

Planning

Growth & Development

Delegated officer report for planning application

Application no. 141195/LO/2024

Date registered valid: 6 November 2024

Proposal: Listed building consent for elevational alterations including new windows and doors.

Address: 8A Pollard Street, Manchester, M4 7DS

Ward(s): Ancoats & Beswick Ward

Applicant: Mrs Heather Chapman

Agent (if any): Mrs Emma Whitney, Q+A Planning

Case officer: Jack Naven
Tel: 0161 219 2095
Email: jack.naven@manchester.gov.uk

Recommendation: Approve

Date of recommendation: **27 December 2024**

Application Details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 19 November 2024

Standard consultations:

No consultations have been printed and sent.

Neighbour notifications

Printed: 13 November 2024

Expired: 4 December 2024

Site notice

Posted: 13 November 2024

Expired: 4 December 2024

Press advert

Published: 19 November 2024

Expired: 10 December 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of Site/Area

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

The application site is situated within the ground floor of Albion Mill, a Grade II Listed building on Pollard Street, in the New Islington Area of Ancoats.

The former mill building is now part of a large residential apartment complex with Five Blocks named A-E. The Listed part of the mill is within block A.

To the north of the site is the tram line, beyond which is the Ashton canal. To the west is Great Ancoats Street and Piccadilly Station is approx. 700m to the west. To the southeast is the River Medlock and its flood plain, to the east/northeast is low rise residential development area with community facilities including St Annes Church and St Anne's Primary School.

The site is currently occupied by a Londis convenience shop.

Albion Mill itself is a former warehouse dating back to between 1890-1910. The building is primarily constructed out of red brick with some sandstone dressings.

It is a long rectangular building parallel to the street. The building is three storeys tall with a basement.

Description of Development

The application seeks listed building consent for elevational alterations including new windows and doors.

Related Applications

14119F/FO/2024 - Elevational alterations including new windows and doors.
Approved December 2024.

129492/LO/2021 - Listed Building Consent for the installation of 1no. internally illuminated individual letter sign.
Approved November 2024.

127727/AO/2020 - Installation of 1no. internally illuminated individual letter sign.
Approved November 2024.

115497/FO/2017 - Change of use of lower ground floor from office and store rooms to convenience shop (Class A1) and separate cafe/restaurant (Class A3) with shared ancillary basement storage (sui generis use) and associated elevational and internal alterations, including new entrance to Pollard Street.
Approved July 2018.

Consultations & Notification Responses

Publicity - Neighbour notification letters were sent to surrounding properties. A site notice and local press advert were also produced. At the time of writing this report, no representations have been received because of this publicity.

Policy

The effect of the proposal on the affected heritage asset has been considered under the following criteria.

The Adopted Core Strategy for the City of Manchester (2012)

SP1 (Spatial Principles) advises that development in all parts of the City should protect and enhance the built environment/

EN1 (Design Principles and Strategic Character Areas) advises that developer's will be expected to consider the City's heritage, including its listed buildings, conservation areas, archaeological remains and historic street pattern.

EN3 (Heritage) advises that new developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment.

CC9 (Design and Heritage) advises that development in Manchester should preserve or enhance the heritage assets affected.

DM1 (Development Management) advises that all development should be appropriately sited, scaled, formed, massed, and detailed with appropriate layout and materials and should have regard to the character of the surrounding area and effects on built heritage.

The Unitary Development Plan (UDP) for the City of Manchester (1995)

DC18.1 (Conservation Areas) states that the Council will give particularly careful consideration to development proposals within Conservation Area. The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering; the relationship of new structures to neighbouring buildings and spaces; and the effect of major changes to the appearance of existing buildings.

DC19.1 (Listed Buildings) states that 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 settings by; not permitting any external or internal alterations or addition to a listed building where, in its opinion, there would be an adverse effect on its architectural or historic character; and seek to preserve and enhance the setting 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.

Places for Everyone

The Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for nine of the 10 boroughs which make up Greater Manchester.

JP-Strat2 (City Centre) states that the role of the City Centre as the most significant economic location in the country outside London will be strengthened considerably. The City Centre will continue to provide the primary focus for business, retail, leisure, culture and tourism activity in Greater Manchester, but the increasingly important residential role of the City Centre will be expanded. It will be a priority for investment in development and infrastructure. This will include addressing current network capacity issues in the City Centre which will enable the future expansion of the rapid transit public transport network across Greater Manchester. Improvements in the public realm, walking and cycling facilities, and green infrastructure will help to enhance the local character and environmental quality of the City Centre so that it can rival city centres across the globe, enabling it to compete effectively at the international level for investment, businesses, skilled workers, residents and tourists. A broad range of commercial accommodation will be delivered, helping the City Centre to capture growth across key economic sectors. The new functions within the City Centre will be delivered in a way that complement, rather than displace the area's non-residential functions and will seek to protect and enhance the city centre's historic environment and assets.

JP-P1 (Sustainable Places) states an aim to become one of the most liveable city regions in the world, consisting of a series of beautiful, healthy, and varied places, each having the following key attributes that all development, wherever appropriate, should be distinctive, with a clear identity, visually stimulating, socially inclusive, resilient, adaptable, durable, resource efficient, safe, supported by critical infrastructure, functional and convenient, incorporating accessibility, legible easy to move around, well connected, comfortable and inviting, incorporating high quality and well managed green infrastructure and public realm, well served by local shops, services and amenities.

JP-P2 (Heritage) aims to proactively manage and work with partners to positively conserve, sustain and enhance its historic environment and heritage assets and their settings. Opportunities will be pursued to aid the promotion, enjoyment, understanding and interpretation of heritage assets, as a means of maximising wider public benefits and reinforcing Greater Manchester's distinct identity and sense of place. The policy requires development proposals affecting a designated heritage asset (or an archaeological site of national importance) and a conservation area to conserve those elements which contribute to its significance including those identified in any conservation area appraisal as making a positive contribution to the area. Harm to such elements will only be permitted where this is clearly justified and outweighed by the public benefits of the proposal.

Shopfront and Signage Design Guide (2024)

The shopfronts and signage SPD sets out the detailed guidance for shopfront alterations in Manchester.

The SPD states that shopfronts:

- should reflect and respond positively to the architectural expression and proportions of the existing building. Any alterations should relate to upper storeys in terms of siting, scale, alignment, including windows, doors and elements of the frame
- in the context of Listed Buildings, conservation areas and non-designated heritage assets, the overall design and detailing of new shopfronts should be appropriate to the building and the local context in which these are located
- Where there is evidence of an original or historic shopfront, the reinstatement of a traditional design will be encouraged. Modern design will generally only be supported when there is no evidence of the original shopfronts and where the new design can be successfully integrated into the historical façade through its architectural form, design, proportions, materials, craftsmanship and detailing.
- Where poor-quality shopfronts have been installed in the past, works to replace these with high-quality and well-designed traditional or modern examples, depending on what is considered most appropriate, and which improve the appearance and appreciation of a building and the area.

National Planning Policy Framework (NPPF) (2024)

Development decisions should, therefore, accord with the requirements of the NPPF, in particular to section 16 (Conserving and enhancing the historic environment).

It is a fundamental requirement of the NPPF that planning proposals contribute to the achievement of "sustainable development". In order to meet this key planning objective, in this instance, the development should sustain and contribute to the stimulation of a thriving historic environment.

Section 12 (Achieving well-designed places) advises that the government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Section 16 (Conserving and enhancing the historic environment) states the following:

Paragraph 202 advises that heritage assets should be conserved in a manner appropriate to their significance.

Paragraph 207 advises that Local Planning Authorities (LPAs) should require an applicant to describe the significance of any heritage assets affected. The level of detail should be sufficient to understand the potential impact of the proposal on their significance.

Paragraph 208 advises that LPAs should ensure that any conflict between the heritage asset's conservation and any aspect of the proposal is avoided or minimised.

Paragraph 210 advises that in determining applications, LPAs 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.
- The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality.
- The desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 212 advises that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.

Paragraph 213 advises that any harm to or loss of a designated heritage asset should require clear and convincing justification. Substantial harm or loss should be exceptional and substantial harm to or loss of designated heritage assets of the highest significance, including grade I and II* listed buildings should be wholly exceptional.

Paragraph 214 states that where a development proposal will lead to 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.

Paragraph 215 advises that proposals of less than substantial harm to the significance of a designated heritage asset should be assessed against the wider public benefits of the proposal.

Paragraph 219 advises that local planning authorities should look for opportunities for new development within conservation areas, and within the setting of heritage assets, to enhance or better reveal their significance.

Other Legislation

Sections 16, 66 and 72 of the **Listed Buildings and Conservation Areas Act 1990** require that special consideration is given to the preservation of the significant fabric and setting of listed buildings and conservation areas.

Issues

In determining whether the proposed works are acceptable, the main issue to consider is the impact these proposed works will have on the heritage asset itself, and to see whether the public benefits of the proposal will outweigh any potential less than substantial harm that might be caused by the proposed works

Principle of the Development

The principle of the works are considered to be acceptable. The new door is required for security purposes for the shop. The installation of paned louvres is required for ventilation purposes and the reinstating of the individually glazed windows is considered acceptable to return the frontage to be closer to its historic appearance.

Assessment of Significance

There is clear architectural significance to the building. The pattern of the fenestration and use of coping stone which runs along the length of the building and at the application site separates the ground and first floor are mentioned as important details in the listing statement of the heritage asset.

With its repeating fenestration, currently frames and door painted blue, simple palette of materials and detailing – red brick with stone detailing and is a fine example of a nineteenth century mill building, the building also has obvious aesthetic value in the area. It is a striking and imposing building in the streetscape.

The aesthetic and architectural value of the building is therefore considered to be high

The listed building is one of many surviving mill buildings in the Ancoats area that are located close to each other such that their relationship to one another collectively illustrate the development of what has been called the world's first industrial suburb.

The Vulcan Mill was once owned by John Hetherington & Co. a tool manufacturing company founded in Ancoats circa 1830. The company evolved and circa 1880 at the time the second part of the mill was developed a branch of these works making tools had so grown in importance that it was put into a separate concern at a converted cotton spinning and weaving mill in Pollard-street opposite the application site,- this was called the Ancoats Works, and was carried on by a branch of the firm under the name of Hetherington and Co

In addition to the association with John Hetherington, the collection of mill buildings on Pollard Street (Albion Mill & Vulcan Works Mill) are evidence of the integral part the Ancoats area played on the industrialisation of Manchester and the industrialised world.

The historic association is therefore considered to be of high significance.

Impact on Heritage Asset

Principally, the application seeks to make changes to the approved shopfront. In summary these are a new glazed door and installing individual paned louvres to the plant room.

The proposed glazed door sits below the stone coping that runs around the building and the new opening is within the frame of the original window.

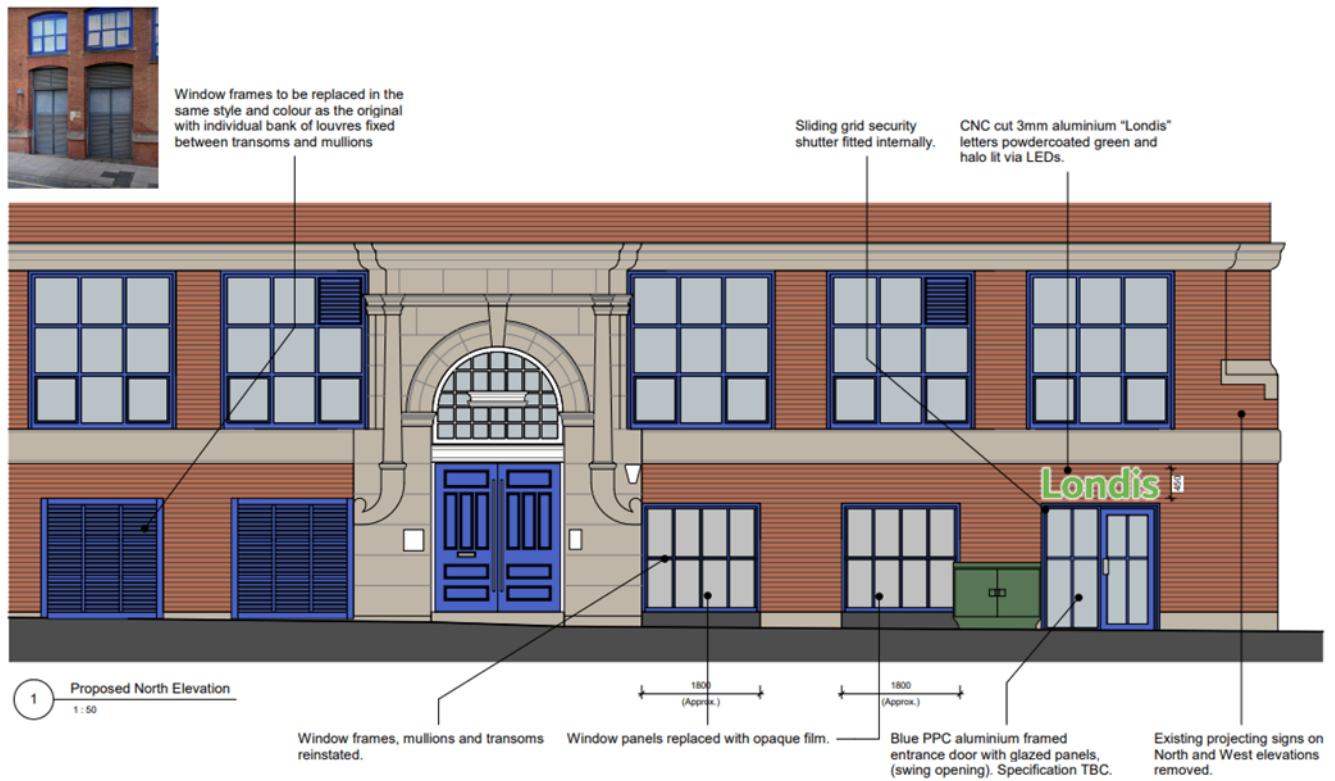
A glazed door is specifically required to provide natural surveillance for staff at the Londis shop, which has suffered from a number of break ins and would also allow natural light to enter the shop. The proposed door has been designed as a lightweight aluminium Crittall style frame to mirror the mullions of the neighbouring timber framed windows

It is considered that this design is in keeping with the street scene and the impact of the proposed door on the listed building and its architectural aesthetic and historic or aesthetic significance is neutral.

A low level of less than substantial harm will be caused as a result of the installation of the door.



Existing elevation



Proposed elevation

There is a precedent for louvres within the Pollard Street elevation of the former mill.

The upper storeys contain louvres to the residential windows. In addition, there are two existing large louvred doors at the northern end of the building.

The proposed louvres will be placed individually within the timber frames of the windows and will be painted blue to match the existing frames along the mill's frontage.

The proposed shopfront is fully justified from commercial perspective and is in line with the Shopfront Design Guide and policy guidance from Manchester City Council.

There will be a low level of less than substantial harm caused by these works.

Public Benefits

The proposed louvres are required to provide adequate air circulation to the plant room associated with the Londis shop.

The door will allow for greater security of the unit.

Both of these will result in the continued occupation of the premises, which is considered to be a public benefit.

The design of the new louvres and the restoration of the window panels are considered to be positives additions to the building that restore some historic appreciation of and historic significance to the building.

Conclusion

In view of the above, this application is considered acceptable, as the works are considered to cause a low amount of less than substantial harm to the special interest and the historic character of the Grade II listed building. Any less than substantial harm is considered to be outweighed by the public benefit gained by the improvement in historic elements to this heritage asset as well as increase security and the continued occupation of the unit, that will result from these works being carried out.

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 policies 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.

Recommendation: Approve

Article 35 Declaration

Officers have worked with the applicant/agent in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the application.

Condition(s) to be attached to decision for approval

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents, received by Manchester City Council as the Local Planning Authority on 09 October 2024:

- Location Plan
- Site Plan
- Proposed Elevation 23288-CWA-XX-A-SK05
- Heritage and Design and Access Statement

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy.

3) Notwithstanding the details shown in the approved documents and detailed in condition 2 of this consent, prior to the installation of the windows, the full and final details of the windows, including the specification of the windows and the colour of the frame, and a typical section for the alteration showing the windows within the context of the building fabric, shall be submitted in writing to the City Council as Local Planning Authority for approval.

The approved details shall then be implemented as part of the approved development.

Reason - In the interests of visual amenity in accordance with saved policy DC19.1 of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 and DM1 of the Core Strategy.

Appendix 1 – List of consultees & neighbours notified

267 Great Ancoats Street, Manchester, M4 7DB
Flat 13, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 10, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 8, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 5, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 2, Block B, 12 Pollard Street, Manchester, M4 7AJ
Ground Floor, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 10, 6 Pollard Street, Manchester, M4 7BN
Flat 9, 6 Pollard Street, Manchester, M4 7BN
Flat 8, 6 Pollard Street, Manchester, M4 7BN
Flat 5, 6 Pollard Street, Manchester, M4 7BN
Flat 7, 6 Pollard Street, Manchester, M4 7BN
Flat 6, 6 Pollard Street, Manchester, M4 7BN
Flat 4, 6 Pollard Street, Manchester, M4 7BN
Flat 3, 6 Pollard Street, Manchester, M4 7BN
Flat 2, 6 Pollard Street, Manchester, M4 7BN
Flat 1, 6 Pollard Street, Manchester, M4 7BN
Hetherington's Cafe Bar, 8 Pollard Street, Manchester, M4 7DS
Flat 15, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 14, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 12, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 11, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 9, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 7, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 6, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 4, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 3, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 1, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 16, Block B, 12 Pollard Street, Manchester, M4 7AJ

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
HS2 Phase 2b Safeguarding Zones - HS2 Safeguarding Zones (June 2022)
HS2 Phase 2b Safeguarding Zones - HS2 Safeguarding Zones (October 2020)
Area Team Boundary - Name: CENTRAL