Heritage, Design and Access Statement PM101 and PM102, Paragon Mill May 2026

Introduction

This Design and Access and Heritage Statement has been prepared in support of a listed building consent application for internal works to residential units PM101 and PM102 in Grade II* listed Paragon Mill, Ancoats, Manchester (the 'Proposed Development'). The works are to allow the merging of the two residentials units into one residential unit to accommodate a family.

The listed building consent description of development is as follows:

Internal works to units PM101 and PM102 including demolition and rebuilding of non-original internal fabric; removal and installation of non-original fixtures and fittings; and other associated works

The applicant is Katie Wray, co-owner of both properties.

The following documents and drawings are submitted in support of the application

Heritage, Design and Access Statement
- Sets out the context
- Explains the proposals and the design rationale
- Sets out the significance of the Grade II listed building and the impact of the proposed works on this significance
- Sets out the relevant legislation, policy and guidance and assesses the proposals in this context

Photographic Record
- Photos of all areas of the building where intended works are proposed, cross-referenced to the drawings

Drawings	**Revision**
7710-al(02)0001 site location plan	P01
7710-al(02)0002 existing plan	P01
7710-al(03)0001 demolition plan	P02
7710-al(04)0001 proposed plan	P04
7710-al(04)0002 proposed elevations	P03
7710-al(04)0003 proposed elevations	P03
7710-al(22)0001 internal wall types	P01
7710-al(22)0002 proposed wall types	P03
7710-al(32)0001 door types	P01
7710-al(43)0001 proposed floor finishes	P03
7710-al(45)0001 proposed ceiling finishes	P04
7710-al(46)0001 fire strategy	P03
7710-al(62)0001 small power layout	P02
7710-al(62)0002 electrical fixture setting out - elevations	P02
7710-al(73)0001 1:20 kitchen set out	P03
7710-al(73)0002 1:20 utility room layout	P02
7710-al(73)0003 1:20 utility room layout	P02
7710-al(74)0001 1:20 ensuite layout	P03
7710-al(74)0002 1:20 ensuite layout	P04
7710-al(74)0003 1:20 ensuite layout	P03
7710-al(74)004 1:20 ensuite layout	P04

Specifications and Schedules

- 7710-Door schedule P02
- 7710-Finishes schedule P03

The application is comprehensive and is submitted on the basis that works can commence immediately on the granting of listed building consent, and therefore no pre-commencement conditions need to be applied requiring the submission of additional information. ***Should additional information be required the applicant can provide this during the determination period.***

Alongside this listed building consent, a s.96A non-material amendment application is submitted to amend the 2014 planning permission 104923/FO/2014/N1 description of development from:

Use of part of first floor of both Paragon and Royal Mills to create an additional 18 apartments (9 in Parragon Mill and 9 in Royal Mill) and associated parking spaces.

to

*Use of part of first floor of both Paragon and Royal Mills to create an additional **17** apartments (**8** in Paragon Mill and 9 in Royal Mill) and associated parking spaces.*

Pre-application engagement has been undertaken with Jennifer Atkinson and Paul Mason at Manchester City Council via various emails and one meeting over the period 2022-2026.

The remainder of this Statement is structured as follows:

- Context including a description of the Site, and policy context
- Design Principles and Components
- Access
- Heritage Assessment including statement of significance, assessment of impact and assessment against policy
- Conclusion

Context

Site Context

Paragon Mill is a Grade II* listed building and is located within the Ancoats Conservation Area. The Mill forms part of the Royal Mills mixed use complex of former industrial mills, which have all been refurbished for residential and commercial use. The wider area is also characterised by a wide mix of residential and commercial properties.

Paragon Mill is of a traditional masonry construction, with a grid of circular cast iron columns internally, and a filler joist concrete floor slab with concrete encased steel downstand beams, as can be seen in Figure 1. Apartments PM101 and PM102 ('the Site') are on the first floor in the western corner of the building, on the corner of Cotton Street and Jersey Street.

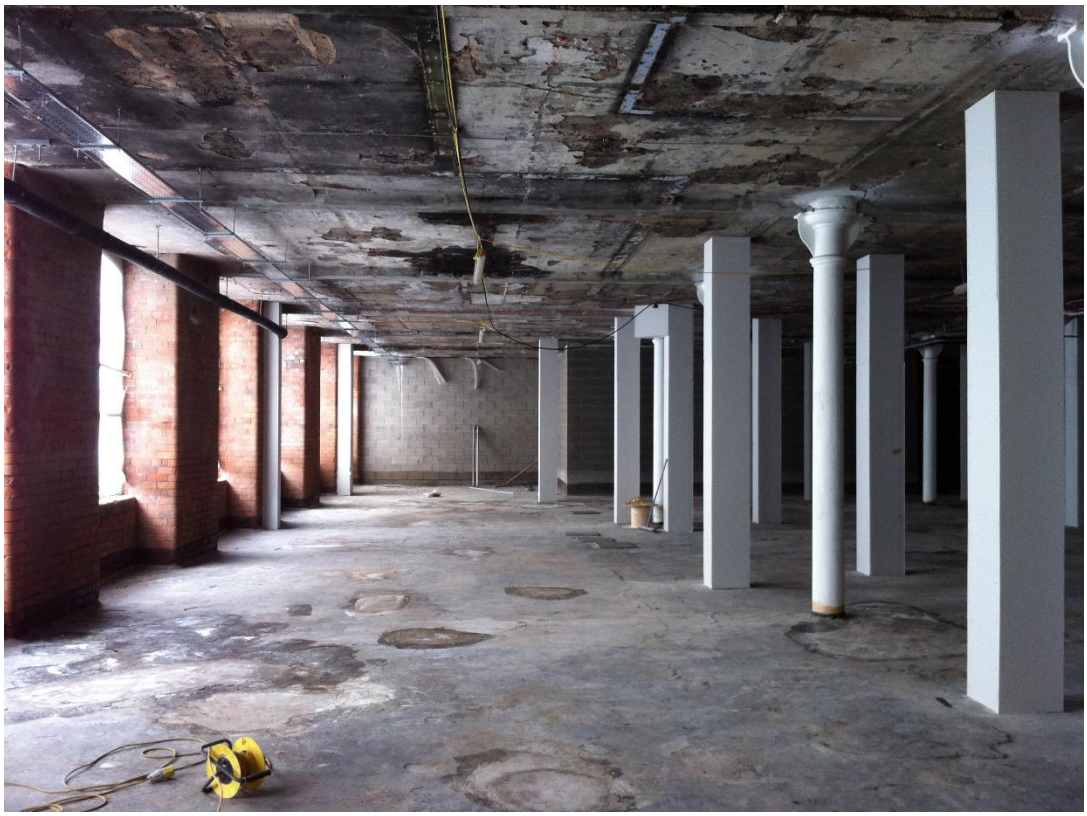


Figure 1. Photo of ground floor prior to fit out showing original construction form

Site History

Planning permission (065195/FO/NORTH1/02), listed building consent (065205/LO/NORTH1/02), and conservation area consent (065196/CC/NORTH1/02) were granted in 2002 for:

Repair and refurbishment of Grade II listed mill building, demolition of ancillary structures, erection of two new buildings on Jersey Street and Hency Street, use of*

existing and proposed buildings for mixed uses comprising 283 residential units, 11,127 sqm of business (Class B1) / retail (Class A1), pub-restaurant (Class A3) and 7,316 sqm car parking at ground and basement levels, with associated landscaping vehicular access.

A further planning permission (078181/FO/2006)/N1) and listed building consent (078181/LO/2006/N1) was granted in 2007 for:

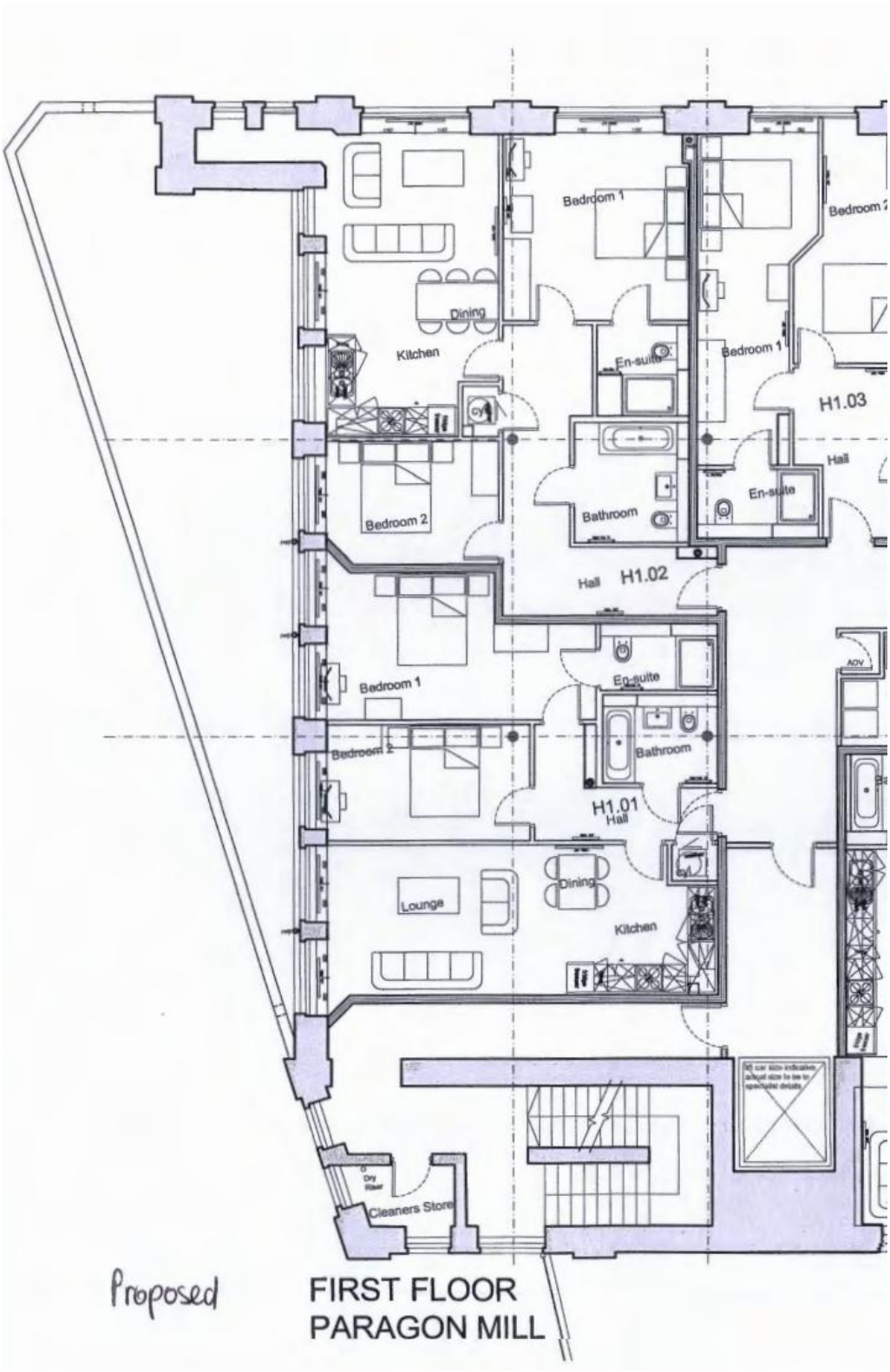
Amendments to [planning permission / listed building consent] including internal alterations to buildings allowing an increase of 21 apartment.

The 2002 application proposed Class B1 use for the first floor of Paragon Mill. In 2014 planning permission (104923/FO/2014/N1) and listed building consent was granted for:

Use of part of the first floor of both Paragon and Royal Mills to create an additional 18 apartments (9 in Paragon Mill and 9 in Royal Mill) and associated parking spaces.

Both PM101 and PM102 are 2 bed units and the layout is similar to that of the converted upper floors. The scheme was designed to ensure minimal impact on the heritage significance of the mill. The submitted application details stated that all sub-dividing walls are to be of a lightweight and reversible construction, which will enable their safe removal in the future (if required) without having an adverse impact on the original mills and their fabric. Externally the scheme will have minimal impact on the mills' external appearance, which owes much to the sensitive and innovative design of the internal accommodation. As well as making use of existing openings and ensuring that inserted walls take account of existing windows.

An extract of approved proposed layout is below.



The works for create PM101 (H1.01) and PM102 (H1.02) were carried out as per the approved plan, and complete in 2014. The applicant purchased and moved into PM102 in September 2014. The applicant purchased PM101 in 2022 with the intention of eventually merging the property with PM102 to create a larger family home.

Legislation and Policy Context

The Planning (Listed Building and Conservation Areas) Act 1990
Section 66 of the Listed Buildings Act requires MCC to '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' when considering whether to grant planning permission.

Local Policy

The Manchester Local Plan comprises Places for Everyone Joint Development Plan (2024), the Core Strategy (2012) and Saved UDP Policies from the Manchester Unitary Development Plan 1995. Decisions on planning applications must be made in line with the development plan, unless there are clear material considerations which dictate why this should not be the case.

Places for Everyone
Places for Everyone Joint Development Plan Document (PfE) is a long-term plan of nine Greater Manchester districts (Stockport opted out of the Plan in 2020) for new homes, jobs and sustainable growth, covering the period from 2022 to 2039. The regional planning policy document was adopted on 21 March 2024. The relevant policies are listed below:

Policy JP-P2: Heritage notes that the combined authority will proactively manage and work with partners to positively conserve, sustain and enhance the region's historic environment and heritage assets and their settings. The policy focuses on informing the management and integration of heritage by:

- Embedding the role of heritage in placemaking;
- Ensuring that heritage significance of site is considered in accordance with national planning policy in the planning and designing process;
- Integrating the conservation and enhancement of heritage assets and their settings;
- Delivering positive benefits that sustain and enhance the historic environment, and contribute to economic viability, accessibility and environmental quality of place; and
- Exploring opportunities to reduce greenhouse gas emissions that restoration of historic buildings offer.

Core Strategy
The Manchester Core Strategy (2012) is the key planning document in Manchester and outlines the Council's vision for Manchester in the future along with planning policies which will be used to deliver that vision.

The key policy from a heritage perspective is Policy EN3 – Heritage, which states that 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. This policy has been partially superseded by Policy JP-P2: Heritage of Places for Everyone.

Unitary Development Policies (remaining)
Policy DC18.1 Conservation Areas states that the Council will preserve and enhance the character of designated conservation areas by considering the following:

- the relationship of new structures to neighbouring buildings and spaces;
- the effect of major changes to the appearance of existing buildings;
- the desirability of retaining existing features, such as boundary walls, gardens, trees, (including street trees);
- the effect of signs and advertisements;
- any further guidance on specific areas which has been approved by the Council.

Policy DC19.1 Listed Buildings outlines that where development affects the setting of a Listed Building the City Council will consider siting, scale and the quality of the design when assessing proposals.

National Policy

National Planning Policy Framework (NPPF) (2024)
The National Planning Policy Framework (NPPF) is a material consideration in the determination of planning applications and articulates the priorities of The Plan for Growth within planning policy. The NPPF introduces a 'presumption' in favour of sustainable development and supports proposals that are in accordance with policies in an up-to-date Development Plan. Sustainable development is about positive growth which supports economic, environmental and social progress for existing and future generations. The NPPF was published in 2012, updated in June 2021, and last updated in December 2024.

Section 16 (paragraphs 202 to 221) is titled ‘Conserving and enhancing the historic environment’. Heritage assets, which includes listed buildings, are an irreplaceable resource and should be conserved in a manner appropriate to their significance. When determining a planning application, the local planning authority should take account of the desirability of sustaining and enhance the significance of heritage assets and consider if a new development makes a positive contribution to the local character and distinctiveness.

Paragraph 207 states that when submitting a planning application, an application should describe the significance of any heritage asset affected, including any contribution made by their setting. It goes on to state that the level of detail should be proportionate to the asset’s importance and no more than is sufficient to understand the potential impact of the proposal on the asset’s significance.

The NPPF defines significance as “the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic.

Paragraph 210 states that in determining planning applications, local authorities are required to 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.

The NPPF stresses that 'great weight' should be given to the conservation of designated heritage assets (NPPF paragraph 205), emphasising the need to avoid substantial harm, in terms of demolition, alteration or the compromise of an asset's setting.

The NPPF requires any harm or loss to have clear and convincing justification. With substantial harm to or loss of a grade II listed building to be exception and any substantial harm to Grade I or II* listed buildings to be wholly exceptional. Less than substantial harm to any designated heritage assets must be weighed against the public benefits of the proposal, including securing the asset's optimum viable use. The fundamental objective is to ensure that the balance of the impact on the heritage assets is demonstrably beneficial, minimising any negative impact on their significance.

Design Principles and Components

Use
The use will remain as residential, use Class C3.

Amount
The Proposed Development will combine two residential units into one residential unit with a combined area of c.165 sqm, which complies with the Nationally Described Space Standards for a 4 bedroom 8 person property of a minimum of 114sqm.

Alongside this listed building consent, a s.96A non-material amendment application is submitted to amend the 2014 planning permission 104923/FO/2014/N1 description of development from:

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Pre-application engagement has been undertaken with Jennifer Atkinson and Paul Mason at Manchester City Council via various emails and one meeting over the period 2022-2026.

Layout
The Proposed Development alters the non-original internal layout of the two residential units to create one residential unit comprising:

- x1 kitchen, dining and living space
- x1 study/bedroom
- x1 bathroom
- x2 bedrooms
- x1 bedroom with walk-in wardrobe and en-suite bathroom

The existing layout is shown on Drawing 7710-al(02)0002 existing apartment layout, and the proposed layout is shown on Drawing 7710-al(04)0001 proposed plan.

Scale
The Proposed Development comprises internal work only and will have no impact on the existing scale of Paragon Mill.

Appearance

The Proposed Development adheres to the 2014 overall design approach which is one of preserving and exposing original features and integrating modern design to create new useable spaces. All existing original, exposed features, namely the external brick wall and internal columns will continue to be fully exposed and celebrated as key features of the residential unit.

The new walls will be white painted plasterboard, which will continue to allow full appreciation of the historic features. The doors will be white painted timber, with some hidden pocket doors, again to allow the historic features, including the open plan nature of the space, to be understood and fully appreciated.

The floor will be laminate timber flooring to the hallway, living room, kitchen, utility room and study; tile to the bathrooms; and carpet to the bedrooms. This is as per the original conversion. The timber flooring is also in-keeping with the original, which would have been timber boards over the concrete structure.

Further details on the appearance can be found on the following drawings and specifications:

- 7710-al(22)0001 internal wall types
- 7710-al(22)0002 proposed wall types
- 7710-al(32)0001 door types
- 7710-al(43)0001 proposed floor finishes
- 7710-al(45)0001 proposed ceiling finishes
- 7710-Door schedule P02
- 7710-Finishes schedule P03

Landscaping
No landscaping proposed.

Access

External and Internal Access
There is no change to the external access or change in access to the first floor. Existing access to the first floor is provided by the original historic stair core; along with a lift installed as part of the later refurbishment.

Access to the proposed development will be via the existing access to PM102. The access to PM101 will be blocked off. The current, non-original front door will be removed and the wall plaster boarded and painted white to match the existing non-original corridor.

Inclusive Access
PM101 and PM102 were originally designed to 'inclusive access principles' as per the 2014 planning permission. proposed development is designed to the same standards, and will fully meet the access requirements of the applicant and owner-occupier.

Vehicular Access
No change is proposed to vehicular access and parking provision. Each property has a right to park in the multi-storey car park in McConnell Building. The Proposed Development will retain the right to these 2 existing parking spaces.

Emergency Access
There is no change to the emergency access procedures and routes. Emergency access will remain via the existing historic stair core.

Heritage Assessment

Introduction

Paragon Mill is located on Jersey Street in Ancoats, Manchester. It is a Grade II* listed former cotton spinning mill, now converted to residential accommodation above and with approved office use at ground floor level. The listing description is below:

MANCHESTER
SJ8498, JERSEY STREET, Ancoats, 698-1/17/453, (South side)
Paragon Mill
11/11/88
GV II*

Cotton spinning mill. Electrically powered. 1912 for McConnell and Kennedy. Brick with white stone and terracotta dressings. Concrete floor. Internal structure of cast iron columns, steel beams and concrete floors. Six storeys, ten bays, trapeziform plan, with ground floor extension designed to house preparation machinery. External stair tower against S elevation, and external towers built to house electric motors also built against this wall. Simplified baroque detail, with sill bands to ground and 1st floors, wide stone string course between 4th and 5th floors, pilasters above and below this, and corner turrets with segmentally-arched bands and banded parapets; segmental-headed 9-pane 3-3-3 windows divided by pilasters, with tower at SE corner surmounted by broken pediment and parapet. W return side in similar style, with narrow stair and sprinkler tower slightly canted back and rising 2 further storeys. Entrance advanced from base of tower, which is also linked by a bridge to the adjoining Sedgwick New Mill (Sedgwick Mills, qv). Single-storeyed extension (part of the original design) to the E of the site intended to house preparation machinery. The mill was built to an advanced design for electric power using Manchester Corporation mains supply. The mill forms part of the McConnell Kennedy works, together with the earlier Sedgwick Mills and Royal Mill (qv). A further mill (Long Mill) is no longer extant. McConnell Kennedy formed one of the largest of the Manchester textile firms, which amalgamated with the Fine Cotton Spinners and Doublers Association in 1898. Early example of mains electrically powered mill, typifying early C20 construction; important part of group of McConnell Kennedy mills.

Listing NGR: SJ8496198591

History

In 1795 two Scottish born engineers, James McConnel and John Kennedy, established a cotton spinning business in Manchester. By 1797 they purchased land for building their own large mill in Ancoats, to the East of the city centre.

Expansion followed and after 'Old Mill' came 'Long Mill', on the opposite side of the street. A little over ten years later, Sedgwick Mill was erected and in 1868 Sedgwick New Mill added to the estate. Having become part of the Fine Cotton Spinners and Doublers Association Limited in 1898, McConnel & Co. expanded the site further in the early 20th century, with Paragon and Royal Mills. The latter two buildings were designed by H. S. Porter in the Edwardian Baroque style using Accrington brick with terracotta and stone dressings. They had reinforced concrete floors, steel beams and cast iron columns. Significantly, they were some of the earliest to be purpose-built for power by electric motors.

Paragon Mill was built to the north of Sedgwick New Mill and had an attached carding shed. Together the (by then) McConnel complex of mills was on an immense scale, towering over the Rochdale Canal and forming the architectural character for which Manchester has become recognised and contributing to Ancoats' distinct industrial character.

Cotton spinning at the McConnel mills reached the height of its success at the time Paragon Mill was built (1912). There was a brief post-war boom in Ancoats, but by the 1960s almost all cotton spinning had stopped as changes in the economy and cheaper imports moved industry overseas. With closures, the mills' working communities moved out and by the 1980s the area was suffering from neglect and decay and a number of key buildings were lost.

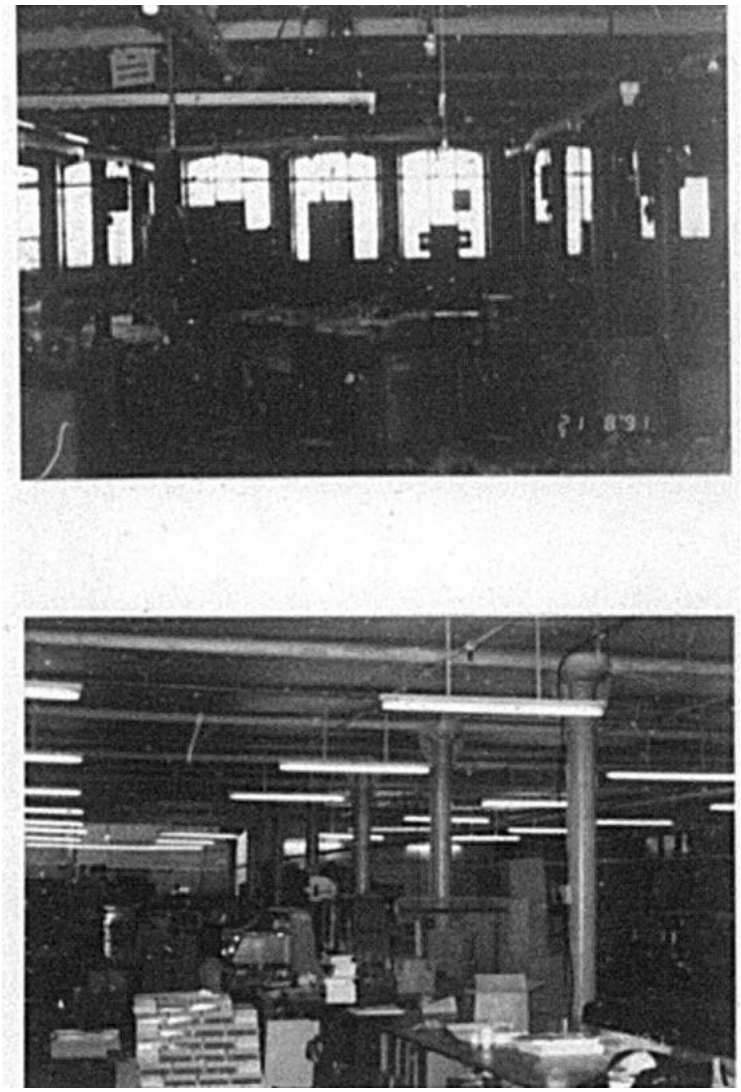


Figure 2. Cotton spinning in operation in Paragon Mill in the twentieth century (unknown, n.d.)

Ancoats was designated a Conservation Area in 1989 (many of its buildings were listed) and there followed a complex process of land assembly, agency intervention and public and private investment. In 2006 the first phase of refurbishment of Royal Mills, as residential accommodation above business and leisure use, was completed. It has been followed by the phased refurbishment of the remaining McConnel and Kennedy site, including Royal Mill and Paragon Mill, New and Old Sedgwick Mills, and other key buildings within Ancoats, along with significant new build, once again completing the dense historic neighbourhood.

Statement of Significance

Overall, the building is high significance being Grade II*, and this is principally because it is an early example of a mains electrically powered mill; and it typifies early twentieth construction, particularly in use of concrete. Historically it is an important part of the group of McConnell Kennedy mills, which is significant in the industrial history of Manchester, and wider industrial revolution.

The following individual elements are deemed to be of high significance within the Site:

- Walls, where original – the external wall brick structure is exposed internally as much as possible. Non-original plasterboard walls have no significance.
- Columns and beams – Original elements of the structure demonstrating the construction of the building. In the Site, 2 columns are currently exposed. No beams are exposed.
- External openings – Although no original doors or windows are present, the openings are evidence of how the spaces within the buildings would have functioned. The Site has13 original windows openings, all with reproduction non-original timber windows.
- Internal spatial characteristics – The original overall plan would have been open in nature. This has largely been lost now with sub-division to allow residential and commercial use. However, at ground floor, with larger units, the open plan and spatial quality of the original floorplans can be appreciated more readily.

The following individual element is deemed to be of medium significance within the Site:

- Original toilet – When constructed two toilets were provided on each floor in the eastern and western corners. The function of these spaces has now changed, but the floorplan and layout remains, along with some remnants of fittings to indicate the original use. These are significant as they demonstrate the evolution of working practices to deliver efficiency; mill owners realised that provision of toilets on the mill floors reduced wasted time of utilising a central toilet elsewhere.

Assessment of Impact

Drawing 7710-al(02)0002 existing apartment layout marks up the original fabric and Drawing 7710-al(03)0001 proposed demolition plan sets out the proposed demolition. As demonstrated by these 2 drawing no original fabric will be demolished.

There will be some very minor interface with original fabric where the PM102 kitchen wall is removed and a new one constructed. The new wall will utilise the same existing approach to interface with the original fabric brick pier. This is set out in detail on the following drawings:

- 7710-al(22)0001 internal wall types
- 7710-al(22)0002 proposed wall types

There is no direct interface with the existing original floor slab as a result of any of the wall removal and new all construction. There is also no direct impact on the floor slab as a result of new floor finishes or ceiling finishes.

Full details of the proposed floor finishes are provided on drawing 7710-al(43)0001. Once the current, non-original flooring is removed, the new floor, including required build up, is just laid onto of the original existing structural slab,

Full details of the proposed ceiling finishes are provided on drawing 7710-al(45)0001.

All M&E interventions will follow existing routes and use existing penetrations / approach through and to original fabric. Any new penetrations will be through non-original new fabric. These are set out in detail on proposed drawings 7710-al(62)0001 small power layout and 7710-al(62)0002 electrical fixture setting out – elevations.

Overall, there will be a similar level of sub-division of the Site, however a larger space will notably be created in the northwestern corner, allowing better appreciation of the historical characteristics of the space.

Overall is it concluded there is no impact on the special architectural or historic interest of the building from the Proposed Development.

Policy Assessment

No harm is caused to the significance of the Grade II* listed building and therefore the Proposed Development is in accordance with the NPPF and Local Development Plan.

The Proposed Development will allow the ongoing occupation of the Site for residential use, whilst diversifying the range of accommodation provided in the City Centre neighbourhoods. A larger residential unit will be provided, which will directly appeal to families which are generally not accommodated for in the current city centre residential market. A more diverse range of city centre occupants will support the overall economic and social vitality of the city centre. This Proposed Development is also therefore consistent with the Local Development Plan when read as whole.

Conclusion

The Proposed Development has been designed to ensure there is no impact on the architectural or historic interest of the Grade II* listed Paragon Mill. The Site is currently in residential use and these works will enable ongoing residential use for a family.

Overall, the Proposed Development is in accordance with the Local Development Plan when read as a whole.