



SECTION 73

DEMOLITION JUSTIFICATION
STATEMENT

NOVEMBER 2022

This statement was submitted with the original planning application, as revised in December 2017, and was resubmitted as part of the section 73 applications in November 2019 and September 2021. It has not been altered as part of this section 73 application as it remains valid.

REVISED DEMOLITION JUSTIFICATION STATEMENT

November 2017

**PROPOSED MIXED USE DEVELOPMENT
AT**

**JACKSON'S ROW,
MANCHESTER**

on behalf of:

JACKSON'S ROW DEVELOPMENTS LIMITED



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1. INTRODUCTION

- 1.1 This revised Demolition Justification Statement has been prepared by Zerum Consult Ltd, with assistance from Stephen Levrant Heritage Architecture. It accompanies a detailed planning application submitted to Manchester City Council (the 'LPA') for the comprehensive redevelopment of a site bounded by Southmill Street, Jackson's Row, Bootle Street and 201 Deansgate in Manchester city centre. The development is known as 'St Michael's' and is referenced as such throughout this statement. This Statement has been prepared on behalf of the Applicant, Jackson's Row Developments Limited. Following the submission of the original planning application in January 2017, the scheme has been revised in response to feedback from the public and consultees. This revised statement relates to the revised scheme designed by architects Hodder + Partners.
- 1.2 The statement explains the reasoning, and provides justification for the demolition of the Manchester Reform Synagogue and the rear parts of the former Bootle Street Police Station which exist on the site at present and which are located within the Deansgate/ Peter Street Conservation Area. It should be read in conjunction with the other documents submitted in support of the planning application, in particular the Heritage Significance Statement, the Heritage Impact Assessment, the built Heritage chapter of the ES (Chapter 9) and the Design and Access Statement.
- 1.3 The Application Site is located within the Deansgate and Peter Street Conservation Area, and adjacent to the Albert Square and St Peter's Square Conservation Areas; there are also statutorily listed buildings in the vicinity. The Conservation Area designations provide the basis for policies designed to preserve or enhance all aspects of character or appearance that define the areas' special interests. This includes the Conservation Areas' setting, and views into and out of them.
- 1.4 The site currently comprises three buildings; a public house, police station and synagogue, as well as car parking. The revised scheme retains the public house and the Southmill Street portion of the former Police station. The Heritage Significance Statement identifies that all buildings on the site should be considered to be non-designated heritage assets of low significance. Their

heritage value predominantly relates to their contribution to the character of the conservation area, which is a designated heritage asset.

- 1.5 The scheme is for a premium-quality mixed use development comprising new public spaces, up to 189-residential apartments, 16,310 sq.m of Grade A office space, up to 216-bed 5* hotel, a synagogue, a 30-bed boutique hotel and 3,228 sq.m of restaurants, cafes and bars. A full description of the development and development site is located in the Design and Access Statement.
- 1.6 The next section of this report sets out the legislative and policy framework. Section 3 describes the Conservation Area and site buildings to be demolished. Section 4 identifies the listed buildings whose settings could be affected by demolition on the application site. Section 5 explains the justification for the proposed demolition of the buildings. Section 6 assesses the demolition against the legislation and policy, and contains a summary.

2. LEGISLATIVE AND POLICY CONTEXT

- 2.1 This section sets out the heritage legislation and policy relevant to the demolition proposals.

LEGISLATIVE REQUIREMENTS

- 2.2 Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 requires that in considering whether to grant planning permission with respect to any buildings or other land in a conservation area, the local planning authority shall pay special attention to the desirability of preserving or enhancing the character or appearance of that area.
- 2.3 Similarly, the desirability of protecting the setting of listed buildings is set out in Section 66 of the Act. Section 66 requires that in considering whether to grant planning permission for development that affects a listed building or its setting, the local authority shall have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses.

POLICY CONTEXT

National Policy

- 2.4 The policies in the NPPF constitute the Government's view of what sustainable development in England means in practice. In these terms, development proposals which fail to give due weight to the conservation of heritage assets do not comprise sustainable development, and consequently should not be supported. This is because one of the key dimensions of sustainability is protecting and enhancing our historic environment (NPPF paragraph 7).
- 2.5 The focus of the Government's planning policy guidance is to ensure that account is always taken of the desirability of sustaining and enhancing the significance of heritage assets and, if possible, putting them to viable uses, consistent with their conservation (NPPF paragraph 126).

2.6 Paragraphs 133 and 134 of the NPPF state that:-

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

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

134. Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use."

2.7 The National Planning Policy Guidance chapter 'Conserving and Enhancing the Historic Environment' (2014) provides further information on the implementation of the policies within the NPPF and has been used as part of this assessment.

Local Policy

2.8 The City Council's heritage policies set out within the Core Strategy (2012) focus on the fundamental importance of "preserving or, where possible, enhancing the historic environment". In particular, it is stated that the Council "will support high density and mixed use development in the City Centre, but developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form" (Policy CC9).

2.9 This key regeneration objective is tempered by the need to ensure that, *"historic sites and areas of particular heritage value should be both safeguarded for the future*

and, where possible, enhanced for their own heritage merits and as part of wider heritage regeneration proposals" (paragraph 12.21, Policy EN3).

- 2.10 It is important to point out that the heritage policies within the Council's Core Strategy do not fully align with national policy because they do not allow for the public benefits of a development to be balanced against heritage harm (as required in National policy at paragraphs 133 and 134 of the NPPF). For this reason, greater weight should be given to the policies within the NPPF as explained in paragraph 215 of that document which states that:-

"...due weight should be given to relevant policies in existing plans according to their degree of consistency with this framework (the closer the policies in the plan to the policies in the Framework, the greater the weight that may be given)."

Historic England's Good Practice Advice Notes

- 2.11 In 2015 Historic England released three Good Practice Advice notes supporting the implementation of national policy and the related guidance in the NPPG. The advice notes do not constitute a statement of Government policy itself, nor do they seek to prescribe a single methodology or particular data sources. They are an authoritative statement of good practice from the Government's advisors on the historic environment and as such should be afforded significant weight.
- 2.12 Good Practice Advice Note 2 (Managing Significance in Decision-Taking in the Historic Environment) and Good Practice Advice Note 3 (The Setting of Heritage Assets) were utilised as part of this assessment in order to gain a full understanding of the relevant issues, alongside the NPPF and NPPG (the Good Practice Note 1 relates to Local Plans and is therefore not relevant).

3. CHARACTER AND SIGNIFICANCE CONSERVATION AREAS

- 3.1 The Heritage Significance Statement describes the Deansgate / Peter Street, St Peter's Square and Albert Square Conservation Areas in full, and describes the character of the three streets which surround the site in more detail. Summaries of these descriptions are provided below.

DEANSGATE / PETER STREET CONSERVATION AREA

The Origins and Development of the Conservation Area

- 3.2 Deansgate is one of Manchester's most historic streets, and one which originated as a Roman road. Until the early 19th Century the lower, southern end of Deansgate was known as Alport Lane. This street originally linked the ancient hamlet of Alport with the more recent township of Manchester to the north. It was not until the later 18th Century and early-19th Century that the stretch of Deansgate between Peter Street and Great Bridgewater Street was fully developed, linking the old town with the new, which collectively then became known as Manchester.
- 3.3 During the 18th and 19th Centuries, the area surrounding Alport Town was a notorious area of slums, tenements and deprivation. Many small courtyards and alleyways contained dozens of squalid inhabited rooms. In the mid 1890s the site of Alport Town and its slums were compulsory purchased for the construction of the Great Northern Goods Depot and Warehouse.
- 3.4 The Edwardian period (1901-1910) saw the continuation of substantial change in Manchester with a number of large buildings being constructed along Peter Street, Quay Street and Deansgate, including the Albert Hall (Grade II Listed) on Peter Street. The Opera House was erected on Quay Street in 1912 as 'the New Theatre', and is Grade II Listed. The building is heavily detailed with banded, rusticated stucco in the classical style.
- 3.5 During the inter-War period, the monumental Masonic Hall on Bridge Street (Grade II Listed) was constructed, of Portland stone ashlar in 1929. In 1932, Sunlight House was constructed to the eastern side of the Opera House and was the tallest building in Manchester at the time.

- 3.6 During the mid-20th Century, many later Victorian and Edwardian buildings were demolished. The Manchester & Salford Hospital for Skin Diseases (1904-6) on Quay Street was demolished in 1999 and replaced by Direct Line House. The Victorian buildings on the corner of Quay Street and Deansgate were demolished in the late 1970's and replaced by the concrete and brown-brick Overseas House by Leach Rhodes Walker. This period of redevelopment reflects the predominance of commercial use within the area.

Prevailing Former Uses within the Area

- 3.7 In the period before the 19th Century, the area surrounding Deansgate also contained many dwellings and small shops, interspersed by open fields and gardens. The area became fully developed by the early-19th Century was largely in residential use.
- 3.8 As with St Peters Square Conservation Area, this area also contains a number of places of religious focus and friendly society institutions such as the Jacksons Row Synagogue, the former Wesleyan Albert Hall, Peter Street and the Masonic Hall, Bridge Street.
- 3.9 During the 20th century the area along Deansgate became increasingly commercial. Side streets contained shops and office buildings and some residential properties.
- 3.10 Today the area is largely dominated by commercial use alongside pockets of leisure and residential use.

The Architectural and Historic Qualities of the Buildings and the Contribution they make to the Conservation Area

- 3.11 The focus of the Conservation Area is the busy intersection of Peter Street, Quay Street and Deansgate. These streets make up a large portion of Manchester City Centre's commercial district which was developed during the late-Victorian and Edwardian periods with the construction of many large, tall, highly decorative office buildings. Some smaller Victorian and Edwardian buildings along Deansgate occupy older building plots.

- 3.12 Deansgate is now a good example of a multi-phase streetscape, with individually elaborate buildings sitting harmoniously side by side. The choice of building materials along Deansgate and its side streets is noticeably varied. Each building has differing roofscapes, architectural detailing and building materials illustrating the different former building uses and owners.
- 3.13 Materials range from red-brick, red terracotta and red sandstone, to glazed buff terracotta, Portland stone and limestone. Developments during the late-20th Century have tended to use modern materials such as glass. Building heights vary from fourteen-storey office developments such as Sunlight House on Quay Street, to the three-storey shops on Bridge Street and the properties backing on to them in Wood Street.

The Character and Relationship of Spaces within the Area

- 3.14 The long, straight and broad nature of Deansgate has resulted in subsequent roads being joined to it containing medium-rise and high-rise buildings upon large footprints, regularly occupying entire blocks. The principal streets comprise of largely enclosed complete street frontages. Developments from the mid-20th Century until present day sometimes have staggered building lines which break up the street frontage and add interest, though the preponderance of character is that buildings address the road itself.
- 3.15 Great Northern Square is a modern addition to the streetscape and is entered from the Deansgate, Peter Street junction and comprises of a large sunken, grassed amphitheatre with seating and water feature. The configuration of Great Northern Square is intended to encourage pedestrians over Watson Street and along the tree-lined Windmill Street to reach Central Piazza and Barbirolli Square beyond.
- 3.16 Since the redevelopment of the Great Northern Warehouse site in the late 1990s the context of the subject site has changed substantially. It forms part of the character and appearance of the Deansgate/ Peter Street Conservation Area whose character has altered over time with the deliberate intention of seeking to create modern public spaces drawing activity beyond the arterial routes of the City – e.g. Great Northern Square, the space adjacent to the John Rylands Library. There is obvious potential to enhance this part of the Conservation area by increasing the streetscape

to Peter Street, enhancing permeability through the site and developing alternative uses within the site, as has been successfully achieved elsewhere in the City.

Negative & Neutral Factors: The Extent of Loss, Intrusion or Damage to the Area

- 3.17 A negative factor within the area is the examples of unsympathetic office-block developments dating from the 1970s which jar against heritage assets and well-designed more recent developments. Some later 20th Century developments removed the original building line back from the pavement leaving an undulating street wall and breaking the historic line of Victorian and Edwardian commercial buildings.

ST PETER'S SQUARE CONSERVATION AREA

- 3.18 St Peter's Square conservation area is an area which contains a mixture of commercial, cultural and civic buildings. The name derives from St. Peter's Church, which stood in the centre of St Peter's Square from 1788 to 1907.
- 3.19 Until St Peter's Church was built in 1788, the area consisted of fields on the outskirts of the relatively small Georgian town of Manchester. The church served a population which had settled in the vicinity.
- 3.20 The area achieved notoriety on 16 August 1819, when at St Peter's Field, around Windmill Street and Peter Street, Henry Hunt addressed a meeting of 60,000 people to demand radical reform of the House of Commons. The size of the crowd so alarmed the City Magistrates that troops were called in to disperse it. Eleven people were reported killed and 140 injured in the resulting chaos. The incident is now remembered as the 'Peterloo Massacre.'
- 3.21 Towards the end of the 19th century, the area assumed a more commercial character and the resident population declined to a point where St Peter's Church had no congregation and was finally demolished in 1907.
- 3.22 The Central Station in Manchester opened in 1880 and became the terminus for the Midland Railway's route from St. Pancras in London. The railway commissioned their architect Charles Trubshaw to design the adjacent Midland Hotel 18 years later, which was built on the site of the Gentlemen's Concert Hall and two streets which

divided the site north-south called Concert Buildings and Concert Place. The Midland Hotel contained a covered link corridor which passed over Windmill Street at the Hotel's southern entrance and to the station.

- 3.23 The new Central Library was designed by Vincent Harris and completed in 1934. This required the clearing of several streets, the foreshortening of Bootle Street to its eastern end and the removal of Cooper Street which ran north-south through the site. In 1938 Vincent Harris had designed the large new extension to the Town Hall, which was subsequently constructed in another area of cleared streets and buildings to the south elevation of the Town Hall, and linked at first floor level to the Town Hall by two decorative bridges.
- 3.24 The process of constructing both Central Library and the Town Hall Extension cleared the entire eastern side of Mount Street and dramatically changed the historic small urban grain of the area into a predominantly large urban grain. Vincent Harris's Town Hall Extension cleverly formed the visual link between the Gothic Town Hall and the Classical Central Library and created a new public realm for civic focus.
- 3.25 The late 20th-Century saw no exceptional developments until the restoration of the former Central Station for use as the G-MEX Convention Centre in 1986 (now known again as Manchester Central). This large-scale redevelopment of the southern end of the Conservation Area became the catalyst for further successful adjacent developments.
- 3.26 Along with the Metrolink tram system, which opened in 1992, other large cultural developments were constructed to the south of the area, such as the Bridgewater Hall in (1990-1996), the International Convention Centre, adjacent to Manchester Central, and the conversion of the former Great Northern Goods Depot, for leisure use (both opening in 2000). These large public venues invited further interaction with the formation of new public realms to the north front of Manchester Central, forming Manchester Central Piazza, the construction of the Bridgewater Hall on Lower Mosley Street, allowing the creation of Barbirolli Square and the restoration of the former Manchester and Salford Junction Canal and Bridgewater Canal basin, and the creation of the Great Northern Square to the north of the Great Northern Warehouse and Cinema complex.

- 3.27 The area contains some of Manchester's finest early 20th Century buildings. The Friends Meeting House, the Free Trade Hall and former Theatre Royal all survive from the early formation of the area as a cultural and learning hub and retain their classical designs.
- 3.28 The main characteristic of St Peter's Square conservation area is primarily one of civic grandeur, but it also contains some commercial property. The area contains a highly diverse mix of building styles, periods, heights and materials which create interesting aesthetic juxtapositions such as the large industrial Manchester Central building alongside the highly decorated Edwardian Baroque Midland Hotel. Later 20th Century developments have restored and reused former commercial and industrial buildings which complement the existing historic fabric of the area and enhance its public use and enjoyment.

ALBERT SQUARE CONSERVATION AREA

- 3.29 The area now comprising Albert Square, was offered by the Corporation in 1863 in order to create a public space providing a memorial to the recently deceased husband of Queen Victoria, Prince Albert. The space was subsequently cleared of buildings in 1864 to make way for the new square. The Albert Memorial was erected under public subscription and opened in 1869.
- 3.30 The New Manchester Town hall was a Gothic masterpiece, a style befitting the mid-Victorian period in which it was conceived; Waterhouse's design perfectly fitting the awkward triangular site. The building dominated the skyline when opened in September 1877. Albert Square was pedestrianized in 1987 when the eastern roadway of the 'island site' was closed to traffic and paved in granite setts.
- 3.31 Albert Square still retains the majority of its late Victorian, Gothic buildings fronting onto the Square. The western range of former shops and offices were demolished in c1980 and replaced with two brick-built office buildings named Heron House (1982) and Commercial Union House (1983). Brazennose Street and Lincoln Square to the west, were conceived during the same period and were originally planned as a processional route leading from the law courts in Spinningfields, through Lincoln Square, directly to Albert Square.

- 3.32 The area to the east of Albert Square contains the largest density of buildings of high architectural and historical quality in the city. The majority of these buildings are of a high-Gothic style and include Manchester Town Hall, Town Hall Extension, Lloyd's House, and Lawrence Buildings along with 7 listed statues. Albert Square is the focus of civic events and creates the focal point of the area, with Manchester Town Hall dominating this space, creating exciting views of its clock tower, tall gables and turrets from surrounding streets. The prominence of Manchester Town Hall's clock tower within the urban landscape, can be fully appreciated looking east along Brazennose Street, where the full height and scale of the tower can be appreciated from the long, pedestrianised and tree-lined avenue.
- 3.33 Building heights vary, with the majority being of 4 storeys plus attics around Albert Square and Princess Street. Manchester Town Hall represents the dominant tall structure with other recent tall developments, outside the Conservation Area boundary, being viewed from Albert Square, such as the Beetham Tower, Deansgate, Great Northern Tower, Watson Street and The Lexicon (formally Television House), Mount Street.
- 3.34 The large open, public realm of Albert Square links surrounding streets, such as Princess Street, Cross Street and Mount Street, with prominent Victorian and Edwardian buildings fronting these main thoroughfares. The character of Albert Square is predominantly Victorian and Gothic in style, emulating the Town Hall, albeit on a lesser scale. The western aspect of the square, and leading further westwards to Deansgate, comprises of largely early dark brick 1980s office buildings, with small shop units behind areas of brick colonnades. This space, including Lincoln Square to its centre, is devoid of any historical context except for two small later 19th century buildings which were incorporated into the design. This late-20th Century pedestrianised space, along with the mid-Victorian Albert Square adjoining it to the east, creates a strong and enjoyable pedestrian-friendly link connecting Deansgate to the Town Hall, in an area which is largely fully built up to back of pavement.
- 3.35 The large open public space of St Peter's Square is connected to Albert Square via Lloyd Street located between Manchester Town Hall and Town Hall Extension.
- 3.36 Albert Square is the civic heart of the city and the main characteristic of the conservation area is its civic grandeur. The Town Hall and Town Hall Extension are the

most dominant buildings in the area, and any proposals should respect these landmark buildings.

SOUTHMILL STREET

- 3.37 Southmill Street runs north-to-south from Albert Square (north), across Peter Street, to Windmill Street (south).
- 3.38 The street is within the Albert Square Conservation Area (north Side) and the Deansgate/ Peter Street Conservation Area (south side). Key heritage assets within the street are: Grade II* Memorial Hall; Grade II 1-5 Central Street; Grade II Lloyds House; Grade II Friends Meeting House; Grade II Harvester House; Grade II Lancashire House; Grade II* Free Trade Hall; and the Grade II Theatre Royal.
- 3.39 Moving along the street, north to south, the Grade II* Memorial Hall and Grade I Lloyds House building present a 'gateway' into the street. These buildings represent the transition from a grand Victorian, open, civic space (Albert Square) to the dense urban form of the surrounding streetscape. From this point in the street the classically styled white Portland Stone façade of the Police Headquarters building presents a juxtaposition against the highly decorated Gothic brick buildings marking the entrance to the street.
- 3.40 Moving south, there is a slight curve in the road which straightens to reveal a clear vista all the way along to the southern end of the street. It is from this point in the street that the character and interrelationship of spaces is understood; to the west side of the street is a continuous building line which encloses the view. The Police Headquarters dominates the streetscape and can be seen as a continuation and evolution from the civic buildings within the Town Hall complex to the east. Looking east along Central Street, towards the Grade II* listed Central Library, presents a clear visual link between the buildings.
- 3.41 Views are afforded due to the open nature of the space to the rear of the Grade II Friends Meeting House which is the only point along the street where the sense of enclosure is fragmented.
- 3.42 From the south end of the street, after crossing the principal thoroughfare of Peter Street, the status of the street, as a secondary route, is understood.

- 3.43 The Victorian warehouses to the south end of the street are something of a bookend to the north end, and reflect a clearly legible evolution of commercial and civic development within the city centre.
- 3.44 The character of the Southmill streetscape is consistent and legible, contributing significantly to the character of both conservation areas.

JACKSONS ROW

- 3.45 Jacksons Row runs west-to-east from Deansgate (west end) rising gently up to Southmill Street (east end). The street is within the Deansgate/ Peter Street conservation area and key heritage assets within the street include: Grade II Elliott House; and Grade II Lloyds House.
- 3.46 Moving along the street west to east, the street is presented as an enclosed streetscape of multi-phased commercial buildings. The north side of the street presents a coherent group of early-to-late 19th century commercial and industrial buildings, whilst the south side reflects the mid-to-late 20th Century redevelopment of the area following World War II bomb damage.
- 3.47 The 201 Deansgate building dominates the historic scale and roofline of the street, although the use of brick allows for a synergy between the two sides of the street. Fragmentation diminishes the sense of enclosure to the south side of the street, around the synagogue, which is set back from the back of pavement line. The austere modernist style of the building is in stark contrast to the other buildings on the street and appears incongruous. The surface car parking areas around the synagogue are a negative element to the character of the street and wider conservation area.
- 3.48 Moving further east, towards Southmill Street, the coherence and enclosure to the streetscape returns.
- 3.49 The multi-phased streetscape of Jacksons Row reflects the evolution of civic, religious and commercial uses within the area over the course of the 19th and 20th centuries. As such its character contributes to the Conservation Area.

BOOTLE STREET

- 3.50 Bootle Street runs west-to-east from Deansgate (west end) to Mount Street (east end). The west end of the street lies within the Deansgate/ Peter Street conservation area; the east end is within the St Peter's Square conservation area. The key heritage asset within the street is the Grade II Onward Buildings which marks the entrance into the street from the west. Additional heritage assets such as the Grade II Albert Hall, Grade II Harvester House, and Grade II Lancashire House have their rear or secondary elevations to the street, which alongside other elements, such as the narrowness of the street, result in a 'back street' character or tertiary route within the city.
- 3.51 Moving along the street, from west to east, the western end of the street presents an enclosed vista which is interspersed with areas of greenery. On moving east, it becomes clear that the areas of greenery are around negative areas such as poor quality surface car parks. The lack of active street frontages along the street is another negative element but is understood to allow the servicing of the surrounding streets and buildings. The exception to this is the presence of the Abercromby pub and Police Station, the latter is set back from the general building line and allows for a more open feel to the enclosed street character.

SIGNIFICANCE OF THE DEANSGATE/ PETER STREET CONSERVATION AREA

Evidential - considerable

- The area still contains a high level of Victorian and Edwardian shops and offices, which once characterised this area. Their survival allows the area to be easily read and understood as a historic shopping district.

Historical - high

- Deansgate is the site of the 'Siege of Manchester' during the English Civil War in 1642, where cannons were fired south along Alport Lane.
- The Western side of Deansgate is strongly associated with the Roman occupation of Manchester, with the Roman remains of their fort located nearby in Castlefield.
- The southern end of Deansgate is the site of the early hamlet of Alport Town, which predates Manchester.

- The Free Trade Hall was the focal point of the Reform Movement, which changed British politics. It was also the original home of the internationally acclaimed Halle Orchestra during the 1860s.

Aesthetic - high

- The area contains a diverse mix of individual building styles, heights and materials mainly from the late-19th and early-20th Centuries, which create interesting aesthetic juxtapositions.
- The famous thoroughfare of Deansgate is a long and straight road of Roman origin, which became a major road and area of trading during the 19th Century and a draw for many leading companies and organisations to build their flagship stores.

Communal - high

- The area has long been a district for shopping and commerce, creating strong sense of identity and communal value.
- The Opera House has been a successful theatre since 1912, and has become a part of Manchester's cultural identity.
- Deansgate is the most well-known of Manchester's streets and is a well-travelled and well-used point of reference for local people.

SIGNIFICANCE OF THE ST PETER'S SQUARE CONSERVATION AREA

Evidential - considerable

- The considerable level of remaining railway and canal infrastructure which is still able to be easily understood and interpreted.

Historical - high

- The infamous 'Peterloo Massacre' in 1819, when 60,000 people demanding radical reform of the House of Commons so alarmed the City Magistrates that troops were called in to disperse it. Resulting in 11 people being reported killed and 400 injured.
- The meeting place of Charles Stewart Rolls and Frederick Henry Royce at the Midland Hotel which led to the formation of Rolls-Royce Limited in 1904.
- Historically, the conservation area was once the focus of many cultural/educational institutions and concert venues. Such venues as these which had all but disappeared by the early 20th Century, have in the last 20

years been re-established in the form of the Bridgewater Hall, Manchester Central and the International Convention Centre.

- St Peters Square has been a focus of learning and education since the formation of the Central Library in 1934, and this continues following its successful recent restoration.
- The St Peters Square Conservation Area along with the adjacent Albert Square Conservation Area contains a high concentration of Manchester's civic buildings, which are of high historical value.

Aesthetic - high

- The area contains some of Manchester's finest early 20th Century buildings.
- The Friends Meeting House, the Free Trade Hall and former Theatre Royal all survive from the early development of the area as a cultural hub, and retain their high-quality classical designs.
- The area contains a highly diverse mix of building styles, periods, heights and materials which create interesting aesthetic juxtapositions such as the large industrial Manchester Central building alongside the highly decorated Edwardian Baroque Midland Hotel.
- Later 20th Century developments have restored and reused former commercial and industrial buildings which complement the existing historic fabric of the area and enhance its public use and enjoyment.
- St Peter's Square, although much altered in form, is a valuable amenity space and the alignment, form, scale and massing of the development around it has responded to the changes in this space over time.

Communal - high

- St Peters Square has been a major focal point and meeting place since the early 1900s.
- The square has been the historic focal point for memorial services commemorating the First and Second World Wars.
- Due to the close proximity to Albert Square, the Town Hall and the Town Hall Extension, St Peters Square has a high communal value.
- Having been originally laid out as a square in the late 18th Century, St Peters Square has been a major inner city transport link which has changed and altered over time with the reinstatement of trams in 1992. Today St Peters Square is a busy and well used tram destination for commuters.

- The resurgence of leisure facilities to the south of the area, along with the restoration and improvement of Central Library and its services, have generated new interest and usage by the public.

SIGNIFICANCE OF THE ST PETER'S SQUARE CONSERVATION AREA

Evidential - high

- The high level of remaining historic buildings which is still able to be easily understood and interpreted.

Historical -high

- Albert Square and the Town Hall reflect and embody the confidence and power of Manchester's strength in the international cotton trading industry during the 19th Century.
- Historically Albert Square is considered to be the centre-point of Manchester.
- Strong connections to past political movements and politicians/statesmen.

Aesthetic - high

- High aesthetic values resulting from the high quality design and craftsmanship of Manchester Town Hall and Albert Square.
- A vibrant mix of mainly commercial buildings dating from the Victorian, Edwardian and later 20th Century.
- The Conservation Area focuses around Manchester Town Hall and Albert Square, a landmark building of immense proportion and presence.
- A wealth of mid to late Victorian commercial buildings are a dominant feature of the streetscape, skyline and views/vistas throughout the Conservation Area.
- High level of craftsmanship in stone carving, joinery, design and execution.
- Dramatic and exciting roofscapes and skyline featuring towers, pinnacles, turrets and tall chimneys.
- Differing heights and masses of different building eras.
- Low-to-poor quality of mid-20th century buildings.

Communal - high

- High communal value.
- Long straight tree-lined thoroughfares of John Dalton Street, Princess Street and Brazennose Street providing views and vistas towards Manchester Town Hall and Albert Square.

- Manchester Town Hall and Albert Square are powerful local landmarks associated with, by past and present residents of Greater Manchester as an emotional beacon signifying Manchester.
- A centre for ceremonies, declarations of war, peace and the focus for other major local and international events.
- The centre and 'heart' of Manchester is embodied in one building; the Town Hall and is considered to be the point of focus for any cultural or political event.

4. SIGNIFICANCE OF LISTED BUILDINGS

It is considered that the proposed demolition of the synagogue and rear parts of the police station will have a temporary, localised, minor adverse impact on the following listed buildings:

Name	Grade	List Description	Significance of setting
Lloyd's House, 16-22 Lloyd Street	Grade II	Includes: Nos.39 TO 43 JACKSON'S ROW. Former headquarters of the Manchester Shipping Offices and Packing Company. c.1887, by Speakman and Charlesworth. Red brick with sandstone dressings and slate roof. Very long range on end-of-block site, the south side slightly concave and the east end canted, forming an acute angle at the north-east corner. Eclectic style with Gothic features. Three storeys with basement and attic, with facades of 13 bays to Lloyd Street and 3 bays to Southmill Street hinged on a 5-window drum rising from the 1st floor; with sandstone ashlar plinth, recessed bays up to 1st floor, bands between 1st and 2nd floors, saw-toothed band over 2nd floor, steeply-pitched shaped attic gables, and a polygonal drum with slated spirelet. The principal entrance, under the drum at the north-east corner, is a curved open colonnade formed by short coupled columns of polished granite mounted on sandstone plinths, with heavily foliated caps supporting the base of the drum which is encircled by a panelled frieze. The drum has narrow 1-light sashed windows, those at 1st floor with a panelled stone frieze and those at 2nd floor with arched heads in a stone frieze, and an attic storey with moulded cornice. The main floors of the Southmill Street facade have 3-light sashed windows, those at ground floor with arched stone heads, those at 1st floor segmental-headed, and those at 2nd floor set behind arcades which have colonnettes with carved caps carrying round-headed arches with arched extradoses; and the attic gables have 2-light arched windows, and kneelers with tall coupled chimneys rising from them. The Lloyd Street facade has 3-light windows treated more simply, narrow attic gables, and tall clustered chimneys. Interior not inspected.	Lloyd's House forms a substantial block of former warehouses running a distance along Lloyd Street from its decoratively rounded corner with Albert Square and Southmill Street. The longitude principle elevation is experienced in its entirety when looking west or east along Lloyd Street, whilst its decoratively rounded entrance corner can be experienced with most the Lloyd Street aspect when viewed from the corner of Albert Square. Lesser views of the utilitarian rear of the building are experienced when looking east and west along Jackson's Row.

Memorial Hall 1 & 3 Southmill Street	Grade II* 14.02.1972	Meeting rooms and hall, now public house, restaurant etc. 1864-6, by Thomas Worthington; altered. Red brick with sandstone and polychrome dressings, roof not visible. Trapeziform plan on corner site. Venetian Gothic style. Three storeys over basement, a narrow 3-window symmetrical facade to Albert Square and a long 6-window return facade to Southmill Street; with sandstone ashlar basement storey treated as a plinth, sill-bands to all floors, plain intermediate stone bands, moulded band over 2nd floor, corbel table and moulded cornice. The principal facade to Albert Square has a large 2-centred arched doorway moulded in 2 orders with an inner band of dog-tooth ornament and an internal flight of steps, flanked by pointed-arched windows with shafts and polychrome extradoses; a band with raised lettering "MEMORIAL HALL ERECTED IN COMMEMORATION OF THE YEAR 1662"; windows of 1, 3 and 1 lights at 1st and 2nd floors, those at 1st floor like those at ground floor and those at 2nd floor much larger and square-headed with foliated caps to the shafts, cusped lights and quatrefoil tracery in the heads, and the outer windows with little stone balconies. The return facade to Southmill Street has an arched doorway at each end, and windows to each floor like those at the front arranged: 1, 3+3, 3+3 and 1. Interior not inspected. History: erected to commemorate the 2,000 nonconformist clergy who seceded from the Church of England in 1662 as a result of the Act of Uniformity; formerly housed the Manchester Unitarian Society, School of Theology and Library.	The Memorial Hall forms an important Venetian gothic corner of a significant group of late-Victorian, gothic buildings to the southern side of Albert Square. This group of buildings form a significant foil to the neighbouring Grade I Listed Town Hall to the western side of the square, which were all built during the same period and to the same style as the town hall. Because of its prominent corner position, the buildings' setting is experienced from long-range views across the open public Albert Square, and from looking south and north along Southmill Street. A more intimate view can be experienced from the junction of Lloyd Street, Southmill Street and Albert Square, where the building can be seen in its entirety.
1-5 Central Street (north side)	Grade II. 03.10.1974	Probably a warehouse, subsequently Post Office, now offices etc. Mid to later C19, altered. Red brick in Flemish bond, with sandstone dressings (roof concealed). Long rectangular plan. Simplified palazzo style. Four storeys and basement, a 16-bay facade, very regular; with rusticated vermiculated plinth, rusticated quoins, sill-bands to the upper floors, and a frieze of roundels; an arcaded ground floor of round-headed arches which have coupled piers, moulded imposts and keyed moulded heads, containing segmental-headed windows to the basement and round-headed sashes to the ground floor, except the 8th arch which is a doorway, the 10th which has an inserted doorway, and the last, which is a wagon arch; recessed segmental-headed sashes without glazing bars on all upper floors, all	1-5 Central Street consists of two principal elevations, one narrow elevation to Southmill Street, which is only experienced from the immediate setting of the street and forms visual termination at the eastern end of Jackson's Row, and a much longer elevation extending along Central Street which is experienced when looking east from Southmill Street and west from Mount Street. The building forms a complimentary and subtle backdrop to the domestic height and scale of the Grade II Listed Friends

		with moulded surrounds and stilted hoodmoulds with keystones. Four- bay left return wall (7 Southmill Street) in matching style. Interior not inspected.	Meeting House opposite.
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5. SITE HISTORY & BUILDING SIGNIFICANCE

DEVELOPMENT OF THE SITE

- 5.1 The site area was mostly built up by 1787 with tightly-packed 18th century dwellings. The north side of Bootle Street was also built up with small terraced dwellings with the majority of the eastern end being undeveloped.
- 5.2 By the mid-19th century the open land within the immediate area had been fully occupied by terraced slums and back-to-back courts, with a Quakers meeting house and yard occupying the western end of Jackson's Row as a burial ground. This southern end of Deansgate remained partially occupied by slums until the c1880s when the majority of the buildings facing Deansgate, and indeed some leading off into more minor roads such as Bootle Street and Jacksons Row, were replaced with non-domestic buildings such as office blocks, small-scale industrial sites and shops.
- 5.3 The site of the Jackson's Row Synagogue is situated where the former No 1 Court, Munday's Square, Royle's Square, Brown's Yard and Cottage Court were once positioned from the early 19th and early 20th century. No 1 Court backed onto a small back lane called Bootle Alley which ran between Jackson's Row and Bootle Street. Bootle Alley was originally partially located at the rear of the Jackson's Row Synagogue site.
- 5.4 It is unknown when these back-to-back houses were demolished but some of the courts were removed by the late 1880s and replaced with small-scale industrial sites, with other courts being removed during the nation-wide slum clearances of the early 1930s. This would have also coincided with the construction of the police headquarters in 1934-7.
- 5.5 The site was subject to bombing during the Second World War. The synagogue was constructed on a site which had been cleared following bomb damage.
- 5.6 Beneath each of the following sections are summary descriptions of each of the three buildings on the site. Full descriptions are located in the Heritage Significance Statement. Following each description is a summary of the building's heritage value. Full descriptions of the buildings' significance and an explanation for the value categories is also located in the Heritage Significance Statement.

SIR RALPH ABERCROMBY PUBLIC HOUSE

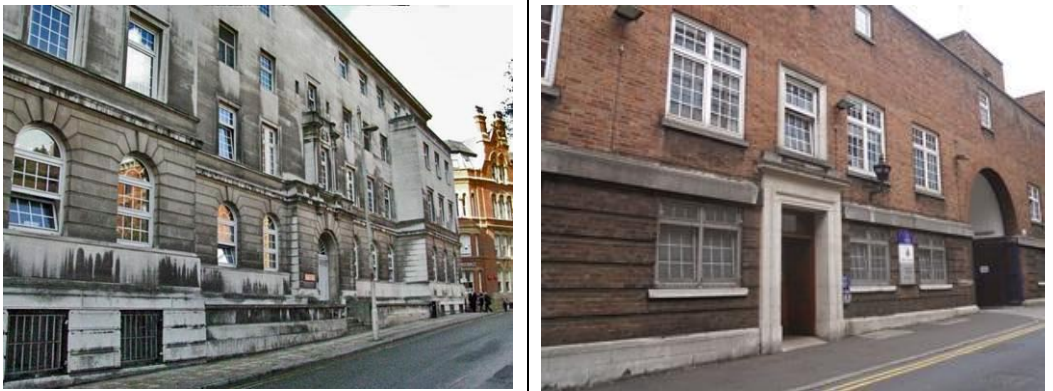
- 5.7 On stylistic grounds, the present Abercromby pub is thought to date to the early-to-mid decades of the 19th Century. Historically the building stood in an area of slum dwellings and small scale industrial buildings. Although it first appears marked on historic mapping as a public house in c.1851, early cartographic sources for the site are ambiguous; what is clear, however, is that the building's footprint changed throughout the early 19th century. Interestingly, an article in the Manchester Courier, dated 1 November 1905, states that the Abercromby was first licensed in 1780. The pub appears to have always been known by the same name, although the spelling has changed.
- 5.8 Adshed's map of 1851 shows that the pub is located at the junction of Syers Court and Bootle Street and is joined to the west by a commercial building and back-to-back residential buildings to the north. Syers Court originally contained three terraced back-to-back dwellings, of one room deep. A narrow entry led from the street and into a rear paved yard which originally contained the fronts of 8 back-to-back dwellings, all facing into the yard and the rear of the Abercromby.
- 5.9 Between 1850 and 1890 cartographic sources suggest that the footprint of the building changed several times; extending into the commercial building prior to that element being demolished and replaced with an extension to the north of the building. At some point during the early-20th Century, the back-to-back that joined the Abercromby to the north, No. 1 Syers Court, was incorporated into the building. The remaining back-to-back dwellings were demolished leaving the central yard as the beer garden for the pub. During the 1950s a toilet extension was constructed in part of this area.
- 5.10 The former No. 1 Syers Court building now forms the rear of the pub. The west and north elevations have been substantially rebuilt, probably following bomb damage during the Second World War, which appears to have damaged the rear of the building. No original features remain on these two elevations, and later ground floor extensions accommodating a modern kitchen and toilets have also substantially altered the floor plan and any remaining original elements. Internally the building is void of any original fixtures or fittings of note.

5.11

Sir Ralph Abercromby Public House	
Designation	
Non-Designated Heritage Asset	
	Discussion • The rear of the early-19th Century Inn retains a former slum back-to-back dwelling from the same period. This forms the last fragment of this former slum area of Manchester City centre and is of historic value but retains no plan form. • The building occupies a prominent position in the streetscape, projecting forward from the back of pavement line of Bootle Street, consequently it is of local townscape value. • The rear and west elevations have been much altered following bomb damage during the Second World War, and subsequently reconstructed. • The ground floor internal plan form has been much altered with the extension into the former No. 1 Syer's Court to the rear and the construction of modern kitchen and toilet facilities. • The internal spaces retain no fixtures and fittings of note. • The rear of the building is largely modern in date and of no significance. • The pub may be of some local architectural and historic interest, but is considered not to be of sufficient national interest to warrant listing. • However, it should be considered to be a non-designated heritage asset and a positive contributor to the character and appearance of the conservation area. • Within the Deansgate/ Peter Street Conservation Area

BOOTLE STREET POLICE STATION

- 5.12 The new City Police Headquarters was officially opened at 2:30pm on the 16th July 1937, by The Right. Honourable. The Lord Mayor of Manchester, Alderman Joseph Toole, J.P. The new police complex was designed by Manchester City Architect, Noel Hill, F.R.I.B.A., M.T.P.I (1893-1985). The building, along with all fittings, furniture and decorative schemes were designed by the City Architects Department.
- 5.13 The building accommodated two primary uses, a home for the new headquarters of Manchester City Police, and a home for Section "A" Division. The main front of the building faced onto South Street (now known as Southmill Street). This front section of the building formed the Headquarters, with the rear parts of the building forming "A" Division with a partially roofed-over central courtyard, which was partly used for police vehicles, connecting the two halves.
- 5.14 The Police Station has been vacant since 2014 since Greater Manchester Police moved to new facilities in Newton Heath.

City Police Headquarters	
Designation	
Non-Designated Heritage Asset	
	Discussion
	Designed by City Architect G. Noel Hill. Hill also designed the Grade II Listed Charles Street Police Station in Leicester, and the Grade II* Listed Wythenshawe Bus Depot, Manchester, which are considered to be more complete examples of the architects' work. The Manchester Headquarters and Police Station building is therefore considered to be of local architectural interest at best.

	• A multi-purpose building, which was advanced in its state-of-the-art design, functions and capacity for future aerial wars; it is of historic and communal interest. • The elevations are of quality in terms of design and materiality, however, the building does not retain its original windows, plan form or any internal fixtures or fittings of note. • The building has a high streetscape value to Southmill Street. • Rear "A" Division building was designed to be utilitarian in design and materials and has no notable streetscape value. • The building is of local historic and architectural interest and is therefore considered to be a non-designated heritage asset due to its position within the Conservation Area and relationship with the Town Hall complex. • The building should be considered as a positive contributor to the character and appearance of the conservation area. • The building is within the Deansgate/ Peter Street Conservation Area. • Occupies a pivotal site in the city centre which may provide opportunities of greater public benefit.
	Heritage Values Evidential - low • Evidential value of the building is restricted to its plan form and external fabric; this allows the building and its former use to be understood and appreciated. Historic - considerable • The building reflects a key moment in policing and led the way in innovation through technology and police practice. • The building played a key role in World War 2, deploying Air Raid Patrols. • The building is considered to have high historic value Aesthetic - considerable • The building is by a named architect; Noel Hill, and has high aesthetic value. • The Southmill façade is a response to the civic architecture of the Town Hall Complex; the rear, utilitarian facades reflect the functional requirements/ uses of the building.

	- The building is considered to be a positive contributor to the character of the Deansgate/ St Peter Street Conservation Area Communal - considerable - The building is considered to have considerable communal value as a source of identity to the people of Manchester
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MANCHESTER SYNAGOGUE

- 5.15 The need for the Jackson's Row Reform Synagogue arose from the German bombing of Manchester during the Second World War. The Park Place Synagogue was destroyed on 1st June 1940 during aerial bombing. A new site was chosen in Jackson's Row, on a plot that was also cleared during the same enemy action.
- 5.16 The congregation negotiated for compensation from the War Damage Commission, and when a bomb-damaged site in Jackson's Row became available, it was purchased in 1949 with an award, in part from the War Damage Commission. On 18th May 1952 the site was consecrated in the presence of the civic heads of Manchester and Salford and the building was opened on 29th November 1953 in presence of the Lord Mayor of Manchester and the Mayor of Salford.
- 5.17 Manchester based Architects, Peter Cummings and Eric Levy F.R.I.B.A designed the new Jackson's Row Synagogue.
- 5.18 The main entrance is located at the top of radiating steps on the northern elevation. The building is constructed from rough brown/red brick using English Bond, and was originally designed and constructed to be symmetrical, which was later altered with the addition of an extension to the east and west. Above the large central transom lights which display Jewish symbolism in etched glass, is a large granite Torah to the centre.
- 5.19 The eastern elevation is somewhat obscured by a later two-storey extension, which attempts to match the original building in terms of a matching design and brick, albeit in Stretcher Bond. It is of two floors above a driveway to the back of the building and conceals the original east elevation thus detracting from its original symmetry.

Jacksons Row Reform Synagogue	
Designation Non-Designated Heritage Asset	 
Discussion • An example of an early 1950s modernist religious building. • The building retains almost all its original fixtures and fittings and its original plan form. The fittings are considered to be of greater significance than the building. • The building has been extended at roof level and to the east with low quality c1960s extensions which has undermined the architectural value of the building. • The authoritative “<i>Jewish Heritage in England</i>”, by Sharman Kadish (2nd Edition), does not accord any meaningful significance to the building. • In February 2017 the building was subject to a spot listing application. Assessment by Historic England confirmed that the building does not fulfil the criteria for listing. • The building is considered to be a non-designated heritage asset due to its local historic and architectural interest. • The building is within the Deansgate/ Peter Street Conservation Area.	
Heritage Values	
Evidential - considerable • Evidential value of the building is considerable; the building fabric and its interior is intact.	
Historic – low/ considerable • The building is reportedly the first building to be built in the city centre after World War 2, reflecting a key point in the development of Manchester.	
Aesthetic - considerable	

	• The building is by named architects; Eric Levy and Peter Cummings, and has high aesthetic value. • The interior of the building is complete and of high quality. • The building is considered to be a positive contributor to the character of the Deansgate/ Peter Street Conservation Area Communal - considerable • The building is considered to have considerable communal value as a source of identity to the people of Manchester
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6. DEMOLITION JUSTIFICATION

THE OPPORTUNITY

- 6.1 The Regeneration Statement explains in detail the wider economic context. Economically, Manchester has developed strongly post-recession and the foundations for further growth are in place. A key success is the increased diversification of the economy with an increasing amount of GDP growth attributable to new economies including Creative and Digital and Advanced Materials. Manchester's growing reputation in these fields will drive further growth and allow it to establish itself as a hub on a national and international scale. These industries will complement Manchester's already strong and growing position as a centre for Financial and Professional Services.
- 6.2 However, there is still a significant amount to be done to support further economic growth within Manchester and to close the significant gap between public spending and tax generated within Greater Manchester. To do this, Manchester City Council needs to ensure that the right development comes forward to support future growth.
- 6.3 The Design and Access Statement and Regeneration Statement explain in detail the need for further offices, hotel, leisure and residential uses within the city centre, and also the opportunity to help meet this need which is presented by the application site. In summary, the proposed development addresses specific, strategically identified needs for:-
- A new Reform Synagogue to replace the present building on the site which is not fit for purpose;
 - New public spaces within the city centre and on the site to create a new destination;
 - A five star hotel to meet the significant undersupply of five star rooms and facilities in the city;
 - Grade A office space to assist in addressing the current undersupply of the best quality of office space;
 - Premium quality apartments to meet an identified gap in the market;
 - A new destination within the city to further grow the economy and provide accommodation for jobs;

- A new destination to support tourism, culture, business, the city's residents and the civic function of the city;
- To regenerate an underused site; and
- To strengthen linkages between Deansgate and Spinningfields, and the Civic Quarter.

DESIGN EVOLUTION

- 6.4 The Design and Access Statement provides a narrative to the project team's approach to testing, evolving and developing options for the redevelopment of the site. Having gained an understanding of the heritage significance of the current site buildings, adjacent listed buildings and the conservation area, the starting point was to explore options which sought to retain and re-use, in full and in part, the present buildings.
- 6.5 The original scheme submitted for planning proposed the demolition of all buildings on the site as it was considered that this would be the best option to bring the site forward. Following comments received during the formal consultation process from statutory consultees, as well as members of the public and interest groups, the decision was taken to revisit the approach to demolition and to seek to retain those buildings on site with the greatest amount of townscape and community interest, namely the public house and the Portland stone element of the former police station. The revised scheme therefore retains these elements but still proposes the demolition of the synagogue and the rear, brick-construction elements of the former police station.

The Synagogue

- 6.6 Despite the intention being to work with the current buildings, the Synagogue presented particular issues due to its dilapidated condition and unsuitability for modern worship (these issues are described in the Regeneration Statement).
- 6.7 In its current form, the synagogue building does not meet the requirements of its congregation. This issue has been recognised by the Synagogue for a number of years with plans for regeneration first discussed in 2003. This involved an assessment of three options: remain on site and refurbish, sell the site and move to a new location,

or remain on site with new facilities. The latter option was the preferred choice with the others discounted on viability and practicality reasons.

- 6.8 The building suffers from a number of deficiencies as a result of its age. It was built post-war and is approximately 60 years old. A number of operational issues have been identified by the Synagogue including a lack of on-site car parking, and the facilities not being fit for purpose with poor electrical and heating systems and being subject to damp. Further, the building is inefficient and expensive to maintain and presents significant access issues for disabled and elderly users. The Synagogue is finding that due to the condition of the building, securing insurance is becoming increasingly difficult and expensive.
- 6.9 Further, the facilities do not meet the needs of younger members of the congregation in particular. There is a need for well designed, modern facilities (for example; playing space, computer clusters, multifaith rooms) that attract people to join the congregation and take part in the community. In the longer term, as with any religious group, there is a need to encourage younger members to support growth.
- 6.10 In its current condition the building is unattractive to potential hirers. Whilst the main sanctuary space is well maintained, the community spaces are in poor condition with significant amounts of damp at upper floors and a history of flooding at basement level where the main community space is. A space that was formerly used a Youth Lounge in the basement suffered significant water damage and subsequently has been inoperable for 7-8 years. As a result, the building offers little opportunity to generate income or to provide full community facilities. Given the lack of income compared to the higher running, maintenance and capital investment costs required, the ongoing use of the building is unsustainable.
- 6.11 In order to allow long-term growth, a more sustainable income stream is required. Currently the upkeep of the building is solely member driven and this is not sufficient to allow for growth or serious investment. Refurbishment of the building is unviable without additional development to cross-fund works.
- 6.12 Heritage advice received at this point confirmed that:-
- The building was not listed;
 - The building has been modified (by the eastern extension in particular) which has undermined its heritage value;

- The fittings are considered of greater significance than the building itself;
- Although the building is a contributor to the character of the Conservation Area, the internal fittings are proposed to be retained and reused and comprise the most interesting aspect of the building. Thus, provided that the public benefits of redevelopment outweighed the heritage harm caused, demolition could be justified, given the lack of a viable beneficial use for the building. Alternative uses for the building which would retain the internal fittings are considered unrealistic.

6.13 Since the original heritage significance work was undertaken, following an application for the synagogue to be considered for listing, the Department for Culture, Media and Sport (DCMS) has confirmed that the building does not meet the criteria to be nationally listed.

6.14 If consent for the demolition of the Synagogue was obtained, its demolition would result in the following heritage impacts:-

Table 5.1 – Synagogue demolition impacts

Heritage Asset	Impact
Synagogue building	Moderate adverse
Conservation Area(s)	Moderate adverse
Setting of Listed Buildings	Minor adverse

6.15 The public benefits of redeveloping the synagogue are that a new, modern synagogue would be developed which would:-

- Offer a safe, welcoming, fit for purpose place for worship;
- Retain and attract new members to the congregation, and better meet the needs of the existing congregation;
- Allow a full range of educational services to be provided in the form of after school clubs and weekend services in modern, specifically designed, and attractive facilities;
- Provide full, inclusive access for the elderly and disabled;
- Provide sufficient parking on site, especially for those with young children, the elderly and disabled;

- Allow its rooms and facilities to be offered to the wider public which would generate an income stream, to allow the Synagogue to carry out its community work;
- Allow for the retention and relocation of the historically important fixtures and fittings of the synagogue into a new building which will ensure their preservation for years to come;
- Provide a new, modern, energy and water efficient building with significantly reduced running and maintenance costs making more money available to spend in ways which would benefit the congregation and wider community; and
- make way for a prestigious, new, landmark development in the heart of the city centre which has substantial wider public benefits attached to it (as set out below).

6.16 Following a balancing exercise considering the above harms and benefits, it was considered relatively early on in the process that the positive factors weighing in favour of demolishing the synagogue outweighed the negative. This decision was reassessed as part of the revised scheme process and the same conclusion was reached.

6.17 The proposed demolition of the synagogue would allow an area of the site to be made available for a new building, which could begin to address the development aspirations for the site. The existing synagogue does little to activate the street edges and its curtilage includes gaps within the street form, which detract from the appearance of the conversation area.

6.18 Plans to demolish the synagogue would allow a replacement, modern, energy efficient building to be developed which would begin to address the identified townscape issues and allow a more efficient use of the site, i.e by including a synagogue in a mixed use building. By incorporating the new synagogue into a wider development, the intention was that the additional development would provide cross-funding for the new synagogue building.

Police Station

6.19 The police station building comprises of a Portland Stone-constructed building to Southmill Street, which formed the main entrance to the city headquarters. This

element of the building has a higher streetscape and townscape value than the Division 'A' brick-built elements to the rear. The brick-built elements, which stretch along two wings down Bootle Street and Jackson's Row, from the Portland Stone frontage, is much more utilitarian in nature. The brick wings present an inactive frontage to the streets and have little townscape and streetscape value.

- 6.20 Should all of the police station have been retained, the level of floorspace on the site could not have accommodated all the uses for which there was an identified need. Further, the site would not have been able to deliver a landmark development as was the aspiration and consequently it would have failed to deliver all of the public benefits identified.
- 6.21 Conversion of the police station was considered at the very outset of design work on the scheme. In terms of residential use however, such low-rise apartments would have had poor quality street views out and there would have been potential issues with overlooking. Conversion of the police station to Grade 'A' office space would not have been feasible given the constraints of the building, particularly in relation to its inability to provide clear floorplates of sufficient size.
- 6.22 The scheme as originally submitted proposed the total demolition of all of the police station in order to open up the Southmill Street/ Jackson's Row corner of the site. In light of the comments received in relation to the original scheme, which referred to the loss of the Portland stone element of the building in particular, this approach was reconsidered.
- 6.23 Given the difference in nature between the two elements of the police station building, and having considered heritage advice, options were therefore considered which sought to retain the more attractive Portland Stone frontage to Southmill Street whilst demolishing the poorer quality elements to the rear. Demolishing the rear elements would create a larger, clear site area within which a sizeable new building could be constructed. This would also allow for active frontages to be created in a new build element, and the scheme could seek to accommodate some of the uses identified for the site as well as increasing the efficient use of the site by building at higher density.
- 6.24 A different approach to permeability through the site and linkages with adjacent streets has been adopted in the revised scheme. Such an approach introduces a

north-south connection through the site behind the Portland stone police station building and does not depend on the demolition of this element to provide connections to adjacent streets, as was the case with the original scheme.

6.25 In consideration of the potential partial demolition of the police station, the following was considered:-

- The rear "A" Division brick-built building was designed to be utilitarian in design and materials and has no notable streetscape value;
- The Portland stone frontage is of architectural merit and is read in connection to the civic buildings of the Town Hall Extension and Central Library. Consequently, the Portland stone frontage contributes to the character and appearance of the Deansgate/ Peter Street Conservation Area; and
- The building is currently vacant and as such is not contributing in any way to life in the city; options for retention/ reuse have explored the viability of retention and partial retention, concluding that only partial retention of the building is viable.

6.26 The heritage advice summarised that demolishing the rear portion of the police station would result in the following heritage impacts:-

Table 5.3 – Police Station demolition impacts

Heritage Asset	Impact
Police Station	Minor adverse
Conservation Area(s)	Minor beneficial
Setting of Listed Buildings	Minor adverse

6.27 The public benefits of partially demolishing the Police Station are that it will:-

- allow the adjacent streets to become activated, reinvigorating this area of the city;
- act as a catalyst for the further transformation by opening up of links through the area; and
- make way for a prestigious, new, landmark development in the heart of the city centre which has substantial wider public benefits attached to it (as set out below).

In each case, the decision to demolish the synagogue and part of the police station was also made in recognition of the substantial public benefits that the comprehensive redevelopment of the site could deliver and which are set out in the next section.

7. CONCLUSIONS

7.1 This document has explained the options and rationale for the demolition of the synagogue and rear, brick-built element of the police station, which exist on the site at present. The heritage assets which will be affected/effected by the demolition of these buildings have been identified, these include the buildings themselves, the Deansgate/ Peter Street Conservation Area, the St Peter's Square Conservation Area and the Albert Square Conservation Area, and also various listed buildings within the vicinity. The overall significance of these assets is summarised in the table below:-

Table 6.1 – Summary significance of Heritage Assets

Heritage Asset	Significance
Manchester Reform Synagogue	Low
Sir Ralph Abercromby	Low
Police Station	Low
Deansgate/ Peter Street Conservation Area	High
St Peter Square Conservation Area	High
Albert Square Conservation Area	High
Identified listed buildings	Medium

7.2 As set out within Section 2 of this report, legislation and national policy seek to preserve and enhance the character, appearance, and historic interest which heritage assets possess. In considering applications for development (including demolition) which affect heritage assets, due weight should be given to their significance and the degree of harm, as well as to the requirement to preserve or enhance heritage assets.

7.3 Any development within or adjacent to heritage assets will have some degree of impact on their fabric or setting, and that could be either beneficial or harmful. The fundamental design objective is to ensure that the balance of the impact on the heritage asset is demonstrably beneficial, minimising any negative impact on its significance. Consequently, development works are required to be justified by clear and convincing evidence of the impact.

7.4 In this case, harm to the heritage assets has been assessed by Stephen Levrant Heritage Architecture as a result of the demolition of the buildings, as summarised in the table below.

Table 6.2 Impact to Heritage Assets

Heritage Asset	Demolition of Synagogue	Partial demolition of Police Station
Manchester Reform Synagogue	Moderate adverse	-
Sir Ralph Abercromby	Negligible	Minor adverse
Police Station	-	Minor adverse
Deansgate/ Peter Street Conservation Area	Moderate adverse	Minor adverse
St Peter Square Conservation Area	Negligible	Negligible
Albert Square Conservation Area	Moderate adverse	Minor adverse
Identified listed buildings	Minor adverse	Minor adverse

7.5 Section 5 of this report set out the individual benefits associated with the demolition of each building, these can be summarised as:-

Synagogue

Demolishing the existing synagogue and providing a new facility would:-

- Offer a safe, welcoming, fit for purpose place for worship;
- Retain and attract new members to the congregation, and better meet the needs of the existing congregation;;
- Allow a full range of educational services to be provided in the form of after school clubs and weekend services in modern, specifically designed, and attractive facilities;
- Provide full, inclusive access for the elderly and disabled;
- Provide sufficient parking on site, especially for those with young children, the elderly and disabled;

- Allow its rooms and facilities to be offered to the wider public which would generate an income stream, to allow the Synagogue to carry out its community work;
- Allow for the retention and relocation of the historically important fixtures and fittings of the synagogue into a new building which will ensure their preservation for years to come;
- Provide a new, modern, energy and water efficient building with significantly reduced running and maintenance costs making more money available to spend in ways which would benefit the congregation and wider community; and
- make way for a prestigious, new, landmark development in the heart of the city centre which has substantial wider public benefits attached to it (as set out below).

Police Station

The public benefits of demolishing the Police Station are that it will:-

- allow the adjacent streets to become activated, reinvigorating this area of the city;
- act as a catalyst for the further transformation and by opening up of links through the area; and
- make way for a prestigious, new, landmark development in the heart of the city centre which has substantial wider public benefits attached to it (as set out below).

7.6 The demolition of all the buildings on the site is also required in order to provide the following wider public benefits of the scheme.

Economic Benefits

- Achieve the objectives of the Jackson's Row Strategic Development Framework.
- Provide new, Grade A office accommodation of which there is an undersupply in Manchester.

- Modernise the city centre's economic infrastructure, contribute to and take advantage of agglomeration forces, providing business accommodation for the key growth sectors which will transform the northern economy, attracted by connectivity, a deep labour pool and economic opportunity.
- Deepen the labour market pool, increase the number of higher skilled and higher paid jobs, based on high productivity employment, make a significant contribution to accelerated economic growth and the re-balancing of the national economy, increasing Greater Manchester's share of high value added service jobs.
- Provide accommodation for approximately 1,800 new jobs directly, including more graduate level jobs in the conurbation's economy, with companies able to provide more apprenticeships, work placements, and intern places taking advantage of the sectoral makeup of the new employment and industry recruitment and training approaches.
- Create an additional c.500 jobs during the construction period, with an estimated construction value of £135m.
- Generate further, indirect supply chain employment.
- Provide Manchester's first, purpose-built 5-star hotel, capable of securing a major 5-star brand. There is a significant undersupply of 5-star hotel rooms and associated facilities within the city centre at present. The hotel provision will also create synergies with the wider St Michael's offering. Both commercial and residential occupiers in particular will benefit from being in close proximity to high quality conferencing, banqueting, gym and spa facilities that will form part of the hotel.
- Support, through the construction of the hotel, Manchester's growing service economy, thriving tourist industry, Manchester's ability to hold major conferences and events, as well as providing restaurants, large-scale banqueting, and spa facilities to Manchester's residents.
- Reconnect the key regeneration areas within the city centre, especially Spinningfields and the Civic Quarter and St Peter's Square, which are established and emerging commercial districts and hugely important to the overall success of Manchester's economy. An economy anchored by financial and professional services firms which typically locate in those areas.
- Allow the site, which is a significant element of central Manchester, to effectively and efficiently contribute to the city's economy, including the quality evening economy which now underpins Manchester's attraction as a

place to live and work, as well as to visit, thereby acting as a catalyst to regeneration of this part of the City.

- Make a significant contribution (£32.7m over ten years) to the public sector finances through the business rates generated by the high quality office space and leisure/ commercial space.
- Make a contribution of £114.7m over ten years to the UK treasury through additional Income tax and National Insurance contributions.
- Encourage new restaurant concepts, and innovative and independent businesses as the focus of the spaces and uses that surround them.

Social Benefits

- Retain and incorporate the Sir Ralph Abercromby Inn within the development, enhancing its setting by integrating the building into an area of new public realm;
- Enable required repair works to the Sir Ralph Abercromby;
- Retain the principal frontage element of the former Police Station and through conversion to a hotel, provide sustainable long-term use for the building;
- Create new, safe, vibrant public spaces, which will provide a year-round offer of attractions and events that exists nowhere else in the city. Such events will complement those held across the city, particularly in the nearby Albert Square.
- Provide greater activity and overlooking of existing streets to reduce the potential for crime and fear of crime.
- Provide public spaces that will be accessible to all.
- Deliver new high quality apartments for a growing and higher skilled workforce, aimed at higher earning executives and personnel.
- Meet an identified gap in the market for such quality of development in a centrally located position at the heart of the city's economy. The apartments will set new standards of living accommodation within the city centre and will benefit from the additional support services provided by the hotel.
- Replace the current Manchester Reform Synagogue which is not fit for purpose with a new, modern, safe, comfortable, welcoming facility. The current synagogue is in a very poor state of repair. It is increasingly, and almost prohibitively, expensive to maintain and insure. The building has electrical wiring dating from the 1950's, which is below current safety standards, and is

presently uninsurable. Further, the synagogue building is unwelcoming and this deters worshippers. The consequence of the condition of the building is a downward spiral of decline as congregation members decrease, income which could have been spent on the building fabric subsequently drops further.

- Retain and attract new members to the congregation, and better meet the needs of the existing congregation.
- Allow the synagogue to remain in a central location in the city centre and to incorporate it into a wider development which will benefit from shared services thereby promoting a diverse and inclusive community.
- Allow a full range of educational services to be provided by the Synagogue in the form of after school clubs and weekend services in modern, specifically designed, and attractive facilities.
- Provide full, inclusive access to the Synagogue for the elderly and disabled.
- Provide sufficient parking on site for use by the congregation of the Synagogue, especially for those with young children, the elderly and disabled.
- Allow the rooms and facilities of the Synagogue to be offered to the wider public, including through a combined offering with the internally connected 5* hotel, which would generate an income stream to allow the Synagogue to carry out its community work.
- Allow for the retention and relocation of the historically important fixtures and fittings of the synagogue into a new building which will ensure their preservation for years to come.
- Provide a new, modern, energy and water efficient synagogue building with significantly reduced running and maintenance costs making more money available for the benefit of the congregation and wider community.
- Allow for interpretation boards and/ or public art to provide an understanding and appreciation of the history of the site, including the Peterloo Massacre.
- Provide new views of the surrounding heritage assets allowing the heritage values to be revealed and understood and appreciated within a new context.

Environmental Benefits

- Add vibrancy and activity to an underused part of the city centre.
- Create a landmark development which will add buildings of the highest architectural quality to the City's townscape.
- Strengthen key pedestrian routes between Albert Square and the Civic Quarter

with Deansgate and Spinningfields.

- Provide improved public realm beyond the site boundaries on adjacent streets to enhance movement and the wider environment, as well as linking with wider public realm improvements in Albert Square and surrounding streets thereby increasing the area of cohesive public realm design in the heart of the city and seamlessly integrating the new development into the wider townscape.
- Create a new recognisable landmark for Manchester through the bold, high quality design of buildings, spaces and places to bolster identity and sense of place. The form and silhouette of the buildings are unique and over time will become synonymous with Manchester. Such defining architecture will reinforce Manchester's position at the national and international level.
- Redefine the heart of Manchester.
- Significantly improve existing wind conditions and pedestrian comfort at a number of locations in the local area as the tower will obstruct high-speed westerly and south westerly winds, reducing the pressure along Deansgate and Peter Street.
- There is also a major reduction in modelled wind speeds at the corner of Deansgate and Quay Street to the extent that the currently modelled 'unsafe' conditions will be made safe for pedestrians.
- Reduce surface water runoff from the site to flows of 50% of pre-demolition discharge rates, therefore minimising the risk of flooding within the locality and downstream of the development. Attenuation storage structures within the site will store surface water up to and including the critical 1 in 100 year flood event (plus a 40% allowance for climate change).
- Provide development built to high levels of sustainable design and construction including a CO2 reduction of 15% or greater against Part L of the Building Regulations and a reduction of 25% or greater on typical water consumption (litre/person/day). The offices will seek a BREEAM Excellent rating.
- Provide enhancements to site ecology including the creation of favourable habitat, such as the provision of ledges and foraging opportunities in the planting, for locally highlighted black redstart, as well as other bird species, insects and bats.

- 7.7 It is recognised that harm will be caused to the identified heritage assets as a result of the demolition of the onsite buildings, although overall this is less-than substantial. Considerable importance and weight has been given to the objective of preserving the heritage assets with due weight given to these impacts. However, in recognition of the substantial public benefits that demolition, and the proposed development, provides, it is considered that the benefits of the scheme substantially outweigh the heritage harm caused. Further, these impacts are significantly reduced in the revised scheme when compared to those in the original scheme and it is considered that the revised scheme strikes the optimal balance between retaining existing heritage assets on the site whilst delivering the aspirations for the site and the identified public benefits. Demolition of the Manchester Reform Synagogue and the demolition of the least significant element of the Bootle Street Police Station is therefore justified and all relevant legislation and planning policy is complied with in this regard.