MANCHESTER CITY COUNCIL

PLANNING

GROWTH & DEVELOPMENT

DELEGATED OFFICER REPORT FOR PLANNING APPLICATION

Application no.	142915/LO/2025
Date registered valid:	12 May 2025
Proposal:	Listed Building Consent for the replacement of 2no. windows and frames.
Address:	Flat 13, Victoria Mill, 10 Lower Vickers Street, Manchester, M40 7LJ
Ward(s):	Miles Platting & Newton Heath Ward
Applicant:	Miss Isabella Chambers
Agent (if any):	
Case officer:	Joshua Lee Tel: 0161 219 2851 Email: joshua.lee@manchester.gov.uk

Recommendation: Refuse

Date of recommendation: **07.07.2025**

APPLICATION DETAILS

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 16 May 2025

Standard consultations: Printed: 15 May 2025 Expired: 6 June 2025

Neighbour notifications: No neighbour notifications have been printed and sent.

Site notice: Posted: 16 May 2025 Expired: 7 June 2025

Press advert: Published: 20 May 2025 Expired: 11 June 2025

Departure from Development Plan: No

Environmental Statement: Not required

Listed building: Grade II*

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of site/building

The proposal related to a ground floor residential flat in the Grade II* listed Victoria Mill. The existing windows in Flat 13 are unauthorised white UPVC. The rest of the building features red stormproof windows which are not original to the building but are consistence across the elevations.



Figure 02/03. Existing UPVC windows (Left). Neighbouring property with original timber windows (Right). Proposed windows to match original as shown in Figure 03 (right).

Description of area
The property is in a mostly residential part of the Miles Platting & Newton Heath ward of Manchester. The Rochdale Canal runs alongside the building with Victoria Mill Park adjacent and Park View Community School on the opposite bank.

Description of development
Listed Building Consent for the replacement of 2no. windows and frames.

The proposed windows are flush casement standard sash softwood windows in wine red.

PLANNING HISTORY

142150/LO/2025
Description: Listed Building Consent for the replacement of 4no. windows and frames
Decision: Withdrawn 03/04/2025

140959/LO/2024
Description: Listed Building Consent for works to part of the basement comprising the installation of fireproof ceiling and blocking up of internal doorways

Decision: Approved 21/10/2024

138806/FO/2023
Description: Conversion of part of the basement to 7 apartments (Class C3) with associated internal and external alterations

Decision: Approved 14/08/2024

138807/LO/2023
Description: Listed Building Consent for the conversion of part of the basement to 7 apartments (Class C3) associated internal and external alterations.

Decision: Approved 14/08/2024

136174/LO/2023
Description: LISTED BUILDING CONSENT for works to part of the ground floor and basement of the building comprising the removal of non-original ceilings, walls, and column boxes, the intumescent painting of cast-iron columns and beams, the reinstatement of ceilings and partitions where necessary, and the replacement of M&E systems

Decision: Approved 24/11/2023

131378/FO/2021
Description: Installation of external lighting and chimneys at roof level and elevational alterations to form external door at lower ground floor level.

Decision: Approved 15/03/2022

131298/JO/2021
Description: Variation of conditions 1 (specified plans), 3 (surface water drainage), 8 (cycle parking) and 11 (refuse storage arrangements) attached to planning permission referenced 119321/JO/2018 to enable the omission of cycle parking from the basement and the creation of cycle stores at floors 1-5, the omission of the waste chute to staircase A, the omission of home working offices adjacent to the central stair core and the use of rooms at floors 1-5 as bin stores.

Decision: Approved 15/03/2022

131379/LO/2021
Description: Listed Building Consent for the installation of external lighting; insertion of fire safety partition wall to ground floor lift lobby; new 8 person lift within existing lift shaft; insertion of internal doors to lift lobby at ground floor and corridors at upper floors; creation of smoke shaft adjacent to staircase B with chimney

at roof level; creation of ventilation shaft to bin stores floors 1 - 5 with chimney at roof level; steps to staircase C within lobbies at floors 2 and 3; installation of ventilation shaft to existing lift shaft with chimney to roof; replacement of external door at lower ground floor level and associated external repair works

Decision: Approved 15/03/2022

131380/JO/2021

Description: Variation of planning conditions 1 (specified plans) attached to listed building consent referenced 119357/JO/2018 to enable the omission of cycle parking from the basement and the creation of cycle stores at floors 1- 5, the omission of the waste chute to staircase A, the omission of home working offices adjacent to central stair core, and the use of rooms at floors 1-5 as bin stores

Decision: Approved 15/03/2022

129500/LO/2021

Description: Listed Building Consent for the replacement of 2 No. large timber windows with matching timber windows

Decision: Approved 07/05/2021

119357/JO/2018

Description: Application to vary Conditions 2 (specified plans) and 3 (windows) attached to planning permission 114601/LO/2016 to allow the replacement of the existing windows, the relocation of the waste storage area for all apartments to the ground floor and the creation of 5 no. additional apartments (Class C3)

Decision: Approved 06/06/2018

119321/JO/2018

Description: Application to vary Conditions 2 (specified plans) and 3 (windows) attached to planning permission 114600/FO/2016 to allow the replacement of the existing windows, the relocation of the waste storage area for all apartments to the ground floor and the creation of 5 no. additional apartments (Class C3)

Decision: Approved 06/06/2018

117148/FO/2017

Description: Change of use of part of basement and ground floor to create 9 apartments (Class C3)

Decision: Approved 24/11/2017

117149/LO/2017

Description: Listed Building Consent for internal and external alterations to part of basement and ground floor to allow a change of use for 9 apartments (Class C3)

Decision: Approved 24/11/2017

114601/LO/2016

Description: Listed Building Consent for the internal and external alterations associated with the change the use of the north side of Victoria Mill to create 80 no. residential units on the first to fifth floors

Decision: Approved 26/09/2017

114600/FO/2016

Description: Proposed change of use of the first to fifth floors of the north side of Victoria Mill from offices (Class B1) to create 80 no. residential apartments (Class C3a) comprising 65 x 2 no. bedroom units and 15 x 1 no. bedroom units and communal home working offices for residents, with associated internal and external alterations to the listed building

Decision: Approved 26/09/2017

111646/LO/2016/N1

Description: Listed Building Consent for Internal alterations to layout of existing residential units

Decision: Approved 23/05/2016

110872/LO/2015/N1
Description: Listed Building Consent for internal alterations to layout and installation and removal of partition walls of existing residential units

Decision: Approved 16/02/2016

108840/LO/2015/N1
Description: Listed Building Consent for internal alterations to layouts of existing residential units

Decision: Approved 29/07/2015

058660/LO/NORTH2/00
Description: LISTED BUILDING CONSENT Various non illuminated signs (1) Sign A - wall mounted directional/information sign (2) Sign B - wall mounted information sign (3) Sign C - wall mounted information sign (4) Sign D -wall mounted directional sign (5) Sign E - free standing directional sign

Decision: Split 21/04/2000

058659/AO/NORTH2/00
Description: Various non-illuminated signs (1) Sign A - wall mounted directional/information sign (2) Sign B - wall mounted information sign (3) Sign C - wall mounted information sign (4) Sign D - wall mounted directional sign (5) Sign E - free standing directional sign

Decision: Split 21/04/2000

053980/LO/NORTH2/98
Description: LISTED BUILDING CONSENT Installation of Security Devices to Ground Floor of North Block

Decision: Approved 06/05/1998

053921/FO/NORTH2/98
Description: Conversion of part of lower ground floor to 3 self contained flats and associated elevational alterations

Decision: Approved 21/04/1998

053679/LO/NORTH2/98
Description: LISTED BUILDING CONSENT Internal and external works to Lower Ground Floor in connection with use as 3no. dwellings

Decision: Approved 09/04/1998

052485/LO/NORTH2/97
Description: LISTED BUILDING CONSENT Installation of two louvres to three windows of each storey of each elevation of the north block

Decision: Approved 16/09/1997

050149/FO/NORTH2/96
Description: Change of use of the north block ground floor to cafe, doctors surgery, and commercial office space

Decision: Approved 06/01/1997

048360/FU/NORTH2/95
Description: Use of ground and lower ground floors for community uses.

Decision: Approved 30/11/1995

046720/LO/NORTH2/94
Description: LISTED BUILDING CONSENT Renovation and partial demolition to provide residential and office accommodation

Decision: Approved 28/09/1995

034800
Description: LISTED BUILDING CONSENT Renovation of mill including demolition of extensions made since 1950 and provision of additional floor

Decision: Approved 31/10/1989

034725
Description: Alterations and conversion of former Mill to form residential and Class B1 commercial uses.

Decision: approved 31/10/1989

F14085
Description: Erection of 12 ft. high fencing and gates to forecourt/car park.

Decision: Refused 01/10/1980

F10917
Description: Erection of a 12 ft high security fence and gates.

Decision: Refused 03/10/1979

F/AD01206
Description: Non-illuminated single sided notice board situated on Varley Street elevation of warehouse.

Description: Temp Approved 05/11/1976

CONSULTATION, NOTIFICATION & PUBLICITY RESPONSES

Publications

Site Notice and Press Advertisements
No representations received

NEGOTIATIONS
Issues have arisen in the consultation phase which required negotiations in positive and proactive manner.

The flush casements would not fit in with the existing casement style across the windows on the façade.

Updated proposed development
The updated scheme changes the flush casement to the stormproof casement.

CONSULTATION, NOTIFICATION & PUBLICITY RESPONSES TO UPDATED DESCRIPTION OF DEVELOPMENT.
Not required.

RELEVANT POLICIES & THE PRINCIPLE OF DEVELOPMENT

Relevant Policies
Section 38 (6) of the Town and Country Planning Act 2004 states that applications for development should be determined in accordance with the adopted development plan unless material considerations indicate otherwise.

The following policies are considered relevant.

- The Manchester Core Strategy Development Plan Document 2012-2027
    - Development Management and Planning Obligations
        - DM 1 - Development Management
    - Objective 1 - Spatial Principles
        - SP 1 - Spatial Principles (Partially replaced by PfE Policy JP-S 1)
    - Objective 6 Environment
        - EN 1 - Design Principles and Strategic Character Areas
        - EN 3 – Heritage (Deletions replaced with PfE Policy JP-P2)
- Extant Unitary Development Plan (UDP) –
    - Citywide Development Control Policies
        - DC19 - Listed Buildings
- Places for Everyone Plan Joint Development Plan Document 2022-2039-
    - Strategy
        - JP-Strat5: Inner Areas
    - Sustainable and Resilient Places
        - JP-S1: Sustainable Development
    - Places for People
        - JP-P1 Sustainable Places
        - JP-P2: Heritage
- The National Planning Policy Framework (The NPPF) –
    - Section 2 - Achieving sustainable development
    - Section 4 – Decision-making
    - Section 12 – Achieving well-designed places
    - Section 16 - Conserving and enhancing the historic environment

Principle

The City Council recognises that listed assets require upkeep and maintenance and this should be done in line with local policy and heritage best practice. In this case the principle of replacing the unauthorised UPVC windows is supported as long as the proposed replacements are in keeping with the existing façade.

The Planning (Listed Buildings and Conservation Areas) Act 1990 provides general requirements for the submission of listed building consent applications, namely that these should be accompanied by sufficient particulars to identify the building to which it relates, including a plan; such other plans and drawings as are necessary to describe the works which are the subject of the application; and such other particulars as may be required by the authority.

With this in mind, it is considered that the information submitted under this application fails to meet the requirements set out in this Act on account of the inaccuracies which exist amongst the submitted drawings in addition to the inadequacy of the information submitted in elucidating the proposal's impact upon the Grade II* listed asset. These issues are set out more clearly below.

ISSUES

Appropriate siting, layout, scale, form, massing, materials, and detail

It is noted that the existing is unauthorised UPVC and its replacement is supported. The current windows in the wider building are non-original but have a consistent approach across all the facades of the building.

The proposed windows would need to completely match the design, style and form of the current windows, including any details such as trickle vents.

Even as amended, the proposed plans are not detailed enough (missing elements such as trickle vents) to ensure that the proposed scheme would fit within the existing façade and not be visually distinctive and therefore harm the Grade II* listed building.

The applicant would need to provide full existing drawings and sections of the existing windows and full detailed proposed drawings and sections. Ideally full joinery details should be provided detailing how the replacements are an exact match to the rest of the façade.

The City Council is not confident that the replacement windows would not cause material harm to the listed building and therefore must refuse the application.

Impact on the surrounding areas in terms of the design, scale, and appearance of the proposed development.

The main effects are to the building as above and ensuring that the impact to the listed building is not harmful.

Effects on amenity

Privacy

The replacement windows are like for like replacements with no impact to local privacy.

Light

The replacement windows are like for like replacements with no impact to light.

Effects relating to biodiversity, landscape, archaeological or built heritage

Built Heritage

The proposal is within the Grade II* Listed Victoria Mill.

Victoria Mill was a cotton spinning mill built by William Holland between 1867 and 1873 to a design by the reputable mill architect George Woodhouse.

The double mill is 6 stories high constructed in red brick with some stone detailing in the “Italianate” style which was popular for large mills during the 19th century.

In the 1890’s and 1900’s there were various additions and alterations as a result of fire damage, then in 1960 the mill was closed and sat vacant until 1989 when the South West half of the building was converted into apartments, and the North East into offices.

At this time the original windows were replaced with painted softwood windows with uniform fenestration to all the dwellings copying the original 6 pane arrangement.

The building is described by English Heritage as “An excellent example of the development of a specifically industrial architecture, and of the work of George Woodhouse.”

The proposed windows would need to completely match the design, style and form of the current windows, including any details such as trickle vents.

Even as amended, the proposed plans are not detailed enough to ensure that the proposed scheme would fit within the existing façade and not be visually distinctive and therefore harm the Grade II* listed building.

Without the full plans and sections the City Council is unable to assess the harm to the heritage asset (as set out in the NPPF Section 16) and therefore requires refusal.

OTHER LEGISLATIVE REQUIREMENTS

Equality Act 2010

Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person’s home, other land and business assets. In taking account of all material considerations, including Council policy as set

out in the Core Strategy and saved polices of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

CONCLUSION

While the principle of replacing the unauthorised UPVC windows is supported in order to preserve the character of the Grade II* listed Victoria Mill, the application fails to provide sufficient and accurate details to ensure the proposed replacements are appropriate. Despite efforts to resolve the issues through negotiation, the submitted plans remain inadequate in demonstrating that the new windows would match the existing façade in design and detail. As such, the proposal risks causing harm to the heritage asset and does not meet the requirements of relevant local and national planning policies.

RECOMMENDATION: APPROVE

Article 35 Declaration

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. There were minor changes required to meet the requirements for approval and the officer and applicant worked together to find an amicable solution.

REASON(S) FOR APPROVAL

1. **Insufficient information**
   The drawings and information submitted to date are inaccurate, insufficient and inadequate. Corrected plans and additional details have been requested but not submitted; therefore, given the quality, accuracy, and adequacy of the submitted drawings and information, and the uncertainty of how the proposal may impact and cause harm to the Grade II* listed asset, the City Council is unable to support this application, as it conflicts with the principles set out under the Planning (Listed Buildings and Conservation Areas) Act 1990, saved policy DC19 of the Unitary Development Plan for the City of Manchester, policy EN3 of the Manchester Core Strategy, policy JP-P2 of Places for Everyone, and chapter 16 of the National Planning Policy Framework.

APPENDIX 1 – LIST OF CONSULTEES & NEIGHBOURS NOTIFIED

Heritage & Urban Desig

APPENDIX 2 – PLANNING CONSTRAINTS

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4

Coal Authority - Development High Risk - Name: DEVELOPMENT_HIGH_RISK_AREA

Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA

Coal Authority - Surface Coal Resources - Name: Coal bearing strata at surface

Hazard - Degussa Limited

Susceptible to Surf Water Flood (Less) -

Susceptible to Surf Water Flood (Middle) -

Susceptible to Surf Water Flood (More) -

Area Team Boundary - Name: NORTH AREA