



8A, Pollard Street, Manchester, M4 7DS

Planning and Heritage Statement, incorporating

Design and Access Statement

On behalf of CFW Retail

September 2024

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Appendix 1 – Historic Environment Record and Listed building entry

1 Introduction

- 1.1 On behalf of our client, Q+A Planning have submitted a combined application for Planning and Listed Building consent for works to the shopfront at the Londis store, 8A Pollard Street, Manchester.
- 1.2 In summary the application seeks consent for changes to the shopfront only, separate applications for advert consent, and Listed building consent for display of advertisements have been made to Manchester City Council.
- 1.3 This Planning and Heritage Statement describes the significance and assesses the impact of the proposal on designated heritage assets. As instructed by Policy it includes a proportionate assessment of the development's impact on the identified heritage assets, informed by a thorough understanding of their significance.
- 1.4 Firstly, the report provides the background to the applications providing a description of the site and surroundings of the application site; it then sets out the legislative background against which the application should be determined; the Report then identifies the heritage assets which will be affected by the application proposal; then assesses the impact of the proposals on the significance of the identified assets; finally a conclusion is provided.

2 Application Background

Site and Surroundings

- 2.1 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.
- 2.2 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 south east the River Medlock and its flood plain, to the east/north east is low rise residential development area with community facilities including St Annes Church and St Annes primary school. The Eitihad Stadium is just over 1km from the site to the east.



Figure 2.1 Extract from Google Maps

- 2.3 The site is occupied by a Londis convenience shop which operates from the site from 07.00 -22.30, the shop is the only such convenience shop within a 500m radius of the site. The nearest other shops being a Morrisons Daily store on Ducie Street and MM2 newsagents on Great Ancoats Street, both are over a 10 minute walk from the site.

Planning History

- 2.4 Consent was granted in 2017 for 'change of use of the lower ground floor from office and store rooms to convenience shop (A1) and separate café/restaurant (A3) with shared ancillary basement storage (sui generis use) and associated elevational and internal alterations, including new entrance to Pollard Street' under reference 115497/FO/2017.

- 2.5 The approval allowed for a new entrance door to be created in the position of the former window space at ground floor. The details of the design of the new door were submitted to the Local Planning Authority under reference CDN/19/0006. Fig. 2.3 is an extract from the submitted plan showing the proposed doorway.



Figure 2.3 Extract from approved drawing showing doorway to be created

- 2.6 Applications for advertisement consent and listed building consent to display advertisements were submitted to the Council in 2020 under references 127727/AO/2020 and 129492/LO/2021, these are still under consideration at time of writing the report.

Proposal

- 2.7 The principle of a shop in this location is established through the planning history as set out above. The proposed signage has been discussed with the Council and applications for advertisement consent are due to be decided imminently.
- 2.8 This application for full planning and listed building consent is therefore submitted to the Local Planning Authority (LPA) to gain approval for alterations and works to the shopfront on a listed building.
- 2.9 In summary the changes to the shopfront comprise three elements as shown on Fig.2.2.

- a new glazed door;
- installing individual paned louvres to the plant room;
- reinstating individually glazed windows.

These are shown on submitted plans and an extract is shown below.



Figure 2.2 Proposed louvres and doorway

Design and Access Statement

Door

- 2.10 The glazed security door has been designed to be in keeping with the eight paned windows of the building. For security reasons the door is aluminium framed and glazed to allow natural surveillance for the shopkeeper and customers. An internal shutter will be installed for security purposes as the unit has suffered a number of break ins and attempted break ins.

Louvres

- 2.11 The louvres are required to enable the adequate air flow to the plant room for the shop. A number of refrigeration units are situated in the plant room. These include

- 2 x Danfoss op-msxmo57mlwo54
- 1x Danfoss op-msxmo68mlwo54

- 2.12 The installer from Kool Plant has carried out air flow tests and recommended the following:

"Each refrigeration system is connected to 2 x Multideck display fridges (Arneg OSAKA). The Danfoss units are specified to UK ambient temperature conditions of 32 degrees centigrade. The design of the plant room area was to use the full space available for the input and extract of fresh air from ambient conditions .

The Unit dimensions are 1087mm x 690mm. The free air requirement for the condensing units is 4.5 m2 for air input into the plant room thus allowing for the spacing between the units.

The remaining space available was used to extract the warm air from the plant area via mechanical means. This would maintain a continuous flow of ambient air through the plant area.

If the Plant area is returned to a solid structure the condensing units have no means of fresh ventilation which will lead to unit failure and the fridges will not function.

The operating temperature differential between air on and air off the condensing unit is around 40 degrees so it is imperative that ambient air is maintained over the condensing units for the systems to work. I trust this will explain the reason for the louvered vents."

Windows

- 2.13 The windows are currently boarded over with advertising panels, however these will be removed and replaced with the timber framed individually paned windows painted blue to match existing frontage.

Pre-Application discussions

- 2.14 The applicant has had ongoing discussion regarding the proposal with Officers at Manchester City Council to ensure a scheme that is appropriate for the Listed Building and also enables the day to day functioning of a well-used convenience store to serve local residents.
- 2.15 The Officers have agreed that the individually paned louvres, windows and door, and via separate advert applications the fascia sign are acceptable.

Summary

- 2.16 The principle of a shop is already established. The convenience Londis store is an essential local service for the many residents of this area of Pollard Street. The shop needs to be highly visible on the street, but there is an understanding that the shopfront design needs to be in keeping with the surrounding context which comprises a Listed Building.
- 2.17 The proposed shopfront design allows natural surveillance, sufficient air flow to plant and equipment and the security required for the premises.

3 Legislation, Policy and Guidance

- 3.1 Starting with Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990, which requires the decision maker to pay special regard in the exercise of planning powers, to the desirability of preserving the setting of heritage assets.
- 3.2 The Act states:
'In considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority, or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.'
- 3.3 Buildings are graded to reflect their relative architectural and historic interest Ranging from Grade I Listed building being of exceptional interest to Grade II buildings of special interest, warranting every effort to preserve them. Preservation in the context of the wording of the Act means the avoidance of harm.
- 3.4 The current policy system identifies, through the National Planning Policy Framework (NPPF 2023), and policy EN3 of the Manchester Core Strategy that heritage assessments such as this, should consider the potential impact of development on heritage assets.

NPPF

- 3.5 The NPPF at Section 16 states at paragraph 200 that in determining applications, applicants are required to describe the significance of any heritage assets affected by the proposals and the level of detail provided should be proportionate to the assets importance and no more than is sufficient to understand the potential impact of the proposal on their significance.

It continues at paragraph 203 to state 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; and The desirability of new development making a positive contribution to local character and distinctiveness."*

Local Policy Guidance

- 3.6 Policy EN3 of the Manchester Core Strategy confirms that the Council will encourage development that compliments and takes advantage of the distinct history and heritage features of its district and neighbourhoods including those of the City Centre
- 3.7 The Policy continues to state that proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

3.8 Saved UDP policy DC14 is entitled 'shop fronts and related signs'. It states the Council will seek to ensure that proposals are in keeping with the character of the building and adjoining buildings, of adjoining shopfronts, where appropriate, and of the area within which the premises are located. The policy guides how shopfronts should be designed with regard to accessibility and security. It states:

- DC14.2 Shopfronts should allow full access for people whose mobility is impaired. The only exceptions which the Council will normally permit are where the cost is unreasonably high or where there are particularly difficult physical constraints, or where the architectural character of a listed building would be damaged.
- DC14.3 Externally mounted security grilles or shutters will not normally be permitted if they are of solid construction.
- DC14.4 In cases where externally mounted security grilles or shutters are considered acceptable, the boxes housing the grille or shutter should wherever possible be located behind the fascia.

Places for Everyone

3.9 The Places for Everyone Joint Document Plan for Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Tameside, Trafford and Wigan was adopted in March 2024.

3.10 This states at Policy JP-P2 entitled 'Heritage':

"We will proactively manage and work with partners to positively conserve, sustain and enhance our 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 character, identity and sense of place.

Local Plans will set out the key elements which contribute to the district's identity, character and distinctiveness and which should be the priority for conserving and enhancing in the future and demonstrate a clear understanding of the historic environment and the heritage values of sites, buildings or areas and their relationship with their surroundings.

This knowledge should be used to inform the positive management and integration of our heritage by:

1. *Setting out a clear vision that recognises and embeds the role of heritage in place-making;*
2. *Ensuring that the heritage significance of a site or area is considered in accordance with national planning policy in the planning and design process and opportunities for interpretation and local engagement are optimised;*

3. *Integrating the conservation and enhancement of heritage assets and their settings, with creative contextual architectural responses that contribute to their significance and sense of place;*
4. *Delivering positive benefits that sustain and enhance the historic environment, as well as contributing to the economic viability, accessibility and environmental quality of a place, and to social wellbeing; and*
5. *Exploring opportunities to reduce greenhouse gas emissions that restoration of historic buildings offer. 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. These include historic town centres, places of worship, historic transport routes including the canal network, industrial buildings and structures including textile mills, farmsteads and other sites, buildings, and areas of identified archaeological, architectural, artistic and/or historic value. Development proposals affecting designated and non-designated heritage assets and/or their settings will be considered having regard to national planning policy. Where heritage assets have been identified as being at risk, Local Plans should identify specific opportunities for them to contribute to regeneration and placemaking, and they should set out strategies for their repair and re-use. Development proposals which will help safeguard the significance of and secure a sustainable future for Greater Manchester's heritage at risk will be supported in principle, provided they are not contrary to national policy or other policies in the development plan. Proposals should be informed, as necessary, by the findings and recommendations of the appropriate heritage assessment(s) in the development plan evidence base and/or any updated heritage assessment submitted as part of the planning application process."*

Material Policy Considerations and Non Statutory Guidance

The Manchester Shopfront and Signage Design Guide

- 3.11 The guide sets out best practice for new interventions to commercial premises across Manchester to promote positive change, set in the context of existing policy and guidance.
- 3.12 It states that windows and doors should match in proportions design material and finishes. With doors partially or fully glazed to allow visibility to the shop, with appropriate manifestation.
- 3.13 With regard to materials, it states that traditional such as timber, brick, steel; or high quality modern materials including slimline aluminium are expected to be used in shopfront design. In all cases they should be appropriate to the context and complement the existing building and street scene, With matching or complementary colours used for major elements such as frames, windows or fascia.

English Heritage Conservation Principles Policies and Guidance (April 2008)

- 3.14 English Heritage Conservation Principles Policies and Guidance (April 2008) is the guide to determining impact of development on Heritage Assets.

- 3.15 It defines the setting of historic assets as “the surroundings in which a place is experienced, its local context, embracing present and past relationships to the adjacent landscape”.
- 3.16 Historic England draws a distinction between ‘setting’ and ‘context’ (paragraphs 76 and 77) and the document makes it clear that whereas ‘setting’ involves a localised area, ‘context’ is a wider concept involving “*any relationship between a place and other places, relevant to the values of that place*”.
- 3.17 Heritage values are considered under four main headings:
- **Evidential value** derives from the potential for a place to yield evidence about past human activity;
 - **Historical value** derives from the ways in which past, people and events can be connected through a place to the present;
 - **Aesthetic value** derives from the ways in which people draw sensory and intellectual stimulation from a place; and
 - **Communal value** derives from the meanings of a place for the people who relate to it.

4 Heritage Assets

- 4.1 Policy guidance states that heritage assessments should identify the significance of identified Heritage Assets and then consider the potential impact of development on the significance of heritage assets.

Identified Heritage Assets

- 4.2 A search of the Historic Environment Record has been carried out – see Appendix 1. The search reveals that the only identified heritage asset in the vicinity of the application site is the Grade II Listed Building Albion Mills which contains the application site, the site is not within or on the edge of a Conservation Area and there are no other Listed buildings in the vicinity.
- 4.3 The former mill was listed in 1994 and the list description is as follows:

'Warehouse. c.1890-1910. Red brick with some sandstone dressings (roof not visible). Long rectangular plan parallel to street. Three storeys and basement, 32 bays, including a 6-bay off ice range at the right-hand end. The latter has a sill-band and moulded stone cornice to the ground floor windows carried round the west return wall, a large round-headed doorway with stone architrave in the 3rd of the 6 bays, plain pilasters to the upper floors, and large square-headed windows on all floors, those at ground floor containing coupled sashes with small-paned overlights and those above with 9-pane glazing. The 6-bay west return wall has canted oriels tiered through 1st and 2nd floors and carried on large stone corbels beside the ground-floor windows, but otherwise similar fenestration except the 2nd floor which has square 12-pane windows. The main range to the left of the offices has segmental-headed windows. Plain parapet with stone coping. No chimneys. Part of group with Vulcan Works to the left, and the industrial and commercial buildings of Pollard Street. Included for group value'.

Historic Map Progression

- 4.4 A useful exercise as part of any Heritage Assessment is to trace the development of the application site (and surrounding area) using OS map records and the National Library of Scotland Maps.
- 4.5 Analysis of historic maps has been carried out and it reveals the site was vacant prior to 1845.
- 4.6 The historic map at Figure 4.1 from 1845 shows the neighbouring mill is in situ but the site of the Albion Works is still vacant at this point.

- 4.9 This area is now much changed as shown on Figure 4.3, with most of the surrounding development comprising modern new build houses and apartments. The historic maps also shows a branch canal arm, that surrounded three sides of the mill site, which is only partially in existence and forms part of the private communal gardens to the residential blocks as shown on the below.



Figure 4.3 Extract from google maps 2024



Figure 4.4 Aerial view of Albion works showing modern development

Defining Significance

- 4.10 The application site is located at the ground floor of the Listed former mill building and is clearly linked to the wider site.
- 4.11 As stated in section 3, significance can be determined based on:
- **Architectural merit and aesthetic value** – materials, construction methods, decorative details, makes an important contribution to local character.
 - **Historic Associations/Interest** – how an asset can illustrate a story of past events, people and aspects of life.
 - **Archaeological interest** – the potential of an asset to yield evidence of past human activity that could be revealed through future investigation.
- 4.12 The shopfront proposal will have no impact on any below ground remains and although archaeological interest can include above ground structures it is considered not relevant in the case of the changes to this shopfront. Therefore, only the first two aspects of significance are discussed below.

Architectural and Aesthetic value

- 4.13 It is clear from the list description at para 3.3 that 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.
- 4.14 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.
- 4.15 The aesthetic and architectural value of the building is therefore considered to be high.

Historic Associations

- 4.16 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.
- 4.17 The Vulcan Mill was once owned by John Hetherington & Co. a tool manufacturing company founded in Ancoats circa 1830¹. 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 Co². This mill building is no longer in existence.

¹ Sciencemuseumgroup.org.uk/people/john-hetherington-sons-ltd

² https://www.gracesguide.co.uk/John_Hetherington_and_Sons

- 4.18 The café bar on site in present day, Hetherington's is named after the former works.
- 4.19 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.
- 4.20 The historic association is therefore considered to be of high significance.

Summary

- 4.21 In summary the heritage significance is considered to be derived from the application site being part of a designated heritage asset, the Grade II Listed former mill building formally owned by John Hetherington a prominent manufacturer of manufacturing tools in the mid to late 19 century. The building is listed for its group value with the neighbouring Vulcan Works Mill and other buildings within the Albion Works site.
- 4.22 The group of buildings are one of many surviving mill buildings within the Ancoats area, located closely together they provide evidential value of the areas past as "*the worlds first industrial suburb*".
- 4.23 The significance of the building is overall considered to be high given its Listed Status.
- 4.24 The next section assesses the effect the application proposals will have on the significance on architectural, aesthetic and historic interest of the site.

5 Heritage Impact Assessment

- 5.1 Measuring the heritage impact is essentially an evaluation of the change which would occur to the fabric, character, or appearance of identified heritage assets, balanced against the relative significance of the historic environment component.
- 5.2 The heritage impact assessment thus considers proposed changes or alterations to the historic fabric, setting and/or character of impacted designated heritage assets. The results will have an **adverse, neutral or beneficial impact**.
- 5.3 The key test is simply whether the proposed development would diminish the heritage significance of any heritage asset. This is a planning judgement having regard to the circumstances of the case. The assessment of 'heritage impact' is thus focused on the degree and nature of the proposed development's impact, both physical and visual. The assessment of the degree of impact has regard to the need for considerable and proportionate weight to be placed on any findings of harm to heritage assets.

Impact Assessment

- 5.4 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. Proposed fascia sign is dealt with by way of a separate planning and Listed Building consent application.
- 5.5 This section assesses the impact of the individual and cumulative changes when assessed against the 2017 consented scheme for change of use which established a retail use in this section of the building, and the change of window to doorway.

Change from window to door

- 5.6 The consented door design shown at figure 1.1 of this report, was shown to be of timber construction, middle opening, with three windows either side of a metal, floor to ceiling length doorhandle. It's design loosely reflects the existing door the apartments above as shown in Figure 5.1 below.

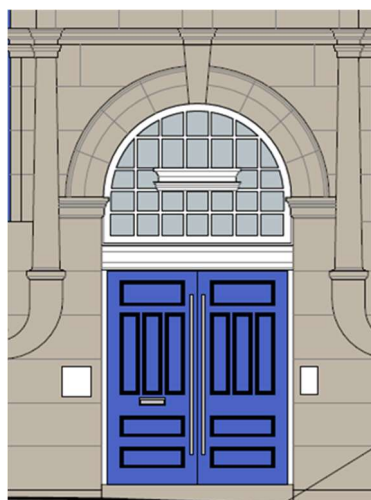


Figure 5.1 Existing door to apartments

- 5.7 Whilst it is considered a timber door would be a quality material, befitting of the listed building, it is not considered that the design is in keeping with the remainder of the Albion Works / Vulcan Mill building and its design is incongruous in the streetscene as a result.



Figure 5.2 Proposed door design as shown on CDN/19/0006

- 5.8 The proposed door however is shown in figure 5.3 below. 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.



Figure 5.3 Proposed door detail

- 5.9 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.
- 5.10 It is considered that this design is in keeping with the streetscene and the **impact of the proposed door on the listed building and its architectural aesthetic and historic or aesthetic significance is neutral.**

The introduction of louvres

- 5.11 There is a precedent for louvres within the Pollard Street elevation of the former mill. The photos below at Figure 5.4 clearly show 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.



Figure 5.4 Existing louvred doors and louvred window panels at first and second floor

- 5.12 The proposed louvres are required to provide adequate air circulation to the plant room associated with the Londis shop. 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.
- 5.13 It is therefore considered the proposed louvres are in keeping with the streetscene and listed building, the glazing to the window frames could be replaced at any time and the **impact of the louvres on the historic or aesthetic significance of the listed building will be neutral.**

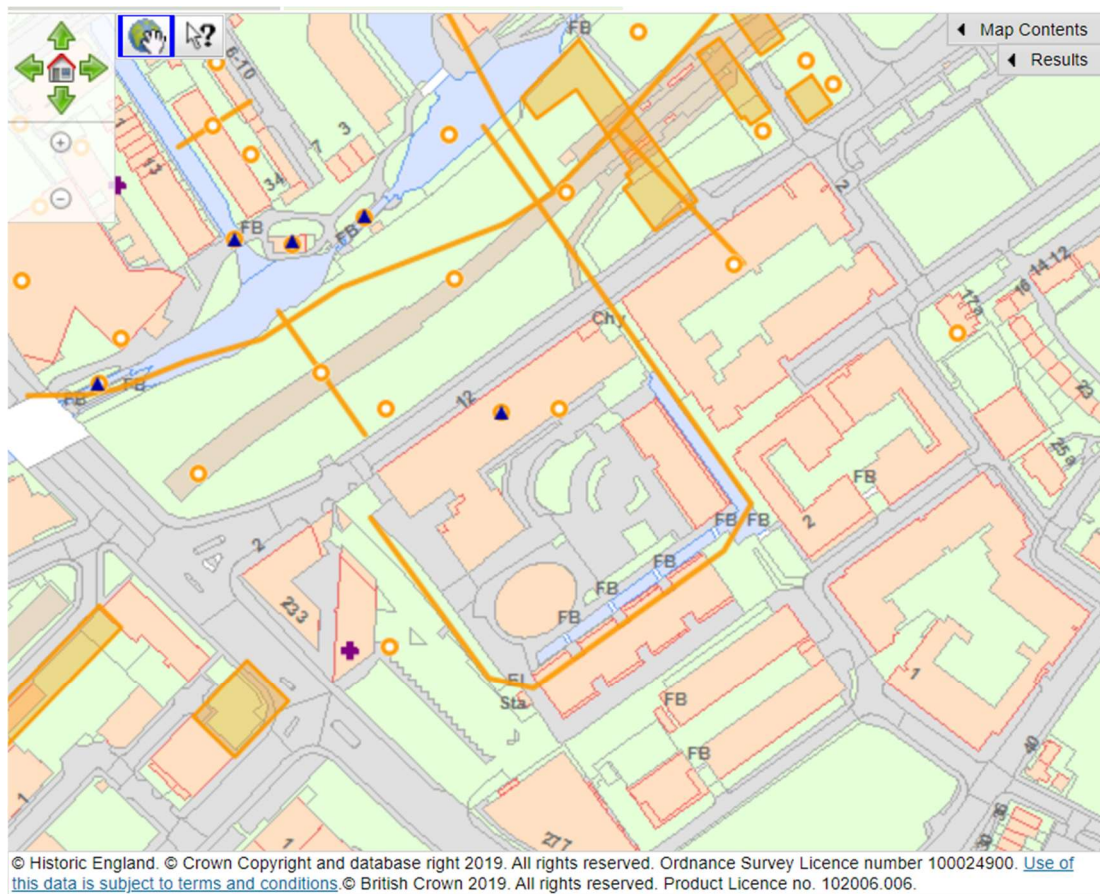
Summary

- 5.14 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.
- 5.15 In summary there will be no adverse impact on the setting or significance of the Listed building from the changes proposed by the application.

6 Conclusion

- 6.1 This report sets out the background to the proposals for the shopfront changes and the policy context at both national and local level.
- 6.2 The application site comprises part of the ground floor of a large Grade II listed building, a former mill in Ancoats area. The site is not within a conservation area and there are no other listed or locally listed buildings in the vicinity.
- 6.3 The proposed works to the shopfront are deemed necessary to provide a functioning convenience shop, which is a useful convenience for the large number of residents in the area.
- 6.4 The Report provides a Design and Access Statement for the elements of change on the Listed building.
- 6.5 With regard to the impact on the Heritage Asset, this desk based report is considered to be a proportionate assessment of the heritage significance of the Listed building. The assessment addresses the information requirements set out in the NPPF and provides a proportionate response.
- 6.6 The impact assessment has considered the shopfront changes will have a neutral impact on the significance of the historic, architectural and aesthetic setting of the Grade II Listed building. Importantly there will be no harm.
- 6.7 The proposals are also considered to comply with NPPF and associated heritage and design policies of the development plan.
- 6.8 There are therefore no sustainable reasons to refuse this application, particularly when considered in line with the clear public benefits as advocated at paragraph 196 of the NPPF.

Appendix 1



Legend

- | | |
|---|---|
| ▲ Listed Building (NHLE) | ■ Scheduled Monument (centre point) |
| ■ EH PastScape | ■ Registered Park/Garden (centre point) |
| ○ Local HER record points | ■ Registered Battlefield (centre point) |
| ▭ Local HER record polygons | ■ Protected Wreck Site (centre point) |
| ○ National Trust HBSMR | ■ World Heritage Site |
| ■ Building Preservation Notice | ■ Certificate of Immunity |
| ◆ Designation Decision Records De-listed | ★ Designation Decision Records Non-designated |
| ● Parks and Gardens (Non Statutory Data) | ■ Expired Certificate Of Immunity |
| ✚ Church Heritage Record (Non Statutory Data) | ✚ NMR Excavation Index |