

Phoenix Ironworks, Jersey Street, Ancoats,
Manchester

Heritage Impact Assessment

June 2023

Consultancy for the
Historic Built Environment

KMHHeritage

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1 Introduction

- 1.1 This report has been prepared for Manchester Life Development Company 3 Limited to identify the historic evolution of the Phoenix Ironworks Site.

Authorship

- 1.2 The author of this report is Nick Collins BSc (Hons) MSc MRICS IHBC. Nick has twenty years' experience in the property sector, including most recently as a Director of the Conservation Team at integrated design consultants, Alan Baxter & Associates. Nick spent nine years at English Heritage as Principal Inspector of Historic Buildings & Areas where he led a specialist team of historic building inspectors, architects, and archaeologists on a wide range of heritage projects in East & South London. Previously Conservation Officer at the London Borough of Bromley, Nick began his career at international real estate consultancy Jones Lang LaSalle as a Chartered Surveyor. This experience has given Nick an in-depth understanding of the property industry, listed building and planning process, heritage policy and guidance and funding bodies.
- 1.3 Drafting, research and analysis was carried out by Anne Roache MA MSc. Anne is a conservation professional who has extensive experience working for leading commercial organizations in the fields of property, planning and law. Anne specialises in the architectural and social history of urban areas.

2 The site and its context

Summary description

- 2.1 The historic Ancoats district is located to the north east of Manchester city centre (fig. 1). Most of Ancoats is covered by the Ancoats Conservation Area.
- 2.2 Known as ‘the cradle of industrialisation’¹ Ancoats underwent profound physical and economic change during the 20th century and continues to change and adapt to the needs of the 21st century through the renovation and adaptation of its remaining historic buildings and revitalisation through the sensitive and contextual development of its many vacant sites.

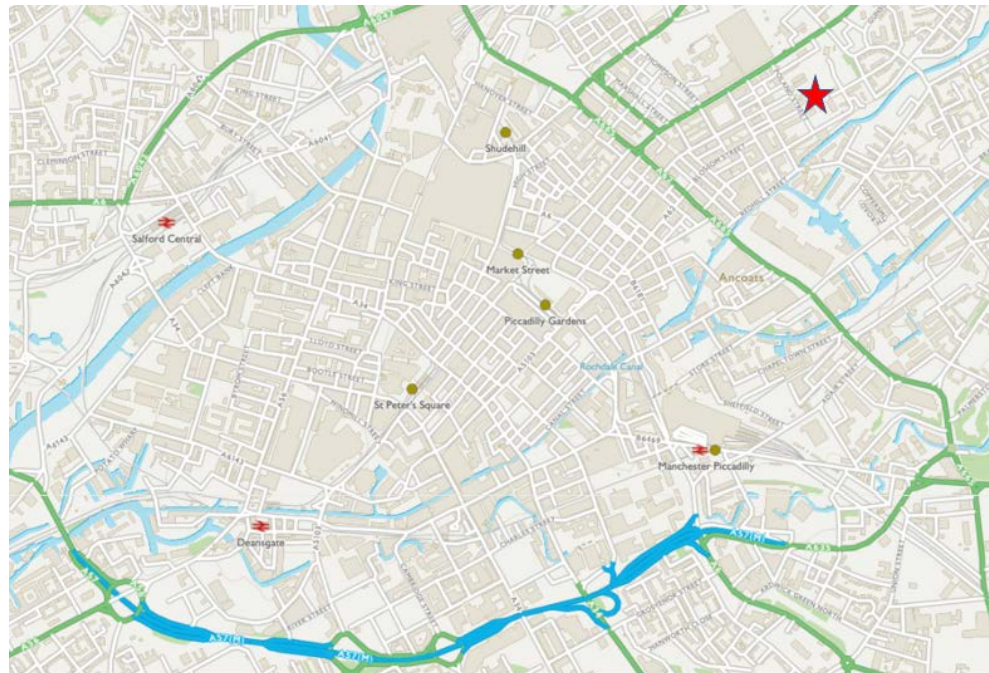


Figure 1: Location of the site (starred) in relation to Manchester city centre

The historical development of the site and its surroundings

The story of Ancoats

- 2.3 The story of Ancoats, is the story of the world’s first industrial suburb with a unique place in the history both of global industrialisation and of urbanisation.² To understand how Ancoats rose to this position, one must first go back to the

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

² Rose, M. et. al. (2011) *Ancoats cradle of industrialisation*. English Heritage.

establishment of the textile industry as one of the pillars of modern Britain's economic success and from there, to the industrial revolution - its crowning achievement - the cradle of which was in the north of England.

Early Manchester

- 2.4 Manchester's origins were as a Roman castrum (military encampment) set up during the governorship of Agricola (CE 77-84) and named Mamucium. It was a small settlement at the fork of the Rivers Medlock and Irwell (of which a small section survives marked by Camp Street in Castlefield) but it is believed that the earliest settlement proper was established c.CE620 around the area of the present cathedral.
- 2.5 The late 11th century saw a large holding, centred on Manchester, created via the grant, by William I to Albert Grelley, of extensive lands. By the 13th century, the Grelley family had established a manor house at the confluence of the rivers Irwell and Irk, around which the medieval town grew up. In 1301 Edward I bestowed the Great Charter of Manchester making it a free borough with Ancoats being one of eight hamlets within the township of Manchester.³
- 2.6 The town of Manchester went on to emerge as a hub for textile finishing processes in the early modern period becoming, by the 17th century, the principal commercial centre for the north west region.⁴ By the 1790s, Manchester had begun to displace London as the nexus for the overseas trade in cotton cloth; connected in no little way to the revolutionising effect that the development of an extensive canal network had had across the North West post-1765. By the first decade of the 19th century, this network of waterways linked the east and west coasts of England giving Manchester unhindered access to core trading ports.

Ancoats

- 2.7 Two branches of the Manchester canal system passed through Ancoats: the Ashton-under-Lyne Canal (1796) ran through its southern half and the Rochdale Canal (1804) its northern. Running off from these main routes were branch canals and wharves serving the new steam-powered factories and textile mills.

³ Oxford Archaeology North 'OAN' (2009). Bradford Road, Ancoats, Manchester: Archaeological Desk based Assessment prepared for Maryland Securities Group

⁴ *Ibid.*

- 2.8 These mills and factories came to be built on an unprecedented scale in order to satiate burgeoning consumer demand - both at home and abroad - for textiles and other goods. By 1800 there were more than 40 cotton spinning mills in the Manchester area, more than half of them steam-powered. The highest concentration was found in Ancoats, which became the centre of the industry.⁵
- 2.9 Ancoats' transformation from a semi-rural district into a pre-eminent industrial powerhouse could not have been achieved without the vision and drive of a small group of entrepreneurs who were able to understand and quickly apply the new technology of steam-power for commercial ends. Chief amongst these visionaries were Adam and George Murray, James McConnel and John Kennedy. In 1797, McConnel and Kennedy built a large mill in Union Street, Ancoats. It was probably the first mill to house steam-powered spinning mules and with eight floors and 11 bays, dwarfed the nearby water-driven mills. Shortly afterwards, in 1798, Adam and George Murray began to build their mill on a plot which Adam had leased in 1790 beside the line of the proposed Rochdale Canal. These four men were part of the first wave of industrial entrepreneurs who were to transform Manchester.⁶
- 2.10 The new mills introduced the concept of an integrated workflow where raw textile material entered the mill and unbleached cloth left it.⁷ These new-style mills required a particular configuration of buildings in order to operate leading to the emergence of specialised mill architects. The mills were built of locally-made red brick, or sometimes local stone, with form strictly following function. The main body of the mill was narrow in order to take advantage of large windows on opposite façades designed to optimise natural light with the number of bays (length of the mill building) being dictated by the number of spinning mule machines installed. Staircases were built in external towers to preserve precious floorspace and a separate engine house and boiler house with tall chimney to help carry away the noxious coal smoke, were key parts of a large mill's complex.
- 2.11 The OS map published in 1891 shows the fully developed Ancoats district. The Rochdale Canal is shown running south-

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

⁶ Rose, M. et. al. (2011) *Ancoats cradle of industrialisation*. English Heritage.

⁷ *Op. cit.* Palmer

west north-east through its centre with several branches running off it, serving commercial wharves (fig. 2⁸).



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

Other industry

- 2.12 Foundries and engineering works were also important industries in Ancoats, many having been established to produce the machinery, fixtures and fittings demanded by the local textile mills. One of the largest engineering works was the Vulcan Works on Pollard Street, which was operated by John Etherington & Sons Ltd, and produced a wide range of machinery for the textile industry. There were, however, numerous other smaller iron works and foundries, which became a characteristic feature of Ancoats, and were of great importance to the local economy.
- 2.13 Ancoats possessed the full range of service industries including small domestic industries, builders, joiners, glaziers, plumbers – based in the numerous small workshops, stores and warehouses – as well as coal-, timber- and stone-yards. Wheelwrights, farriers and blacksmiths serviced the horse-dependent transport industry.
- 2.14 Glass-making was a key industry and by the fourth quarter of the 19th century there were nine glass-works in production including the Flint Glass Works on Jersey Street. Flint glass, also

⁸ OS Lancashire CIV.NE (includes: Manchester.) Surveyed: 1888 to 1891, Published: 1891.

called Lead Crystal, was a heavy and durable glass which leant itself to decorative cutting and was a key to making England the leading glass producer of the world. Nearby, on Poland Street, was Butlers Tate & Co., founded in 1858 which was known for its mass-produced pressed glass ornaments. As with many heavy industrial processes, the glass industry declined post-war with the last factory closing in 1959.⁹

- 2.15 In 1939, the Daily Express newspaper company opened purpose built production premises on Great Ancoats Street which was constructed using the new curtain-wall technology - identical to that used for its buildings in London and Glasgow. After it was vacated by the newspaper, the refurbished premises was converted to offer high quality serviced office space.

19th century townscape and social conditions

- 2.16 Ancoats developed into a self-contained neighbourhood of homes, shops, places of worship, Mission Halls, street corner pubs and workplaces, all tightly packed together.
- 2.17 The streetscape as well as views into and around the district was dominated by the bulk and mass of the mills and factory buildings and their tall chimneys. The canal, its spurs and their wharves, serving the numerous small timber and coal merchants, as well as the large mills and factories, dissected the area and gave it a unique character. Remnants of the bridges that once crossed the now infilled waterways can still be seen on Jersey Street and Poland Street. Interspersed between these key structures were numerous small industrial premises, yards, public houses and chapels and workers' homes.
- 2.18 All of these buildings, of different heights and massing, resulted in a townscape which was given some coherence by the use of a limited pallet of red brick, slate tiles, local stone and cobbled street surfaces. The simple but dominating forms of the looming commercial buildings were relived by the more varied domestic scale, varied roofscape and moments of openness along the canals. The large commercial premises onto Oldham Street and Great Ancoats were possessed slightly more decorative treatments. Outdoor gathering places were limited to the Recreation Ground between the Prussia Street canal arm and Kemp Street – more or less where Ancoats Green is today.
- 2.19 Economic success brought, in its turn, population growth. By 1801, Manchester's population had tripled to 75,281.¹⁰ In

⁹ *Op.cit.* Rose, 2011.

¹⁰ *Op. cit.* OAN, 2009.

Ancoats, narrow streets of small, simple terraced workers' houses were erected in ordered blocks or squeezed into gaps between the canals and industrial buildings. Usually of two storeys, or two-storeys plus half-basement, these were built back-to-back around courts or had very small back yards. Much of this housing had been built quickly and cheaply, and more than half the homes had no private plumbing. Houses were divided to provide accommodation for the poorest families and cellars were let separately.

- 2.20 The health of the workers and their families was affected by everything in their environment from their cramped insanitary homes, surrounded by polluted canals and noxious air, to the risk of serious occupational injury whilst working with heavy machinery.¹¹ In 1880, *'The Report on the Health of the City of Manchester'*¹², was published and revealed scandalously high mortality rates, which stood at 27.79% in 1877. Of these deaths the main causes were "Diseases of the Lungs" and "Whooping Cough" – owing to the poor quality of the air in the city and the disastrously poor housing.
- 2.21 The maps accompanying the report shed valuable light on the mix and ages of buildings in Ancoats at that time. Not only does this show the extent of workers' housing in the area, but also the number having been built *before* 1830 (brown) and 1850 (yellow). It also illustrates how the largest industrial premises were concentrated in the centre and canalside, whilst smaller premises were interspersed within the residential areas (red) (figs. 3-5¹³).

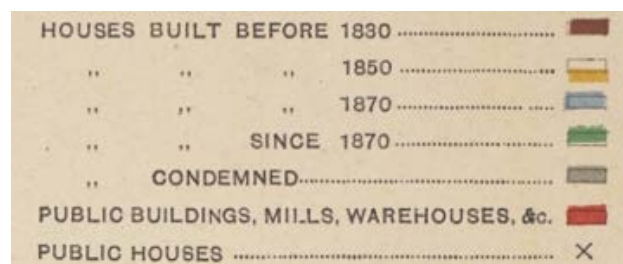


Figure 4: key to Bastow's maps below

¹¹ *Op.cit.* Rose, 2011.

¹² University of Manchester, Online: www.manchester.ac.uk/discover/news/forgotten-maps-of-manchester-slums

¹³ © University of Manchester Library. Richard Bastow, *The Report on the Health of the City of Manchester Registration Sub-District. Ancoats. Sanitary District 1 and Sanitary District 2*



Figure 5: Report on the Health of the City of Manchester, 1880 Registration Sub-District. Ancoats. Sanitary District No. 1

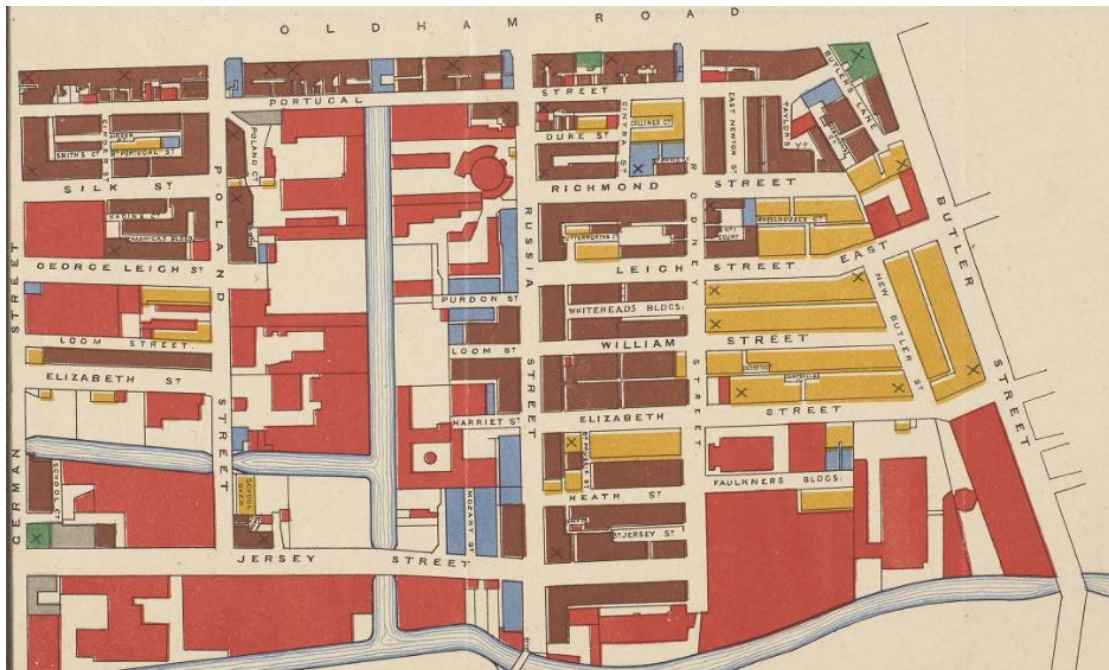


Figure 6: Report on the Health of the City of Manchester, 1880 Registration Sub-District. Ancoats. Sanitary District No. 2 Bastow, Richard Austin

- 2.22 Poor relief and healthcare for the poor were provided by charitable organisations and churches, such as the Salvation Army maternity hospital and the Methodist workhouse for men and women's night shelter. The largest hospital, Ancoats Hospital and Ardwick and Ancoats Dispensary, was funded by charitable donations and charged a small cost for treatment to people who were otherwise unable to afford medical care.



Figure 6: Jersey Street dwellings, close to the Site

- 2.23 Some attempts were made to alleviate the poor housing conditions and In 1889, a five-storey development of workers housing 'Victoria Square', built on a site east of Bengal Street which had been created cleared slum housing was the first example of municipal housing in Manchester. This was followed shortly afterwards by the development of model housing in the adjacent Anita Street (formerly Sanitary Street). Unfortunately, most of the working class families that they were intended for could not afford the rents and they were forced to move to poorer housing conditions elsewhere.

Historical mapping

- 2.24 Adshead's map of 1851 is a valuable resource which illustrates, in detail, the nature of land use as it approached the height of Ancoats industrial success (fig. 7¹⁴). All around are the mills and manufactory's that characterised Ancoats, coloured in yellow;

¹⁴ Adshead's twenty four illustrated maps of the township of Manchester: divided into municipal wards: Corrected to the 1 May, 1851: new cross Ward. University of Manchester. University of Manchester Library, online: <https://luna.manchester.ac.uk/luna/servlet/allCollections>

other commercial premises are hatched dark grey. Residences are coloured in grey, and the numerous public houses are coloured pink. The land around the Prussia Street canal branch is still largely unbuilt on and part of this would remain open as a recreation ground.



Figure 7: Adshed's map of Manchester, 1851

- 2.25 The first quarter of the 20th century saw a raft of changes in the urban fabric. In the light of the First World War, German Street has been renamed 'Radium Street'. Some of the dwellings and small buildings north of the Bengal Arm of the Rochdale Canal were demolished to make way for the George Leigh Street school and larger commercial premises. The large Flint Glass Works on Jersey Street was wound up, its buildings demolished and a much smaller 'Waterproof Factory' erected on its site. And the Jersey Street Mills were replaced by the Jersey Street Dwellings; tenement buildings for the poorest workers.

- 2.26 The OS revised in 1932 is a picture of the area before its final post-war decline and the extensive site clearances which followed (fig. 8¹⁵).

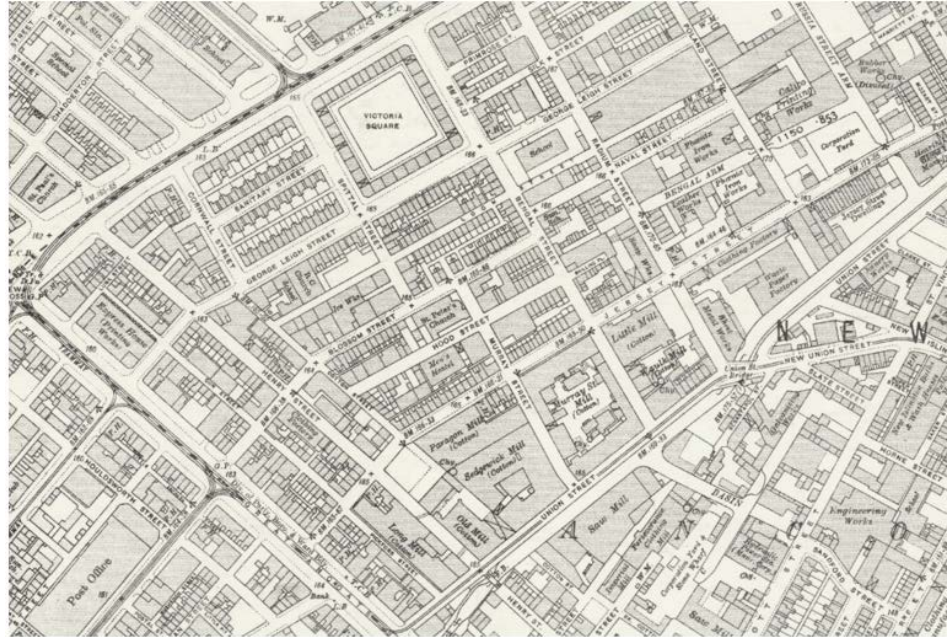


Figure 8: Ancoats, OS extract, Revised: 1932

20th century decline

- 2.27 Cotton production peaked in 1912 but the period of the First World War (1914–1918) saw the Lancashire industry experience a rapid reversal of fortune. Starved of raw cotton imports from the USA, the British government established mills in south Asia, exporting British spinning technology and know-how which would, ironically, come to undermine the higher-cost British industry.
- 2.28 The period immediately after the Second World War saw a short-lived boom in the British textile industry however 1951 saw a 28% fall in output signalling the final collapse of the Lancashire textile industry. An increasingly global marketplace had seen cheaper imported goods, especially from the Far East, out-compete British products a situation from which the British industry never recovered from.
- 2.29 Ancoats experienced significant economic decline from the 1930s onwards, followed by depopulation, particularly during the slum clearances of the 1960s.
- 2.30 The 1930s saw most of the residences in the New Ward area of Ancoats, scheduled for demolition, their residents were then

¹⁵ OS Lancashire CIV.7 (Manchester) Revised: 1931 to 1932, Published: 1934

moved to new municipal estates in other parts of the city sometimes as far afield as Wythenshawe¹⁶. As depopulation continued, and the largest mills found it difficult to recruit local workers and, with their premises increasingly expensive to run, they too closed and moved operations out leaving many large buildings to dereliction. Many other buildings central to Ancoats history were also lost: chapels, yards, factories and warehouses and pubs, as well as churches and schools deprived of their catchment populations.

- 2.31 Unlike the city centre, Ancoats was largely unaffected by Blitz damage however post-war, the fact that slum housing needed to be attended to was in no doubt. 1960s compulsory purchase and clearance orders meant that although some houses were demolished others were simply boarded up and left to rot. The Jersey Street Dwellings were demolished during the post-war period and the site left empty. For the five years ending 30th June 1965, Manchester was top of the league, country-wide, both in compulsory purchase orders confirmed and the number of houses demolished or closed.¹⁷
- 2.32 The branches of the Rochdale Canal began to be filled-in and Ancoats became increasingly run-down as the heavy industry which had characterised it began to close down or relocate, not to be replaced. A photograph of 1972, showing the area around the former Jersey Street canal bridge, graphically illustrates this decline (fig. 9¹⁸).

¹⁶ Wythenshawe was transferred in 1931 to the City of Manchester, which had begun building a massive housing estate there in the 1920s. With an area of approximately 11 square miles (28 km²), Wythenshawe was, at one time, the largest council estate in Europe

¹⁷ Hansard. Slum clearance (Manchester) HC Deb 22 November 1965 vol 721 cc202-14 <https://api.parliament.uk/historic-hansard/commons/1965/nov/22/slum-clearance-manchester>

¹⁸ © Manchester City Library Image Collections ref. m14229



Figure 9: Bridge carrying Jersey Street over a branch of the Rochdale Canal, 1972
21st century regeneration

- 2.33 Subsequent to its designation as a conservation area in 1989, which recognised that the historic character of the whole landscape was important within the planning system - attention began to turn to Ancoats as the quality of its remaining historic buildings – it contains one of the largest concentration of Grade II* and Grade II listed buildings in Manchester – as well as its canalside location and easy access to the city centre were recognised. Conservation Area status ensured that options for the reuse of the unlisted redundant buildings were actively pursued.
- 2.34 In 1995 Ancoats Buildings Preservation Trust was established. A Conservation Area Partnership grant from English Heritage¹⁹. Enabled them and Manchester City Council to work together to invest in helping owners to save and repurpose surviving historic buildings and fabric.
- 2.35 Further work was enabled by the acquisition, through compulsory purchase, of large tracts of Ancoats by the Northwest Regional Development Agency; and through the cooperation of other agencies – such as the New East Manchester Urban Development Company and especially the Ancoats Urban Village Company, which played a leading role.
- 2.36 The wider regeneration of the surrounding areas of Manchester, especially the Northern Quarter and the creation

¹⁹ in 2011 English Heritage published a seminal work on the history of the area and its buildings: Rose, M. *et. al.* (2011) *Ancoats cradle of industrialisation*.

of the Millennium Village of New Islington further encouraged the regeneration of Ancoats.

- 2.37 The area falls within the Central Manchester Regeneration Area, identified in 2012 to build on the diversity of the different parts of central Manchester and to create distinctive, attractive and safe neighbourhoods, where people of all economic backgrounds want to live.
- 2.38 This has been led in a large part by the work of Manchester Life Development Company which has, starting with the Grade II* Murrays Mills, transformed the core of Ancoats with both new build housing and the sensitive conversion of a number of the historic buildings. The area's transformation also includes projects such as the Halle St Peter's Rehearsal Space – repurposing St Peter's Church, at the heart of Ancoats.
- 2.39 A Neighbourhood Development Framework for Ancoats and New Islington was first endorsed by the Council in 2014. This has been subsequently updated and most recently Character Area 3 – Poland Street Zone – seeks to steer the next phase of development.

*The Phoenix iron works site and its context*²⁰

- 2.40 Foundries and engineering works were important industries in Ancoats, many having been established to produce the machinery, fixtures and fittings demanded by the local textile mills.
- 2.41 An advertisement of April 1840 announced that '*JOHN ELCE and CO., Machinests and Tool Makers, beg to inform their Friends and the Public that in consequence of the late fire in Little Lever-street, they have REMOVED to the premises lately occupied by Messrs. Evan Jones and Son. Jersey Street. Great Ancoats-street, where they continue the business as above, and take this opportunity of returning their thanks for the support already received, and hope to meet a continuance of the same. 88, Jersey-street, Manchester.*'²¹
- 2.42 The Phoenix Iron Works are named on Adshead's *Plan of the Townships of Manchester*, 1851 and the 1853 *Directory of Manchester and Salford* lists 'Elce, John and Co, machine and tool makers, and brass and iron founders, Phoenix Works'. As makers of textile machinery, the Elce held numerous patents

²⁰ This section is indebted to the research published in '*Howarth Metals, Jersey Street, Ancoats, Manchester: Archaeological Desk based Assessment*', Oxford Archaeology North, June 2009 and *Graces Guide*, online: www.gracesguide.co.uk

²¹ Manchester Courier and Lancashire General Advertiser, 11 April 1840

and in 1855 exhibited at the *Exposition Universelle* in Paris. Elce continued in business at Jersey Street until the site was taken in the 1890s by William Allen (Manchester) Engineers & Machinists.

- 2.43 The 1851 OS map shows that the Phoenix Iron Works comprised a casting shop fronting onto Poland Street, a large central yard, and, situated to the west, a large building with all the elements of a steam-power plant, comprising an engine house, boiler, chimney and cistern (fig. 10²²). To the north of the canal were two coal yards from which merchants traded and J. Thornton's 'cotton warp sizing and fustian finishing works'. To the west of the iron works was St Paul's church school and to the south, fronting Jersey Street was a terrace of houses with small rear yards with the Cross Keys public house near the centre of the terrace. On the Adshed's Plan, hatched sites indicate trading premises such as shops (fig. 11²³).



Figure 10: The site, OS 1851 (extract)

²² University of Manchester Library, online:
luna.manchester.ac.uk/luna/servlet/allCollections

²³ Adshead's twenty four illustrated maps of the township of Manchester: divided into municipal wards: Corrected to the 1 May, 1851: new cross Ward. University of Manchester. University of Manchester Library, online:
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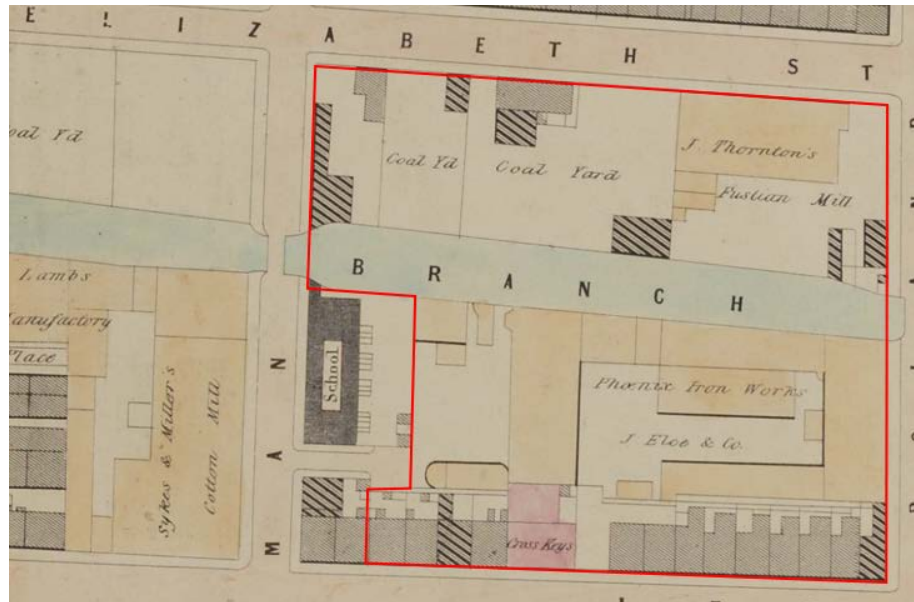


Figure 11: The site, Adshed, 1851 (extract)

- 2.44 The Ordnance Survey published in 1893 show the layout of the study area to have been remodelled during the latter part of the 19th century with the loss of the houses along Jersey Street and the relocation of the Cross Keys public house to the corner with German Street (now Radium Street) to facilitate the expansion of the iron works – still listed as being occupied by John Elce & Co (fig. 12²⁴). The school too has relocated and been replaced by warehousing. A glass works within the western part of the site (unmarked) was owned by the firm of Burtles Tate Co Ltd. North of the branch canal, a new block incorporating a chimney in its north-western corner can be seen. It seems likely from entries in trade directories that the cotton works had been converted to an engineering works by this date.

²⁴ OS Lancashire CIV.7 (Manchester) Surveyed: 1888 to 1891, Published: 1893



Figure 12: The site, OS 1893 (extract)

- 2.45 Just two years after this map was published, the trade directory for 1895 now refers to Naval Street, rather than Elizabeth Street and lists new occupants of John Elce & Co's former premises with Guest & Brookes, machine makers in the northern part of the site and William Allen (Manchester) Engineers & Machinists, in the southern part.
- 2.46 The OS map published in 1934, shows that the glass works had been converted for use as a leather works, presumably following the purchase of Burtles Tate & Co by Butterworths in 1924, and was occupied by the firm of T Ward & Co (fig. 13²⁵). South of these is an open yard names as Van Yard on Goad's Insurance Plan of 1928. Goad's plan shows that the leather works comprised a range of buildings, each of four storeys, and included a saw mill powered by electric motors. The buildings to the north of the canal arm are named on Goad's plan as the Phoenix Iron Works, occupied by Mabbott & Co Ltd, engineers and those to the south-eastern part of the study area, at the junction of Jersey Street and Poland Street, is shown to have been occupied by W Allen's engineering works and foundry. (Allen also had further premises: either side of Union Street (now Redhill Street) at its junction with Great Ancoats Street.)

²⁵ OS Lancashire CIV.7 (Manchester) Revised: 1931 to 1932, Published: 1934

Allen's premises are shown as a four storey building at the S.E. corner of the site, used for offices and patterns, with the rest of the site being occupied by single and two storey buildings and a yard. The yard had a travelling crane, as did the building alongside Poland Street.

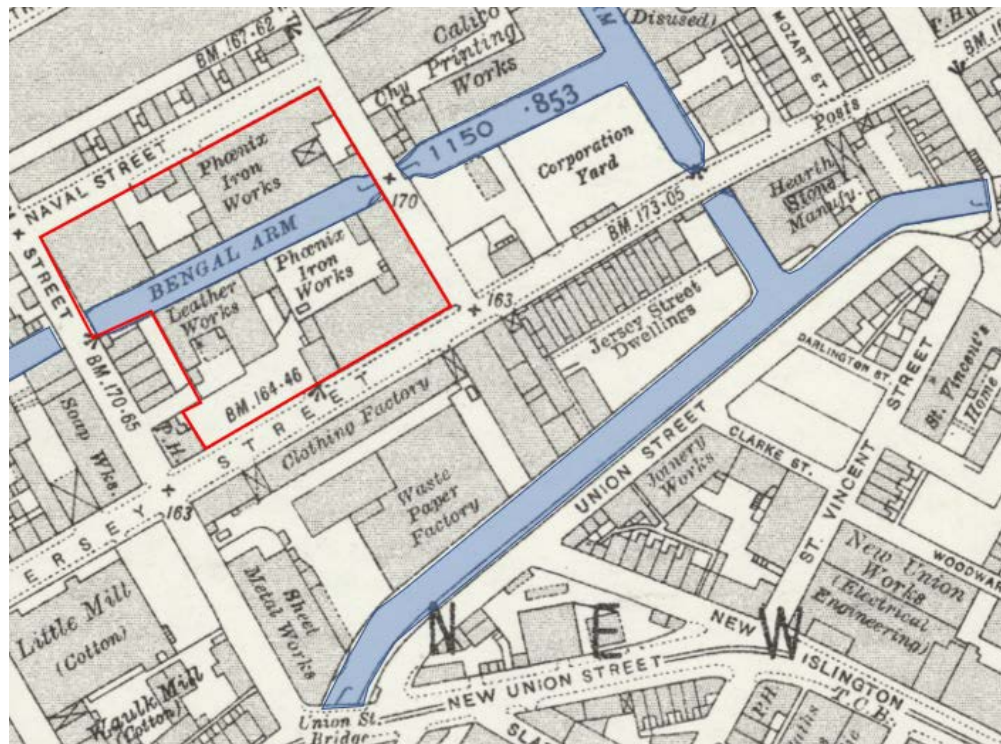


Figure 13: The site, OS 1934 (extract)

- 2.47 The Ordnance Survey in 1948 shows the part of the study area to the south of the canal arm to have undergone some remodelling. The leather works, incorporating the buildings of the former glass works, had evidently been demolished, and a new structure erected on its footprint. The canal arm is shown as disused on the map, and seemingly had been partially subsumed by an expansion of the Phoenix Iron Works. The remodelling of the iron works also appears to have resulted in the infilling of the central yard area. A range of three new buildings was erected along the Jersey Street frontage on the site of Van Yard; these buildings are depicted on a photograph of Jersey Street dated to 1962 (fig. 14). The Cross Keys public house which still stands on the same site today as also captured then and now (figs. 15²⁶ & 16).

²⁶ © Manchester Local Studies & Archives m10189



Figure 14: the single-storey perimeter wall and 4-story office building, Jersey Street, 1962



Figure 15: the Cross Keys public house, Jersey Street, 1962



Figure 16: the Cross Keys public house, Jersey Street with the site to the right as seen today

The site today

- 2.48 Having been subject to vacancy over the ensuing decades, the site was occupied, in 1988, by Howarth Metals and used as an aluminium recycling centre. Several new industrial processing units were erected by them as well as adaptation of post-war buildings including one for an aluminium-smelting furnace. The company moved from Jersey Street to purpose-built premises in Ardwick in 2009 and several post-war buildings on the site were demolished. It has since been used as a construction compound.
- 2.49 An aerial photograph from 2008 shows the site just before Howarth left (fig. 17²⁷).

²⁷ Historic England aerial photo ref. 20786_004



Figure 17: The site in 2008, Howarth are in occupation

- 2.50 The surface remains were extensively surveyed in 2009 by Oxford Archaeology North by which time most of the site had already been cleared. The survey found nothing to suggest that much, if any, of the original, mid-19th century Phoenix Works or surrounding businesses had survived. The visible above ground remnants are the late 19th century brick walls of the former Phoenix Works offices along the south eastern section of Jersey Street, stretching north along Poland Street. The brick-built wall incorporates recessed arcading, with decorative stone string coursing and a stone voussoir at the apex of each arcade (fig. 18 & 19²⁸). The upper course of the wall comprises decorative dentilated brickwork, typical of the late 19th century; this was shown on a photograph of 1962 (fig. 14) to have been approximately 1m below the top of the wall, indicating that the wall has been reduced in height.
- 2.51 Further north on Poland Street the stone walls of the bridge over the infilled canal arm can be discerned (fig. 20²⁹). The remainder of the site comprises of low-rise post-war industrial shed-type buildings and offices.

²⁸ Google Streetview

²⁹ Google Streetview



Figure 18: Site boundary wall, Jersey Street and Poland Street (2020)



Figure 19: Site boundary wall, Jersey Street (2022)



Figure 20: Site boundary wall, Poland Street (2020), showing white stone blocks of old canal bridge in centre of image

3 The heritage designations of the site and its context

The heritage context of the site

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

Conservation Area

- 3.2 The site is located within the Ancoats Conservation Area (fig. 21). Designated in 1989, it contains one of the largest concentration of Grade II* and Grade II listed buildings in Manchester.
- 3.3 The conservation area covers a quarter of the historic Ancoats district and is bounded by Great Ancoats Street, Oldham Road, Kemp Street, Wadeford Close, Jersey Street and the Rochdale Canal. It was designated in order to counter the impending loss of character caused by widespread demolition of pre-20th century buildings.
- 3.4 The conservation area statement³⁰ summarises the key elements of the area's special character and appearance as:

"The principal buildings are the massive cotton spinning mills, which are located adjacent to the Rochdale Canal and the nearby housing. This juxtaposition and inter-linking of manufacturing, transport and residential uses meant that Ancoats functioned as the first industrial estate in the world."

Listed buildings

- 3.5 Buildings and structures are listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for their special architectural or historic interest.
- 3.6 There are no listed buildings in the site.
- 3.7 There are 16 listed buildings³¹ within the Ancoats Conservation Area which are shown numbered in Figure 21.

³⁰ Manchester City Council, Ancoats Conservation Area:
https://secure.manchester.gov.uk/info/511/conservation_areas/1216/ancoats_conservation_area

³¹ Under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended a building listed for its special architectural or historic interest.

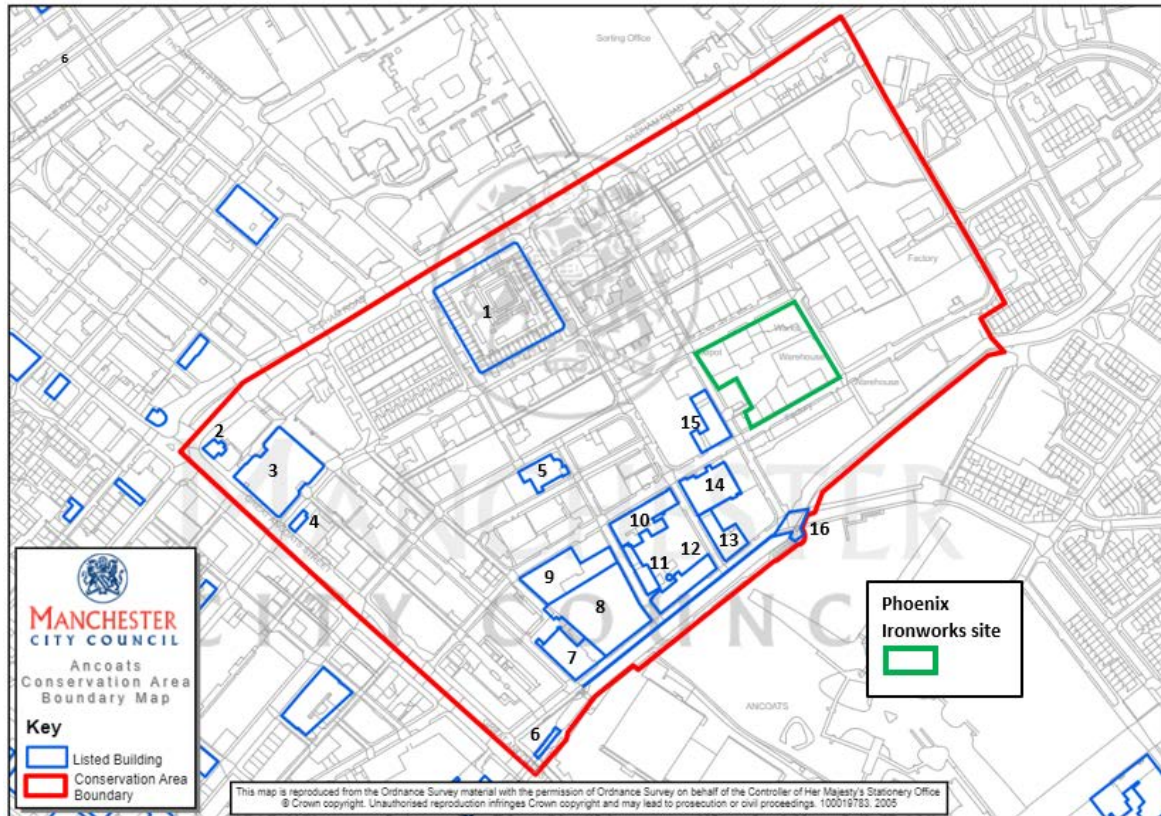


Figure 15: Ancoats Conservation Area showing listed buildings in relation to the site

Key to listed buildings on map

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

Heritage and townscape significance

The heritage significance of the area

Definitions

- 3.8 Listed buildings and conservation areas are ‘designated heritage assets’, as defined by the National Planning Policy Framework (NPPF).
- 3.9 ‘Significance’ is defined in the NPPF as
- ‘the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset’s physical presence, but also from its setting’.*
- 3.10 ‘Conservation Principles, Policies and Guidance for the sustainable management of the historic environment’ (English Heritage, April 2008) describes a number of ‘heritage values’ that may be present in a ‘significant place’. These are evidential, historical, aesthetic and communal value.
- ‘Evidential value’ ‘Historic interest’ or ‘Historical value’*
- 3.11 In terms of Historic England’s ‘Conservation Principles’, the Back of Ancoats area and its surroundings provide us with *‘evidence about past human activity’*.
- 3.12 The physical evidence of the built environment, in its fabric, design and appearance, is a record of social and economic change and lifestyles in this part of Manchester, telling the story of how the area evolved over an extended period - particularly the 19th to mid-20th century - evidencing the overlaying of later development onto the original industrial suburb. Alteration, demolition and redevelopment has not entirely removed the ability of the earlier townscape to convey the area’s historical ethos.
- 3.13 The evolution of the site itself reflects the ever-changing nature of Ancoats as it grew and adapted and declined through the nineteenth and twentieth centuries. Uses on the site have been primarily industrial but cheek by jowl with housing and the pub.
- ‘Architectural interest’, ‘artistic interest’ or ‘aesthetic value’*
- 3.14 The NPPF describes how a building may have ‘architectural’ and ‘artistic interest’ in varying degrees. ‘Conservation Principles’ applies the term ‘aesthetic value’.

- 3.15 In respect of design, 'Conservation Principles' says that '*design value... embraces composition (form, proportions, massing, silhouette, views and vistas, circulation) and usually materials or planting, decoration or detailing, and craftsmanship*'.
- 3.16 The site is partially cleared with the remainder being low-quality sheds. However there are remnant walls from the former buildings on the site – particularly along Jersey Street and Poland Street – which have helped to maintain the wider townscape of the area when traversing Ancoats.
- 3.17 The listed buildings near the site have, by definition, special architectural interest and that special interest has to do with their external architectural design, scale and massing. Proposals will have full regard for both the immediate and wider character and appearance of the conservation area.
- 3.18 As described and illustrated in section 2, the nature of development across Ancoats varied in scale, massing and form – from large mills and manufactories that filled entire blocks, to small domestic streets such as Sanitory (Anita) Street. There is also variety of quality ranging from the architectural detailing found in the arts and crafts/Queen Anne Victoria Square to the relative austerity of the Jersey Street dwellings.
- 3.19 Perhaps of particular relevance, when considering the proposed future use of the site, the Jersey Street dwellings that once stood close by provide an interesting (if architecturally plain) indication of the nature of development in this part of Ancoats in the first half of the twentieth century. The dwellings appear to rise to six storeys, with deck-access walkways and balconies. As described earlier, these were houses for the poorest residents.

4 The legislative, policy and guidance context

Introduction

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

The Planning (Listed Buildings and Conservation Areas) Act 1990

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

The National Planning Policy Framework

- 4.3 The National Planning Policy Framework (NPPF) was last updated in July 2021.³²

Proposals affecting heritage assets

- 4.4 Chapter 16 of the National Planning Policy Framework: 'Conserving and enhancing the historic environment' deals with Heritage Assets describing them as '*an irreplaceable resource that should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations*'.³³
- 4.5 Paragraphs 190-193 discusses the responsibilities of the local authority towards plan making and the historic environment.

³² First published on 27 March 2012 and updated on 24 July 2018, 19 February 2019 and 20 July 2021. Ministry of Housing, Communities & Local Government (2021) Revised National Planning Policy Framework. Online: www.gov.uk/guidance/national-planning-policy-framework

³³ The policies set out in this chapter relate, as applicable, to the heritage-related consent regimes for which local planning authorities are responsible under the Planning (Listed Buildings and Conservation Areas) Act 1990, as well as to plan-making and decision-making.

Proposals affecting heritage assets

- 4.6 Paragraph 194 requires that an applicant provide a written assessment of any heritage assets which may be affected by a proposed development. It says:

'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. 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 the 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'.

- 4.7 Further:

'Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal' (paragraph 195).

- 4.8 In regard to the condition of a heritage asset:

'Where there is evidence of deliberate neglect of, or damage to, a heritage asset, the deteriorated state of the heritage asset should not be taken into account in any decision' (paragraph 196).

- 4.9 In regard to the contribution that a proposed scheme might make to the heritage environment, paragraph 197 says:

'In determining applications, local planning authorities should take account of:

(a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;

(b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
(c) the desirability of new development making a positive contribution to local character and distinctiveness.'

4.10 And finally:

'In considering any applications to remove or alter a historic statue, plaque, memorial or monument (whether listed or not), local planning authorities should have regard to the importance of their retention in situ and, where appropriate, of explaining their historic and social context rather than removal' (paragraph 198).

Considering potential impacts

4.11 Paragraph 199 advises local authorities that:

'When considering the impact of a Proposed Development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.'

4.12 In regard to loss of significance or 'harm' to a designated heritage asset Paragraph 200 continues:

'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of:

a) Grade II listed buildings, or Grade II registered parks or gardens, should be exceptional;

b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, Grade I and II listed buildings, Grade I and II* Registered Parks And Gardens, and World Heritage Sites, should be wholly exceptional.'*³⁴

³⁴ Non-designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.

- 4.13 Further, in terms of proposed development that will lead to substantial harm to (or total loss of significance of) a designated heritage asset, paragraph 201 states that

'local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and*
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
- d) the harm or loss is outweighed by the benefit of bringing the site back into use'.*

- 4.14 It continues:

'where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use' (paragraph 202).

- 4.15 In considering the effect of an application on the significance of a non-designated heritage asset, either directly or indirectly, the local authority should employ a *'balanced judgement'* in regard to *'the scale of any harm or loss and the significance of the heritage asset'* (paragraph 203).

- 4.16 Paragraph 204 requires that *'Local planning authorities should not permit the loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.'*

- 4.17 Where a designated heritage asset is to be lost, the developer will be required to record the building and make the materials publicly accessible (paragraph 205).³⁵

- 4.18 In terms of development within the setting of heritage assets, paragraph 206, advises that:

³⁵ Copies of evidence should be deposited with the relevant historic environment record, and any archives with a local museum or other public depository.

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

4.19 It goes on however that:

'Not all elements of a Conservation Area or World Heritage Site will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 200 or less than substantial harm under paragraph 201, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole (paragraph 207).'

4.20 Finally, paragraph 208 requires that the onus will be on local planning authorities to *'assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies'*.

4.21 The significance of a heritage asset is defined in the NPPF 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.'

4.22 The setting of a heritage asset is defined in the NPPF 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 neutral.'*³⁶

Planning Practice Guidance

4.23 Planning Practice Guidance³⁷ provides streamlined guidance for the National Planning Policy Framework and the planning system. It includes guidance on matters relating to protecting the historic environment in the section entitled 'Conserving and Enhancing the Historic Environment'. It is subdivided into sections giving specific advice in the following areas:

- Overview: historic environment
- Plan making: historic environment
- Decision-taking: historic environment
- Designated heritage assets
- Non-designated heritage assets
- Heritage Consent Processes and
- Consultation and notification requirements for heritage related applications.

4.24 In respect of how proposals can avoid or minimise harm to the significance of a heritage asset PPG says:

'A clear understanding of the significance of a heritage asset and its setting from an early stage in the design process can help to inform the development of proposals which avoid or

³⁶ NPPF Glossary, online: www.gov.uk/guidance/national-planning-policy-framework/annex-2-glossary

³⁷ Ministry of Housing, Communities and Local Government, Online: www.gov.uk/guidance/conserving-and-enhancing-the-historic-environment

minimise harm. Analysis of relevant information can generate a clear understanding of the affected asset, the heritage interests represented in it, and their relative importance. Early appraisals, a conservation plan or targeted specialist investigation can help to identify constraints and opportunities arising from the asset at an early stage. Such appraisals or investigations can identify alternative development options, for example more sensitive designs or different orientations, that will conserve the heritage assets and deliver public benefits in a more sustainable and appropriate way.'

4.25 PPG discusses the setting of heritage assets as follows:

'The setting of a heritage asset is defined in the Glossary of the National Planning Policy Framework.

All heritage assets have a setting, irrespective of the form in which they survive and whether they are designated or not. The setting of a heritage asset and the asset's curtilage may not have the same extent.

The extent and importance of setting is often expressed by reference to the visual relationship between the asset and the Proposed Development and associated visual/physical considerations. Although views of or from an asset will play an important part in the assessment of impacts on setting, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust, smell and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic or aesthetic connection that amplifies the experience of the significance of each.

The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights of way or an ability to otherwise access or experience that setting. The contribution may vary over time.

When assessing any application which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change. They may also need to consider the fact that developments which materially detract from the asset's significance may also

damage its economic viability now, or in the future, thereby threatening its ongoing conservation.'

Historic England's Planning Advice³⁸

Good Practice Advice

4.26 The guidance provide 'information on good practice to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing historic environment policy in the National Planning Policy Framework (NPPF) and the related guidance given in the national Planning Practice Guide (PPG)'.

4.27 These notes are:

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

Historic England Advice Notes

4.28 This set of 12 advice notes cover various planning topics in more detail and at a more practical level.³⁹ The documents most relevant to this study include but are not restricted to:

- HEAN 1 - Conservation Areas;
- HEAN 11 - Neighbourhood Planning and the Historic Environment;
- HEAN 12: Statements of Heritage Significance.

Conservation Principles, Policies and Guidance for the sustainable management of the historic environment

4.29 This document⁴⁰ has been referred to in Section 3 of this report. It sets out the following six high-level principles:

- The historic environment is a shared resource;

³⁸ Historic England, *The Planning System*, Online: historicengland.org.uk/advice/planning/planning-system

³⁹ Historic England Advice Notes: historicengland.org.uk/advice/planning/planning-system

⁴⁰ English Heritage (2008) *Conservation principles, policies and guidance for the sustainable management of the historic environment*.

- Everyone should be able to participate in sustaining the historic environment;
- Understanding the significance of places is vital;
- Significant places should be managed to sustain their values;
- Decisions about change must be reasonable, transparent and consistent; and
- Documenting and learning from decisions is essential.

City of Manchester Local Plan

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

4.31 Policy EN3 deals with heritage, and says that:

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

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

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

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

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

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

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

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

ii) the effect of major changes to the appearance of existing buildings;

iii) the desirability of retaining existing features, such as boundary walls, gardens, trees, (including street trees);

iv) the effect of signs and advertisements;

v) any further guidance on specific areas which has been approved by the Council.

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

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

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

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

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

'In determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and

continued use of such buildings and to protecting their general setting. In giving effect to this policy the Council will:

a) not grant Listed Building Consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;

b) not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;

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

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

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

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

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

5 The propose scheme and its effect

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

The proposed scheme and its effect on heritage significance

- 5.2 The proposals are for
- 5.3 “Application for Full Planning Permission for demolition of existing structures and the erection of a part 5, part 10 storey building comprising residential apartments and townhouses, residents amenity space (Use Class C3), ground floor commercial (Use Class E), cycle and car parking, landscaping, access and servicing, and other associated works.”
- 5.4 The proposals have been subject to considerable pre-application discussion with both Manchester City Council and also Historic England. The comments received and discussions have informed the evolution of the proposals. A series of views, agreed with Historic England, have been used to assess the impact of the proposals on the conservation area, nearby listed buildings and immediate context.
- 5.5 The scheme will deliver 256 homes with associated resident’s garden, two commercial units, a series of makers’ spaces arranged around a new makers’ yard, 4 accessible parking bays and 256 cycling spaces.
- 5.6 It is proposed that the existing Phoenix Ironworks wall is retained and the garages will be rebuilt in their existing form to create a place which is already familiar to the local community and embedded in the area’s heritage.
- 5.7 By carrying the heights of the proposed blocks and keeping height low to Jersey Street and Radium Street it has allowed the scheme to maintain the character of both and respects the adjacent listed buildings – in particular Beehive Mill, New Little Mill and Flint Glass Works.
- 5.8 As outlined in the design and access statement, the design objective is to use brick in a number of subtle variations with differing mortar joints to give the building an identity as a modern development rooted in an area with a strong identity and sense of place.

- 5.9 The corner blocks will use a distressed water struck brick with pier recess while the street blocks will use a brick from the same quarry but with a lighter tone. All blocks will use two different mortar types to differentiate the grid and detailing.
- 5.10 To differentiate the new elements from the retained brick wall it is proposed a pigmented standing seam zinc will be used. This is also a nod to the site's history as a metal works.
- 5.11 Colour matched window frames, sills, facias, and flashings will be used to tie in with the pigmented zinc and harmonise the palette across the development.
- 5.12 It is recognised that 'internally' the existing site has limited historic interest or character and thus the site provides an opportunity to enhance the character and appearance of the conservation area and wider Ancoats.
- 5.13 The proposals have, however, been informed by the character and appearance of the area – recognising not just the buildings and materiality but also the nature of the spaces and their interconnection.
- 5.14 The vision for the Poland Street Zone is to bring forward an authentic evolution of Ancoats; a form of urban development and mix of uses, rooted in the area's past.
- 5.15 To this end, the proposals also reflect the key characteristics of the conservation area and its character. The aim is to respect the physical characteristics of the buildings, materiality, setting and social history; using these relationships to inform the development.
- 5.16 The scale and massing of the scheme has been fully debated and reflects the variety that has been discussed with both Historic England and Officers.
- 5.17 The impact of the proposals on surrounding heritage assets and townscape has been tested through a series of views agreed with both the Council and Historic England.

View 1 : Looking south along Radium Street



- 5.18 This view is taken on Radium Street, looking south towards Jersey Street with the listed Beehive Mill on the right and the proposals on the left.
- 5.19 The contextual nature of the proposed materials and detailing are obvious in this view.
- 5.20 The proposals step down to 6 stories along Radium Street to respect the setting of the listed buildings and immediate context.
- 5.21 The proposals will make a positive contribution to this view.

View 2: Looking East along Jersey Street



- 5.22 This view is taken looking east along Jersey Street with the listed Beehive Mill in the immediate foreground on the left; the Flint Glass Works to the right and the pub on the corner of Radium and Jersey Street in the immediate middleground.
- 5.23 This view illustrates the complex variation in the massing which has been developed to ensure that the townscape of Jersey Street reflects its historic mixture.
- 5.24 The setting of Beehive Mill and the other historic buildings in the vicinity are respected and given 'breathing space' by the rebuilding of the garages and by keeping the height lower than otherwise typical to that area.
- 5.25 The proposal will create a development that positively enhances the character and appearance of the conservation area.

View 3: Looking west along Jersey Street



- 5.26 This view is taken looking west along Jersey Street at its junction with Poland Street (to the right).
- 5.27 The view illustrates how the mixture of scale, massing and materials provides a development that reflects the fact that whilst Ancoats has a relatively regimented grid street pattern, historically the plots were filled with buildings of different scale, form, material and use.
- 5.28 The proposed materials are all appropriately contextual but also allow buildings such as the Flint Glass Works (to the left) and the remaining Phoenix Ironworks wall to be legible.
- 5.29 This view further illustrates how the setting of Beehive Mill and New Little Mill, in the far distance, is respected by the proposals.

View 4: Proposed development looking south along Poland Street



- 5.30 This view is taken on Poland Street looking south towards Jersey Street, with a glimpse of the Flint Glass Works in the distance.
- 5.31 The view illustrates how the proposals step down firstly to 8 and then 5 storeys to ensure that they are appropriately scaled to the historic context along Jersey Street as well as providing the variety that has been identified as so important to the character of the area.
- 5.32 The view illustrates how the choice of materials, form and detailing is also suitable for the conservation area.
- 5.33 The proposals will positively enhance the character and appearance of the conservation area in this view.
- 5.34 Overall, the proposals will contribute positively to the character and appearance of the conservation area – providing an appropriate backdrop to existing buildings, working creatively and sensitively with the most important remaining elements of the site and introducing variety of scale and massing as well as uses to the area – so important to its historic character.
- 5.35 They have been conceived with not only the existing context in mind but also the aspirations of the NDF for the future of this part of the area.

6 Compliance with policy and guidance

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

The Planning (Listed Buildings and Conservation Areas) Act 1990

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

The National Planning Policy Framework

Design

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

- 6.6 The proposed materials palette has been viewed by both the Council and Historic England, details of which are included in the application.
- 6.7 The design has evolved to ensure that a balance is achieved between the external aesthetics contribution is matched by the quality and variety of accommodation within.

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

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

Specific requirements of the NPPF

- 6.12 This report has provided a detailed description and analysis of the significance of the site and its heritage context, as required by Paragraph 189 of the National Planning Policy Framework.
- 6.13 The proposed scheme complies with Paragraph 199 and 200 of the NPPF in that it conserves the heritage assets whose setting it affects. For the reasons given earlier, we do not believe that the scheme involves any 'less than substantial harm to the significance of a designated heritage asset', satisfying Paragraph 202. We believe that the proposals are well

considered and contextual and have regard for not only the historic context of the site but also the forms, materials and proportions of other buildings in the conservation area.

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

Manchester's Local Plan

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

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