Historic Environment Record (HER) search has been undertaken for the application site in October 2019. The only non-archaeological heritage asset within the vicinity of the application site was the Ashton Canal, which has been identified as a non-designated heritage asset for the purposes of this Heritage Statement. An updated HER search was undertaken in April 2023, which identified several additional potential heritage assets within a 250 metre radius of the site. However, those assets related to the sites of former, predominantly, residential properties to the south of the existing Metrolink line (e.g. HER Nos. 17302.1 and 17308.1.0), which had been cleared by 1948 and have been discounted from this Heritage Statement.

3.0 The Historic Development of the Application Site

Introduction

3.1 The wider context of the application site developed quickly during the mid to late C19th and continued to evolve during the early C20th. Since that time the adjoining townscape has changed significantly, firstly becoming fragmented and now subject to extensive development activity. The urban morphology of the Chapeltown Street area is therefore summarised below to help gain an understanding of the setting of the heritage assets.

3.2 In this context, Historic England's guidance on The Setting of Heritage Assets Historic Environment Good Practice Advice in Planning Note 3 (Second Edition) (2017) advises:

"Settings of heritage assets change over time. Understanding this history of change will help to determine how further development within the asset's setting is likely to affect the contribution made by setting to the significance of the heritage asset. Settings of heritage assets which closely resemble the setting at the time the asset was constructed or formed are likely to contribute particularly strongly to significance but settings which have changed may also themselves enhance significance, for instance where townscape character has been shaped by cycles of change over the long term. Settings may also have suffered negative impacts from inappropriate past developments and may be enhanced by the removal of the inappropriate structures."

Historic Map Regression

3.3 Pigot's Map of 1813 (Figure 3.1) clearly pre-dates the construction of Piccadilly Station, however by that time the area to the south of Store Street, and to the east of London Road, was laid out in a rational grid pattern of principal east-west streets, including 'Chapel Street' and secondary north-south streets. The application site remained undeveloped at that time.

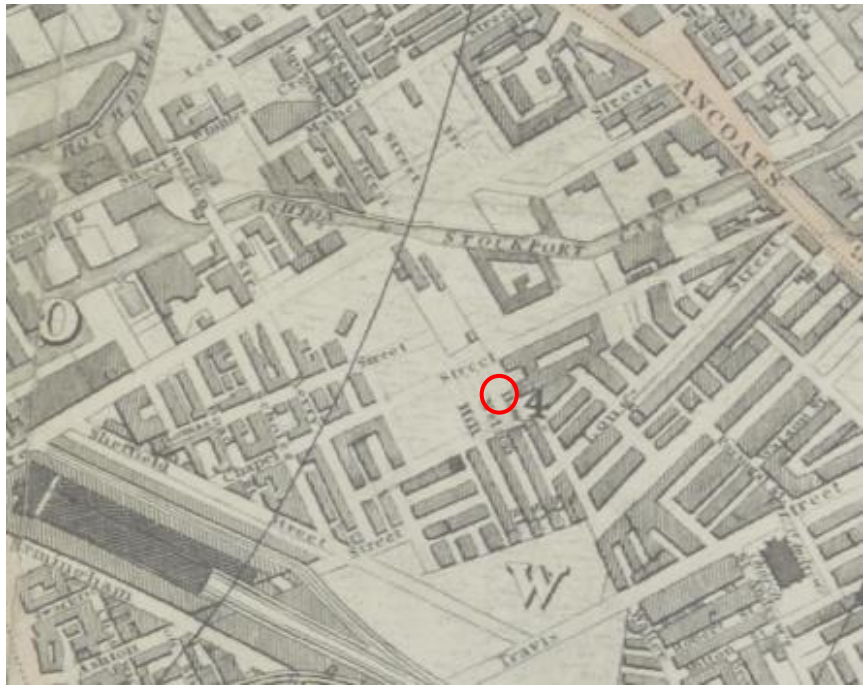
Figure 3.1: An extract from Pigot's Map (1813) (http://manchester.public profiler.org)

3.4 Pigot's Map of 1836 illustrates the gradual growth of urban development from the western end of 'Chapel Street' as development started to enclose the grid-like street pattern. The application site and wider complex were yet to be developed at that time. Interestingly, the 1836 map illustrates the proposed line of the Manchester and Cheshire Junction Railway, which, if constructed, would have cut across the application site, which was still undeveloped at that time.

Figure 3.2: Pigot's Map of 1836 (http://manchester.public profiler.org)

3.5 Slater's Map of 1848 illustrates the first development of the Crusader Works site, with a long rectangular footprint with an enclosed courtyard that extended behind the full length of the elevation to 'Chapel Street'. The site of Neptune Mill was yet to be developed and it appears that the alignment of the terraced streets to the south of the site, including Nelson Street, extended northwards across the application site in anticipation of residential development extending as far north as 'Chapel Steet'. Piccadilly Station (1842) had been constructed by that time and the proposed alignment of the Manchester and Cheshire Junction Railway was no longer illustrated.

Figure 3.3: Slater's Map of 1848 (http://manchester.public profiler.org)



3.6 Confusingly, the Ordnance Survey map of 1850 indicates that the Crusader Works site was still undeveloped, however the Joseph Adshead Manchester Township map of 1851 indicates a similar form of development to that shown on Slater's map of 1848. The Township Map of 1851 confirms that the rectangular planform was actually operated as two separate entities, with Parr, Curtis and Madeley occupying the western part of the complex as a 'machine works', and S. Walton occupying the eastern part of the complex as a 'card manufactory'. Adjoining the Crusader Works complex to the west was the Miller and Mitchell cotton mill. The site of Neptune Mill was yet to be developed at that time.

Figure 3.4: Ordnance Survey Map 1850

Figure 3.5: Extract from the Manchester Townships Map of 1851 (http://luna.manchester.ac.uk)

3.7 Rapkin's larger scale map of 1860 indicates that the wider complex still occupied a site to the west of the alignment of Portugal Street, suggesting that the application site still remained undeveloped at that time.

3.8 However, the Bartholomew's Map of 1870 illustrates a solid block of development extending across the northern end of Portugal Street, between 'Chapel Street' and Baird Street, indicating that the application site had been developed for the first time. The wider complex had been badly damaged by fire in 1861 and it is possible that Neptune Mill was developed as part of the reconstruction of the complex.

Figure 3.6: An extract from Rapkin's Map of 1860

Figure 3.7: An extract from Bartholomew's Map of 1870

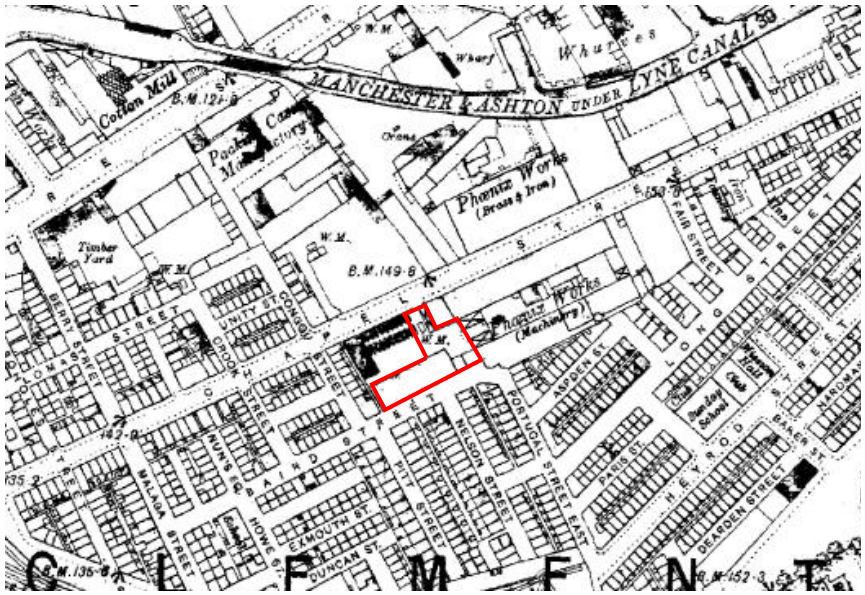
3.9 The Bacon Plan of 1884 confirms that a single row of terraced houses had been constructed immediately to the west of Neptune Mill.

Figure 3.8: Bacon's Plan of 1884 (http://manchester.public profiler.org)

3.10 The Ordnance Survey map of 1893 provides the first real detail of the application site, illustrating the rectangular footprint of Neptune Mill and the two small courtyard buildings that linked it to the rear range of the wider complex. At that time the main complex was entitled the 'Phoenix Works', the use of which was simply referred to as 'machinery'. Another 'Phoenix Works' complex, used

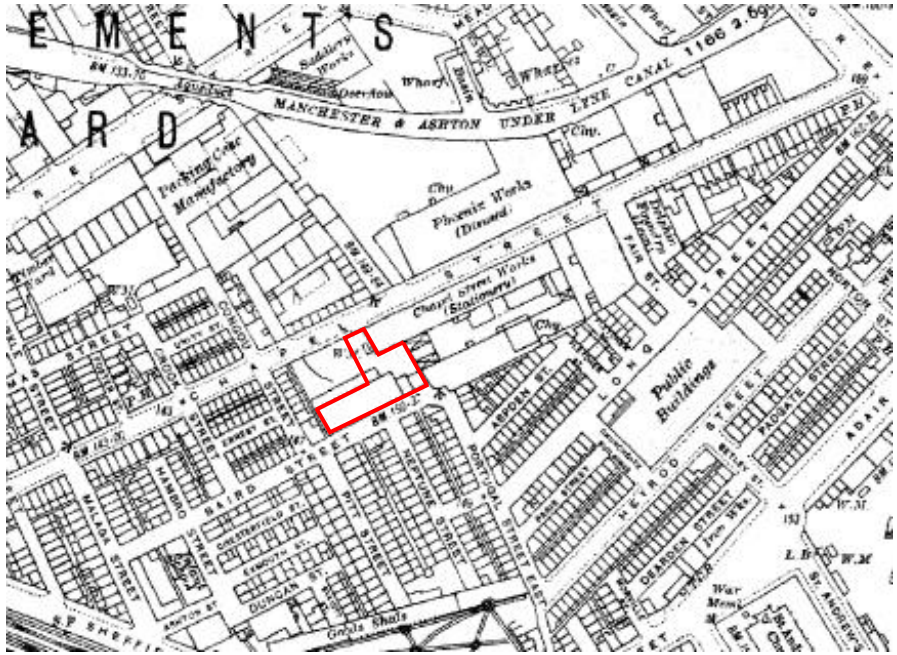
in respect to 'brass and iron' was located on the northern side of 'Chapel Street'. The 1893 map also indicates the addition of an 'L' shaped block to the Chapel Street frontage, however the width of the units appear too small to be terraced housing and the form of the building is unclear. By the late C19th the setting of the Phoenix Works comprised associated industrial premises to the north of Chapel Street, with a tight grain residential area wrapping around the south of the works.

Figure 3.9: The Ordnance Survey Map 1893 (1:2,500)



3.11 The townscape associated with the Phoenix Works remained consistent during the early part of the C20th. Although by 1922-32 an area of terraced housing to the south-west of the Works had been replaced with the much larger footprint of the 'Public Buildings' and the 'L' shaped building to the Chapel Street frontage of the application site had been removed. Also, by that time the Phoenix Works (*machinery*) had been renamed as the Chapel Street Works (*stationery*).

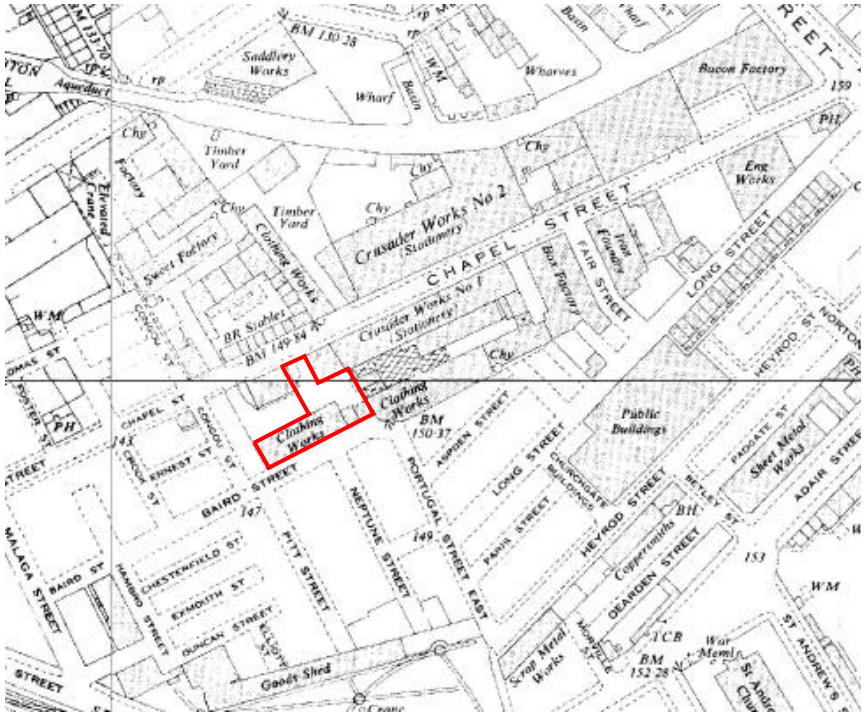
Figure 3.10: The Ordnance Survey Map 1922-32 (1:2,500)



3.12 The Ordnance Survey Map of 1950-51 confirms a significant pattern of change within the setting of the application site, as all of the terraced housing to the south of the 'Chapel Street Works' had been cleared and only the layout of the associated streets remained in situ at that time. The former Phoenix Works to both the northern and southern side of Chapel Street had been renamed

the 'Crusader Works', the works to the south (No. 1 Works) was identified as being used for 'stationery', a use that had also extended to the complex on the northern side of Chapel Street, while the application site and the range at the rear of the Crusader Works were identified as 'clothing works'.

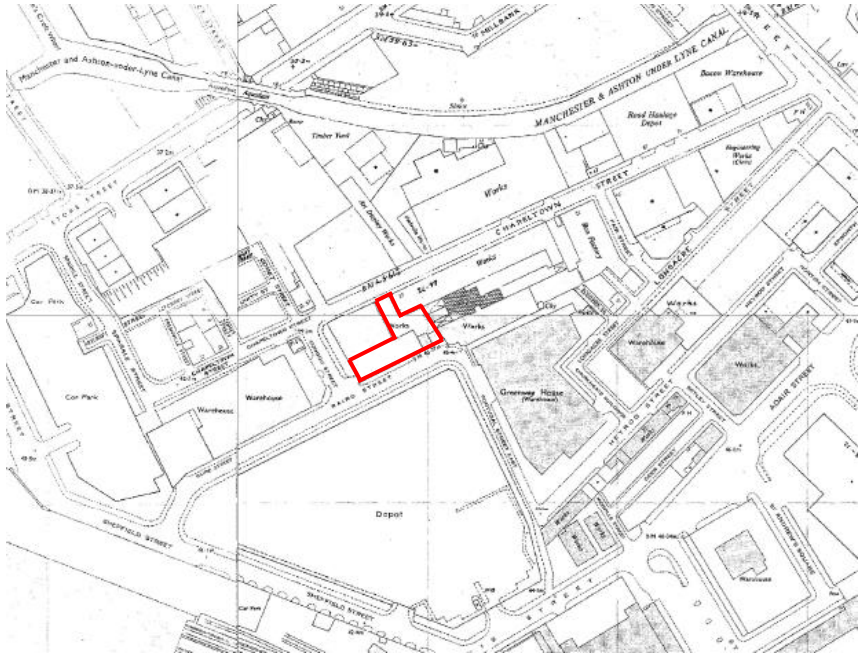
Figure 3.11: Ordnance Survey Map 1950-51 (1:2,500)



3.13 The clearance of the residential neighbourhood included the terrace of houses immediately adjoining the west of the application site. A rectangular building had been constructed in the yard between the application site and Chapel Street.

3.14 The 1958-86 Ordnance Survey map confirms the construction of the existing single -storey warehouse that adjoins the northern side of the application site and names 'Chapeltown Street' with its current street name used for the first time.

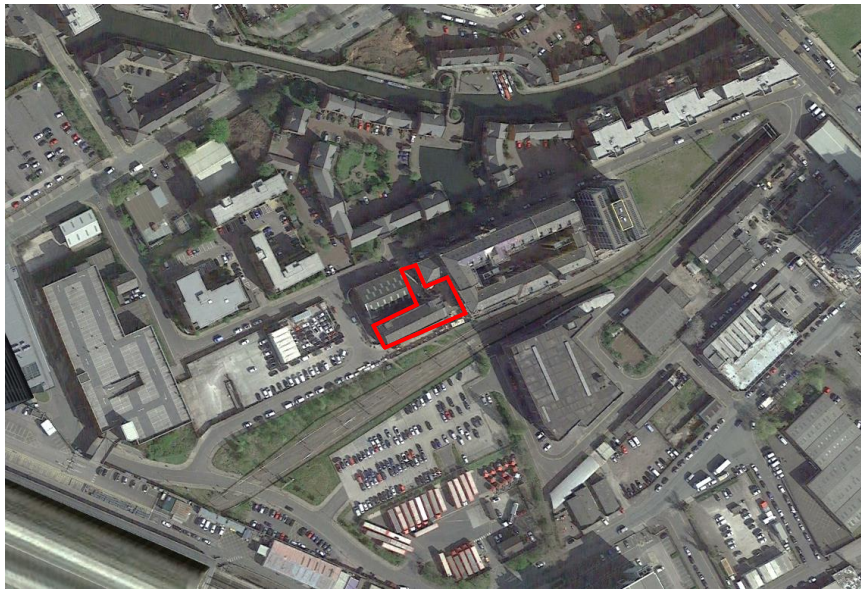
Figure 3.12: Ordnance Survey Map 1958-86 (1:2,500)



3.15 The 'works' between the northern side of Chapeltown Street and the canal remained in situ and several large 'works' and 'warehouses' had been constructed to the south of Crusader

Works. Notably, the finer grain of the former grid-like street pattern had been replaced on the eastern side of Portugal Street East by the large footprint of the Greenway House Warehouse and to the west by a larger open depot.

Figure 3.13: Aerial View April 2021 (Google Earth Pro)



3.16 The context of the application site continued to evolve from the late C20th. By 2000, the 'works' on the northern side of Chapeltown Street had been redeveloped with the current residential scheme that encloses the canal and canal basin. The warehouse to the west of the application site had been removed, and remains as a cleared site, and the warehouses to the east of the Crusader Works had also been cleared. The metro line was constructed along the southern side of the application site and more recently the Phoenix apartment scheme has been constructed immediately to the north-east of the Crusader Works.

Summary

3.17 The historic map regression indicates that the main range and courtyard of the Phoenix Works, later to become the Chapel Street Works and finally the Crusader Works, was constructed by 1848.

3.18 Neptune Mill, the south-western range of the wider complex, appears to have been constructed as the final phase of the complex between 1860 and 1870, possibly as part of the response to a devastating fire in 1861. At that time the setting of the manufacturing complex comprised an industrial townscape along Chapeltown Street (which was simply named Chapel Street until the mid C20th), with the Phoenix Mill complex enclosing both sides of the street. To the south of the site the townscape comprised a grid-like street pattern of dense terraced streets.

3.19 The townscape of the site and associated residential streets remained largely unchanged until the mid C20th. Since that time the setting of the Crusader Works has changed considerably and now bears little resemblance to the mid to late C19th townscape that followed the construction of the Works. By 1950 the residential terraces had been cleared, although at that time the grid-like street pattern remained in situ. However, the street pattern was also finally removed to form large plots that were used as depots or amalgamated to accommodate large warehouse buildings. The industrial townscape of Chapeltown Street endured until the 1980s, however by c.2000 it had also been removed in

favour of the domestic scale of townscape that now encloses the canal corridor.

3.20 More recently, the Metrolink line has been constructed along the eastern side of the site, increasing the prominence of the application site, and the scale of development towards the northern end of Chapeltown Street has increased with the introduction of a series of apartment buildings. Further residential apartments are under construction on the southern side of the Metrolink line.

4.0 The Significance of the Heritage Assets

Introduction

4.1 The NPPF defines significance (for heritage policy) as:

"The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance." (NPPF Annex 2: Glossary)

4.2 The setting of a heritage asset is defined by the NPPF as follows:

"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 neutral." (NPPF Annex 2: Glossary)

4.3 The national Planning Practice Guide (PPG) further advises, 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." (Paragraph: 013 Reference ID: 18a-013-20190723)

4.4 Historic England guidance on The Setting of Heritage Assets Historic Environment Good Practice Advice in Planning Note 3 (Second Edition, 2017) confirms that:

"9. Setting is not itself a heritage asset, nor a heritage designation, although land comprising a setting may itself be designated. Its importance lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance."

4.5 The Historic England Good Practice Advice Note provides a non-exhaustive checklist of potential attributes of setting, concerning the 'physical surroundings' and 'experience of the asset', that may help to elucidate the contribution of setting to significance and have been used to help inform this Heritage Statement.

4.6 The description of the significance of the heritage assets, provided below, is proportionate to their importance and the likely impact of the proposed development on their significance, including their setting.

Listed Buildings

Crusader Works, Chapeltown Street (Grade II Listed)

Special Historic Interest

4.7 The Crusader Works was originally designated in June 1994 and the list entry describes it as follows:

"Probably cotton spinning mill, now works. Mid C19, altered. Red brick with some sandstone dressings, roof not visible. Very long rectangular plan parallel to street. A six-storey 28-window range with three-storey four-window continuation at west end; panelled corner pilasters with stone cornices, parapet with stone coping, eight-window centre breaking forwards very slightly; vertical rectangular windows with raised sills and flat-arched heads, those in the west portion mostly four-pane sashes but the others with altered glazing; inserted doorway in second bay of centre; round-headed doorways in first and fourth bays of right-hand portion, that to the right altered as a window."

4.8 Although the list entry suggests the original complex, then known as the Phoenix Works, was probably a cotton spinning mill, it seems that it was actually constructed for the manufacture of machines for the cotton industry. However, it was soon subject to various changes of use, including packaging, warehousing, printing and making clothing.

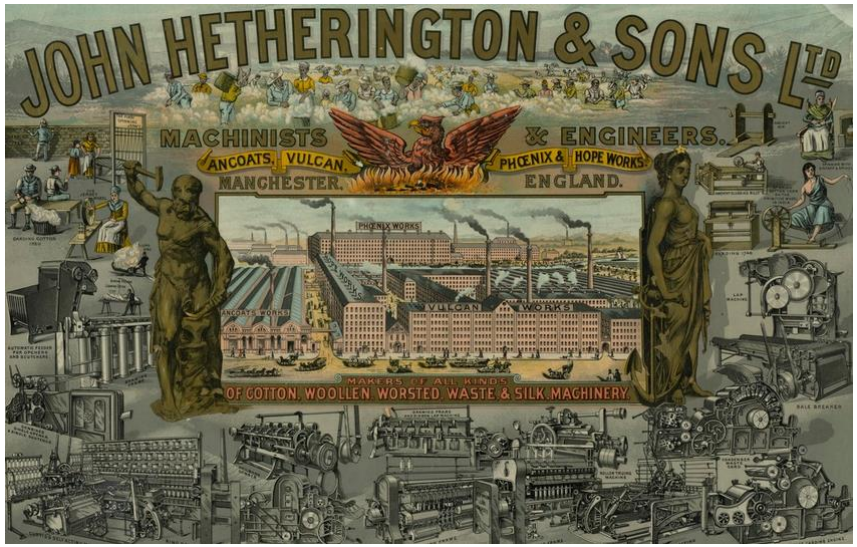
4.9 The first detailed map of the complex, the Manchester Townships Map of 1850 (Figure 3.5), indicates that the Crusader Works was first used as a 'machine works' by Parr, Curtis and Madeley who had taken over another business, just south of Store Street, in 1838. In 1851 they received an award at the Great Exhibition for their carding and spinning machines (www.gracesguide.co.uk).

4.10 In 1861 a devastating fire destroyed much of the Phoenix Works. A contemporary account of the fire (www.gracesguide.co.uk) referred to the oil drenched floors of the machine works and the damage to an eight-storey range of 28 bays. The account is not clear whether the fire took place on the northern or southern side of Chapeltown Street, however the description of a building of 28 bays is likely to refer to the current listed building, and it appears that the original top two floors were lost at that time. The account of the fire dates the building to 1845, which is consistent with the historic map regression and advises that the building was *"… not constructed upon the fire-proof principle."*

4.11 The damage to the main complex pre-dated the construction of Neptune Mill, however the historic maps indicate that it was constructed soon after and may have been part of the renewal of the complex in response to the fire.

4.12 In 1895 the works was taken over by John Hetherington and Sons, which owned a series of machinery works in the Ancoats area, including the Vulcan Works.

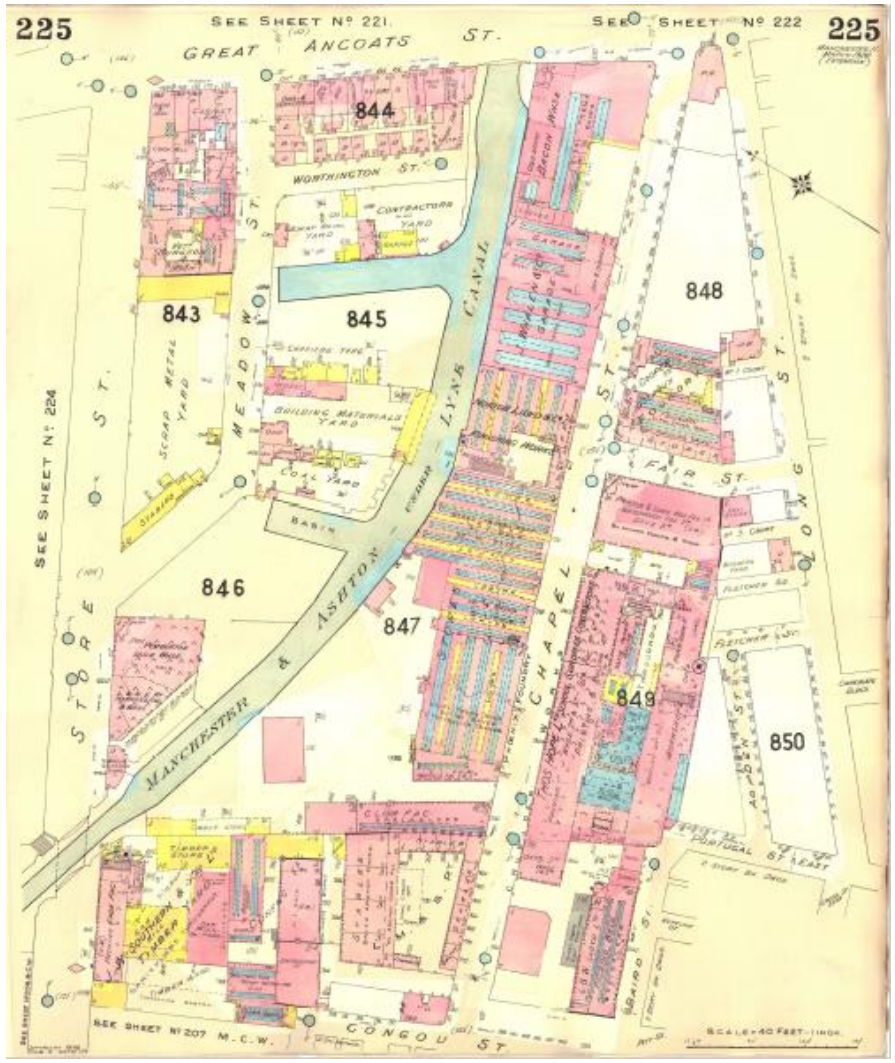
Figure 4.1: An advert for John Hetherington and Son's with Phoenix (Crusader) Works in the background



4.13 By March 1928 the Goad Insurance Map (Sheet 225) indicates that the complex accommodated a variety of uses, including a packing warehouse to the main front range to Chapeltown Street and also within the application site.

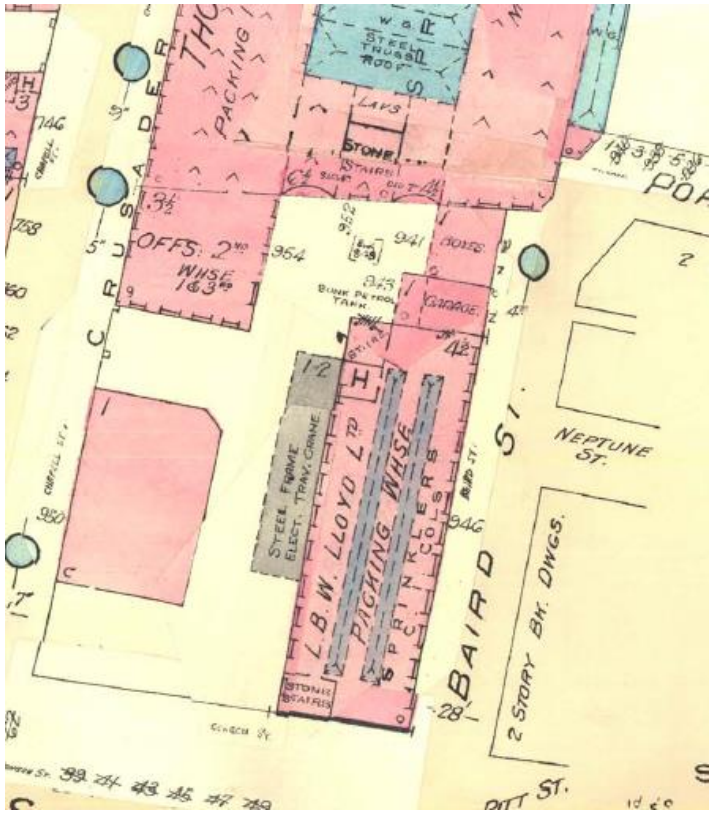
4.14 The complex therefore appears to have been constructed as primarily a machine works, for the manufacture of textile related machinery, then became used as a warehouse, before being identified as a 'clothing works' by the mid C20th.

Figure 4.2: Goad Insurance Maps of Manchester (Sheet 225)



4.15 The detail of the Goad Insurance Map is also interesting in respect to the roofscape of the application site, which illustrates long, parallel rooflights to both sides of the main ridge. Internally, the alignment of the rooflights is still legible, however the external surface of the roof has been re-slated, covering the former rooflights.

Figure 4.3: Detail of Goad Insurance Map (March 1928) illustrating the roofscape of the application site



4.16 A planning application determined in October 1980 (Reference: F16409) for the erection of a chrome plating shop at the Crusader Works indicates that the manufacturing use of the building continued through the later C20th.

4.17 The remainder of the complex, adjoining the current application site was granted consent for residential use with 126 apartments, and a ten-storey new-build apartment building immediately to the north-east of the listed building, in October 2016 (Reference: 113363/FO/2016).

Special Architectural Interest

4.18 The principal range to Chapeltown Street is six storeys in height and is 28 bays wide. The repetitive elevation accentuates the scale of the building. The Crusader Works was designed to be functional in character, with the few architectural embellishments limited to the corner brick pilasters and associated stone capitals, which contribute to the monumentality of the building. The principal range is constructed with Flemish bond brickwork and stone sills and heads to the windows.

4.19 The brick pilasters and capital detail continue into the four-storey range that returns along the southern side of the narrow passageway between Crusader Works and the new Phoenix apartment building.

4.20 The historic maps indicate that the three-storey continuation, to the western end of the complex, was contemporary with the principal phase of building and continues the same pilaster and capital detail to the front elevation.

Figure 4.4: The principal range and three-storey element to Chapeltown Street

Figure 4.5: Capital and pilaster and the northern return elevation

4.21 The main internal courtyard forms a highly enclosed space and is illustrative of the ad hoc adaptation common to industrial complexes such as the Crusader Works. The Goad Insurance Map of 1928 illustrates the southern part of the courtyard as an enclosed, internal space. The recent residential conversion has included an external lift and landings that add a sculptural feature within the former industrial courtyard.

Figure 4.6: Looking northwards through the internal courtyard behind the principal range

4.22 The eastern side of the courtyard is enclosed by a four-storey range with three principal bays of seven, eight and nine bays of windows from north to south. The central bay of eight windows projects

forward and incorporates the octagonal chimney to the north-eastern corner of the building.

Figure 4.7: The Fair Street elevation and chimney

4.23 The application site is connected to the southern end of the main three-bay range to Fair Street by a third-storey bridge link that crosses over the southern courtyard of the complex.

4.24 The building line of the application site appears to have been dictated by the inherited street pattern and is set back slightly behind the main Crusader Works frontage to Fair Street.

Figure 4.8: The application site looking northwards along Fair Street

Figure 4.9: The application site looking south-westwards across Fair Street and the Metro-link

4.25 The application site building is constructed with English garden wall brickwork with simple, non-gauged, segmental brick archers to the windows and simple stone sills. The southern gabled elevation incorporates a narrow, external brick flue, which appears to have been a later addition to the building. Much of the roof is concealed by a brick parapet.

Figure 4.10: The southern elevation of the application site adjoining the single-storey warehouse

4.26 The lower part of the western elevation is partly concealed by the single-storey warehouse. The line of the parapet is broken by a vertical stairwell and a lift shaft, with an adjoining stairwell, to the southern and northern ends of the elevation respectively. The roof top additions to both projections are quite crude.

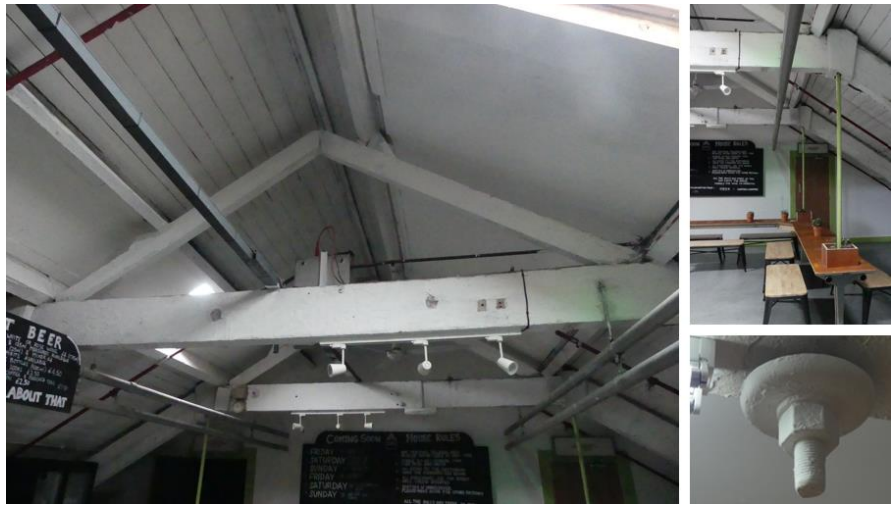
Figure 4.11: The southern part of the application site, including the southern stairwell projecting above the adjoining supermarket

Figure 4.12: The northern part of the application site set back to the rear of the southern courtyard

Figure 4.13: The roofscape above the western elevation of the application site

4.27 The Goad Insurance Map illustrates parallel roof lights on both pitches of the roof that extended for almost the full length of the building. The roof appears to have been re-surfaced in the past, screening evidence of the rooflights in current aerial photographs. Internally, the position of the rooflights remains legible, with the remainder of the roof clad in timber boarding. The trusses are anchored through the beams of the floor below with slender tie-rods.

Figure 4.14: The interior of the roof and detail of the tie rods that are fastened through the floor beams



4.28 Below the attic level, the floors are largely open-plan, with a central row of columns and a stair and WC enclosure to the south-western corner. The second floor has been partly subdivided with light-weight partitions.

4.29 The floors are constructed with timber boards, rather than a fire-proof construction. The application site does not retain any machinery associated with a packing warehouse or for clothing manufacture.

Figure 4.15: The western side of the 3rd floor

Figure 4.16: The northern part of the second floor

The Contribution of Setting to Significance

4.30 The physical surroundings of the Crusader Works include the topography of Chapeltown Street, which gently slopes downhill from Great Ancoats Road to the north-east, to Piccadilly station, to the south-west. The southern frontage of the works has a relatively open aspect due to the process of clearance that took place during the mid C20th and the vacant sites that have persisted since that time. The Metrolink now forms an open corridor immediately to the south of Crusader Works, lending a much greater sense of prominence to the secondary frontage of the works. Views from the south towards the application site have also become more open over time as sites have been cleared and the townscape has become more fragmented.

Figure 4.17: The view northwards towards the application site from Sheffield Street

4.31 The aspect to the northern part of Chapeltown Street itself has become increasingly enclosed with the construction of the residential canal side developments of the 1980s and more recently the construction of the Phoenix apartment scheme, which screens Crusader Works in views from Great Ancoats Road.

Figure 4.18: The view south towards the Phoenix Apartments from Great Ancoats Road

4.32 The townscape setting of the Crusader Works, between Great Ancoats Road and Piccadilly Station, remains fragmented. There are few heritage assets in this area and none that help illustrate the type of townscape formerly associated with the mill complex, for example the associated mills of the Phoenix Works on the opposite side of Chapeltown Street were replaced with the current residential townscape in c.2000 and all of the former mill workers housing or the associated grid-like street pattern of the area that once wrapped around the southern side of Crusader Works has been removed. Therefore, the immediate functional relationships between the works and contemporary townscape have been lost over time.

4.33 Crusader Works contributes to the wider 'context' of mill development on the northern side of Manchester and derives an historic association from the Hetherington's, who acquired the works as part of their wider portfolio. However, the degree of change over time in respect to the setting of the listed building has been considerable. The asset is experienced in a relatively weak townscape, which lacks a particular character or distinctiveness. Several recent taller developments now form significant landmarks within the setting of the mill.

Figure 4.19: The view north-eastwards towards the site application along Baird Street

Crusader Works Summary of Significance and Contribution of Application Site

4.34 The significance of the grade II listed Crusader Works is principally derived from the following attributes:

- The monumental scale of the Chapeltown Street range, which was characteristic of the mill townscape of the northern edge of Manchester City Centre.
- The rhythm of the principal elevation and scale of the pilasters and capitals that frame the elevation.
- The retention of the courtyard planform and group value of the cluster of functional, brick industrial buildings, including the truncated octagonal chimney.
- The historic association with John Hetherington and Sons and its previous uses related to manufacturing and as a packing warehouse associated with the textile industry.

4.35 The significance of the application site, as a curtilage listed buildings is derived from the following:

- As part of the renewal and expansion of the Crusader Works site following the devastating fire of 1861.
- The contribution to the group value of the Crusader Works complex, particularly the consistent frontage of brick constructed former industrial buildings that now enclose the Metrolink line.
- The retention of the cast iron columns and roof structure within the interior of the building.

Train Shed and Undercroft at Piccadilly Station (grade II listed)

Special Architectural and Historic Interest

4.36 The first railway station at Piccadilly opened in 1842, although the station was still referred to as London Road Station on the 1950-51 Ordnance Survey map. The list entry advises that the train shed and undercroft originated from 1866, were extended in 1883 and then significantly remodelled from 1958-66 and again from 1998-2002.

4.37 The list entry summarises the principal reasons for the listing as follows:

"Architectural Interest:

- *As a good example of C19 railway engineering;*
- *For the aesthetic quality of the train shed's design including the polychromatic brick elevations and the substantial decorated columns that support the large metal frame;*
- *For the extensive brick-vaulted and cast-iron former goods depot undercroft which survives well below platform level, and includes the remains of C19 sidings and track.*

Historic Interest:

- *As one of Manchester's principal railway stations;*
- *As an illustration of the dual importance of passenger and freight rail transport to the city and its C19 economic development.*

Group Value:

- *As part of a strong group of C19 railway structures including the attached former goods offices to Piccadilly Station, London Warehouse to the north, and the MSJAR viaduct to the south (all listed Grade II).*

Figure 4.20: Part of the station under croft

Figure 4.21: Detailing to the northern elevation of the train shed

The Contribution of Setting and the Application Site to Significance

4.38 The list entry places considerable emphasis on the 'group value' of the station and associated structures, including the London Warehouse and the viaduct that leads towards Oxford Road and Deansgate stations. The railway related infrastructure to the north of the station was gradually removed during the mid to late C20th, firstly the good depots on Sheffield Street, by 1969, and the Ancoats Good Station by the 1990s.

4.39 The townscape between the station and the application site changed significantly from the mid C20th, with the removal of the

dense terraced houses and associated industrial complexes and is now generally fragmented in character.

Figure 4.22: The view southwest along Baird Street, the Piccadilly Train Shed comprises a monumental structure in the backdrop to the application site, which frames the right side of the view. The scale of the train sheds foreshortens the depth of the view

Figure 4.23: The view from the deck of the under croft looking towards the site from station level, which emphasises the sense of separation from the application site

4.40 The listing was reviewed in 2018 and the relevant parts of the Enterprise and Regulatory Reform Act (2013) appear to have been enacted to accurately define the extent of the complex that has special interest. The arches to Sheffield Street, which can be seen from the application site, appear to have been excluded from the listing.

4.41 The construction of the original phase of the Crusader (Phoenix) Works was broadly contemporary with the construction of the first railway station. However, the associated townscape and street pattern changed considerably from the mid C20th. The most significant elements of the station cannot be experienced from the Chapeltown Street area and the application site is considered to make a neutral contribution to the significance of the station.

5.0 Impact Assessment

Introduction

5.1 The proposed development has been assessed in accordance with the relevant legislation, national and local planning policies.

The Planning (Listed Buildings and Conservation Areas) Act 1990

5.2 The 1990 Act incorporates several 'statutory duties' for decision-makers, including the following:

"S. 66: 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."

5.3 Case law has determined that 'preserve' means 'to do no harm'.

National Planning Policy Framework (2021)

5.4 Paragraph 195 requires LPAs to identify and assess the particular significance of any heritage asset that may be affected by a proposal, including development affecting the setting of a heritage asset, taking account of available evidence and any necessary expertise. LPAs should take this into account when considering the impact of a proposal on a heritage asset.

5.5 In determining applications, Paragraph 197, requires LPAs to 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.

5.6 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. *"This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance."* (Paragraph 199)

5.7 Paragraph 200 states that any harm to, or loss of, significance to a designated heritage asset, should require clear and convincing justification. Paragraph 202 requires that in circumstances that would lead to less than substantial harm to a designated heritage asset, the harm should be weighed against the public benefits of the proposal, including, where appropriate, securing its optimum viable use.

5.8 LPAs 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 the asset should be treated favourably (Paragraph 206).

Manchester City Council Local Plan

5.9 The Local Plan comprises the Core Strategy and 'saved' policies from the UDP.

5.10 The Core Strategy (2012-27) contains the following policy in respect to the historic environment:

Policy EN 3 Heritage

"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 development 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."

5.11 The 'saved' policies of the UDP include the following with respect to Listed Buildings:

DC19.1 Listed Buildings

"DC19.1 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 or 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 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 Proposed Development

5.12 The formal description development for the purposes of the Planning and Listed Building Consent applications is as follows:

Full Planning and Listed Building Consent for internal and external works to the existing listed building for continued use within Use Class E (Commercial, Business and Services) at Neptune Mill, Chapeltown Street, Manchester.

5.13 At ground floor level, the single storey addition to the courtyard, which was largely reconstructed in the late C20th, would be removed and a new glazed screen and entrance would be formed in the eastern elevation. The removal of the single storey element would be below the threshold for 'demolition' and would comprise an 'alteration' to the curtilage listed building. A new single entrance would be formed towards the centre of the long southern elevation, by adapting an existing window. Internally, all of the modern, temporary stud partitions, from a former site office, would be removed to form a single open-plan space, with a proposed 'refuse store' adjoining the existing lift shaft.

5.14 The largely open plan form of the 1st and 2nd floors would be retained, with the single row of cast iron columns to the centre of each floor. The existing stud partitions, that form small, enclosed spaces to the eastern and western ends of each floor are to be removed, including the sanitary ware to the WCs. The proposed 1st floor plan would incorporate a new entrance lobby and WCs off the open-plan reception and breakout area. The floor plan would be sub-divided with a pair of enclosed offices, with glazed partitions facing the reception, on either side of a central passageway, and would separate the reception area from the principal open-plan office to that floor. A further enclosed office and WC/store would be formed next to the western staircase. A block of WCs would be placed to the eastern end of the 2nd floor, which would remain as open-plan workspace.

5.15 Similarly, the modern stud partitions to the 3rd floor, that form a series of enclosed meeting rooms and a central corridor in the eastern half of the floor would be removed and WCs, stores and kitchen areas would be placed to both ends of the open-plan floor.

5.16 At 4th floor level, further modern stud partitions would be removed, however the existing enclosure to the store and WCs adjoining the western staircase would be retained. New WCs would be placed to the western end of the floor plan, which would otherwise be retained as a single space. The two, long, rooflights, which extend for the full length of the building on either side of the

ridge, would be reinstated. Blocks of triple and double rooflights would also be incorporated between the reinstated linear rooflights and the parapet. Those additional rooflights would be placed between the purlins of the roof to avoid disturbing the roof structure.

5.17 Internally, details such as timber beams would be cleaned, removing the existing paint to expose the original material.

5.18 Externally, a significant aspect of the scheme would involve the replacement of the existing white uPVC window frames with painted aluminium frames that would be similar, in respect to the pattern of fenestration, to the adjoining main Crusader Works buildings. The existing ventilation flue and ad hoc canopy to the ground floor entrance of the southern elevation would be removed and the external brickwork would be repaired, including re-pointing and replacing spalled bricks, as necessary.

5.19 A full-height mural would be erected over the window openings to the lift shaft. The window openings remain in situ, including the glazing, but are blocked internally to accommodate the lift shaft. The precise content of the mural is yet to be designed; however, it is intended to emphasise the entrance into the building from the glimpsed view into the courtyard off Chapeltown Street.

5.20 The largely blank western gable would be adapted, with a mural zone to the left (north) of the external, brick chimney flue, and a single window to each of the upper floors to the right of the flue. The proposed windows would be placed in a staggered pattern and would be framed with a projecting sleeve as a contemporary approach to an oriel window.

Impact Assessment

5.21 The proposed development would be related to the four-storey curtilage listed building to the rear of the main Crusader Works complex. There would be no direct impacts on the principal listed building, while the proposed development would cause minor change within its setting that would not affect its significance or the ability to appreciate that significance.

5.22 Neptune Mill has remained in only partial use, or temporary use as a site office to support the conversion of the amin Works, for a considerable time. The proposed development would bring forward the full use of the curtilage listed building and would complete the redevelopment of the Crusader Works complex as a whole.

5.23 Neptune Mill has been used for a range of purposes, including as part of the wider machine making works, as a packing warehouse, clothing works and for manufacturing stationary, since its construction during the c.1860s. There is no evidence, however, that it was ever used as a textile mill. The previous uses are no longer legible within the building, and it does not retain any notable machinery or fixtures and fittings that a future conversion may seek to retain.

5.24 The proposed conversion would have the beneficial impact of removing most of the existing stud partitions from the building. It would introduce new partitioned offices to the central part of the 2nd floor, to separate the main workspace from the reception area. However, overall, the scheme would have the benefit of recreating

most of the open-plan spaces to each floor, allowing the proportions of the building to be appreciated and the single row of cast iron columns to remain as the key internal feature of the building. The vertical tie-bars that attach the roof trusses to the beams of the attic floor would be retained in situ. In respect to the roof structure, pre-application proposals to cut through the lower purlins to increase the size of the proposed lower rooflights have been amended, and the sill of the windows would be raised to ensure that the purlin remained undisturbed.

5.25 The partitions that screen the WCs and stores adjoining the western staircase would be removed from the floors below attic level (the enclosure adjoining the staircase within the attic would be retained). The existing partitions are clad in vertical timber boards and their removal would have a minor adverse impact on the character of the interior. However, the internal partition to the 3rd floor WCs cuts across an original window opening and it is possible that the timber clad enclosure was a later addition to the building.

5.26 The eastern and western staircases, and lift shaft, would be retained and utilised within the scheme.

5.27 Securing the full use of the building would have the benefit of bringing forward a programme of repair, particularly localised repairs to external brickwork and pointing, which is clearly defective at parapet level. Repairs would be undertaken as necessary, rather, than complete repointing for example, to avoid eroding the industrial character of the building.

5.28 The complete re-use of the building would also enable the existing uPVC windows, which have a considerable adverse effect on the character of the building, to be replaced with a more appropriate window. It is intended to continue the approach that has been used successfully for the main Crusader Works, by using a powder coated aluminium frame with a pattern of glazing bars that is more relevant to the former industrial building.

5.29 Obsolete features, such as the modern ventilation flue that extends from a 1st floor window of the southern elevation would be removed to enhance the appearance of the building.

Figure 5.1: The existing uPVC windows, ventilation flue and defective brickwork below the parapet of the southern elevation

5.30 The external alterations to the former warehouse would include the removal of the single storey brick addition that screens the

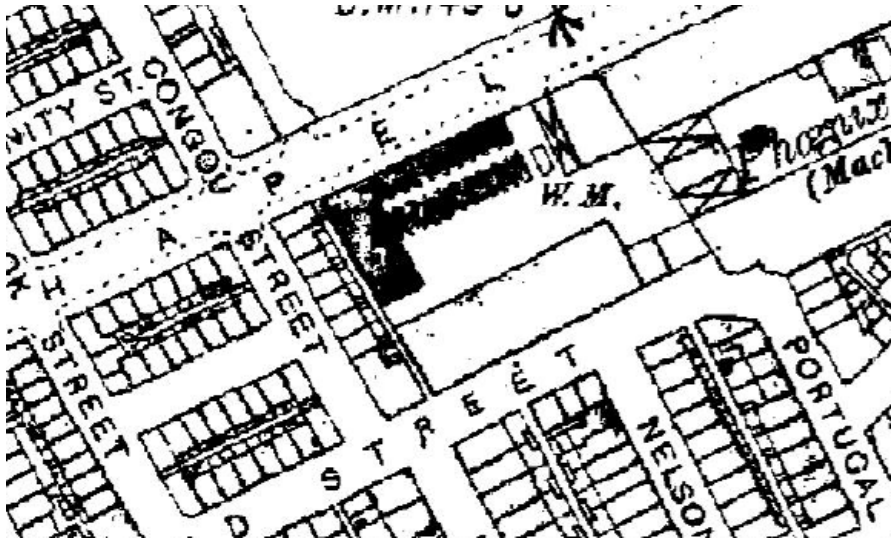
southern side of the courtyard. The building has been substantially reconstructed in relatively recent brickwork and the courtyard elevation is largely formed by an external roller shutter. The removal of this element, which would be considered as an alteration rather than demolition of part of the curtilage listed building, would not harm the significance of the listed building.

Figure 5.2: The single storey courtyard element that would be removed as part of the proposed development

5.31 The western gable of the former warehouse largely comprises blank common brickwork in a garden wall bond. It is interrupted only by a full-height brick flue, which is a later addition to the building, and two small window openings at second floor level. A vertical joint to the right (south) of the projecting flue may indicate a degree of previous adaptation or reconstruction.

5.32 A narrow frontage of buildings appears to have been constructed to enclose the eastern side of Congou Street, backing onto the application site, between 1870 and 1884. The corner to Congou Street and Baird Street appears to have been occupied by a larger 'L' shaped building, while the remainder of the Congou Street frontage at that time appears to have been occupied by small residential units. The Congou Street buildings were physically separated from the former warehouse by a narrow passageway.

Figure 5.3: An extract from the Ordnance Survey Map 1893



5.33 It is anticipated that the lower part of the western elevation of the former warehouse would have been masked behind the building

that formed the corner of Baird Street and Congou Street, the warehouse would have probably extended above the roofs of those buildings but it would have only gained its current prominence in the street scene as a result of the slum clearance of adjoining streets, which had removed the Congou Street frontage by 1950-51 (Figure 3.11).

5.34 In this context, the proposed development would introduce four windows, one to each of the upper floors, to the righthand side of the brick flue and a mural to the left.

5.35 The proposed windows would be clearly articulated as new, contemporary additions to the building. The projecting window sleeves would punctuate and animate a blank gable that cannot have been intended to benefit from such prominence. The pattern of the proposed windows would be staggered, rather than linear, as a foil to the vertical bays of windows to the principal elevations.

5.36 In its current form, the blank gable does not hold any specific significance. It could be considered as part of the former industrial character of the building; however, it is out of context with the remainder of the Crusader Works complex which is characterised by elevations of repetitive window openings and the 'muscular' scale of the corner pilasters and capital details to the principal elevations. The gable gives the impression of having been constructed in anticipation that a further building would be developed to its west, however those buildings have since been demolished.

5.37 The proposed windows would cause 'change' to the appearance of the curtilage listed building. However. That change is considered to be consistent with the NPPF definition of conservation (for heritage policy):

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

5.38 The proposed windows are therefore considered to preserve the significance of the listed building.

5.39 The artistic content for the mural zone to the left of the projecting flue has not been designed in detail. However, from a historic environment perspective the murals would use water-based paint and would be reversible if required in the furure

5.40 The proposed mural zone to the inner courtyard would cover the window openings to the lift shaft bay. However, this part of the northern elevation has been subject to adaptation, the top of the lift shaft makes a clumsy contribution to the roofscape, the eaves detail that continues along the northern elevation has been removed and the modern ground floor opening to the lift has been partly enclosed with a panel of brickwork. Again, the artistic content of the mural is yet to be designed but the mural would be reversible if required.

5.41 In summary, the proposed development would enable a programme of repairs to be undertaken and the comprehensive reinstatement of a more compatible type of window to the elevations and the reinstatement of the linear rooflights. The scheme would also secure the full use of an under-used heritage asset. A series of new adaptations are also proposed. In this

respect, the additional rooflights would be obscured from ground level by the existing parapet and would not affect the character of the building, the size of the proposed openings has been reduced, following pre-application advice, to avoid interfering with the purlins. The proposed window openings to the eastern gable would be expressed in a contemporary style to enliven the elevation, while the proposed murals would represent an artistic intervention that would contribute to the regeneration of the Crusader Works complex.

5.42 The proposed external alterations would not harm the significance of the principal listed building, or the ability to appreciate that significance, for example the monumental industrial elevation to Chapeltown Street, and would preserve the overall 'group value' of the complex.

5.43 In this context the proposed development is considered to be in accordance with S.16 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

5.44 The proposed development would cause a negligible change within the setting of the Piccadilly Station Train Shed (grade II listed), the proposed change would not harm the contribution that setting makes to the listed building and the scheme would therefore be in accordance with S.66 of the 1990 Act.

5.45 The proposed development would complement and take advantage of the character of the listed building, preserving and enhancing its special interest in accordance with Core Strategy Policy EN 3.

5.46 The proposals would be consistent with saved UDP Policy DC19.1 by securing the retention, restoration, maintenance, and continued use of curtilage listed building. The proposed use would not have a detrimental effect on the heritage significance of the building; indeed, the scheme would bring forward a package of enhancements, particularly the window reinstatement, that would have a beneficial impact on the character of the former warehouse in accordance with Policy DC19.1.

5.47 The proposed development would sustain and enhance the significance of the heritage asset (NPPF paragraph 197).

5.48 The proposed development would not harm the significance of the heritage asset, therefore NPPF paragraphs 199-202 should not be relevant in this instance.

5.49 The appearance of the former warehouse would be enhanced by the programme of repair and reinstatement, thus making a positive contribution to the significance of the Crusader Works group as a whole and should be treated favourably (NPPF Paragraph 206).

6.0 Conclusions

6.1 From an historic environment perspective, the application site incorporates a former warehouse that forms part of the wider grade II listed Crusader Works complex, located between Chapeltown Street and the Metrolink line to the north of Piccadilly Station, and is considered to be listed by virtue of curtilage.

6.2 The main Crusader Works was developed during the 1840s as a machine workshop originally known as the Phoenix Works. The warehouse represents a secondary phase of development in the early 1860s and may have coincided with the partial reconstruction of the works following a devastating fire that took place in 1861. Since that time the warehouse has been used for a variety of purposes, including as a packing warehouse, for manufacturing stationary and as a clothing works. More recent ad hoc uses have included a contractor's site office that occupied the ground floor.

6.3 The proposed development would secure the full use of the curtilage listed building. Internally, the floor plan would benefit from the removal of the existing stud partitions in favour of a largely open-plan approach that would allow the proportions of the building and single row of cast iron columns to be better appreciated.

6.4 Externally, a programme of localised repairs would be implemented and the current uPVC windows would be replaced with painted aluminium windows to match those recently used during the conversion of the main Crusader Works complex. New interventions, including four proposed windows to the blank eastern gable, the new entrance off the courtyard and two mural zones, would clearly be understood as new adaptations that would add a contemporary layer to the building, similar to the approach successfully taken with the main Crusader Works. The proposed alterations, including the removal of the reconstructed single storey brick building from the courtyard, would not harm the contribution that the former warehouse makes to the significance of the grade II listed Crusader Works.

6.5 The proposed development would therefore preserve the special interest of the listed building in accordance with S. 16 of the Planning (Listed Buildings and Conservation Areas) Act 1990. The proposals would also be consistent with the relevant policies of the Manchester Core Strategy and saved UDP policies, and the relevant national policies of the NPPF.