

23 Radium Street, Ancoats, Manchester

HERITAGE STATEMENT | APRIL 2025

On behalf of Shimla Enterprises Limited



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Section 1

Introduction.

1 | Introduction

Overview

- 1.1 This Heritage Statement has been prepared on behalf of Shimla Enterprises Limited ('the Applicant') to support a full planning application at 23 Radium Street ('the Site') within the City of Manchester. It provides an assessment of the anticipated heritage impact of the proposed development.
- 1.2 This report will:
- Set out the relevant legislative and policy framework within which to understand the proposed development of the Site;
 - Provide a proportionate and robust analysis of the Site and surrounding area's historic development;
 - Describe the Site and identify relevant heritage assets, their significance and the contribution of their setting to this significance;
 - Provide an assessment of any effects to the setting of identified heritage assets resulting from the proposed development.
- 1.3 The baseline was prepared using desk-based research including historic map regression and digitised archival analysis.
- 1.4 The report has been produced by Icen Projects. Specifically, it is authored by Georgina Mark BA (hons) MSt (Cantab), Senior Consultant, with review by Laurie Handcock, MA(Cantab) MSc, IHBC, Director.

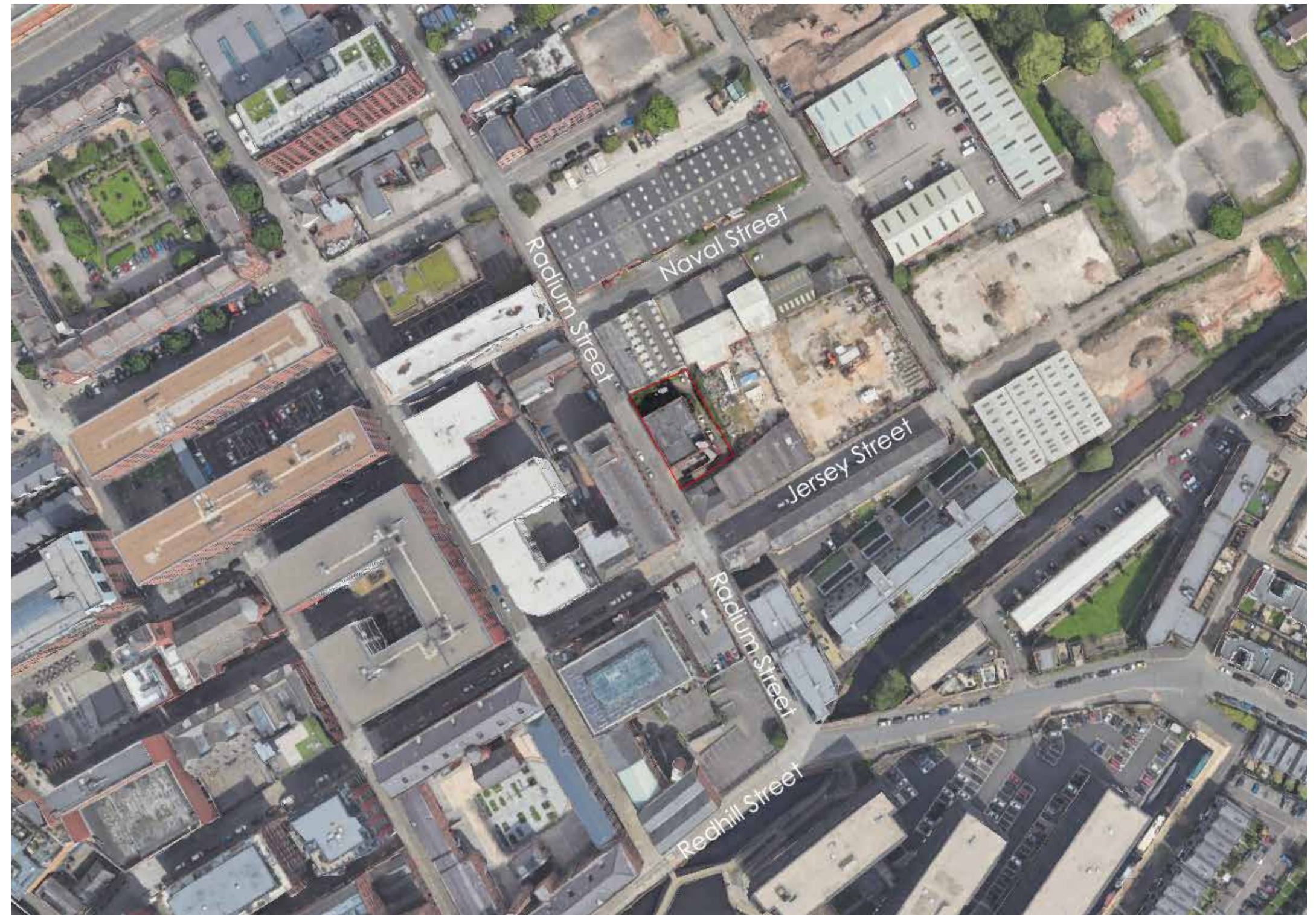


Figure 1.1 Site Location
Source: Google Maps

Design Development & Pre-application Feedback

- 1.5
- The proposal comprises the redevelopment of the Site, including the construction of a single-storey glazed upward extension to the existing building. The extension will comprise a covered terrace which will provide ancillary space for use by the commercial tenant below.
- 1.6
- The proposal has evolved from a more comprehensive scheme for the Site's redevelopment, pursued in 2023-24. This previous scheme involved the proposed construction of a wraparound and two-storey roof extension. The scheme was informed by discussions with Council Officers during pre-application consultations held in October 2023 and January 2024. Progression of the proposed design has also been steered by feedback from Historic England, who consulted on an early iteration of the proposal in May 2023.
- 1.7
- A revised scheme for the Site's development seeks to address issues pertaining to rights to light involving neighbouring properties, rather than objections or major concerns relating to the planning matters. Nevertheless, the current proposal seeks to build upon feedback related to the previous scheme of development. This is set out in Table 1, adjacent.
- 1.8
- Further commentary by Historic England and Council officers is detailed in Section 5 of this report, where an assessment of the proposal, set against consultation feedback and relevant policy, is provided.

Pre-Application Feedback Relating to the 2024 Scheme	The Current Proposal's Response to Feedback
Historic England supported the principle of a wraparound and roof extension to the Site building, <i>'provided that it did not create a building of a scale and massing which competes within the primacy of views of Beehive Mill, or which is a visually intrusive element within the townscape of the conservation area'</i> .	The current proposal involves a much-reduced scheme which omits a wraparound extension and involves a single-storey roof extension, rather than a two-storey extension, which will increase the existing building height to a comparatively lesser extent. Furthermore, the proposed form and arrangement of the upwards extension has been designed to maintain the Site's subservience to Beehive Mill in its visual and townscape context. As such, the proposal is considered to be acceptable in-principle, according to Historic England's previous feedback.
Manchester City Council officers also expressed support for the principle of extending the Site building, however their pre-application feedback emphasised the need for a proposal to respond to the Site's transitional role within the emerging townscape. Specifically, the proposed height of any upward extension should facilitate a transition between the recently-approved Phoenix Ironworks scheme, the existing buildings along Jersey Street and Beehive Mill. ¹	In addition to the above, as set out within the submitted Design & Access Statement, produced by BACX, <i>'the [current proposal] has been designed to closely align with the recently approved mixed-use project by Manchester Life, adopting complementary approaches in terms of height, mass, volume, and material use to enhance and revitalise the streetscape'</i> . Specifically, the proposed height of the upward extension, alongside its contemporary framed and glazed design, seeks to improve the Site's role in the transition between historic buildings along Jersey Street and new, large-scale development around Phoenix Ironworks.
Both Historic England and Council Officers provided guidance on design and materiality. Historic England noted their preference for a contemporary take on the architectural character of the area. Council officers further noted that, <i>'it is appropriate that the extension is set back from the main facade and is expressed in a different material'</i> .	Guidance on design and materiality, provided by both consultees, has been integrated into the proposal. A contemporary design approach has been adopted by the proposal in a manner which seeks to reference the historic industrial character of the Site and surrounding area, whilst maintaining legibility of their phased development. The proposed upward extension is, as per Council Officer feedback, set back from the main facade and expressed in a different material.

Table 1: Summary of the Proposal's Response to Pre-Application Feedback Relating to the 2024 Scheme

1 Manchester City Council Planning Ref. 137346/FO/2023



Figure 1.2 2024 Scheme, showing the previously proposed wrap around extension and 2-storey upward extension. Proposed south elevation
Source: Drawing produced by BARCX



Figure 1.3 The current proposal, showing a one-storey upward extension. Proposed south elevation
Source: Drawing produced by BARCX

Section 2

Planning Legislation, Policy & Guidance.

Legislation		National Policy		Manchester City Council Local Plan		
2.1	Where any development may have a direct or indirect effect on designated heritage assets, there is a legislative framework to ensure the proposals are considered with due regard for their impact on the historic environment.	National Planning Policy Framework (December 2024)		2.8	Manchester’s Local Plan, previously named the Local Development Framework, includes the Places for Everyone Joint Development Plan 2022-2039, the Core Strategy Development Plan (adopted July 2012) and Extant Unitary Development Plan policies which were not replaced by the Core Strategy document.	Policy EN 1 Design Principles and Strategic Character Areas
		2.2	The NPPF affirms, in paragraph 135, the need for new design to function well and add to the quality of the surrounding area, establish a strong sense of place, and respond to local character and history, while not preventing or discouraging appropriate optimisation, innovation or change (such as increased densities).	2.9	Relevant heritage policies are copied below.	
		Paragraph 139 requires development that is not well-design to be refused, whilst significant weight should be given to development which reflects local design policies and/or is outstanding, innovative and helps raise the design standards in the area.		Places for Everyone Joint Development Plan 2022-2039		
				Policy JP-P2: Heritage		
		2.3	Paragraph 139 requires development that is not well-design to be refused, whilst significant weight should be given to development which reflects local design policies and/or is outstanding, innovative and helps raise the design standards in the area.	2.10	This policy states that local plans should consider the conservation and enhancement of heritage assets and their settings, with creative contextual architectural responses that contribute to their significance and sense of place;	
		2.4	Paragraph 207 states that local planning authorities should require applicants to describe the significance of heritage assets affected and any contribution made by their setting. The level of detail provided should be proportionate to the significance of the asset.	2.11	Particular consideration will be given to ensure that the significance of key elements of the historic environment which contribute to Greater Manchester’s distinctive identity and sense of place are protected from harm.	
		Paragraph 210 emphasises that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.		Core Strategy Development Plan		
2.2	Paragraph 210 emphasises that local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.	Paragraphs 212 - 215 address the balancing of harm against public benefits. If a balancing exercise is necessary (i.e. if there is any harm to the asset), great weight should be applied to the statutory duty where it arises, and any harm to significance should require a clear and convincing justification. Where substantial or less than substantial harm will arise as a result of a proposed development, this harm should be weighed against the public benefits of a proposal, including for less than substantial harm, securing its optimum viable use (para.215). In the case of substantial harm, this must be necessary to achieve substantial public benefits, or a number of criteria set out in paragraph 214 apply.		Policy CC 9 Design and Heritage		
		2.12	Design of new buildings will need to be of the highest standard in terms of appearance and function. The standards and guidance explained in other LDF policies should be the basis for the approach to design, with particular attention to be given to the City Centre context and character.	2.13	Development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments.	
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		2.13	Development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments.	2.14	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. New development must support the range of uses the Council expects in the City Centre and contribute to a coherent and integrated physical environment.	
2.3	Paragraph 219 encourages opportunities for new development within, and within the setting of, Conservation Areas and World Heritage Sites, to enhance or better reveal their significance. Whereas paragraph 220 notes that loss of an element which makes a positive contribution to these should be assessed according to paragraphs 214 and 215, taking into account its contribution to the whole.	Paragraph 219 encourages opportunities for new development within, and within the setting of, Conservation Areas and World Heritage Sites, to enhance or better reveal their significance. Whereas paragraph 220 notes that loss of an element which makes a positive contribution to these should be assessed according to paragraphs 214 and 215, taking into account its contribution to the whole.				
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Policy EN 3 Heritage

- 2.16 Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre.
- 2.17 New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.
- 2.18 Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

Extant Unitary Development Plan

DC19.1 Listed Buildings

- 2.19 In determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:

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

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

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

d. seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the

use of adjacent land, and where appropriate, by the preservation of trees and landscape features;

- e. permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;
- f. not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

Other Relevant Guidance

Planning Practice Guidance (Last Updated June 2021)

- 2.20 Paragraph 002 states that conservation is an active process of maintenance and managing change that requires a flexible and thoughtful approach.
- 2.21 Paragraph 006 sets out how heritage significance can be understood in the planning context as archaeological, architectural, artistic or historic.
- 2.22 Paragraph 018 explains that, where potential harm to designated heritage assets is identified, it needs to be categorised as either less than substantial harm or substantial harm (which includes total loss) in order to identify which policies in the NPPF (paragraphs 212 - 215) apply. It goes on to state that whether a proposal causes substantial harm will be a judgment for the decision-maker, having regard to the circumstances of the case and the policy in the NPPF. In general terms, substantial harm is a high test, so it may not arise in many cases.
- 2.23 The PPG also provides clear guidance in paragraph 020 on the meaning of ‘public benefits’, particularly in relation to historic environment policy, including paragraphs 212 - 215 of the NPPF. The PPG makes clear that public benefits should be measured according to the delivery of the three key drivers of sustainable development: economic, social and environmental outcomes, all of which are reflected in the objectives of the planning system, as per Paragraph 8 of the NPPF.

Historic England GPA 2: Managing Significance in Decision-Taking in the Historic Environment [March 2015]

- 2.24 This document provides advice on numerous ways in which decision-taking in the historic environment could be undertaken, emphasising that the first step for all applicants is to understand the significance of any affected heritage asset and the contribution of its setting to its significance. In line with the NPPF and PPG, the document states that early engagement and expert advice in considering and assessing the significance of heritage assets is encouraged.
- 2.25 The document sets out the recommended steps for assessing significance and the impact of development proposals upon it, including examining the asset and its setting and analysing local policies and information sources. In assessing the impact of a development proposal on the significance of a heritage asset the

document emphasises that the cumulative impact of incremental small-scale changes may have as great an effect on the significance of a heritage asset as a larger scale change. Crucially, the nature and importance of the significance that is affected will dictate the proportionate response to assessing that change, its

Historic England GPA 3: The Setting of Heritage Assets (2nd Edition) [December 2017]

- 2.26 This advice note focuses on the management of change within the setting of heritage assets. It replaces The Setting of Heritage Assets: Historic Environment Good Practice Advice in Planning Note 3 – 1st edition, (2015) and Seeing the History in the View: A Method for assessing Heritage Significance within Views (English Heritage, 2011).
- 2.27 The advice in this document, in accordance with the NPPF, emphasises that the information required in support of applications for planning permission and listed building consent should be no more than is necessary to reach an informed decision, and that activities to conserve or invest need to be proportionate to the significance of the heritage assets affected and the impact on the significance of those heritage assets. At the same time those taking decisions need enough information to understand the issues.
- 2.28 This note gives assistance concerning the assessment of the setting of heritage assets and the statutory obligation on decision-makers to have special regard to the desirability of preserving listed buildings and their settings; and that settings can contribute to the significance of a heritage asset.

Section 3

Historic Development of the Site and Surroundings.

3 | Historic Development of the Site and Surroundings

Historic Development of Ancoats

- 3.1 The Site lies within the area of Ancoats, located on the eastern outskirts of the city centre. The streets of Ancoats were laid out during the mid-eighteenth century and the area comprised sporadic housing and shops, extending from the commercial centre of New Cross.
- 3.2 In c.1765, surveys of Ancoats were carried out by James Brindley to inform the development of the Rochdale Canal. The canal was opened in 1804-1912, shortly after the opening of the Ashton Canal in 1796, however mills were constructed in Ancoats as early as 1785, suggesting that industrialists confidently envisioned the area to be a hub of manufacturing activity.¹
- 3.3 Indeed, the Rochdale and Ashton Canals facilitated the efficient transportation of raw materials and finished goods both in and out of Ancoats.² Most importantly, these canals promoted steam-powered manufacturing, resulting in large-scale mills and factory complexes being established throughout the area from the early nineteenth century. Whilst similar steam-powered developments were erected elsewhere in Manchester, Leeds and Shrewsbury at this time, Ancoats was unrivalled in terms of concentration.³
- 3.4 Alongside industrial buildings emerged housing for mill and factory workers. The local milling industry operated on a domestic system, with entire families - parents and children - employed by a mill. Nevertheless, due to the proliferation of available workers, mill owners did not need to provide housing themselves. Instead, small businessmen and members of the building trade operated tenements, erecting them in piecemeal fashion between industrial premises.
- 3.5 Poor-quality back-to-back housing developed around Ancoats during the early nineteenth century. Close communities such as Gerrards Court, a block of 45 back-to-back houses off Bengal Street, were common. ⁴Work and domestic life were inextricably mixed in the Ancoats industrial suburb. Located amongst the houses, mills, workshops and factories were churches, pubs and the occasional school.

1 Ancoats Conservation Area Appraisal, 'History', https://www.manchester.gov.uk/info/511/conservation_areas/1216/ancoats_conservation_area/2

2 Ibid

3 English Heritage, 'Ancoats; Cradle of Industrialisation' (2011), pg. 17

4 Ibid, pg. 33



Figure 3.1 1848 OS Map
Source: Reproduced with the permission of the National Library of Scotland
The Site is highlighted in red



Figure 3.2 1908 OS Map
The Site is highlighted in red

- 3.6 Between 1861 and 1891, the population of Ancoats declined from 56,000 to 46,000 residents.⁵ This decline facilitated improvements to the built environment of Ancoats, promoted by the local government. Most notably, in 1894-97, Victoria Square, Manchester's first example of municipal housing, was erected to replace a mass of back-to-back housing.
- 3.7 A decline was also experienced in the cotton industry during the 1930's, however the need for manufacture during the Second World War sustained the Ancoats industry until the mid century. Following the war, milling within Ancoats largely ceased, and many compulsory purchase and clearance orders were issued for its streets of 'grossly unfit' housing.⁶
- 3.8 As the closure and/or demolition of historic industrial premises became commonplace, an area of Ancoats was designated as a conservation area by Manchester City Council in June 1989. This bounded by Great Ancoats Street, Oldham Road, Kemp Street, Wadeford Close, Jersey Street and the Rochdale Canal.
- 3.9 In 2016, Ancoats was the subject of a regeneration scheme promoted by Manchester City Council as part of their Ancoats and New Islington masterplan.⁷ Between 2016 and 2020, 1,750 residential units, two office conversions and a new school were completed around Cutting Room Square and New Islington. From 2020, land north of Radium Street is the focus for the next phase of the area's regeneration.⁸
- 3.10 Developments within the Ancoats area include the Ancoats Dispensary (completed), the Ancoats Mobility Hub (scheduled for completion in November 2024), the Eliza Yard and Phoenix Ironworks (ref. 137346/FO/2023).

5 Ibid, pg. 47

6 Ibid, pg. 66

7 Manchester City Council, Planning and Regeneration, <https://www.manchester.gov.uk/info/200079/regeneration/8462/ancoats>

8 Ancoats and New Islington NDF Character Area 3 - Poland Street Zone, Manchester City Council (2020)

3 | Historic Development of the Site and Surroundings

Historical Development of the Site

- 3.11 During the mid-nineteenth century, the Site comprised a single building fronting onto Radium Street (former German Street). At this time, the Site was bounded to the west by 'Bengal Arm', a branch of the Rochdale Canal which lay to the south. A series of workshops and industrial premises were situated to the north, at Phoenix Works.
- 3.12 An ordnance survey map dated 1849 reveals the Site was occupied by St Paul's Church School, a day and Sunday school which likely served working families of the surrounding mills. Access to the Site was via 'School Court', which also separated the school building from workshop buildings comprising Phoenix Works. Over time, such buildings facilitated iron and brass works, glass works, leather works and a saw mill.
- 3.13 Historic map regression confirms that the Site remained largely unchanged until the mid-twentieth century. Between 1956 and 1958, the school building was demolished and the Site remained vacant until c.1966. Stadall Industrial Products occupied a new building, labelled on a 1966 Ordnance Survey map as 'engineering works', yet described in a 1968 newspaper entry as a 'busy office'.⁹
- 3.14 There is no known planning history of relevance for the Site, following the development of the existing building in c.1966.



Figure 3.3 1848 OS Map
Source: Reproduced with the permission of the National Library of Scotland

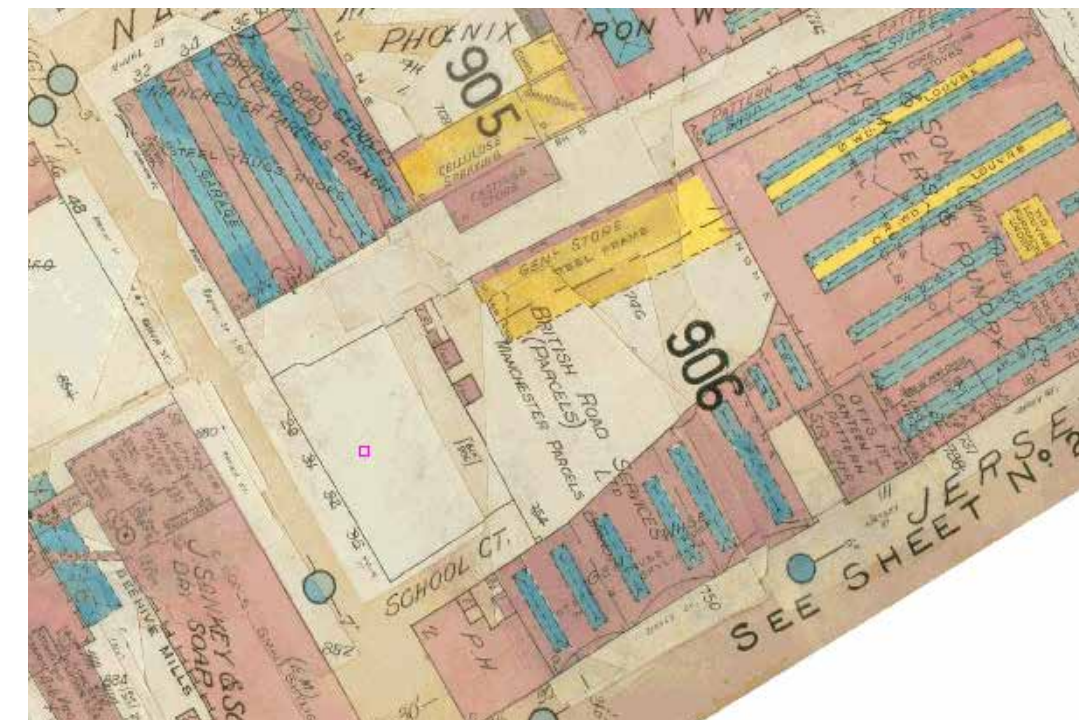


Figure 3.5 1962 Insurance Map



Figure 3.4 1928 Insurance Map



Figure 3.6 1967 Photograph of the Cross Keys Public House with Site building in the background
Source: Greater Manchester Lives Online Collection

9 Manchester Evening News - Wednesday 04 September 1968

Section 4

Assessment of Significance.

4 | Assessment of Significance

The Site

- 4.1 The Site comprises a three-storey former factory building. The building adopts a rectangular footprint which fronts onto Radium Street. It is constructed with a reinforced concrete frame and red and brown-brick structure with a flat roof, concealed by a brick parapet.
- 4.2 The building possesses a regular fenestration arrangement, mostly comprising historic windows, with some modern replacements. At the building's southern elevation exists a loading bay with a steel hoist structure which connects to a loading shaft entrance located at second-storey level. Fire escape entrances with an associated metal escape staircase are located at each level of the building, to the rear.
- 4.3 A yard space exists to the north and east of the building. School Court bounds it to the south and beyond this exists the former Cross Keys Inn. More widely, the Site, being located within the heart of the historically industrial area of Ancoats, is surrounded by many examples of former factory buildings.
- 4.4 These buildings share a distinctive architectural character comprising red-brick structures, generally devoid of external decoration, with regular fenestration. Buildings are typically large scale, ranging between three and four storeys in height.
- 4.5 Modern developments commonly reflect this architectural character in their designs, and multiple developments along Bengal Street (one street adjacent to the Site) are commonly eight storeys in height. Likewise, the upward extension of historic buildings has also been practiced within the area. Of particular note is the large-scale, two-storey upward extension of Little Mill (Grade II), located adjacent to the Site.



Figure 4.1 The Site (left) lies opposite Beehive Mill (right)



Figure 4.3 A contemporary upward extension to Little Mill, located close to the Site is a typical development for the area



Figure 4.2 The rear, east elevation of the Site. Beehive Mill is visible behind the Site and large-scale modern developments are located in the background.



Figure 4.4 This Google aerial image illustrates the industrial character of the townscape surrounding the Site (in red). Modern developments are distributed amongst industrial buildings and adopt the architectural character of these buildings amongst their design. Upward extensions to existing buildings are also visible.

4 | Assessment of Significance

Identification of Assets

- 4.6 The scope of this assessment is considered to be proportionate to the significance of identified heritage assets and the nature of change proposed, in line with National Planning Policy Framework (NPPF) paragraph 200.
- 4.7 The Site is located within the Ancoats Conservation Area (highlighted in purple on the adjacent map). It is located within 150m of a handful of listed buildings, identified below:
1. Beehive Mill (Grade II*)
 2. Little Mill (Grade II)
 3. Victoria Square (Grade II)
 4. Union Street Bridge (Grade II)
 5. Former Warehouse and Offices of Old Mill, Decker Mill and New Mill (Grade II)
 6. Old Mill (Grade II*)
 7. New Mill (Grade II*)
 8. Doubling Mill, Redhill Street (Grade II*)
- 4.8 The Site is considered to make no contribution to the setting and significance of assets numbered 3-8. Furthermore, the proposals would not affect the contribution that their settings make to significance due to their distance from the Site, the recent changes to the area and the minor nature of the proposals which would not impact their setting. As such, in line with paragraph 207 of the NPPF, these assets are not assessed in detail.
- 4.9 To confirm, Beehive Mill, Little Mill and the Ancoats Conservation Area will be scoped into the following assessment.



Figure 4.5 Heritage Asset Map

4 | Assessment of Significance

Ancoats Conservation Area

- 4.10 Ancoats Conservation Area was designated in June 1989. It comprises an area bounded by Great Ancoats Street, Oldham Road, Kemp Street, Wadeford Close, Jersey Street and the Rochdale Canal.
- 4.11 The Ancoats Conservation Area Appraisal identifies Ancoats as being, *'an important landmark in the history of the Industrial Revolution'*. The character of the area is, expectedly, industrial, with principal buildings comprising massive former cotton spinning mills.
- 4.12 Such buildings are distributed amongst housing of a comparatively lesser scale, and it is this juxtaposition and inter-linking of manufacturing and residential uses which contributes character to the area. This ingrained character makes legible Ancoats' status as the first industrial estate in the world.
- 4.13 Specifically, the Conservation Area Appraisal identifies Murray's Mills, Sedgwick Mill, Beehive Mill and Brownsfield Mill as constituting the first industrial estate. These buildings, together with residential buildings, churches and historic pubs, provide a contrast of architectural styles which contributes to the character of the area. Much of the area's character derives from the size, mass and dense arrangement of buildings along its historic street layout. The industrial use of many historic buildings within the area is key to informing architectural character, however nearly all such buildings have subsequently been altered and converted to other uses.
- 4.14 The Site is not specifically identified amongst the many buildings which are noted by the Conservation Area Appraisal as being a source of interest to the area. Such buildings include Victoria Square, the Church of St Peter, the Crown and Kettle public house and the aforementioned mills.
- 4.15 The Site is considered to contribute to the character and appearance of the conservation area through its status as a former industrial building and documented role within the development of Ancoats. The Site maintains the historic street layout of the area, with its built form fronting onto Radium Street and maintained definition of the historic School Court passage.
- 4.16 The Site's contribution to the significance of the area is low due to the building having been constructed in c.1966, and thereby being dissociated with the collection of Victorian industrial buildings at the core of the conservation area. Nevertheless, despite being a later addition, the building's design is characterful of the area. This is acknowledged by Council Officers in pre-application feedback issued in January 2024.

- 4.17 There is an opportunity to enhance the contribution of the Site to the conservation area by improving the condition of the building and better activating the frontage onto Radium Street.

Beehive Mill (Grade II*)

- 4.18 Beehive Mill is located opposite the Site, fronting onto Radium Street. The mill comprises an L-shaped building which is massive in scale, being six-storeys tall with a frontage of 15 bays facing Radium Street.
- 4.19 Construction of Beehive Mill was completed in 1824, around the time that the industrial productivity of Ancoats reached its peak. The mill's external appearance is characterful of the area's industrial architecture, comprising a red-brick form, largely devoid of decorative detailing, with a pitched roof.
- 4.20 Whilst heavily fenestrated, the building's façades make no reference to architectural hierarchy and instead prioritises the functionality of regularly arranged windows of a consistent size. Nevertheless, the building's uniform fenestration, applied on its large scale, presents an aesthetic appearance which is characterful of its building type.
- 4.21 Beehive Mill was designed to be fire proof and integrated cast and cast-iron roof trusses alongside carefully designed timber flooring which omitted joists to strengthen its structure with slow-burning properties. Stone flag floors were instead supported on cast-iron T-beams.
- 4.22 Beehive Mill derives significance from its high architectural and historic interest. It is noted by Historic England to be, *'an important example of early fire-proof construction, an advanced type of construction for its date'*. The building is also, *'a good example of a once common type of early nineteenth century construction'* and contains its original cast-iron roof trusses and spaceframe structure; a rare survival amongst contemporary mill architecture and a unique find in the area.
- 4.23 The Site contributes to the setting of Beehive Mill through its status as a former industrial building which reflects the industrial architecture of Ancoats. This contribution is low, however, due to the existing Site building having been constructed in 1966, long after the decline of the area's (and Beehive Mill's) industrial prime.

- 4.24 More widely, the Site's historic association with the area's industrial landscape, within which Beehive Mill is a central feature, is made legible through its definition of the historic streetscape.

Little Mill (Grade II)

- 4.25 Little Mill is located adjacent to the Site, to the south, fronting onto Radium Street. The mill was constructed in 1908 and replaced an earlier mill on the same site which dated to c.1820. Little Mill formed part of Murray's Mills, a collection of mills including Old Mill, Decker Mill, New Mill, Doubling Mill and Fireproof Mill located in close proximity.
- 4.26 Little Mill is large, comprising a five-storey form with a frontage of 13 bays. Its design follows the established architectural character of industrial buildings within the area, being a red-brick structure with regular fenestration. However, when compared to earlier mill buildings located nearby, Little Mill is rather decorative, incorporating segmented window heads, a panelled angle pilasters and stone corncicing.
- 4.27 Little Mill was designed to use mains electricity as its principal power source. It is the earliest mill in Greater Manchester to be built to use mains electricity.
- 4.28 In 2017, planning permission and Listed Building Consent was granted for the conversion of the then-vacant mill into 68 residential apartments. This development involved the construction of a new steel frame within the building, the retention of its facade and the erection of a two-storey upward extension.¹
- 4.29 Little Mill derives significance from its architectural and historic interest. It is representative of early twentieth-century mill construction with the area, boasting the first progressive design which incorporated mains electricity. The mill possesses a group value with Old Mill, Decker Mill, New Mill, Doubling Mill and Fireproof Mill, located nearby, as together they form a surviving group of Murray's Mills. Little Mill is noted by Historic England to be, *'a significant part of Murray's Mills [and] important as an example of large-scale operation'*.
- 4.30 The Site contributes to the setting of Little Mill through its status as a former industrial building. However, much like with Beehive Mill, it is dissociated with Little Mill's industrial prime. Due to the Site's greater distance from Little Mill when compared to Beehive Mill, this contribution is condiered to be very low and primarily derived from its inclusion amongst the industrial architecture of the area, and its role in defining the area's historic streetscape.



Figure 4.6 Beehive Mill
Source: Google Streetview June 2023



Figure 4.7 Little Mill
Source: Eric Wright Group

¹ Manchester City Council Planning Reg. 116300/FO/2017

Section 5

Assessment of Effects.

Overview of Proposal

- 5.1 The proposal comprises the redevelopment of the Site, including the construction of a single-storey upward extension which will comprise a covered terrace for use by the commercial tenant below. The proposal aims to secure the sustainable use of the Site and promotes the sensitive adaptation of the existing building in keeping with its surrounding context.
- 5.2 As discussed in Section 1, the proposal has evolved from a more comprehensive scheme for the Site's redevelopment, pursued in 2023-24. The proposal seeks to address issues pertaining to rights to light involving neighbouring properties and thereby presents a much-reduced massing than the 2023-24 scheme, which involved a two-storey upward extension and wrap-around addition.
- 5.3 As also discussed in Section 1, pre-application consultation feedback issued by Council Officers and Historic England relating to the 2024 scheme has been used to inform the current proposal. A contextual approach to the proposed design has likewise been informed by an understanding of both the established and emerging architectural character of Ancoats, and the Site's role within the surrounding urban grain.
- 5.4 During 2023-24 pre-application consultation, both Historic England and Council officers expressed support for the principle of extending the Site building. Officers suggested that a one-storey extension would be worth pursuing, to allow for a more appropriate transition between the emerging Phoenix Ironworks scheme and existing buildings on Jersey Street. This approach is adopted by the current proposal.
- 5.5 The relationship between the Site and its emerging context is integrated into the proposal through its considered design. The proposed rear extension aligns with the Site building with the Phoenix Ironworks development located adjacent. The set back upper level of the extension likewise aligns with the stepped massing of Phoenix Ironworks. This detail effectively gradates the built massing between the large-scale emerging development and existing buildings along Jersey Street.

- 5.6 The consistent approach to stepped massing further presents a united architectural frontage onto Radium Street. By stepping the massing away from the building line of the street at equal levels, the Site and Phoenix Ironworks work together to express subservience to Beehive Mill, located opposite.
- 5.7 Also in keeping with feedback from Council officers, the proposed design responds to the industrial architectural character of the area. However, as suggested by Historic England, it achieves this by promoting a contemporary take on this character through its material palette. With regards to the 2023-24 scheme, both Council officers and Historic England supported the proposed contrast of material finish between the existing building and upward extension. The current proposal comprises a steel framed extension which is treated with glazing. This design approach seeks to maintain legibility of the phased development of the Site and the surrounding area more widely.
- 5.8 The proposal reads as a contemporary addition and its simple design expresses an appropriate subservience to the established material palette and architectural of the Site building and surrounding townscape. Its incorporation of a retractable roof further emphasises its lightweight appearance and permeable character which positively contrasts with the robust, solid form of the exiting and surrounding industrial buildings. Where fenestration changes are proposed along the south and north elevations of the building, such alterations seek to rationalise the building's facade appearance and better activate its ground floor frontage.
- 5.9 The proposal is further detailed within the accompanying Design and Access Statement prepared by BARCX and should be read in conjunction with this report. This document includes CGI visuals of the proposal, presented from various viewpoints located within the surrounding streetscape. Many of these visuals were presented to Council officers at pre-application stage. Officers confirmed that, 'in the majority of the views, the view of the extension is constrained by the tight grid network'. However, officers suggested a long ranging view from Redhill Street is considered for any potential effects on the setting of Beehive Mill. This view is provided within the DAS and further assessed below.



Figure 5.1 The Proposed Development
Source: Drawing produced by BARCX

5 | Heritage Impact Assessment

Ancoats Conservation Area

- 5.10 In their pre-application feedback relating to the 2023-24 scheme, Historic England supported the principle of a wraparound and upward extension, provided that it did not create a building *'which is a visually intrusive element within the townscape of the conservation area'*. The current proposal comprises a much-reduced massing than the 2023-24 scheme, involving a single-storey upward extension only. Views of the proposal, presented in Figure 5.3 and 5.4 and within the submitted DAS demonstrate how the proposal will be experienced as a subtle addition to the streetscape.
- 5.11 As acknowledged by Council officers in 2023-24, in most views, visibility of the proposal will be limited and where the proposal will be visible, it will be set against the backdrop of the Phoenix Ironworks development. It is not considered to be a visually intrusive element to the conservation area. The conservation area as existing is characterised by numerous conversions and extensions (including upwards) to buildings within it. As such, in the context of the area in its entirety, the upwards extension of a former industrial buildings is in keeping with the area's established transformation and involves a very minor, characterful change.
- 5.12 Nevertheless, the proposal takes care to ensure its design is complementary to the character and appearance of the conservation area. The upward extension is deliberately set back from the existing building line to maintain legibility of the existing building height and express subservience to the large-scale industrial buildings (including Beehive Mill), located opposite. Likewise, the considered arrangement of proposed massing supports the Site's transitional role within the streetscape and specifically supports the gradation of massing between Beehive Mill, the Phoenix Ironworks development and existing buildings located along Jersey Street.
- 5.13 The proposal promotes a contemporary take on the area's industrial character through the creation of a steel framed and glazed extension. This design reflects the established industrial character of both the existing Site building and the area of Ancoats more widely. Nevertheless, the material pallet evokes a contemporary aesthetic which positively contrasts with that of surrounding historic buildings. As a result, the extension is experienced as a modern addition to the Site building and thereby maintains legibility of the building's phased development and the development of the area more widely.
- 5.14 The simple design and glazed treatment of the extension further promotes a lightweight appearance, which in turn emphasises the robust, solid character of industrial buildings. This effect reinforces that of the emerging Phoenix Ironworks development, and other contemporary developments in the area, which adopt a contemporary take on the area's industrial character to strike a positive contrast with the appearance of existing buildings in order to facilitate a continued appreciation of the area's historic urban grain and architectural character.
- 5.15 The proposal incorporates alterations to the existing fenestration of the building, involving the installation of additional windows and a better-defined entrance. These changes are considered to rationalise the building's appearance and improve its active role amongst the streetscape.
- 5.16 Overall, the proposal demonstrates consideration for the special interest of the Ancoats Conservation Area and successfully incorporates key elements of the area's architectural character amongst its design. The proposal takes the opportunity to improve the quality of the Site and enhance its contribution to the character and appearance of the conservation area.



Figure 5.2 The Proposed Development
CGI produced by BARCX

5 | Heritage Impact Assessment

Beehive Mill

- 5.17 As suggested by Historic England, the proposal takes care to respond to the architectural character of Beehive Mill, which is industrial and distinctive in terms of its design, materiality and colour palette. The set back arrangement of the upward extension will mitigate the effect of additional massing within the setting of the mill.
- 5.18 A view of the proposed development from Redhill Street is presented in Figure 5.3. It shows that the proposal will be experienced as a subtle addition to the existing building and will be perceived against the backdrop of the taller Phoenix Ironworks development. The simple design and lightweight appearance of the glazed extension will further maintain the Site's legible subservience to the mill, which is much larger in scale and whose principle facade is a dominant source of visual interest. Within these views, the proposal appears to site over three storeys lower than the height of the mill and it is perceived as being of much less bulk/massing. As such, it is not considered to be competing with the mill within these views.
- 5.19 The proposed upward extension, with its steel framed design and glazed finish form, presents a contemporary take on the industrial character of the surrounding architectural character. This quality is complementary of, yet subservient to, the architectural interest of the mill. Overall, the proposal maintains a clear visual appreciation of its significance.
- 5.20 In their pre-application feedback, Historic England supported the principle of an upward extension to the Site building, 'provided that it did not create a building of a scale and massing which competes within the primacy of views of Beehive Mill'. The proposal is considered to maintain primacy of such views and is considered to be an appropriate and comfortable addition to its setting. Overall, it is considered to be in keeping with the existing character of the mill's setting, which is characterised by buildings which have undergone regeneration and have been subject to various types of extension and adaptation. As such, the proposal will have a neutral impact upon the significance of the mill and maintains its current contribution to its setting.

Little Mill

- 5.21 A view of the proposal from Little Mill is presented in Figure 5.4. This view demonstrates how the proposal will be experienced amongst a cluster of buildings along Radium Street, most notably set against the backdrop of the Phoenix Ironworks development. The height of the proposal, its set-back arrangement within the Site footprint, and its lightweight appearance, achieved through its simple framed design and glazed finish serves to soften the transition between the emerging Phoenix Ironworks development, Beehive Mill and existing buildings located along Radium Street.
- 5.22 As such, the proposal will contribute to the composition and character of this view. Its design - reflective of the surrounding architectural character - will be experienced as an appropriate addition to the setting of Little Mill. Overall, the proposal is considered to maintain the significance of Little Mill as it would not affect its appreciation.



Figure 5.3 View from Redhill Street
Source: View produced by BARCX



Figure 5.4 View from Little Mill
Source: View produced by BARCX

Assessment of Impact Against MCC Policies

- 5.23 The design approach to the proposed development is assessed to demonstrate a thorough understanding of the Site and how it relates to its existing context through its considered approach to the design of the additional storeys. The contrasting elevational treatments to the upward extension is intended to balance the visual impact of additional massing with the creation of a high-quality, contemporary design.
- 5.24 The design is considered to reinforce and enhance the Site's existing architectural character and improve its relationship with the built environment of Ancoats. In doing so, it follows Policies EN 1 Design Principles and Strategic Character Areas and EN3 Heritage of the Manchester City Council Core Strategy Development Plan 2012.
- 5.25 This approach to design further takes the opportunity to secure the sustainable use of the building whilst enhancing its overall aesthetic quality, in keeping with the character of the area. In doing so, the proposal is considered to be compliant with Policy CC 9 Design and Heritage of the MCC Core Strategy.

Section 6

Conclusion.

6 | Conclusion

- 6.1 This Heritage Statement has been produced by Icenl on behalf of Shimla Enterprises Limited to appraise the Site at 23 Radium Street, Manchester.
- 6.2 The report has considered the legislative and policy context and guidance in which to determine possible heritage impacts of the proposed change to the Site. It has reviewed and set out the historic development of the Site and of Ancoats more widely, utilising desk-based research and relevant historical mapping. In turn, heritage assets for specific consideration have been identified and appraised, namely those located in close proximity to the Site along Radium Street; Beehive Mill (Grade II*) and Little Mill (Grade II).
- 6.3 Using the assessment of significance to inform, the impact of the proposal has been robustly considered, both with regard to the impact on the significance and special historical and architectural interest of the listed buildings and Ancoats Conservation Area.
- 6.4 The impact assessment concludes that the proposal to develop the Site and construct a single-storey upward extension to the existing building has been considerately and successfully designed to be in keeping with the character and appearance of Ancoats. The Site is currently considered to make a predominantly low, or very low contribution to the setting of nearby heritage assets. The proposal is considered to preserve the significance of all heritage assets within the vicinity.
- 6.5 As such, the proposals are judged to be compliant with policy, including the NPPF, and in alignment with the statutory requirements under the Planning (Listed Buildings and Conservation Areas) Act 1990.



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