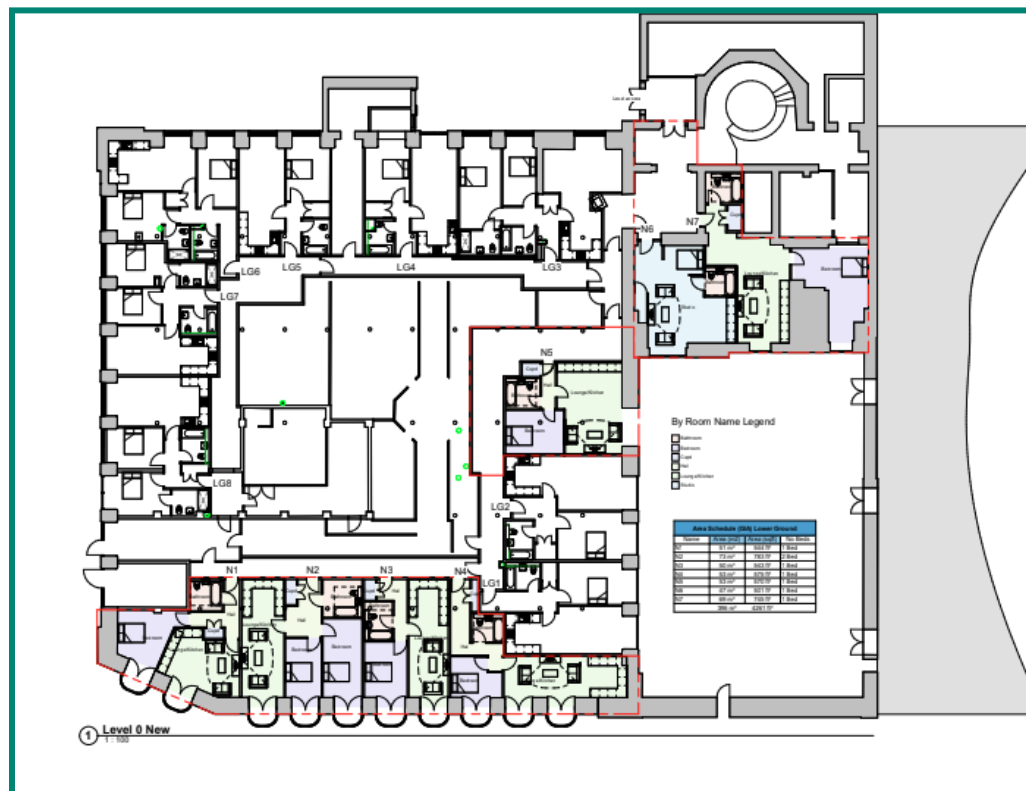


## SUPPORTING STATEMENT & LISTED BUILDING STATEMENT

24th November 2023

### Conversion of the Ground Floor of a Listed Building for Development of 7 Apartments



### Victoria Mill, Lower Vickers Street, Manchester M40 7LH

Prepared by MacMarshalls Rural Chartered Surveyors & Planning Consultants  
on behalf of

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## 1. INTRODUCTION

- 1.1. This statement evaluates the proposed development in context of local and national planning policies and guidance.
- 1.2. This application should be read in conjunction with the other supporting statements and assessments:
- Waste Management
  - Transport Statement
  - Structural Assessment
  - Noise Assessment
  - Lighting Plans
  - Drainage
  - Design and Access
  - Fire Strategy Report
  - Crime Impact Assessment

## 2. THE APPLICATION SITE

- 2.1. The application site refers to a Grade II\* listed building (list entry number 1197924).



### **Image of the north front of the mill**

- 2.2. The former textiles mill is located within Miles Platting, Manchester and is situated next to the Rochdale Canal.
- 2.3. The building comprises six storeys within two symmetrical mill blocks which are separated by an engine house. Built in two phases in 1869 and 1873, the mill shut down in the 1960s and was nearly derelict until it underwent restoration in the 1990s.
- 2.4. Currently, Victoria Mill has partially been converted into residential and office space. It has undergone multiple residential redevelopments for the conversion of apartments in recent years.
- 2.5. Miles Platting is currently going through a period of regeneration. Over the last 16 years, 246 acres have been redeveloped, with 1500 homes being refurbished and another 700 having been built. The regeneration has aimed to improve the local environment, implementing green spaces, parks and pedestrian links to create a stronger community of the area.
- 2.6. Surrounding the mill are local amenities which would benefit potential residents. North of the mill is Cariocca Business Park. To the east of the mill is a children's playground and to the south across the canal is a primary school. Further south is the Etihad Campus.
- 2.7. The regeneration of the area has meant the creation of accessible green spaces and a more aesthetic space within Miles Platting which helps to facilitate healthier lifestyles.
- 2.8. The mill is situated approximately 3.2km north of Manchester City Centre. It is sustainably located as there are multiple public transport links within walking distance that can get to the city centre or the nearby train stations within approximately 15 minutes. There is also good access to the city through pedestrian and cycle routes. This provides accessible employment opportunities and amenities to future residents.
- 2.9. The application is for the creation of flats on the ground floor of the southwestern side of the building.



Image showing the south side of the mill.

### 3. LISTING ENTRY

- 3.1. MANCHESTER SJ8599 LOWER VICKERS STREET, Miles Platting 698-1/15/747 (South side)  
29/11/88 Victoria Mill GV II\*

*‘Cotton spinning mill, now disused; a double mill built in 2 phases in 1869 and 1873. George Woodhouse, architect, for William Holland. Red brick with yellow brick dressings; roof not visible but probably slate. Fire-proof internal structure. U-plan formed by 2 large rectangular spinning mills, joined by a central engine house. Symmetrically planned about a central stair turret wrapped around the chimney with engine house (rebuilt in 1902 on conversion to rope drive) and boiler house to the rear, in the centre of a narrow courtyard formed by the 2 mill ranges to either side of the stair tower, a 3-window range, that to left with former internal engine house marked by partially blocked round-arched window; the right hand range obscured by a brick shaft of 1920. This central block is flanked by the 2 spinning mills, each a 6-storey, 11x10 bay block, with stressed angle pilasters (extended as privy towers to N elevation). Italianate detail of spinning mills, which have segmentally headed windows to 5 storeys, and coupled round-headed windows to the upper storey, arcaded with shafts and continuous sill band. 2-window towers towards centre of each mill appear to be later additions. Interior not inspected, but constructional system almost certainly transverse brick arches carried on cast iron columns. Ancillary buildings survive to NW of site, but former blowing rooms and offices, which were built parallel to the front of the mill across a narrow yard, and a range of ancillary buildings to the SE are no longer extant. A very large double mill for its date, which makes striking use of a distinctive industrial architectural vocabulary (especially in*

*the economical design of combined stair tower and chimney). An excellent example of the development of a specifically industrial architecture, and of the work of George Woodhouse.'*

## **4. PRINCIPLE OF DEVELOPMENT**

### **4.1. Location**

- 4.1.1. The site is located within East Manchester, as defined by the local council. The majority of the area is residential in character and has undergone recent redevelopment to improve the community amenities.
- 4.1.2. It benefits from strong pedestrian and cycle networks as well as public transport links that connect to the city centre as well as wider Manchester and national transport infrastructure.
- 4.1.3. A transport statement submitted in support of this application provides further support of this point. Taking these considerations into account, it is concluded that the location of the application site is appropriate for residential development.

### **4.2. Project**

- 4.2.1. This application aims to convert the existing and vacant floor of the mill to redevelop it to attain additional residential spaces.
- 4.2.2. Through local and national policy it is encouraged that residential development is done sustainably.
- 4.2.3. The change of use will enhance the building and its setting, while securing its conservation for future generations . The development aims to transform the historic building into a purpose that safeguards its use, preventing it from deterioration.

## **5. THE PROPOSED DEVELOPMENT**

- 5.1. The proposed development involves the redevelopment of the ground floor on the southwestern block to create 7no. residential apartments, which will be a mixture of 1 and 2 bed units.
- 5.2. A previous application has been approved for the conversion of the lower ground floor of the southwestern block. This application is being submitted to compliment the approved scheme and allow for the remainder of the floor to be converted into residential space. The plans for this application have been designed to complement and follow the approved scheme, and will use

the existing bin store and will adapt the cycle storage for the use of the additional proposed apartments.

- 5.3. There will be 1no. 2 bed and 6no. 1 bed apartments built from this proposal. All the flats meet the necessary space requirements as set out in the nationally described space standard.
- 5.4. The development will result in only minimal internal and external alterations to the mill.
- 5.5. External alterations will include:
  - The reinstatement of original openings alongside the canal.
  - One new window opening will be inserted into proposed apartment N5.
  - Alterations to some partitions where necessary
- 5.6. The external alterations will still be in keeping with the historic aesthetics of the mill and the continuation in the urban fabric, while modernising where appropriate to meet building standards.
- 5.7. Further details of the internal and external alterations are outlined in the Design and Access Statement.
- 5.8. *The conversion will be limited to the south-western of the two mill buildings and part of the smaller central connecting building, underneath the existing 103 apartments on the floors above, and adjacent to the 9 apartments that have been permitted elsewhere on the lower ground floor.*

## 6. PLANNING HISTORY

- 6.1. The previous approved scheme which is partnered with this proposed application relates to:
  - **117148/FO/2017.** Change of use of part of basement and ground floor to create 9 apartments (Class C3). Approved
  - **117149/LO/2017.** Listed Building Consent for internal and external alterations to part of basement and ground floor to allow a change of use for 9 apartments (Class C3). Approved
  - **CDN/23/0664.** Discharge of conditions 12 (acoustic insulation) and 13 (security) attached to planning permission referenced 117148/FO/2017. Approved
  - **CDN/19/0646.** Application to discharge Conditions 5 (Canal Protection), 7 (Archaeology - pre commencement) and 8 (Car Parking) attached to planning permission 117148/FO/2017. Approved
  - **CDN/19/0127.** Discharge of condition 4 (Construction Management Plan) attached to planning permission 117148/FO/2017. Approved

6.2. Previous applications for other alterations and change of use to this Mill have been submitted to the council which have helped to inform this application and is comparable to this application:

- **131379/LO/2021.** Listed Building Consent for the installation of external lighting
- **114601/LO/2016.** Listed Building Consent for the internal and external alterations associated with the change the use of the north side of Victoria Mill to create 80 no. residential units on the first to fifth floors
- **114600/FO/2016.** Proposed change of use of the first to fifth floors of the north side of Victoria Mill from offices (Class B1) to create 80 no. residential apartments (Class C3a) comprising 65 x 2 no. bedroom units and 15 x 1 no. bedroom units and communal home working offices for residents, with associated internal and external alterations to the listed building

## 7. PLANNING POLICIES

7.1. Relevant planning policies can be found in the Government's National Planning Policy Framework. The policies that are relevant to this proposal are listed below:

7.2. NPPE

- Paragraph 11
- Paragraph 92
- Paragraph 112
- Paragraph 119
- Paragraph 120
- Paragraph 190
- Paragraph 202

7.3. Manchester City Council's Local Development Framework is made up of several policy documents, however the primary document is the **Core Strategy**, which was adopted in July 2012. This statement considers all the policies that are pertinent to this application and they are understood to include the following:

7.3.1. Manchester Core Strategy 2012-2027

- DM1: Development Management
- EC5: East Manchester
- EN1: Design Principles and Strategic Character Areas
- EN3: Heritage
- H4: East Manchester
- SO3: Housing
- T1: Sustainable Transport

7.3.2. Sustainability Appraisal Report

7.3.3. Infrastructure Delivery Plan

## 8. PLANNING POLICY ASSESSMENT

### 8.1. General Planning Policy Comments:

#### 8.1.1. NPPF

- **Paragraph 8.** This discusses how *‘achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways; an Economic Objective, a Social Objective and an Environmental Objective’*. This proposal meets these objectives independently and also when mutually dependent, such as the re-development of the existing building in a highly accessible location, which provides sustainably accessible employment opportunities which in turn will economically benefit the area while doing so in a sustainable manner, which wholly accords with Paragraph 8.
- **Paragraph 11** - *‘Plans and decisions should apply a presumption in favour of sustainable development’*. Concerning decision-making, it is acknowledged that development proposals must align with the development plan. In such cases, approvals should be granted "without delay." This statement consistently illustrates that the proposed development fully complies with policies and is sustainable in its development.
- **Paragraph 119** - *Planning policies and decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or ‘brownfield’ land.*
- **Paragraph 120** - Policies should aim to promote and support the development of underutilised land and buildings, to help meet identified housing needs, prioritising 'brownfield' land utilisation. The site of this proposal is clearly previously developed and therefore would be effective in its proposal for

residential accommodation, which upholds the principles of sustainable development that runs through the NPPF.

#### 8.1.2. Manchester Core Strategy 2015

- **DM1:** General development guidance to ensure appropriate layout, privacy, accessibility, crime prevention, healthy design, no ecological impacts etc. This has been actioned through the implementation of professionals in these departments to undergo research and complete statements to ensure we are meeting these criterias, and ensuring sustainable development.
- **H4:** *“will accommodate around 30% of new residential development. Priority will be given to family housing and other high value high quality development where this can be sustained”*. The redevelopment of the Mill will be attractive to the more economically active households due to its location adjacent to the city centre, which is a source of employment opportunities. This will benefit the area as they will be *“attracted to and retained in this area, which will help to underpin the forecast economic trajectory”*. Therefore this development fits into the policies of East Manchester and will be a benefit to the local and wider area.
- **EN1:** This site is situated within Part of the ‘Central Arc Character Area; in which *“The opportunity exists for development on a large scale using innovative urban design solutions”*. This is being actioned through the redevelopment of this heritage and listed building which contributes to the character of the area and is important in continuing the historic character of this part of Manchester.
- **SO3:** *“Provide for a significant increase in high quality housing provision at sustainable locations throughout the City, to both address demographic needs and to support economic growth.”*As mentioned, this is a sustainable location for access to the city centre and also wider national links. Will help boost the economy of the area as it has previously been one that is lower than its surrounding areas of New Islington, Ancoats etc.
- **T1:** The site is conveniently reached through sustainable transport, cycling, and pedestrian connections. It aligns with Manchester's Victoria North northeast strategic plan for Victoria regeneration, enhancing accessibility to the adjacent

Rochdale canal. The inclusion of internal bike storage aims to facilitate and promote residents' use of sustainable transportation to and from the site.

#### 8.1.3. Sustainability Appraisal Report

**Rich Built Cultural Heritage:** *“it is important that a high level of protection remains or is further enhanced as new development proposals are delivered.”* The redevelopment of the lower level of this site, which is currently vacant, is important in the enhancement and maintenance of the building, so as to preserve its heritage and historic importance to the area.

### 8.2. Heritage Planning Comments

#### 8.2.1. NPPF

- **Paragraph 190:** Relates to the strategy which aims for the *‘conservation and enjoyment of the historic environment’*, and should take into account the *‘desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation’*. This proposal clearly aims to do this through the redevelopment of lower ground level, to allow the use of the space by residents while maintaining and conserving the historic nature of the building.
- **Paragraph 202:** *‘Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use’*. As mentioned throughout the NPPF, sustainable development is key and redevelopment of buildings should be prioritised. This proposal aims to do this by providing residential units, allowing public use and benefit of this historic building which would not lead to substantial harm to the heritage asset.

#### 8.2.2. Manchester Core Strategy 2015

- **EC5:** *‘will promote development which: has regard to listed buildings and conservation areas including Ancoats and the industrial heritage of the area’*. This strategy clearly includes the proposed site of Grade II\* Victoria Mill. Within **EN3** the policy states *“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. Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset".* Therefore, this proposal for the re-use of this heritage asset (which has been sat as mainly vacant for a significant amount of time) will ensure future conservation while contributing to the housing stock for Manchester.

## **9. CRIME IMPACT ASSESSMENT**

- 9.1. The locality, once characterised by elevated crime rates, has undergone a recent decline and successful regeneration. Despite this positive transformation, the area continues to experience significant pedestrian traffic and commuting to and from the city centre. It is imperative that the design prioritises safety for both present and future residents.
- 9.2. Our approach will adhere to secure by design principles, striking a balance between modern security measures and the preservation of the building's heritage. Given that the proposal involves an existing structure, meticulous efforts will be invested in optimising lighting and natural surveillance opportunities to maximise visibility and safety
- 9.3. Further details are found within the attached crime impact assessment.

## **10. BAT SURVEY**

- 10.1. A bat scoping survey was undertaken at Victoria Mill to ensure that the development would not hinder the habitats of any bats in the area.
- 10.2. The report found that the surroundings of Victoria Mill offer mostly low-quality bat habitat, with the Rochdale Canal nearby potentially serving as foraging and commuting routes. The building's basement, identified with historical bat droppings and potential roosting features, is assessed to have low potential for supporting roosting bats.
- 10.3. A presence/absence survey conducted in July 2023 recorded no bats emerging from the building section, and while identified bat roosts are present on the exterior, no roosting activity was noted. Hibernation potential exists in the basement, necessitating hibernation surveys between December and March, conducted by a licensed bat ecologist. Additionally, due to potential breeding bird presence, development works are recommended to occur outside the breeding bird season (March to August) or preceded by a breeding bird nest check and, if needed, the appointment of an ecological clerk of works.
- 10.4. Further details are found within the attached bat scoping survey.

## **11. TANKING**

11.1. As part of this application, the wall along the south side of the mill will be tanked as it is adjacent to the Rochdale Canal. This is to ensure that the walls of the building will not become damp or damaged by the canal. A waterproofing report and structural statement have been undertaken to provide the necessary information on what will be done for this.

### **11.2. Waterproofing**

11.2.1. A structural waterproofing assessment was undertaken, and designs for Type A and Type C waterproof systems have been given, in accordance with British Standards and below ground waterproofing requirements.

11.2.2. Further details are found within the attached waterproofing report.

### **11.3. Structural Statement to the former anti-chambers alongside the Rochdale Canal**

11.3.1. A structural assessment has been carried out for the proposed development of the lower ground floor. The assessment has provided details of examination of the internal brickwork and internal and external walls. It provides details of further examinations that may be required.

11.3.2. Further details are found within the attached structural assessment statement.

## **12. WASTE MANAGEMENT**

12.1. A waste management strategy has been developed for the storage, handling and collection of waste from the site, once the development of the proposal is operational. It has been prepared in accordance with local and national waste policy. There is a legal duty of care to ensure all waste that is generated on site is stored, transported and disposed of responsibly.

12.2. There is currently a large refuse storeroom on the lower ground floor where prospective residents are able to dispose of their waste, which has sufficient room for the necessary amount of bins for different waste streams. This is accessible to the residents via internal corridors.

12.3. The waste collection strategy includes the collection of the waste bins from the site via the front of the mill or from waste bins that are adjacent to the pedestrian access at Lower Vickers Street. The building management team are responsible for ensuring that the bins are transported to and from the storage rooms, via the internal corridors, as they already do for the existing residential units that have been converted in this mill.

12.4. Further details are found within the attached waste management strategy report.

### **13. TRANSPORT STATEMENT**

- 13.1. The site, as previously mentioned, has already been partly converted into residential units.
- 13.2. The site has a car park, with space for approximately 304 cars, with additional informal parking also available. These spaces are underutilised by the current residents of the site, therefore being no issue for the proposed 7 apartments to utilise these spare parking spaces.
- 13.3. The proposed development is modest and will result in very minor, if any, increases in traffic on the local road network.
- 13.4. Pedestrian and cycle access will be retained as existing. A secure, covered bicycle storage is existing on the lower ground floor. This will be used by the proposed residents in the proposed units.
- 13.5. From a traffic and transportation perspective there are no reasons why the development proposals should not be granted planning approval.
- 13.6. Further details are found within the attached transport statement.

### **14. NOISE ASSESSMENT**

- 14.1. A noise assessment has been conducted for the area of the site which included measured sound levels. The full results are shown within Appendix A of the attached noise assessment report.
- 14.2. The assessment describes mitigation measures that will be undertaken to stay in line with the Noise Policy Statement for England and will meet the objectives of the NPPF, ensuring no significant adverse impacts are experienced by future occupants.
- 14.3. The development is therefore acceptable in terms of noise.
- 14.4. Further details are found within the attached noise assessment report.

### **15. FIRE STRATEGY REPORT**

- 15.1. Design considerations for the prevention and tackling of fire issues within the building have been addressed.
- 15.2. This includes the implementation of escape routes, signage, ventilation, smoke and heat detectors and sprinkler systems.
- 15.3. These have been included to meet the fire safety requirement to ensure the health and safety of future and existing residents.

## 16. DRAINAGE

- 16.1. A drainage strategy report has been prepared for the proposal.
- 16.2. The site falls within flood zone 1, meaning there is a low risk of potential flooding.
- 16.3. There is existing drainage that will be used as part of this proposal, which includes being split between foul and surface water runs, combining into the existing combined manhole as it exits the site. This will allow a later discharge to a separate system when available.
- 16.4. Further details are found within the attached drainage strategy report.

## 17. CONCLUSION

- 17.1. The submission consistently demonstrates that the request to alter the use of the lower ground floor in the southwestern mill block of Victoria Mill aligns with applicable statutory obligations and the development plan. The proposed development is deemed acceptable in principle, supported by both the nature of the proposal and its strategic location. This affirmation is reinforced by a previously approved 2017 application for the conversion of the other half of the lower ground floor for residential use.
- 17.2. Anticipated benefits of the proposed development include the enhancement of Victoria Mill's surroundings, the revelation of its significant features, and the assurance of its future conservation through optimal and viable utilisation. The application aligns with pertinent strategies, development assessments, and plans. Consequently, we seek the Council's endorsement of this proposal and the granting of consent. We eagerly anticipate a positive collaboration with you on this project.
- 17.3. We trust that the information presented above adequately addresses planning considerations, complementing the additional supporting documents previously submitted. Should you require further assistance or information, please feel free to contact us. We are at your disposal to provide any necessary clarification or additional details.

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