GRAEME IVES
HERITAGE PLANNING

4th January 2024

Delivered by Email

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Dear Neil

Application for the Approval of a Section 19 Application to 136866/LO/2023.

Neptune Mill, Chapeltown Street, Manchester.

Addendum Heritage Statement.

Introduction

This Addendum Heritage Statement has been prepared on behalf of Capital & Centric (Rush) Limited (the 'applicant') in respect to a series of minor changes proposed to the above Listed Building Consent application (the 'proposed development'), which was approved by Manchester City Council, as Local Planning Authority (LPA), on 18th August 2023.

A Section 19 Application was submitted on 8th December 2023 to formalise the proposed minor changes to the approved scheme. However, the LPA responded on 20th December 2023 to advise that the Section 19 Application was incomplete and could not be validated for the following reason:

1) *"The internal amendments overall to the listed building are not non-material but minor material and we need to reconsider overall the impact on the Heritage Asset from the amendments so an update or addendum that evaluates the additional harm of benefit in the same terms as set out in Section 5 of the original Statement are required."*

The above Section 19 Application is to be considered alongside a separate non-material amendments application (Reference: 138819/NMC/2023) for the concurrent planning approval (Reference: 136865/FO/2023).

The original applications for Listed Building Consent and Planning Permission were submitted, and determined, with the benefit of a formal Heritage Statement that was prepared in accordance with National Planning Policy Framework (NPPF) Paragraph 200 (as revised December 2023):

"In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understanding the potential impact of the proposals on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation." (NPPF Paragraph 200).

Significance of the Heritage Assets

Section 4 of the original Heritage Statement described the significance of the relevant heritage assets, proportionate to their heritage significance and to enable the impact of the proposed development to be understood.

The principal heritage asset with respect to the proposed minor amendments, Neptune Mill, is considered to be curtilage listed by virtue of its relationship with the adjoining Crusader Works (Grade II Listed) and was described in the original Heritage Statement.

That section of the Heritage Statement has been provided in Appendix 1 of this Addendum for completeness.

Impact Assessment

The original Listed Building Consent granted permission for the following development:

"Listed Building Consent for internal and external works associated with continued use within Class E (Commercial, Business and Service)."

A series of minor amendments are now proposed to that approval. A full schedule of the proposed minor internal and external amendments was provided in the covering letter, submitted by the applicant with the Section 19 Application.

The proposed amendments would largely bring forward changes to the approved internal arrangements, however several minor external changes are also proposed. The width of the approved, glazed opening to the ground floor of the northern gable elevation, which would provide the main entrance to the building from the enclosed courtyard, would become slightly narrower than that envisaged by the approved scheme. This is a new opening, designed in a contemporary style to be legible as an adaptation, and the proposal to construct a slightly narrow aperture would not harm the significance of the curtilage listed building.

The proposed minor amendments include the re-opening of the former doorway to the extreme left (south) of the eastern elevation. The doorway, under a round arch of header bricks has previously been partly bricked-up to form a window opening and it is now proposed to return to the original arrangement. Conversely, the adjoining square-headed window, which has previously been adapted to form a full height doorway, would be reinstated as a window. Instead, a new doorway would replace a window to the centre of the elevation. The new doorway would remove the existing brick panel under the current window; however, the pattern of openings would not be interrupted, and the ground floor of the elevation has been subject to previous change. This is the least significant of all of the external elevations of the wider Crusader Works complex and whilst the minor amendment would cause change, it would not harm the significance of the listed building.

Internally, the adaptations to the ground floor would include increasing the area of the existing concrete floor which would be polished in the foyer. The ground floor would be fitted out for office and meeting spaces, which had previously been intended for the first floor as per the approved scheme. A kitchen duct would be omitted from the south-western corner of the floor plan.

The above kitchen duct would be omitted from the corresponding position of the upper floors, while the approved WC layout would also be amended in each of the upper floors.

The interior of the building has been repeatedly adapted in the past to accommodate new uses. The ground floor was last subdivided to form the site office for the Crusader Works development. The approved fit-out of the first floor would have preserved the significance of the building, and it is anticipated that adapting the ground floor in the same way would have the same neutral impact on the significance of the listed building. Similarly, the larger area of floor polishing now proposed would preserve the significance of the heritage asset. The proposed minor amendments to the approved WC layouts would not be material to the listed building.

The proposed minor amendments brought forward by the Section 19 Application would preserve the special interest of the listed building in accordance with S. 16 (2) of the Planning (Listed Buildings and Conservation Areas) Act 1990.

The proposals would also meet the requirements of Core Strategy Policy EN3, which requires new uses for heritage assets to be consistent with their significance. Similarly, the proposals would be in accordance with the UDP ‘saved policy’ DC19.1 (Clauses b and c) as it would not have a detrimental impact on the character and appearance of the listed building.

The proposed amendments would sustain the significance of the heritage asset, with reference to NPPF Paragraph 203. ‘Great weight’ has been given to the significance of the heritage asset (NPPF Paragraph 205) and as the proposals would preserve the significance of the heritage asset, there should be no need to engage NPPF Paragraphs 206-208 in this instance in respect to either substantial or less than substantial harm.

Summary

In summary, a series of minor amendments has been identified as the detailed implementation of LBC approval 136866/LO/2023 has been brought forward by the applicant team. The amendments would relate to external and internal aspects of the approved scheme. However, they are not considered harmful to the heritage asset and are in accordance with the relevant legislation, national and local planning policies.

Yours sincerely

Graeme Ives

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Appendix A

The Significance of the Heritage Asset

Introduction

1.1 The NPPF defines significance (for heritage policy) as:

"The value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting. For World Heritage Sites, the cultural value described within each site's Statement of Outstanding Universal Value forms part of its significance." (NPPF Annex 2: Glossary)

1.2 The setting of a heritage asset is defined by the NPPF as follows:

"The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve. Elements of a setting may make a positive or negative contribution to the significance of an asset, may affect the ability to appreciate that significance or may be neutral." (NPPF Annex 2: Glossary)

1.3 The national Planning Practice Guide (PPG) further advises, that:

"The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places." (Paragraph: 013 Reference ID: 18a-013-20190723)

1.4 Historic England guidance on The Setting of Heritage Assets Historic Environment Good Practice Advice in Planning Note 3 (Second Edition, 2017) confirms that:

"9. Setting is not itself a heritage asset, nor a heritage designation, although land comprising a setting may itself be designated. Its importance lies in what it contributes to the significance of the heritage asset or to the ability to appreciate that significance."

1.5 The Historic England Good Practice Advice Note provides a non-exhaustive checklist of potential attributes of setting, concerning the 'physical surroundings' and 'experience of the asset', that may help to elucidate the contribution of setting to significance and have been used to help inform this Heritage Statement.

1.6 The description of the significance of the heritage assets, provided below, is proportionate to their importance and the likely impact of the proposed development on their significance, including their setting.

Crusader Works, Chapeltown Street (Grade II Listed)

Special Historic Interest

1.7 The Crusader Works was originally designated in June 1994 and the list entry describes it as follows:

"Probably cotton spinning mill, now works. Mid C19, altered. Red brick with some sandstone dressings, roof not visible. Very long rectangular plan parallel to street. A six-storey 28-window range with three-storey four-window continuation at west end; panelled corner pilasters with stone cornices, parapet with stone coping, eight-window centre breaking forwards very slightly; vertical rectangular windows with raised sills and flat-arched heads, those in the west portion mostly four-pane sashes but the others with altered glazing; inserted doorway in second bay of centre; round-headed doorways in first and fourth bays of right-hand portion, that to the right altered as a window."

1.8 Although the list entry suggests the original complex, then known as the Phoenix Works, was probably a cotton spinning mill, it seems that it was actually constructed for the manufacture of machines for the cotton industry. However, it was soon subject to various changes of use, including packaging, warehousing, printing and making clothing.

1.9 The first detailed map of the complex, the Manchester Townships Map of 1850 (Figure 3.5), indicates that the Crusader Works was first used as a 'machine works' by Parr, Curtis and Madeley who had taken over another business, just south of Store Street, in 1838. In 1851 they received an award at the Great Exhibition for their carding and spinning machines (www.gracesguide.co.uk).

1.10 In 1861 a devastating fire destroyed much of the Phoenix Works. A contemporary account of the fire (www.gracesguide.co.uk) referred to the oil drenched floors of the machine works and the damage to an eight-storey range of 28 bays. The account is not clear whether the fire took place on the northern or southern side of Chapeltown Street, however the description of a building of 28 bays is likely to refer to the current listed building, and it appears that the original top two floors were lost at that time. The account of the fire dates the building to 1845, which is consistent with the historic map regression and advises that the building was *"… not constructed upon the fire-proof principle."*

1.11 The damage to the main complex pre-dated the construction of Neptune Mill, however the historic maps indicate that it was constructed soon after and may have been part of the renewal of the complex in response to the fire.

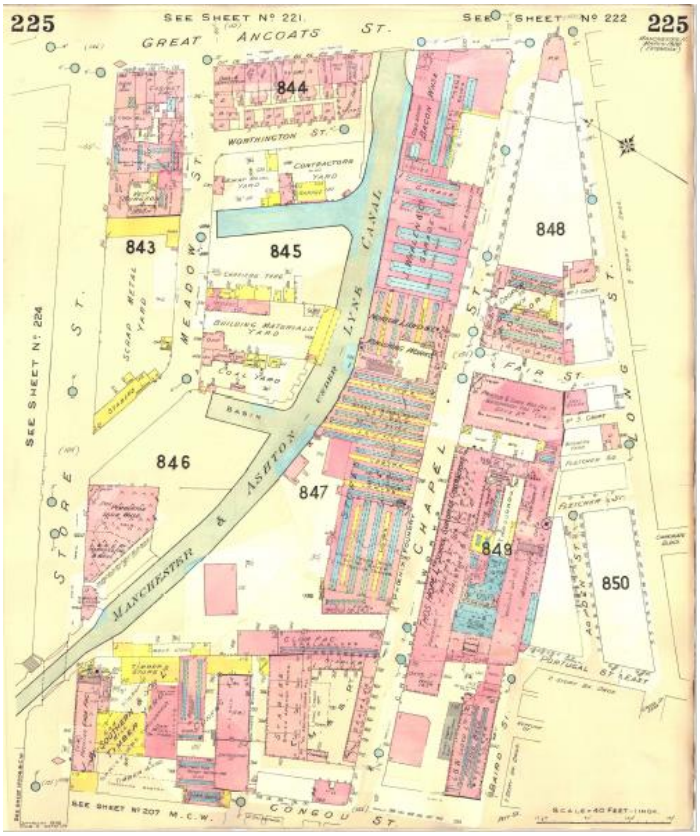
1.12 In 1895 the works was taken over by John Hetherington and Sons, which owned a series of machinery works in the Ancoats area, including the Vulcan Works.

Figure 1.1: An advert for John Hetherington and Son's with Phoenix (Crusader) Works in the background

1.13 By March 1928 the Goad Insurance Map (Sheet 225) indicates that the complex accommodated a variety of uses, including a packing warehouse to the main front range to Chapeltown Street and also within the application site.

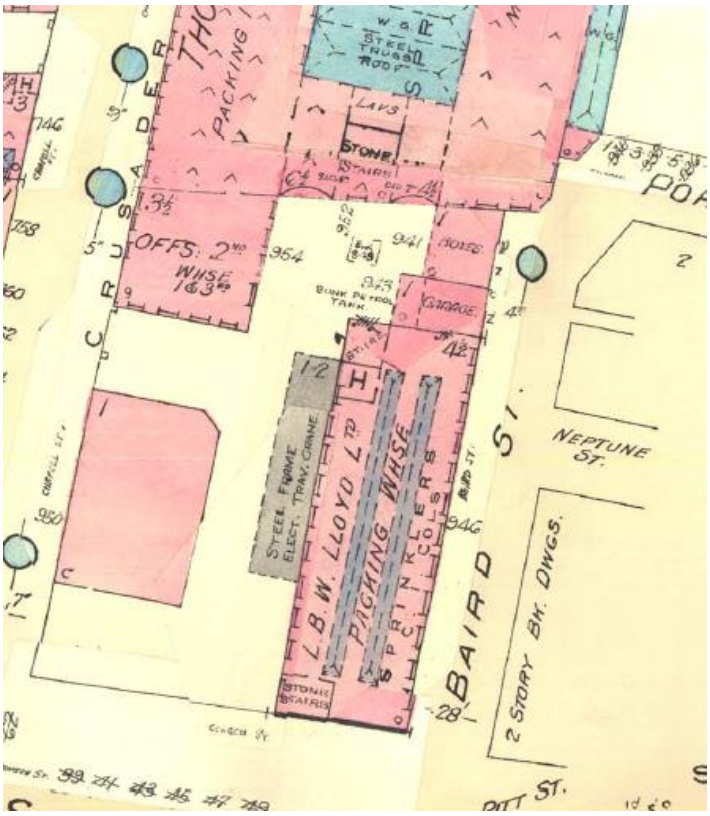
1.14 The complex therefore appears to have been constructed as primarily a machine works, for the manufacture of textile related machinery, then became used as a warehouse, before being identified as a 'clothing works' by the mid C20th.

Figure 1.2: Goad Insurance Maps of Manchester (Sheet 225)



1.15 The detail of the Goad Insurance Map is also interesting in respect to the roofscape of the application site, which illustrates long, parallel rooflights to both sides of the main ridge. Internally, the alignment of the rooflights is still legible, however the external surface of the roof has been re-slated, covering the former rooflights.

Figure 1.3: Detail of Goad Insurance Map (March 1928) illustrating the roofscape of the application site



1.16 A planning application determined in October 1980 (Reference: F16409) for the erection of a chrome plating shop at the Crusader Works indicates that the manufacturing use of the building continued through the later C20th.

1.17 The remainder of the complex, adjoining the current application site was granted consent for residential use with 126 apartments, and a ten-storey new-build apartment building immediately to the north-east of the listed building, in October 2016 (Reference: 113363/FO/2016).

Special Architectural Interest

1.18 The principal range to Chapeltown Street is six storeys in height and is 28 bays wide. The repetitive elevation accentuates the scale of the building. The Crusader Works was designed to be functional in character, with the few architectural embellishments limited to the corner brick pilasters and associated stone capitals, which contribute to the monumentality of the building. The principal range is constructed with Flemish bond brickwork and stone sills and heads to the windows.

1.19 The brick pilasters and capital detail continue into the four-storey range that returns along the southern side of the narrow passageway between Crusader Works and the new Phoenix apartment building.

1.20 The historic maps indicate that the three-storey continuation, to the western end of the complex, was contemporary with the principal phase of building and continues the same pilaster and capital detail to the front elevation.

Figure 1.4: The principal range and three-storey element to Chapeltown Street

Figure 1.5: Capital and pilaster and the northern return elevation

1.21 The main internal courtyard forms a highly enclosed space and is illustrative of the ad hoc adaptation common to industrial complexes such as the Crusader Works. The Goad Insurance Map of 1928 illustrates the southern part of the courtyard as an enclosed, internal space. The recent residential conversion has included an external lift and landings that add a sculptural feature within the former industrial courtyard.

Figure 1.6: Looking northwards through the internal courtyard behind the principal range

1.22 The eastern side of the courtyard is enclosed by a four-storey range with three principal bays of seven, eight and nine bays of windows from north to south. The central bay of eight windows projects forward and incorporates the octagonal chimney to the north-eastern corner of the building.

Figure 1.7: The Fair Street elevation and chimney

1.23 The application site is connected to the southern end of the main three-bay range to Fair Street by a third-storey bridge link that crosses over the southern courtyard of the complex.

1.24 The building line of the application site appears to have been dictated by the inherited street pattern and is set back slightly behind the main Crusader Works frontage to Fair Street.

Figure 1.8: The application site looking northwards along Fair Street

Figure 1.9: The application site looking south-westwards across Fair Street and the Metro-link

1.25 The application site building is constructed with English garden wall brickwork with simple, non-gauged, segmental brick archers to the windows and simple stone sills. The southern gabled elevation incorporates a narrow, external brick flue, which appears to have been a later addition to the building. Much of the roof is concealed by a brick parapet.

Figure 1.10: The southern elevation of the application site adjoining the single-storey warehouse

1.26 The lower part of the western elevation is partly concealed by the single-storey warehouse. The line of the parapet is broken by a vertical stairwell and a lift shaft, with an adjoining stairwell, to the southern and northern ends of the elevation respectively. The roof top additions to both projections are quite crude.

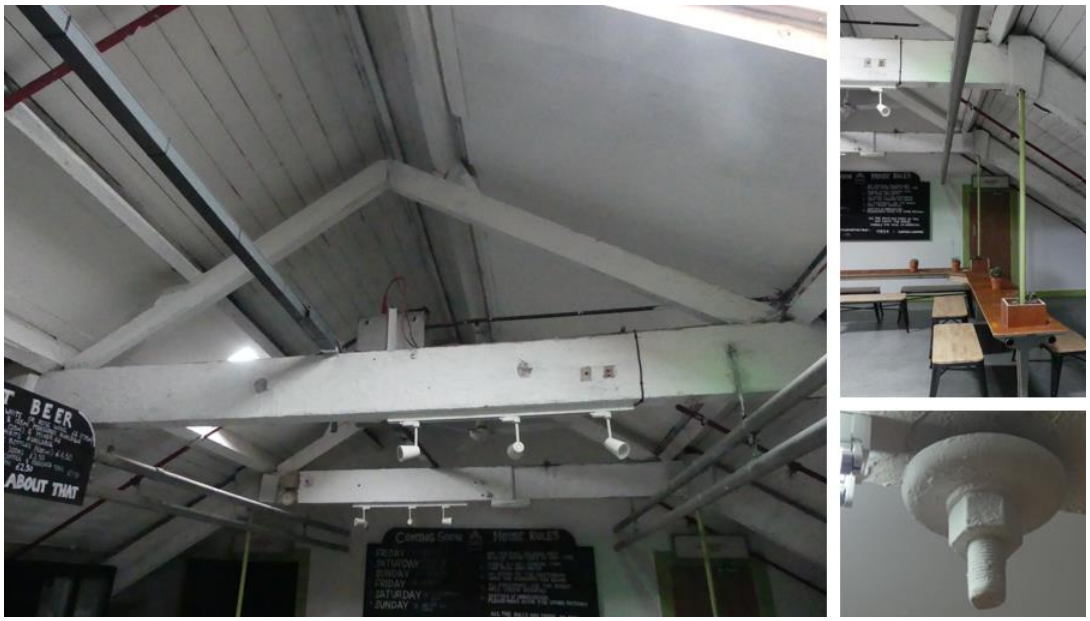
Figure 1.11: The southern part of the application site, including the southern stairwell projecting above the adjoining supermarket

Figure 1.12: The northern part of the application site set back to the rear of the southern courtyard

Figure 1.13: The roofscape above the western elevation of the application site

1.27 The Goad Insurance Map illustrates parallel roof lights on both pitches of the roof that extended for almost the full length of the building. The roof appears to have been re-surfaced in the past, screening evidence of the rooflights in current aerial photographs. Internally, the position of the rooflights remains legible, with the remainder of the roof clad in timber boarding. The trusses are anchored through the beams of the floor below with slender tie-rods.

Figure 1.14: The interior of the roof and detail of the tie rods that are fastened through the floor beams

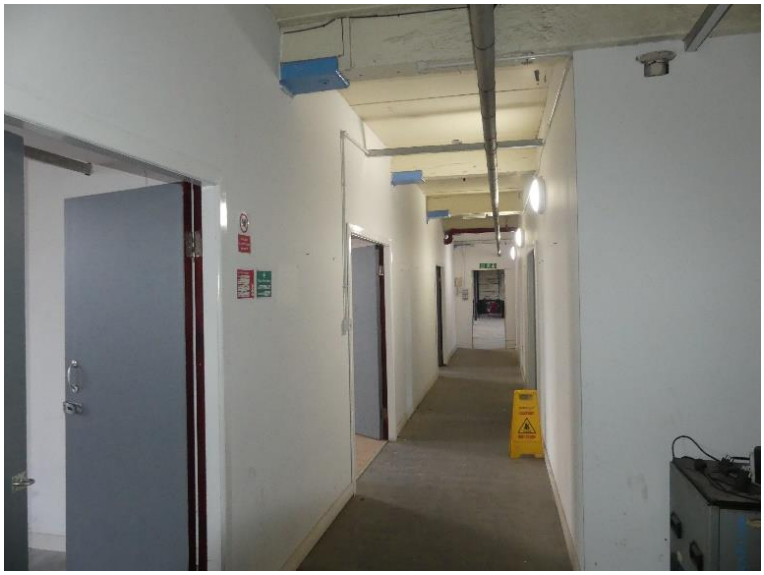


1.28 Below the attic level, the floors are largely open-plan, with a central row of columns and a stair and WC enclosure to the south-western corner. The second floor has been partly subdivided with light-weight partitions.

1.29 The floors are constructed with timber boards, rather than a fire-proof construction. The application site does not retain any machinery associated with a packing warehouse or for clothing manufacture.

Figure 1.15: The western side of the 3rd floor

Figure 1.16: The northern part of the second floor



The Contribution of Setting to Significance

1.30 The physical surroundings of the Crusader Works include the topography of Chapeltown Street, which gently slopes downhill from Great Ancoats Road to the north-east, to Piccadilly station, to the south-west. The southern frontage of the works has a relatively open aspect due to the process of clearance that took place during the mid C20th and the vacant sites that have persisted since that time. The Metrolink now forms an open corridor immediately to the south of Crusader Works, lending a much greater sense of prominence to the secondary frontage of the works. Views from the south towards the application site have also become more open over time as sites have been cleared and the townscape has become more fragmented.

Figure 1.17: The view northwards towards the application site from Sheffield Street

1.31 The aspect to the northern part of Chapeltown Street itself has become increasingly enclosed with the construction of the residential canal side developments of the 1980s and more recently the construction of the Phoenix apartment scheme, which screens Crusader Works in views from Great Ancoats Road.

Figure 1.18: The view south towards the Phoenix Apartments from Great Ancoats Road

1.32 The townscape setting of the Crusader Works, between Great Ancoats Road and Piccadilly Station, remains fragmented. There are few heritage assets in this area and none that help illustrate the type of townscape formerly associated with the mill complex, for example the associated mills of the Phoenix Works on the opposite side of Chapeltown Street were replaced with the current residential townscape in c.2000 and all of the former mill workers housing or the associated grid-like street pattern of the area that once wrapped around the southern side of Crusader Works has been removed. Therefore, the immediate functional relationships between the works and contemporary townscape have been lost over time.

1.33 Crusader Works contributes to the wider 'context' of mill development on the northern side of Manchester and derives an historic association from the Hetherington's, who acquired the works as part of their wider portfolio. However, the degree of change over time in respect to the setting of the listed building has been considerable. The asset is experienced in a relatively weak townscape, which lacks a particular character or distinctiveness. Several recent taller developments now form significant landmarks within the setting of the mill.

Figure 1.19: The view north-eastwards towards the site application along Baird Street

Crusader Works Summary of Significance and Contribution of Application Site

1.34 The significance of the grade II listed Crusader Works is principally derived from the following attributes:

- The monumental scale of the Chapeltown Street range, which was characteristic of the mill townscape of the northern edge of Manchester City Centre.
- The rhythm of the principal elevation and scale of the pilasters and capitals that frame the elevation.
- The retention of the courtyard planform and group value of the cluster of functional, brick industrial buildings, including the truncated octagonal chimney.
- The historic association with John Hetherington and Sons and its previous uses related to manufacturing and as a packing warehouse associated with the textile industry.

1.35 The significance of the application site, as a curtilage listed buildings is derived from the following:

- As part of the renewal and expansion of the Crusader Works site following the devastating fire of 1861.
- The contribution to the group value of the Crusader Works complex, particularly the consistent frontage of brick constructed former industrial buildings that now enclose the Metrolink line.
- The retention of the cast iron columns and roof structure within the interior of the building.