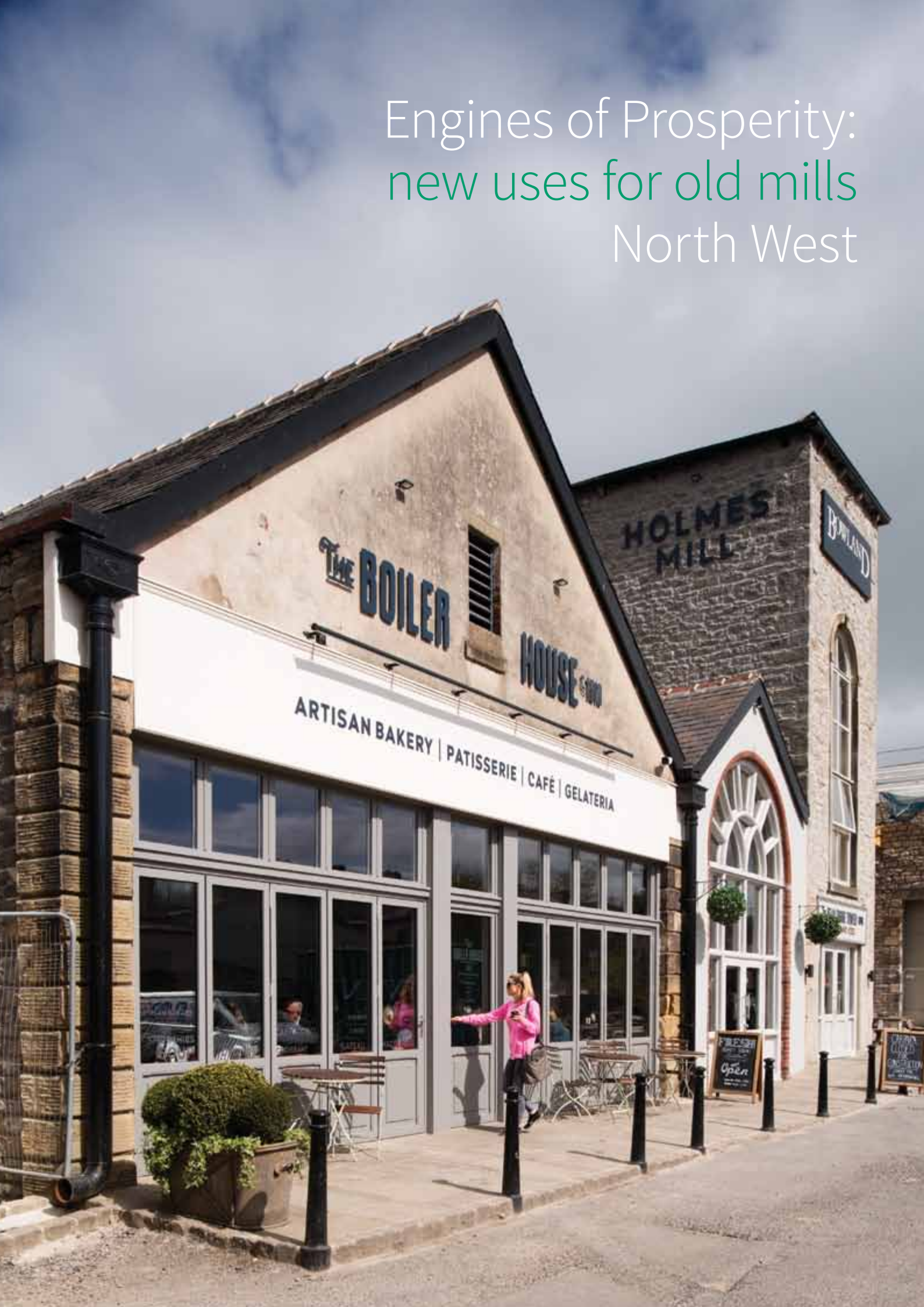
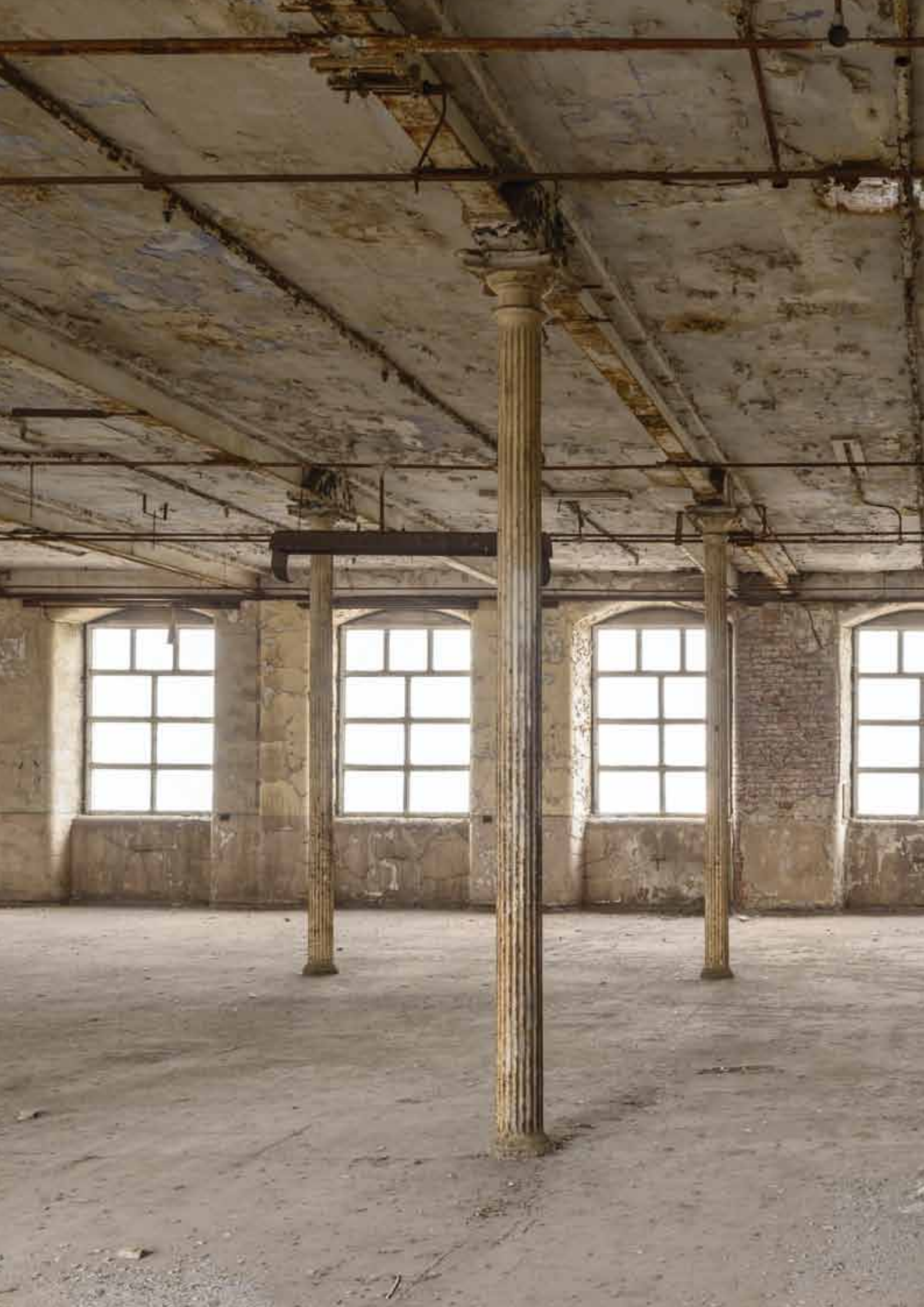
Engines of Prosperity: new uses for old mills North West





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Executive Summary

Tower Mill, Dukinfield showcases the return of high quality cotton manufacture

Textile mills are fundamental to the history and culture of much of the North West. They were the powerhouses behind the industrial revolution, triggering technological innovation, stimulating new trade and transforming the transport network. They shaped the landscape, with cotton, woollen and silk complexes creating evocative skylines in the towns and cities of Pennine Lancashire, Greater Manchester and Cheshire.

According to a YouGov poll, 90% of people believe that mills are an important part of England's heritage, story and character

Mill buildings can once again be powerhouses for growth in the 21st century. Evidence demonstrates their capacity to accommodate new and exciting uses, attracting investment in area-wide regeneration, creating jobs and accommodating the homes and businesses of the future. They can also play a positive role in forging local community identity, providing inspiring places in which people can live, work and relax.

Cushman & Wakefield and Lathams Architects have been appointed by Historic England to outline best practice in repurposing vacant and underused textile mill buildings across the North West. This commission accompanies the *Engines of Prosperity: new uses for old mills* report produced by Cushman & Wakefield for Yorkshire in 2016.

The publication showcases successfully repurposed textile mills alongside other potential mill conversion opportunities. There is evidence that mill redevelopment projects need assistance to overcome market failures created by high abnormal costs and restrictions in the developer/funder sector. This report shares best practice in overcoming these challenges and makes recommendations for action by public and private sector partners to drive forward the repurposing agenda.

Since 1988, Greater Manchester alone has lost almost half of its mill buildings through fire, demolition or neglect

Holmes Mill, Clitheroe has been transformed to create a unique leisure destination

Total number of textile mills in Greater Manchester and Lancashire

540
Lancashire mills

542
Greater Manchester mills

Growth delivered through mills

- Vacant and underused mills are at risk of being lost forever. Repurposing them for modern day use is an effective means of securing their long term sustainability and reinforcing local identity.
- Nationally, there are fine examples of how our unique heritage assets are contributing to job creation and the delivery of housing. In the North West, historic mills have considerable reuse potential.
- Growth is at the heart of local, regional and national policy. *Powerhouse 2050: The North's Routemap for Productivity (2017)* recognises the importance of repurposing existing buildings for creating new homes and jobs.
- The Housing White Paper, *Fixing our broken housing market (2017)* highlights the need to build more than 275,000 homes per annum to keep up with population growth and to address the current undersupply of housing. Repurposed textile mills can play an important role in delivering this target and help minimise release of Greenbelt land.
- Creating additional commercial floor space for new and growing businesses is at the heart of the Strategic Economic Plans for Greater Manchester and Lancashire. The 1,996,597 sq m of vacant mill floor space provides an excellent opportunity to meet this need.
- Repurposed mills can generate substantial tax receipts for local authorities as a result of business rate additionality, Council Tax and New Homes Bonus revenues.

The re-use case studies illustrate that mills offer quality spaces that attract commercial, residential and leisure occupiers, leading to successful business investments

The scale of the opportunity

Applying standard office floor space densities to the total amount of net vacant floor space in Greater Manchester and Lancashire's textile mills illustrates the potential to generate **133,000 new net additional jobs** (equivalent to £6bn of Gross Value Added per annum) or **25,000 new homes**. This shows that mills can be an important means of accommodating the North West's growth needs.

Ingredients for successful mill reuse

Planning

- Recognition of viability challenges facing owners in securing occupiers.
- Application of *Conservation Principles* to identify relative heritage values within sites.
- Use of flexible approach to adaptation by all stakeholders, as outlined in Historic England's *Constructive Conservation* case studies.
- A proactive strategy to identify historic mills at risk and to develop reuse schemes.
- Promotion of Heritage Investment Strategies and Mill Action Plans at local authority level.
- Guidance and support to mill owners who have limited technical knowledge or experience in delivering regeneration projects.

Funding solutions and public sector facilitation

- Establishment of mill investment programmes coordinated at Combined Authority level, drawing in resources from Local Enterprise Partnership Funding / Local Growth Fund, Historic England, European Structural Fund and Investment Fund and Homes and Communities Agency.
- Local authority intervention through acquisition of assets, prudential borrowing, joint venture partnerships and direct funding and delivery.
- Maximisation of opportunities for Homes and Communities Agency Homes Building Fund to be secured for mill re-purposing projects.
- Tax increment financing to address financial deficits on priority assets.

Collaborative approach to delivery

- Creation of high quality spaces where people will want to live, work and shop to stimulate wider regeneration.
- Recognition of long-term investment potential of historic mills through bespoke funds to target high rent / capital growth locations.
- Identification of long term opportunities in areas that align with regeneration strategies.

Recommended next steps

- **Identification of priority mills with repurposing potential at local authority or combined authority level**
- **Production of investment strategy for selected mills, in collaboration with owners, developers and other stakeholders**
- **Partnership working between mill owners, the Greater Manchester and Lancashire local authorities, Historic England, Local Enterprise Partnerships and Homes and Communities Agency to secure delivery.**

Iconic buildings, passion, vision, determination, collaboration, flexibility and creativity are amongst the ingredients of successful mill conversion schemes

Lomeshaye Bridge Mill is an example of community involvement and third sector occupancy of commercial floor space

Pendle Village Mill has been refurbished into a successful retail destination

The Cotton Works, Bolton illustrates how former textile mills can be adapted for residential use

1 Introduction

Vacant floor space at Crimble Mill, Rochdale has potential for residential use

Cushman & Wakefield and Lathams Architects are advising Historic England on the repurposing of vacant and underused textile mills in the North West of England. These powerful symbols of our industrial heritage now provide opportunities to accommodate the growth requirements of our future.

Purpose of the report

Following the production of *Engines of Prosperity: new uses for old mills for the West Riding of Yorkshire*, Cushman & Wakefield and Lathams Architects have been appointed by Historic England to research, assess and outline best practice in the repurposing of vacant and underused textile mill buildings across the North West of England.

There are three key elements to the work:

- Reviews of five recently completed repurposed mill projects.
- Assessments of ten 'target' underused / vacant mills with a view to identifying potential regeneration solutions.
- Recommendations for a strategy for the North West's textile mills.

This publication is intended to promote the potential in repurposing textile mills, to share best practice and provide the parameters for action by public and private sector partners in driving forward the repurposing agenda.

Background

Textile mills are symbolic of the North West's industrial heritage and have contributed to its identity and character for many generations. The shift from a domestic to a factory based system of textile production emerged in the late 18th century as the industrial revolution started to shape the landscape, economy and communities of the region.

The large scale of mill buildings, their solid and uncompromising construction and their widespread distribution throughout Greater Manchester and Pennine Lancashire creates the impression that they are both ubiquitous and permanent structures. However, changing technologies have caused the decline of the textile industry, along with many of its buildings. Without a sustainable use, mills fall into disrepair and are ultimately lost.

Historic textile mills across the country are disproportionately at risk as a type of building. Historic England has reported that since 1988 Greater Manchester alone has lost almost half of its mill buildings through fire, demolition or neglect. A number of Grade I and Grade II* listed Greater Manchester mills are included in Historic England's Heritage at Risk Register. Many Grade II and unlisted mills in conservation areas are also in need of major investment if they are to be safeguarded for the future.

Historic England views the conservation of mills as a key priority and regards their repurposing for new uses as the best way of achieving this.

Despite the deterioration of many disused textile mill buildings, there have been numerous successful conversion projects, proving that mills are attractive to occupiers for both residential and commercial use. Mill conversions accommodate homes, creative and digital work space, art galleries, retail and leisure uses.

There are estimated to be approximately 2,500 remaining textile mills across the north of England. Of these, 542 are located in Greater Manchester and 540 in Lancashire. These mills are thought to provide in the order of 8,055,107 sq m of floor space. Whilst 6,058,510 sq m of floor space is currently occupied, there is almost two million sq m of vacant floor space in Lancashire as illustrated below.

Greater Manchester and Lancashire textile mill gross floor space

6,058,510 sq m

Occupied floor space

1,996,597 sq m

Vacant floor space

Cotton in production by sucessful business, English Fine Cottons, at Tower Mill, Dukinfield

Methodology

Historic England selected five case study mills for inclusion in this study to demonstrate best practice in mill redevelopment. Through research and direct engagement with the mill owners and developers, we have identified:

- Why the repurposing of these mills was so successful
- The challenges posed by their redevelopment
- The approach to design and historic significance
- How the redevelopment was funded and delivered.

An assessment of ten underused/vacant textile mills in Greater Manchester and Lancashire has also been undertaken. This has been informed by a site visit to each mill; a meeting / discussion with mill owners or their agents; and a high level visual building survey. The analysis is intended to promote discussion and would be subject to further investigation as part of a detailed site proposal.

Our assessment includes:

- Site context
- Site area and floor areas of existing buildings
- Site ownership and owner intentions
- Description
- Historic development (to illustrate loss or addition of building fabric over time)
- Assessment of heritage values (based on a desk based assessment and site visit)
- Existing structural condition
- Opportunities and constraints
- Delivery strategy.

Structure of the report

This report is structured into six main sections:

1 Introduction

2 Sampled textile mill sites

3 Best practice mill conversions

4 Target mills for redevelopment

5 Key lessons

6 Recommendations for a strategy for the North West's textile mills

7 Recommended further reading

Left and right: Typical detailing within historic mill buildings

2 Sampled textile mill sites

Fly Wheel at Grane Mill, Haslingden

There are around 1100 remaining textile mills in Greater Manchester and Lancashire. These remaining mills are distributed across a wide geographical area and exhibit many differences in scale, character and reuse potential.

In carrying out this work, a relatively small sample of textile mills was selected based on a series of criteria. The aim was to get a representative sample of mills that reflected their diversity in terms of size, location, condition and ownership.

The following case studies were selected by Historic England for their ability to demonstrate a range of best practice in mill redevelopment:

- The Cotton Works (Holden Mill), Bolton
- Holmes Mill, Clitheroe
- Lomeshaye Bridge Mill, Nelson
- Pendle Village Mill, Pendle
- Tower Mill, Dukinfield

The following mills were identified as examples of sites which require repurposing:

- Brierfield Mill, Pendle
- Brownhill Bridge Mill, Oldham
- Crimble Mill, Rochdale
- Grane Mill, Hasslingden
- Hartford Works, Oldham
- Leigh Spinners Mill, Wigan
- Oakwood Mill, Stalybridge
- Pagefield Mill, Wigan
- Swan Lane Mill, Bolton
- Waterside Mill, Bacup, Rossendale

It should be noted that all mill owners gave their consent to have their property included in the study. Figure 2.1 shows the location of the selected mill sites.

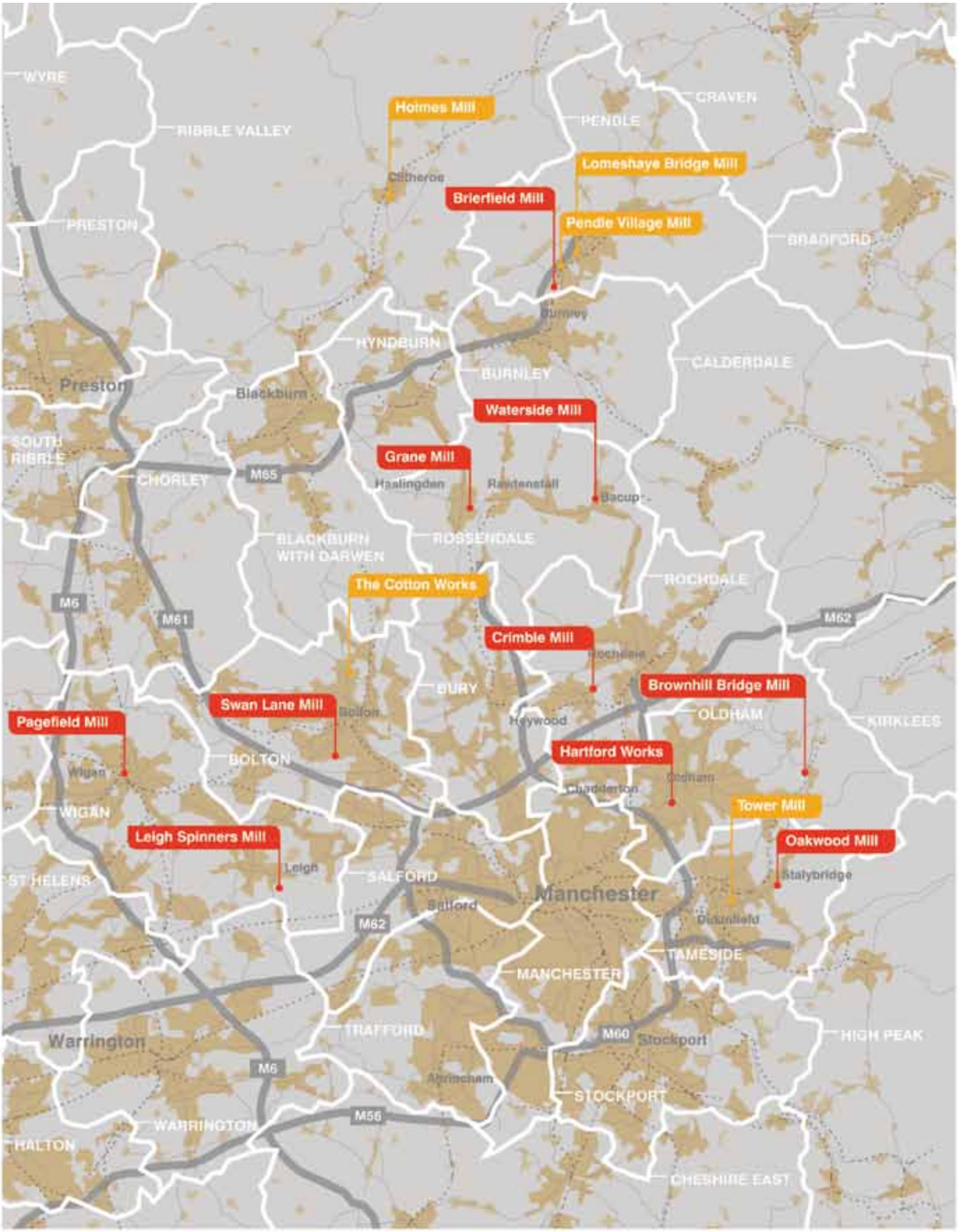
Left: Evidence of industrial use at Grane Mill, Haslingden

Right: The limited architectural decoration of Waterside Mill, Bacup is characteristic of its time

Left: Holmes Mill, Clitheroe now houses an exciting range of food destinations, including a brewery, gelateria and deli

Right: The soaring, red brick chimney at Grane Mill, Haslingden

Location of the selected mill sites



3 Best practice mill conversions

Iconic buildings, passion, vision, determination, collaboration, flexibility and creativity are amongst the ingredients of successful mill conversion schemes.

The Cotton Works, Bolton

3.1 The Cotton Works: Adaptation to suit a residential development model

The Cotton Works, Blackburn Road, Bolton, BL1 7LQ

Site area	**2.02 ha (5 acres)**
Floor space	**21,372 sq m (230,045 sq ft) Gross Internal Area (GIA)**
Repurposed use	**Residential**
Homes created	**275**
Developer	**PJ Livesey**

The Cotton Works (Holden Mill) is a Grade II listed cotton spinning mill dating from 1926 that has been repurposed for residential use by PJ Livesey, an experienced developer specialising in the conversion of historic buildings. The development comprises 275 apartments for a mix of sale and rent and 300 car parking spaces.

Timeline

The property was acquired by PJ Livesey in 2003. A planning application was submitted in 2005. The development was completed in phases with full completion achieved at the end of 2015.

Design and approach to adaptation

The Cotton Works demonstrates the importance of a bespoke approach to conversion which is sensitive to the individual attributes and dimensions of the mill building. The depth and length of a mill is a key consideration, with deep floor plates often necessitating the insertion of atria to enable natural light and division of space. The Cotton Works is typical in this regard with its very deep floor plates 42 metres in width.

PJ Livesey adopted an innovative approach to the utilisation of space, avoiding the need for an expensive central atrium. South and west facing apartments were designed to be much larger than those orientated to the north and east. This maximised revenues by increasing the amount of saleable floor space on the side of the building benefiting from natural light.

The large windows were used to provide each apartment with access to external space. This was achieved by removing glass from all of the external windows of the mill and creating internal terraces for the apartments, set back three metres from the facades of the building. A central circulation space was also created on each floor.

External surface parking and three levels of undercroft car parking were incorporated into the scheme to ensure that there was sufficient parking for residents. The scale of the building – similar to many other large textile mills – offered significant capacity for car parking without impinging on the amount of residential floor space.

PJ Livesey created additional penthouses on the roof of the mill. The cost impact of the additional floors was outweighed by the benefit in revenue that they created, with the penthouse units commanding a premium price. As a result, the additional floors enhanced viability and PJ Livesey report that accommodating these additional floors was critical to the viability of the scheme as a whole. Phasing construction works floor by floor was another important element of the project. This enabled each floor to be occupied by residents upon completion, even though phases were still underway in other parts of the building.

The developers noted that residents were accepting of ongoing works on floors above their units and no complaints were received regarding noise or disruption. Show apartments were located on lower floors, which allowed residents to choose the exact apartment they wanted on the upper floors. On occasion this necessitated an adjustment to the planned sequencing of the redevelopment in order to accommodate new residents in their chosen apartments as soon as possible. The target date for completion of a unit was to enable occupancy within three to four months.

Rents or capital values achieved

Average rental values at The Cotton Works are approximately £550 per month rent for a two bed unit. Initially, units were sold at the height of the recession. However, some units sold as low as £1,572 per sq m (£146 per sq ft) generating a loss. It was considered that £1,765 per sq m (£164 per sq ft) would have been the breakeven point at that time. The penthouses were the best-selling units. The most recent sales have achieved in the region of £1,938 per sq m (£180 per sq ft).

Undercroft car parking was created in addition to surface car parking due to the number of residential units being created

Large internal corridors were created as a design solution to address the deep floorplates of the mill

Off-site contributions were made towards public art, affordable housing and education provision. The developer worked with the Council to provide detailed figures and information on the costs and projected development profit, demonstrating that the development would become unviable if the total requested commuted sums were to be provided. The council accepted this and the affordable housing contribution was discounted by 30%.

Extent of site constraints and how they were overcome

PJ Livesey has reported that the market strength of a location is the key consideration in determining whether a viable residential scheme can be delivered. Whilst construction costs and building condition are also important. PJ Livesey view market strength as the key factor affecting an investment decision..

The depth of the mill building was an issue at The Cotton Works and was addressed through the creation of the large central corridor and internal terraces. There was a lack of external space for parking requirements, which PJ Livesey addressed by constructing three levels of car parking internally.

Approach to funding and finance

The redevelopment of the mill was funded through a combination of equity and debt funding. No grant funding was secured. The flexible approach taken by the Council to planning obligations assisted the financial viability and deliverability of the scheme.

The major redevelopment works were undertaken first, followed by redevelopment on a floor by floor basis, starting with the ground floor, working up the building. On completion of each floor, residents purchased the properties and moved in. This assisted in managing cash flow and ensured deliverability which PJ Livesey find is a viable method to finance the development in mid-market areas.

Exit strategy

The long leasehold interest in the residential units is sold.

A management company has been established to manage common parts of the building.

Lessons learned

- Having flexibility in the way a development is designed is important to assist its delivery. Five schemes were drawn up for The Cotton Works before the final scheme was selected. PJ Livesey also varied the scheme design throughout the project in line with market requirements to ensure that the product that they were delivering met demand. For example, if there was greater demand for one bed units, PJ Livesey varied the scheme to increase the number of one bed units being created. There is a need for such flexibility in the mill redevelopment schemes and the Council were very accommodating to such changes.
- Central atria are not the only design solution for deep mill buildings. The use of large corridors, communal areas and storage space can be more cost efficient. The large windows provide units with natural daylight. Whilst the approach to creating internal balconies is not ideal from a heritage perspective, this can be accepted where justification is provided.
- Creating additional upper floors on the roof of mill buildings can improve viability. Penthouses are popular units and can achieve a higher sales value. The costs of building penthouses can be outweighed by the premium revenues that they generate, albeit this will depend on the market dynamics of the location.
- Exposure to the weather during construction at the top of the mill was problematic and necessitated additional health and safety measures. Furthermore, the impact of severe weather conditions on the large exposed roof results in costly maintenance bills.
- Bolton Council were very supportive of the redevelopment of the mill and were receptive to discussing scheme variations. This is very important when dealing with schemes that are more sensitive to costs.
- The location of the mill, close to key transport networks providing access to amenities and the job markets of Bolton and Manchester, was a key driver behind the success of the project.

3.2 Holmes Mill: Creating a new destination

Holmes Mill, Greenacre Street, Clitheroe, BB7 1EB

Site Area	**0.69 hectares (1.7 acres)**
Floor Space	**5,853 sq m (63,000 sq ft) GIA**
Developer	**James' Places**
Repurposed use	**Mixed use leisure**
Jobs created	**180**

James' Places develop and run several successful pubs, restaurants and hotels located in Ribble Valley, Lune Valley and the Yorkshire Dales. In 2015, they took on their most ambitious project to date, restoring and converting a former cotton spinning mill in the heart of Clitheroe. The Grade II listed former James Thornber & Co mill has origins dating back to 1823 and comprises a wide range of buildings relating to the textile manufacturing process. It has now been transformed into an exciting leisure destination that employs 180 members of staff.

Design and approach to adaptation

The purchase of the mill in 2015 was closely followed by the submission of a planning application. The mill was identified in the Local Plan for regeneration, but was also within a conservation area and had recently become a listed building. As such, the development faced additional considerations throughout the planning process. Following various iterations of the planning application, the most appropriate route forward was identified to secure a balance of conservation and redevelopment.

The heritage of the mill has been incorporated into the design of the revived space as much as possible, including the restoration of the Clayton, Goodfellow & Company cross-compound horizontal engine, which was originally installed in 1910. The retention of the historic character of the building had to be balanced with the need to comply with Building Regulations and the Disability Discrimination Act in handling features such as handrail heights. Resolution was achieved through negotiation. In some areas it was necessary to forego character features; for example, original cast iron columns had to be replaced with steel to better support increased floor loadings within the buildings.

The redevelopment of the mill was carried out in three phases, separated into the different sections of Holmes Mill – the Boiler House, the Weaving Shed and the Spinning Block. Phase 1 (the Boiler House) opened in August 2016 and Phase 2 (the Weaving Shed) opened in summer 2017. Phase 3 (the Spinning Block), which will be ready in winter 2017, will house a 38 bedroom hotel and a restaurant/ bar. Holmes Mill is now a popular and versatile venue which plays host to weddings, parties, live music events and corporate functions. It is home to the award winning Bowland Brewery, the Beer Hall, which has one of the longest continuous bars in the UK, and the Food Hall, which showcases food and drink from across the region.

The redevelopment of Holmes Mill is an exciting addition to Clitheroe's visitor offer

Extent of site constraints and how they were overcome

The issues that were dealt with during the planning process included noise, the presence of bats and watercourse rerouting. The limited car parking space on the site was also initially considered a constraint; however, solutions were sought outside of the site parameters. For example, the future acquisition of an adjacent car showroom has potential to provide additional parking.

Rents or capital values achieved

It is anticipated by James' Places that the site will generate circa £30,000 of business rates per annum and the anticipated turnover on completion will be £10-12 million per annum.

Approach to funding and finance

The Heritage Investment Manager at Growth Lancashire (a post part-funded by Historic England), supported the owner in securing a substantial grant. Bank funding was also secured from NatWest RBS.

Exit strategy

As well as developing Holmes Mill, James' Places will also run the various outlets once they are all fully operational.

Lessons learned

- The scheme was helped by the owner having a clear vision, previous development and business experience, and an appetite for risk.
- Early engagement with the local authority, planners and conservation officers assisted in overcoming some of the challenges associated with the project.
- Entrepreneurial skills and determination can overcome perceived obstacles and, in this case, deliver strong regeneration benefits.
- The role of a cross-local authority Heritage Investment Manager helped to secure critical grant funding for the project.

Top left: Dining space at Homes Mill

Top right: The retention of historic features provides characterful modern spaces

Bottom left: Bowland Brewery showcases one of the largest continuous bars in the UK

3.3 Lomeshaye Bridge Mill: Rescue through community involvement and third sector occupancy

Bridge Mill Road, Nelson, BB9 7BD

Site area	**0.1 ha (0.25 acres)**
Floor Space	**1,193 sq m (12,844 sq ft) GIA**
Repurposed use	**Office**
Developer	**Heritage Trust for the North West**

Lomeshaye Bridge Mill was originally a two storey steam powered cotton mill that was constructed in 1841. In 1899, two additional storeys were added to the mill to increase floor space and convert it from a spinning to a weaving mill. The mill is located adjacent to the Leeds & Liverpool Canal and is surrounded by residential development.

Design and approach to adaptation

The mill is unlisted and in the 1990s came under threat of demolition along with 400 homes, as part of the Whitefield regeneration plan. The risk of redevelopment initiated the Heritage Trust for the North West to intervene, who purchased the building in 1998. They campaigned to remove both the mill and a considerable amount of Victorian terraced housing from the proposed redevelopment scheme.

This conflicted with Pendle Council's plans, eliciting local authority opposition and leading to two public inquiries. With support from the Prince's Regeneration Trust, Historic England and other bodies, demolition was prevented.

Following the successful outcome, plans were prepared by Purcell architects to convert the mill into a mix of business start-up units, meeting spaces and storage opportunities. Planning permission was granted for the new use and funding was secured from the Heritage Lottery Fund to enable a £1 million conversion project. This was carried out by the Trust's construction company (Conservation Services N.W.) in partnership with private sector partners Pearl Joint Venture (Barnfield Construction). The two year refurbishment programme commenced in July 2014.

Conversion and refurbishment was undertaken to a very high 'conservation standard' through support and recommendations from the Council's Conservation Officer. The building now consists of an open plan office/workspace layout on four floors either side of a new central core.

Extent of site constraints and how they were overcome

Throughout the development, no planning issues were encountered despite the constrained access to the site and lack of parking.

Top: Distinctive work spaces have been created at Lomeshaye Bridge Mill

Bottom: Original features such as the lift have been restored to meet the requirements of modern occupiers

Rents or capital values achieved

Conservation Services N.W. occupied space in the mill during the refurbishment and will remain in the mill on the ground floor going forward. The first floor will accommodate the Trust's extensive archive.

The second and third floor of the mill is occupied by NM Energy Ltd (a call centre) and also a furniture restoration business. In total, 21 people currently work at the mill.

The floor space was marketed by Petty Chartered Surveyors at £54.00 per sq m (£5.00 per sq ft). The building was marketed on a joint agency basis, utilising online platforms such as Rightmove, Movehut and their own websites, as well as erecting a 'To Let' board and undertaking targeted mailshots to businesses within the local area. The property agent advised that some enquiries were driven by the character and condition of the refurbished mill.

The rent that is generated provides an income for the Heritage Trust for the North West, which supports their wider portfolio of projects.

Approach to funding and finance

The redevelopment of the mill was funded through a Heritage Lottery Fund Townscape Heritage Initiative grant, managed by Pendle Borough Council.

Lessons learned

- Lomeshaye Bridge Mill is an example of a successful heritage led regeneration project delivered by a charitable trust working in collaboration with the private sector.
- Collaborative working with the community, the Prince's Regeneration Trust, Historic England and other parties resulted in a successful planning outcome.
- Location and timing is key to the viability of the development.
- Involvement of well organised trusts, or other not-for-profit organisations, can unlock opportunities for significant grant funding to plug financial gaps.

Above: Spacious, well-lit floor plates available for occupation

Left: Commercial space at Lomeshaye Bridge Mill being marketed for rent

3.4 Pendle Village Mill: A popular shopping hub for Pennine Lancashire

Hollin Bank, Brierfield, Nelson, BB9 5NG

Site Area	**2.43 hectares (6 acres)**
Floor Space	**11,162 sq m (120,000 sq ft) GIA main mill, 2,787 sq m (30,000 sq ft) GIA north-light shed**
Repurposed use	**Retail**
Jobs created	**100+**
Developer	**Mr Lockwood**

Pendle Village Mill, which dates back to 1885, is a successful retail destination for fashion, furniture, lifestyle, home, gifts and flooring. The site comprises a two and three storey mill (which houses both retail and warehouse space) built around a north-light shed and courtyard area. The buildings are unlisted and were formerly factories producing Smith and Nephew medical supplies.

The mill was purchased in 1997 by developer and owner Mr Barry Lockwood. The purchase was driven by the size and location of the mill, which is situated at junction 12 of the M65.

Design and approach to adaptation

Throughout the renovation, original features were retained where possible to maintain the unique character of the mill, including the original maple floor and cast iron columns. Following the grant of planning permission, an initial £500,000 was spent to make the main building fit for purpose (i.e. watertight, structurally sound, with basic fit out). Maintenance and restoration/improvements have since been carried out in a phased approach focusing on the systematic repair of the 29 north-light roofs in the main mill.

Extent of site constraints and how they were overcome

The main constraint during the planning process was access to Pendle Village Mill. As part of the planning application, the construction of an access road was required (Section 278 Agreement). This was part funded by the local authority (Pendle Borough Council) at a total cost of £550,000 to assist with viability of the scheme. The council were very helpful and supportive throughout the redevelopment process. For example, building control measures relating to fire exit distances and disabled access were approached in a considered and pragmatic way, ensuring that the premises operated safely in its new use without jeopardising practicalities of conversion.

Pendle Village Mill, retail hub attracts visitors from up to an hour's drive

Approach to funding and finance

Apart from funding secured for the access road, the redevelopment has been self-funded by Mr Lockwood. Funds and the schedule for the restoration are therefore dependent on company profits. The level of surplus funds available to continue the refurbishment is significantly affected by heating costs, especially during the winter. Another pressing issue which may take priority is the cost of underpinning the mill chimney, costing in the region of £70,000. Discussions were ongoing with conservation officers regarding this matter at the time of the study.

It was noted that finding contractors willing to undertake the works was a key challenge due to the bespoke and large-scale nature of the repairs that were required. As such, much of the work has been done 'in house'.

Top: North-lights at Pendle Village Mill

Bottom: The courtyard provides visitors with the opportunity for relaxation

Exit strategy

Additional improvements on the site include proposals to demolish the two-storey red brick out-buildings to create more space for wagons and vehicles to manoeuvre, adapting the Victorian/Edwardian mill for modern purposes. Over 100 employees work at the mill and there are plans for expansion by relocating the storage space in the main mill to accommodate additional retail space.

Lessons learned

- The phased development results in continuous improvements which supports the success of the mill.
- Visitors are attracted from a wide catchment of up to an hour's radius, including from the Fylde coast, Liverpool, Manchester, Bradford and Leeds.
- Location is considered the key to the success of Pendle Village Mill as a retail/leisure destination.
- The success of the retail scheme at Pendle Village Mill is in part due to the large floor plates which facilitated the department store style layout. Weaving sheds are often seen as difficult buildings to retain and convert. Here, the large floorplates and natural light offered by the weaving sheds has enhanced the retail experience.
- Utilise existing materials – Mr Lockwood has restored and emphasised original features where possible. This creates an unusual and enticing retail experience for customers.

3.5 Tower Mill: The return of cotton manufacture

Park Road, Dukinfield, SK16 5LP

Site area	**1.13 ha (2.8 acres)**
Floor area	**12,077 sq m (130,000 sq ft) GIA**
Repurposed use	**Textile manufacture**
Jobs created	**Currently 21, over 100 anticipated when fully operational**
Developer	**Culimeta Saveguard**

Tower Mill is a four storey Grade II Listed mill constructed in 1890 for cotton spinning. It fell out of cotton spinning use in the 1950s. In 2013, *English Fine Cottons* purchased the building from the Stamford Group by Culimeta Saveguard with the intention of once again spinning cotton. Their decision to locate in Dunkinfield was driven by the proximity of the mill to existing complementary operations, the heritage value of the building and local area's rich cotton manufacturing tradition, as well as support and encouragement from the local authority.

Design and approach to adaptation

Initially, a ten-year renovation programme was embarked upon. However, the business grew quickly, which accelerated the conversion works. Time was saved on renovation of the ground floor which required less sensitive adaptation due to its limited heritage interest.

Redeveloping the mill took place on a floor by floor basis, resulting in business rates only being payable once each floor was fully complete. In the first year of ownership, only the first floor was utilised and therefore only a quarter of the standard business rates were payable. As a derelict Grade II listed building, rates were not payable on vacant floors or in derelict areas until the renovation was complete. As renovation has progressed, more floor space has become occupied and additional business rates have become payable.

Approach to funding and finance

The local authority (Tameside) has been very supportive. It acted as a mediator with the site owners to acquire it for English Fine Cottons. The local authority also provided support by sourcing Local Enterprise Partnership (Regional Growth Fund developed) gap finance funding and offering soft start low interest finance to enable renovation. In return, the local authority would secure job retention in the area and new employment growth. Support has also come from the Greater Manchester Combined Authority and the Textile Growth Programme (TGP).

The costs of establishing the business in the mill was £6.5 million which included the cost of machinery. English Fine Cottons have spent £3.2 million of their own finances on renovation costs to date.

Extent of site constraints and how they were overcome

From the outset of the redevelopment process, English Fine Cottons were faced with numerous constraints and challenges. At the time of purchase, the mill was at risk and completely derelict. During the years the mill had lain vacant, it had been subject to numerous break-ins; main power cables and infrastructure had been stripped out,

Tower Mill illustrates how 12,077 sq m of floor space can be used for modern textile manufacture

resulting in a limited power supply in the mill. Previous owners had restructured the mill into smaller units, without the benefit of the necessary planning and building regulations consents. There was also asbestos evident throughout the mill which required specialist removal, costing £90,000.

Flood risk was a key issue as much of the site had been identified as being in a high-risk flood zone, which significantly affected insurance premiums. In addition, access and parking was, and remains, a key constraint. This is exacerbated outside of normal working hours when local residents park their cars on the street, preventing deliveries or shipment lorries from entering the site. It is acknowledged that a redesign of the site entrance is required.

Further to this, conforming to heritage concerns regarding window replacement has proven to be time consuming and expensive. At the time of purchase, the mill incorporated five different designs of windows in four different materials. An agreement was reached on a historically sensitive design to be applied throughout the building. This has resulted in the replacement of over 200 bespoke windows at a cost of approximately £1,250 each.

In terms of operating constraints, the configuration of the mill building is not perfectly suited to modern purposes. For example, some machinery could not be accommodated at the preferred floor level or location because of its size or the specific conditions required for cotton production.

Exit / forward strategy

English Fine Cottons is the sole occupier of the mill and currently employs 21 people. It is anticipated that there will be in the region of 100 staff members once the site is fully operational and the warehouse is in use.

English Fine Cottons comment that the UK textile industry is seeing a resurgence in demand from the UK retailers who are looking for quality fast response, short run garments. This can only be provided with a fast response supply chain that can interact quickly and respond to changing requirements promptly. As such, they are ideally placed to provide high quality cotton yarns to the fabric and apparel manufacturers across the UK.

Lessons learned

- Historic mills can be returned to successful industrial use and can assist with a heritage brand that supports the marketing of the business.
- Early engagement with the local authority and Local Enterprise Partnership helps to secure officer and political support.
- Discussions with the conservation officer resulted in a pragmatic approach to fenestration which helped to protect the future of the mill through sustainable reuse.
- Bringing derelict and vacant listed buildings back into productive use can generate a significant uplift in business rates income for a local area – this scheme generated an additional £55,000 for the local authority.
- By phasing a renovation project, the liability for paying business rates can be carefully managed to ensure that partial renovation only entails a liability on the payment of rates for the area that has been renovated (not the building as a whole), resulting in substantial cost savings.

Top: Tower Mill successfully incorporates modern textile manufacturing plant

Right: Cotton looms at Tower Mill

4 Target mills for redevelopment

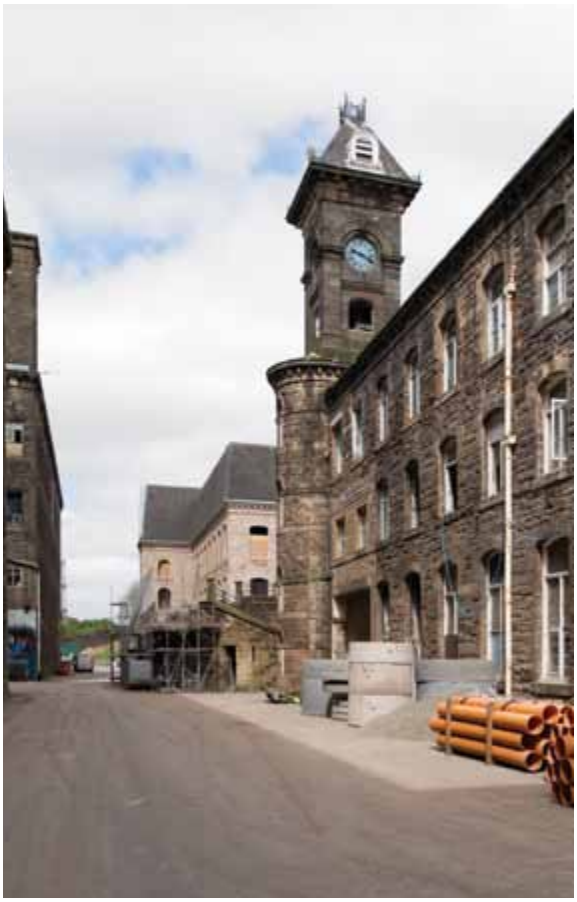
There are hundreds of mills across the North West that require repurposing. Located in differing areas of market strength, these important symbols of the country's industrial heritage have the potential to attract investment and act as a catalyst for area wide regeneration. Whether nationally listed or of local significance, they are focal points for local communities and have the potential to create jobs, provide new homes and accommodate businesses.

Vacant floor space at Brierfield Mill, Pendle is in the process of being converted for mixed use development

Top left: North-light roofs in need of repair

Top right: Grade II listed Brierfield Mill, Pendle, dates to 1868

Below: Internal detailing at Brierfield Mill.



4.1 Brierfield Mill

Brierfield Mill, Brierfield, Pendle, Lancashire, BB9 5NH

Site area and floor areas

- **Site area: 3.3 hectares**
- **Floor space: 29,373.47 sq m Gross External Area (GEA)**

Description

A Grade II listed cotton spinning mill constructed by Henry Tunstill, a local cotton manufacturer. The property is located in the Brierfield Mills Conservation Area.

The site largely dates back to 1868 and comprises:

- Cotton spinning blocks flanking a central engine house
- Lower-height preparation blocks/warehouses facing the canal
- Weaving sheds
- Warehouses
- Office building.

Site context

Site Boundary
Grade II Listed
Brierfield Mills Conservation Area Boundary
Flood Risk Zone 3
Flood Risk Zone 2

Ownership and intentions of owner

The mill was purchased by Pendle Council in 2012 with 100% funding from the Homes and Communities Agency.

The freehold interest in the property is held by PEARL (Brierfield Mill) Ltd, a joint venture company between Pendle Council and local developer Barnfield Investment Properties.

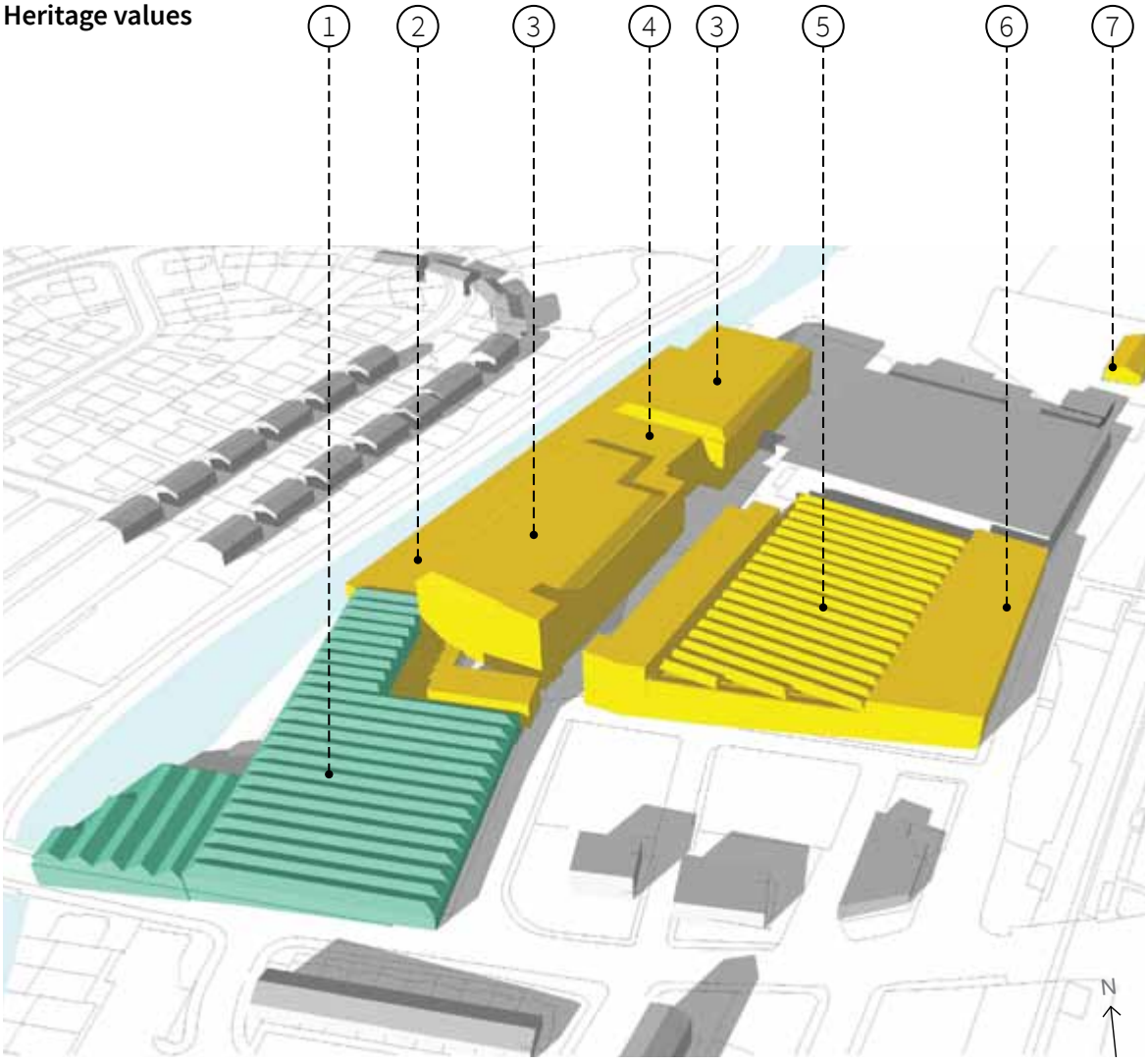
The partnership will deliver a £32m redevelopment programme which will transform the area into a mixed-use development, including:

- A new leisure box facility run by Burnley FC in the community
- A learning centre for adults (Lancashire Adult Learning Centre) to be run by Nelson & Colne College
- A training centre in the south east weaving shed
- Infrastructure works including car parking, landscaping, footways and the creation of a canal marina.

Work on Phase 1 commenced in autumn 2016 and is due to be completed by 2018. Future phases (which are subject to securing investors, funding and occupiers) include:

- A hotel with canal side restaurant/café and bars
- Residential apartments, a microbrewery
- Managed offices
- A craft market
- Outdoor canal side terraces
- Creative arts studio (for In-Situ, a Pendle based arts organisation).

Heritage values



Very High	1 Weaving shed c 1912
High	2 Warehouse/preparation block 1868
Medium	3 Spinning Blocks 1868
Low	4 Engine House 1868
Negligible	5 Weaving Shed c 1868
	6 Offices 1868
	7 Office Building c 1928

Existing structural condition

Brierfield Mill is undergoing refurbishment works and is in relatively good condition.

Opportunities and constraints

The site is very accessible. It is situated close to junction 12 of the M65 motorway, alongside the Leeds & Liverpool Canal and within five minutes' walk from Brierfield railway station. This favourable accessibility could make the site attractive to a wide range of uses and occupiers.

There is an extant planning consent for mixed use development ref 16/0648/CND for housing, employment, retail, community, mixed use and open space.

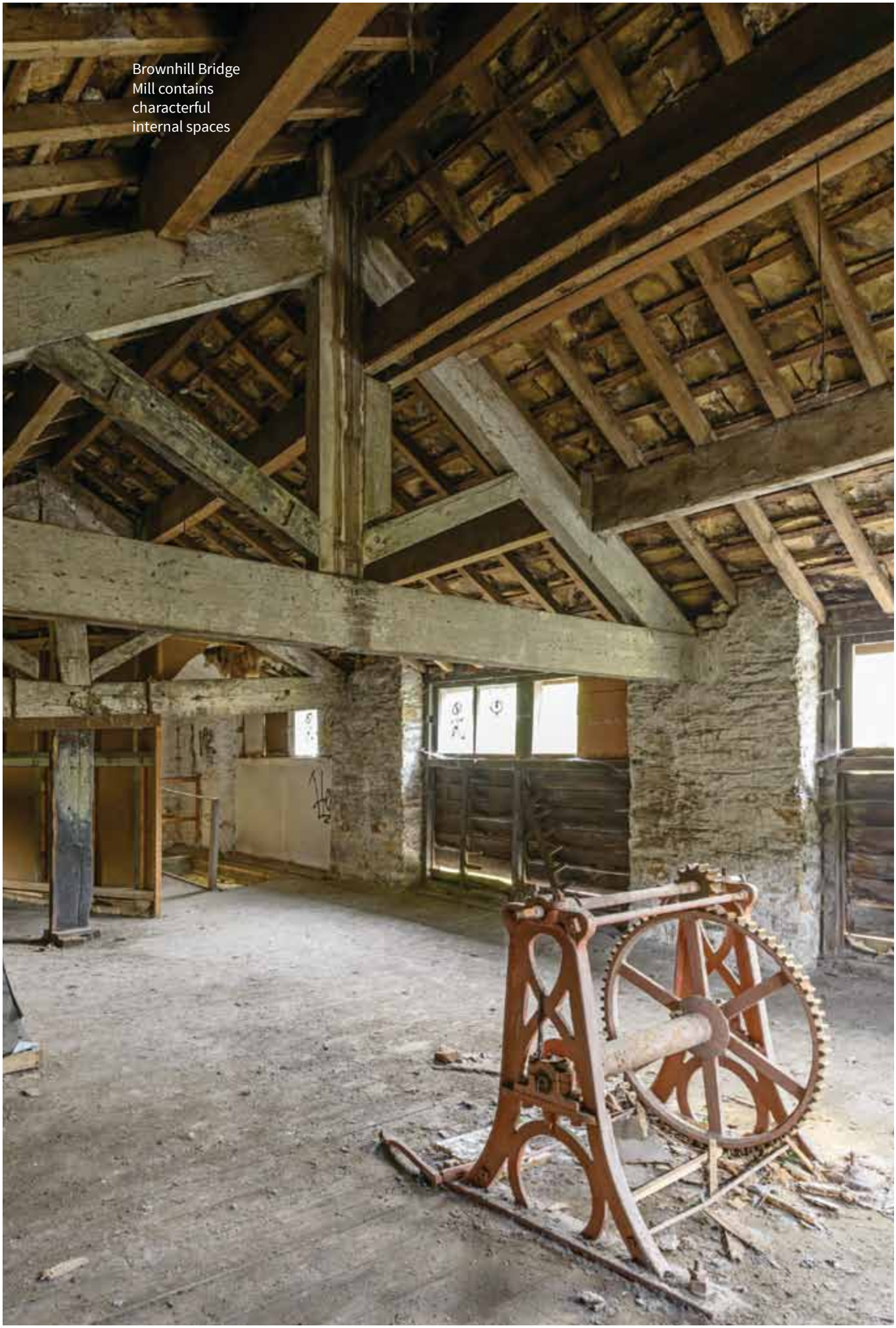
Delivery Strategy

- The redevelopment of Brierfield Mill is a major regeneration programme driven by a Pendle Council with support from local Members and the local community.
- Through PEARL, Pendle Council is working in partnership to deliver a successful mixed use development.
- The Council is actively engaged in promoting the site and in securing tenants and operators for future phases of the development. This is key to the success of the scheme.
- An unsuccessful Townscape Heritage application was made to Heritage Lottery Fund in 2016, but consideration is being given to reapplying. The Council should consider alternative sources of funding to support development costs.
- Pendle Council is considering extending the existing conservation area to cover Brierfield Town Centre, which would connect better the historic development of the town.

Historic site development

Original fabric: 1868
Additional fabric: 1868 - 1914
Additional fabric: 1914 - 1939
Additional fabric: 1939 Onwards
Loss

1 Weaving shed c 1912
2 Warehouse/preparation block 1868
3 Spinning Blocks 1868
4 Engine House 1868
5 Weaving Shed c 1868
6 Offices 1868
7 Office Building c 1928



Brownhill Bridge Mill contains characterful internal spaces

4.2 Brownhill Bridge Mill

Brownhill Bridge Mill, Saddleworth, Oldham, OL3 5NP

Site area and floor areas

- **Site area: 0.642 hectares**
- **Floor space: 1,193 sq m GEA**

Description

A vacant, Grade II listed building which dates back to 1772. It was originally a water-powered woollen mill and the surviving fabric illustrates the transition from water to steam driven power. It is among the earliest surviving textile mills in Greater Manchester.

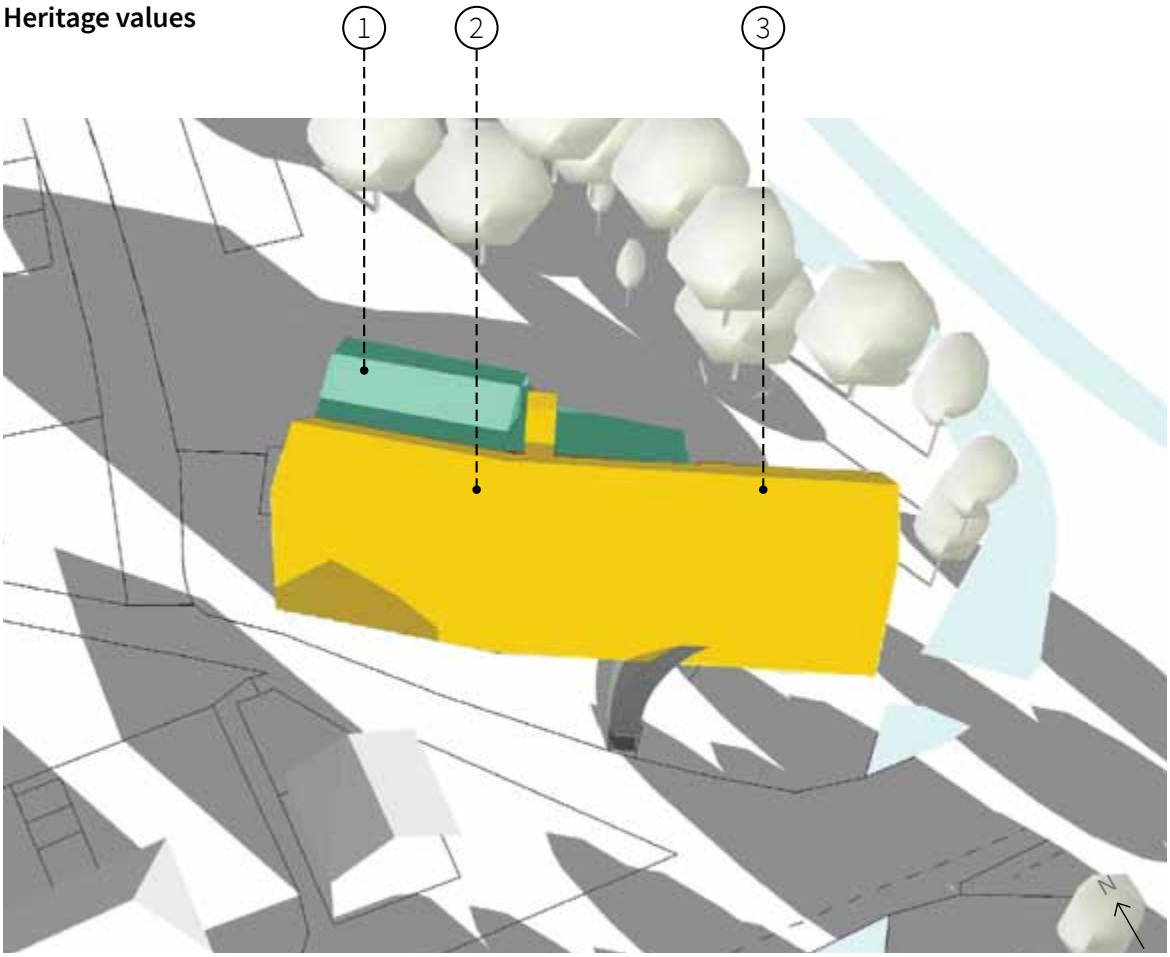
Above: Brownhill Bridge Mill was originally a water powered woollen mill

Site context

- Site Boundary
- Grade II Listed
- Dobcross Conservation Area
- Priority Habitat Inventory
- Wetland
- Green Belt (Brownhill Bridge Mill Site sits entirely within Green Belt)
- Flood Risk Zone 3
- Flood Risk Zone 2

The Grade II listed Brownhill Bridge Mill is currently at risk, but presents an opportunity for conversion to a food and drink retail destination

Heritage values



Very High	1 20th century extension
High	2 C18th Mill Extension
Medium	3 1772 Building
Low	
Negligible	

Ownership and intentions of owner

Brownhill Bridge mill is held in private ownership. The property is marketed for sale and has the benefit of an extant planning consent for conversion into one residential dwelling.

A developer has engaged in pre-planning application discussions with the local planning authority about bringing the site forward for commercial development. The proposals include conversion of the mill into a high-quality food and drink retail destination comprising a café, microbrewery and a bakery selling local produce. There would also be provision for allotments and a place for local artists to display their work. The developer recognises that the heritage of the mill could support the promotion of high quality, locally produced food and drink.

Existing structural condition

The property is in very poor condition. It is not on Historic England's Heritage at Risk Register due to its status as a Grade II listed building (only Grade I and Grade II* listed buildings are eligible for the Register).

Opportunities and constraints

The mill is located on the banks of the River Tame within the flood plain (medium-high flood risk). Any redevelopment proposals will need to have due regard to flood mitigation.

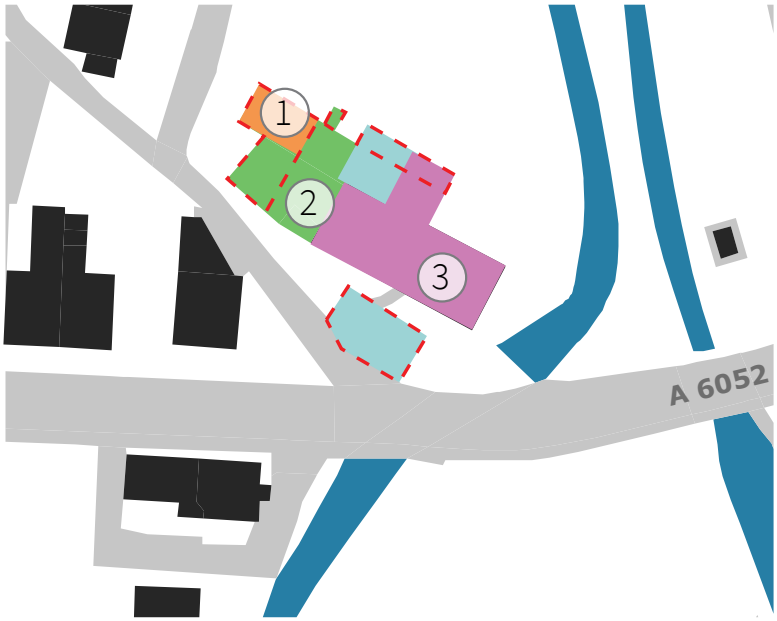
Access to the site is constrained. Any redevelopment proposals would benefit from improved access and the provision of parking.

There are two planning applications approved in relation to the mill, both dating to 2012 (application references LB/332061/12 and PA/332059/12). These relate to the change of use to a dwelling and associated works, including the demolition of the single storey side extension and outbuildings and the erection of a two storey side extension including bridge link to proposed garages/carports and store.

Delivery strategy

- The property has potential to be repurposed for residential or commercial use given its attractive location and the strength of the local property market.
- There is potential to include new build development within the site boundary which may support the financial viability of the project and the conversion costs of the mill.
- Access to the site will need to be improved and the amount of car parking required will need to be determined based on the proposed end use.
- A feasibility study for the site was prepared some time ago and requires updating. It would be beneficial to prepare a masterplan for the site which confirms the development proposals, including a delivery strategy detailing the phasing of the development and how the development will be financed and delivered.
- There is an opportunity for collaboration between the developer, the mill owner, Historic England and the local authority to ensure the redevelopment proposals come to fruition.

Historic site development

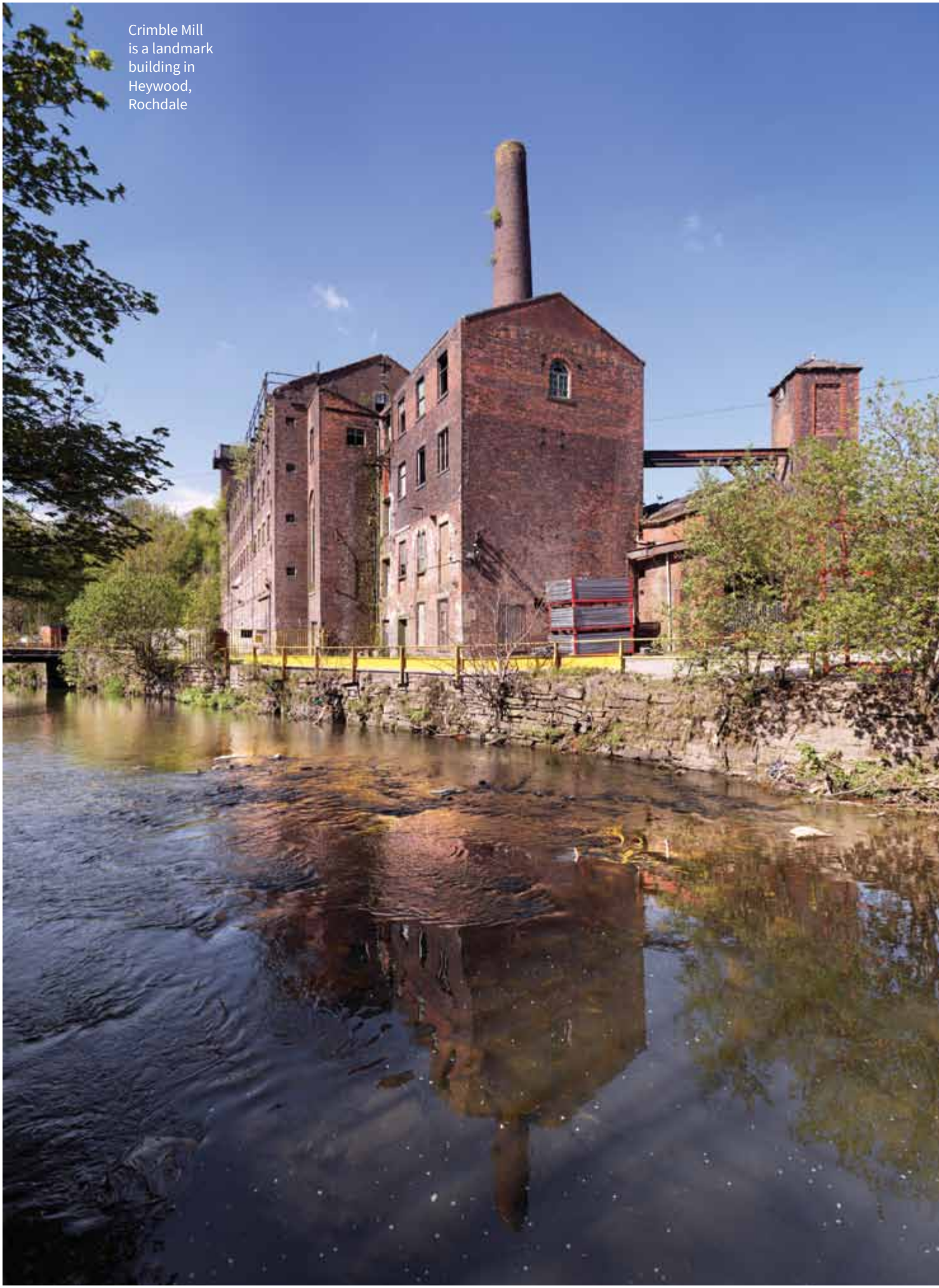


Original fabric: 1772
Additional fabric: 1893 - 1914
Additional fabric: 1914 - 1939
Additional fabric: 1939 Onwards
Loss

1 20th century extension
2 C18th Mill Extension
3 1772 Building

- The developer is engaged in discussions with occupiers to ascertain the level of interest in the proposals and this will assist in determining the viability of the development.
- It is recommended that a detailed feasibility study be carried out to determine the most expedient and viable repurposing solution.

Although in need of repair, the building could house characterful spaces



Crimble Mill is a landmark building in Heywood, Rochdale

4.3 Crimble Mill

Crimble Mill, Heywood, Rochdale, OL10 4DJ

Site area and floor areas

- **Site Area: 21.22 hectares**
- **Floor space: 12,801 sq m GEA**

Description

Crimble Mill is a Grade II* listed building dating back to the mid-18th century as a fulling mill. The extant mill was modified and enlarged in the 1860s and 1886, most likely in response to economic booms. The building was converted from water to steam power in 1859. Between 1889 and 1968, it operated as a woollen mill, with many new structures added during the early to mid-20th century. The site was later used for textile finishing before its closure in 2002.

Crimble Mill is a rare surviving example of a textile mill that illustrates the transition from water to steam power on a rural site. It is likely to be the last, large-scale water-powered rural mill to survive in Greater Manchester.

Vacant floor space at Crimble Mill

Site context

Site Boundary
Grade II Listed
Grade II* Listed
Green Belt
Flood Risk Zone 3
Flood Risk Zone 2
Designated Woodland Areas
Ancient & Semi-natural Woodland Areas

Crimble Mill was used for fulling, wool and textile production from the mid 18th century to 2002

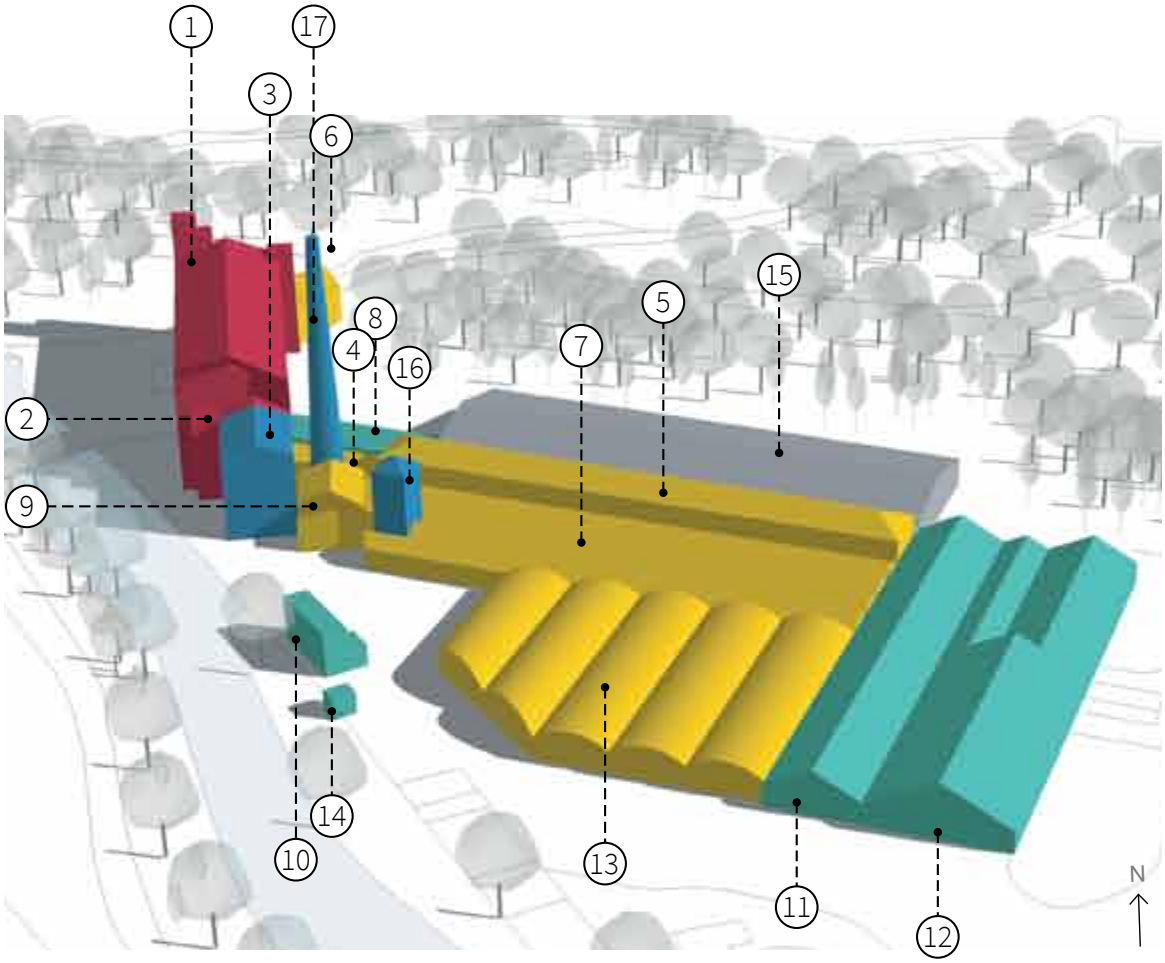
Ownership and intentions of owner

The mill is held within private ownership, through a mixture of freehold, leasehold (999 years) and possessory title. The owner is exploring the potential of bringing the site forward for residential development comprising luxury apartments.

Existing structural condition

The property is on Historic England's Heritage at Risk Register at Category A (Immediate risk of further rapid deterioration or loss of fabric: no solution agreed). The condition is recorded as "Very Bad". The roof and gutters are leaking and windows are missing. Brickwork is decaying at upper levels. There are signs of more rapid high-level deterioration in recent years. Some of the upper floors of the mill are in a dangerous condition and part of the boiler house roof has collapsed.

Heritage values



Very High	1 1829 Mill	7 1902 Shed	13 1956-58 Shed
High	2 1850's Engine House	8 1910 Connection	14 1970's Aux Building
Medium	3 1850's Warehouse	9 1924 Boiler House	15 1973 Shed
Low	4 1850's Boiler House	10 1950's Aux Building	16 C20th Lift Tower
Negligible	5 1880's Shed	11 1937 Shed	17 C20th Chimney
	6 1880's Warehouse	12 1948 Shed	

Opportunities and constraints

A significant proportion of the site is located in the flood zone due to its proximity to the River Roche. Any development proposals will need to be cognisant of this and adopt appropriate flood mitigation measures.

Crimble Lane (the main access into the site) is a long, narrow, un-adopted road, which is in a poor state of repair and will require improvement.

There is likely to be asbestos on site given the age of the buildings and a significant amount of material which is currently being stored on site will need to be removed to enable redevelopment. There may also be contaminants present due to the chemicals used in the finishing process. Crimble Mill is located within the Greenbelt in a highly attractive landscape setting.

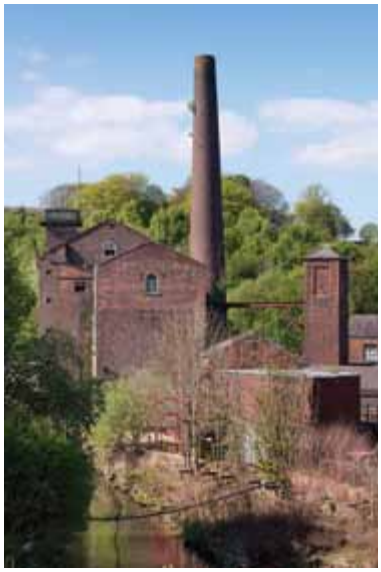
A planning application for refurbishing building 7 for General Industrial use (ref. 14/01306/FUL) is pending decision.

We are aware that the mill owner is engaged in pre-planning application discussions with the Local Planning Authority in respect of converting Crimble Mill into large luxury apartments.

Delivery strategy

- Given the rural setting of the site, repurposing Crimble Mill for residential use may be considered the most appropriate end use. This could comprise the conversion of the mill into apartments with new build development within the site curtilage.
- Partial loss of structures with lower historical significance would increase the developable site area for new build development. This may assist in improving the financial viability of the development.
- Technical studies will be required to determine the extent of the site which could be redeveloped given its location adjacent to the River Roche and the extent of any site contamination.
- Due to the significant abnormal costs associated with bringing this site forward for development, it is understood that the owner's initial feasibility work indicated that the mill site was not large enough to generate sufficient enabling development to plug the conservation deficit. However, incorporating land to the west of the river may improve development viability.
- The mill owner is engaged and actively working to find a solution for Crimble Mill. This should be supported and encouraged through collaboration with the local authority and Historic England, so that a tangible and financially viable solution can be identified to safeguard the future of this important site.

Historic site development



Crimble Mill has potential to accommodate attractive residential units

Original fabric: 1829 - 1891
Additional fabric: 1891 - 1921
Additional fabric: 1904 - 1939
Additional fabric: 1939 Onwards
Loss

1 1829 Mill
2 1850's Engine House
3 1850's Warehouse
4 1850's Boiler House
5 1880's Shed
6 1880's Warehouse
7 1902 Shed
8 1910 Connection
9 1924 Boiler House (rebuilt)
10 1950's Aux Building
11 1937 Shed
12 1948 Shed
13 1956-58 Shed
14 1970's Aux Building
15 1973 Shed
16 C20th Lift Tower
17 C20th Chimney

Grade II* listed Grane Mill, Haslingden, is a purpose built steam powered cotton weaving factory of 1906

4.4 Grane Mill

Grane Mill, Laneside Road, Haslingden, Rossendale, BB4 5PP

Site area and floor areas

- **Site area 0.26 hectares**
- **Floor space 1,607 sq m GEA**

Description

A Grade II* listed, former cotton complex built in 1906. A rare example of an Edwardian cotton weaving factory, retaining little-altered examples of the original types of building, making it both regionally and nationally significant.

Surviving features include:

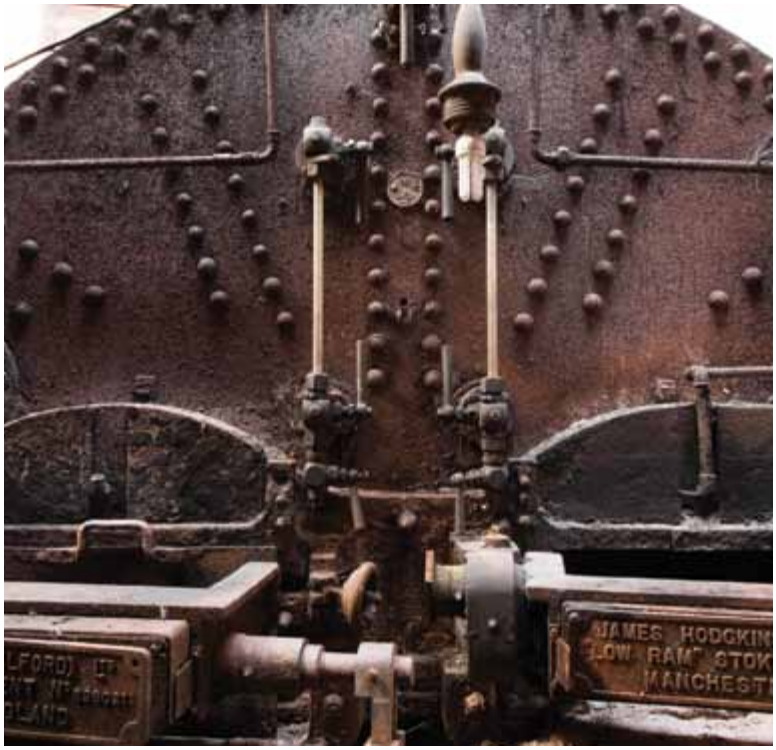
- Well preserved managerial and process buildings
- Intact original steam power plant comprising boiler house with boilers and economiser
- Engine house with in situ steam engine and complete chimney
- Well-detailed stone buildings with important surviving internal features.

Grane Mill is of technological interest given the late Stott steam engine, automatic stoker and wide column-span construction of the north-light shed. In terms of design interest, it reflects the process flow in the plan-form arranged around a central power plant, with a discrete shaft race for the efficient transfer of power.

A significant proportion of the site, including weaving sheds, was demolished to make room for residential new build in 2004. These residential units are overlaid in black on the historic site development plan

Above: The original Edwardian steam power plant is a rare feature of great interest

Site context



The historic boiler at Grane Mill, Haslingden

Ownership and intentions of owner

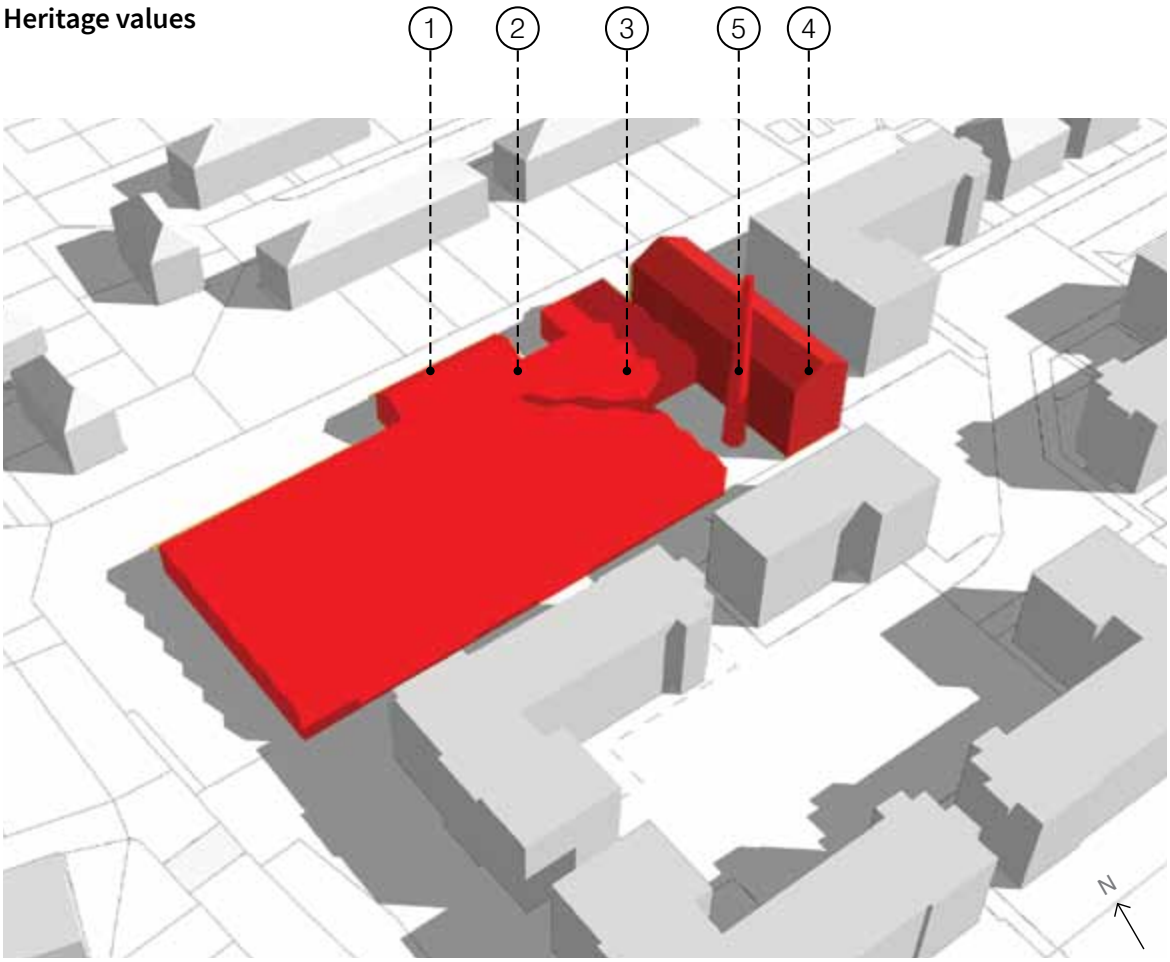
The freehold interest in Grane Mill is within two ownerships. Part of the property is held by Heritage Trust for the North West (HTNW), the remainder is held by a private individual.

The HTNW wish to repurpose their part of the property into an engine museum and for heritage engineering and textile skills training. HTNW is currently negotiating the acquisition of the remainder of the adjacent chimney yard area which would enable additional training workshops and amenity space to be created. If HTNW owned the whole site, their intention would be to extend the museum, create space for business units and establish a café/shop to generate a sustainable income, such as has been achieved at Higherford Mill, Barrowford.

Existing structural condition

The property is on Historic England's Heritage at Risk Register at Priority Category A (Immediate risk of further rapid deterioration or loss of fabric: no solution agreed). The condition is recorded as "Poor". Urgent repairs to the chimney have been completed and the condition of the machinery is being monitored by HTNW. There are issues with asbestos contamination within the site and the roofs are in poor condition.

Heritage values



Very High	1	1906-1950's Offices
High	2	1906-13 Warehouse
Medium	3	1906 Boiler/Economiser
Low	4	1906 Engine House
Negligible	5	1906 Chimney

Opportunities and constraints

The site is unallocated (within Urban Boundary Policy DS1) in the Rossendale Local Plan.

The complex is constrained in size, with limited external space. Creating on-site parking for any repurposed use will be challenging.

Access is also constrained and would need careful consideration, particularly in light of the proximity to residential dwellings in the area.

There is asbestos on site which will need to be removed, which is included within the Trust's workshop project proposals.

Redrow plc developed housing adjacent to the remaining mill structures in 2004. We are advised that there have been ongoing issues with the boundary wall treatment since the work was completed. This needs to be addressed as the boundary wall impacts on the engine house, boiler house and warehouse.

HTNW intend to generate revenue on regular steaming days by making a charge to visitors (as at their Ellen Road and Bancroft Mills sites).

It is planned to utilise a modern flash steam boiler to minimise fuel and boiler costs. Income is planned from training weekends, the café / shop and from donations. The site was formerly covered by both scheduled monument and listed building status. A recent review of the designation has resulted in the replacement of scheduled monument status with Grade II* listed status across the complex. This unified designation provides a more streamlined and simplified process for managing change.

Delivery Strategy

- Uses for the Engine and Boiler houses are limited by the heritage steam plant they contain. Nevertheless, as well as their museum purpose, the HTNW aspire to expand on previously delivered education and engineering skills training once their proposed workshop and amenity project is completed.
- Options for developing the warehouse section of the site could include a museum, with a café, shop, office and workshop units generating a sustainable income.
- It is intended to run a heritage bus service linking with the East Lancashire Railway steam trains and other local visitor destinations to minimise car parking issues.
- As the site is held within separate ownerships, it is critical that there is a collaborative approach to its redevelopment. HTNW are in the process of collaborating with the private owner to deliver a masterplan for the whole site.
- A feasibility study should be undertaken to identify a viable future for Grane Mill.
- Grant support is likely to be required to realise HTNW's aspirations.
- HTNW would benefit from support from the local authority and Historic England in bringing this project forward. The Trust is run entirely by volunteers who are self-funding the works.

Historic site development

Original fabric: 1906 - 1914
Additional fabric: 1914 - 1939
Additional fabric: 1939 - 1962
Additional fabric: 1962 onwards
Loss

1 1906-1950's Offices
2 1906-13 Warehouse
3 1906 Boiler/Economiser
4 1906 Engine House
5 1906 Chimney

Detail of the fly wheel

The distinctive clock tower at Hartford Works, Oldham

4.5 Hartford Works

Hartford Works, Suthers Street, Oldham, OL9 7TQ

Site area and floor areas

- **Site area: 0.875 hectares**
- **Floor space 15,870 sq m GEA**

Description

Hartford Works comprises a group of three Grade II listed buildings with notable group value, comprising:

- Cotton mill (1850 with 1909 alterations)
- Workshops (c.1870)
- Offices (1883)

There is a strong association with the Platt Brothers who were once the world's most important manufacturer of textile machinery. The site was bought by the Platt Brothers in c.1900 and used as an engineering works (main mill), tool-fitting workshop (workshop building) and main offices (Booth House). The evidence of hoisting and other functional machinery in the central building is of particular note.

Hartford Works is currently home to almost 40 small businesses accommodated within workshop and office space. The ground floor of Hartford Works comprises small units. Tenants include artists, fabricators and other light industrial uses. Floors one and two are fully occupied; however, the four upper most floors are vacant.

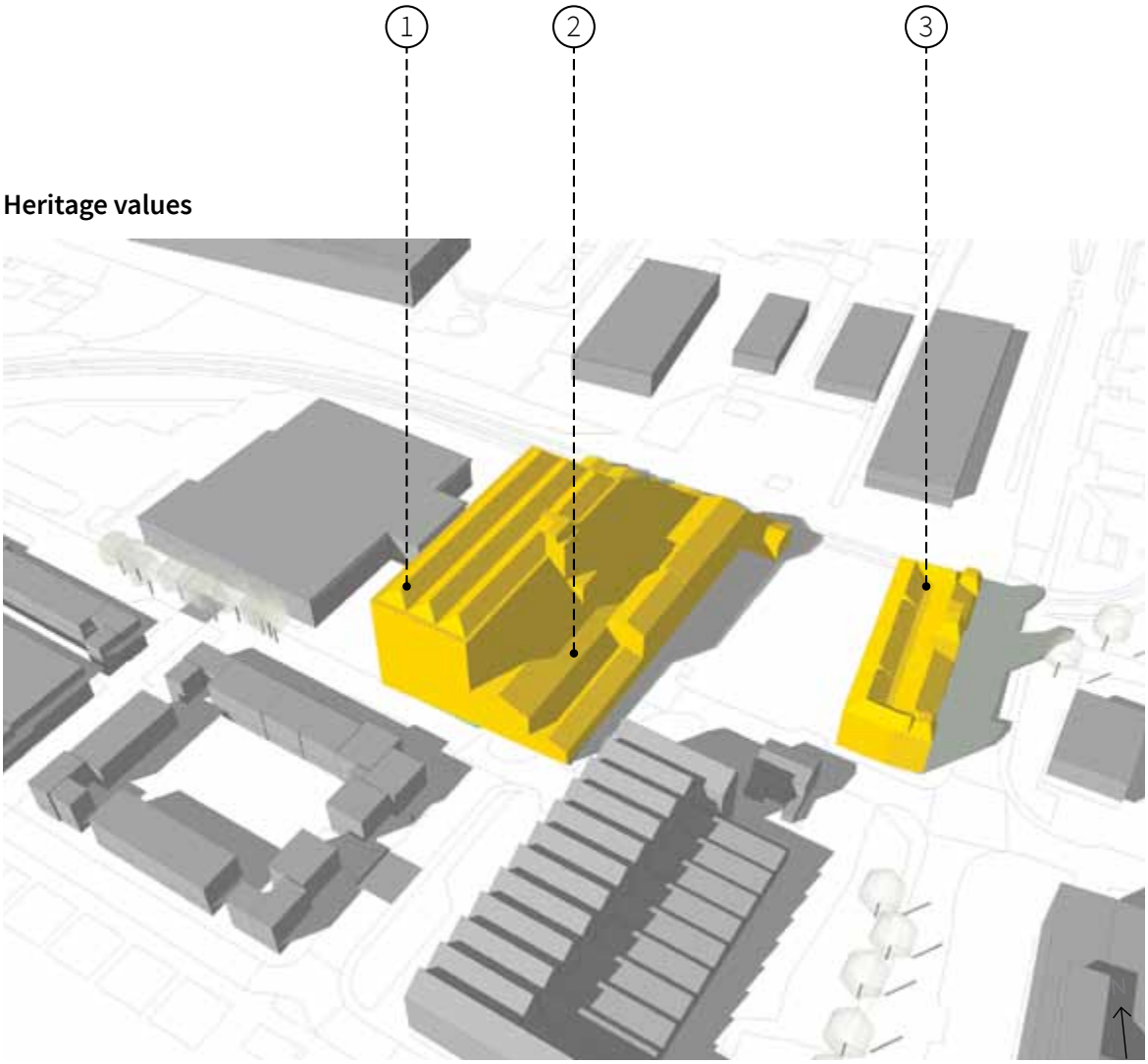
Site context

Site Boundary

Grade II Listed

Hartford Works cotton mill dates to 1850, with workshops and offices built in c.1870 and 1883

Heritage values



Very High
High
Medium
Low
Negligible

1 1850 Hartford Works
2 1870 Workshop
3 1883 Offices

Ownership and intentions of owner

Hartford Works is held within the ownership of a family trust, who acquired the property from the Platt Brothers. The family business is centred on the provision of commercial space, and it is intended to retain the building as one of a number of properties in a commercial portfolio.

Existing structural condition

The site is well maintained. Hartford Works is wind and watertight, although the vacant upper floors are in a poor state of repair.

Opportunities and constraints

The site is located in an industrial area, albeit new residential development has taken place adjacent to Hartford Works. The limited parking on site would need to be addressed if the remaining four floors of Hartford Works are repurposed. We are advised that there are underground tunnels which run from Hartford Works to Booth House, but that these are no longer accessible.

The complex is close to Manchester and the motorway network.

Delivery strategy

- At the current time, we understand that the mill owners wish to retain the property for commercial use in keeping with their business model. There are various businesses located at Hartford Works supporting this use.
- There is potential to repurpose the vacant upper floors of Hartford Works for commercial use, although parking and access issues will need to be addressed if the number of occupiers on site increases.
- Investing in the refurbishment of Hartford Works to create office/industrial workspace would enable higher rental values to be secured from commercial tenants. This needs to be considered alongside the costs of refurbishment.
- There is evidence that taking a 'patient capital' approach (long term return) from investment can be highly favourable, particularly where developments are located in an improving market area.

Historic site development

Original fabric: 1850's -1880's
Additional fabric: 1891 - 1914
Additional fabric: 1914 - 1939
Additional fabric: 1939 onwards
Loss

1 1850 Hartford Works
2 1870 Workshop
3 1883 Offices

Top: Vacant space on upper floors has potential for reuse

Below: Hartford Works is home to 40 small businesses

Grade II* listed Leigh Spinners Mill is a vast double cotton mill dating to 1913

4.6 Leigh Spinners Mill

Leigh Spinners Mill, Park Lane, Leigh, WN7 2LB

Site area and floor areas

- **Site area: 3.679 hectares**
- **Floor space: 50,993 sq m GEA**

Description

A Grade II* listed, large, double cotton spinning mill. One of the last great textile mills to be built in the UK. Constructed in two phases to the designs of notable Bolton based mill architects Bradshaw, Gass & Hope:

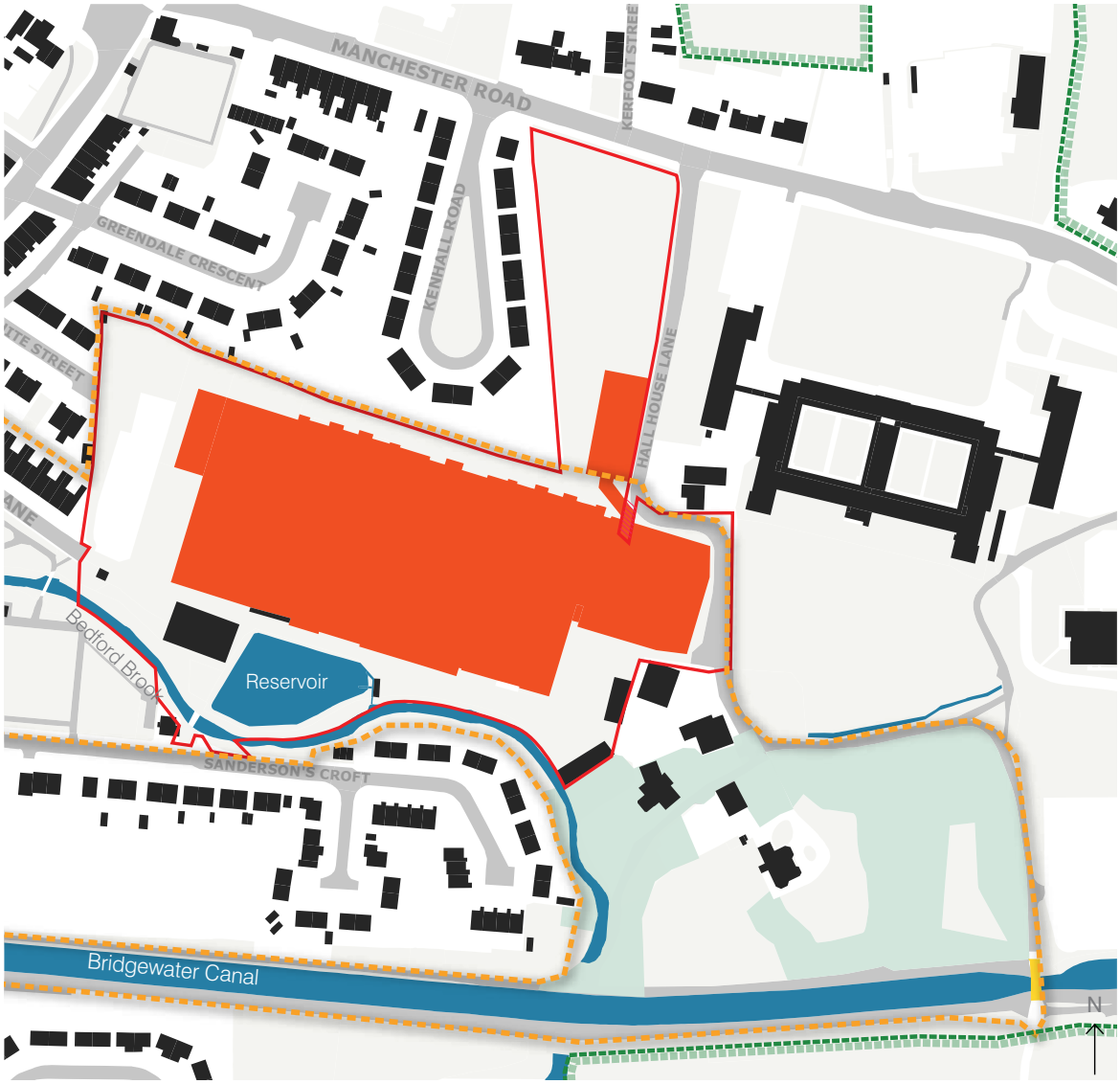
- Phase 1 - Eastern block comprising a boiler house and chimney (1913)
- Phase 2 - Western block (1923).

The architectural quality of Leigh Spinners Mill typifies the later mills of the textile industry which were larger, specialist and more decorative. The mill is a very good surviving example of both its time and the double-mill type.

It is one of the largest and most complete mills remaining in Greater Manchester. Of particular interest is the enormous engine which remains in working order.

The steam engine house, owned by Leigh Building Preservation Trust, is open to the public

Site context



Site Boundary
Grade II Listed
Grade II* Listed
Bridgewater Canal Conservation Area
Green Belt (Site does not lie within Green Belt)
Designated Woodland Areas

Leigh Spinners Mill incorporates fine brickwork detailing, including red and white banding

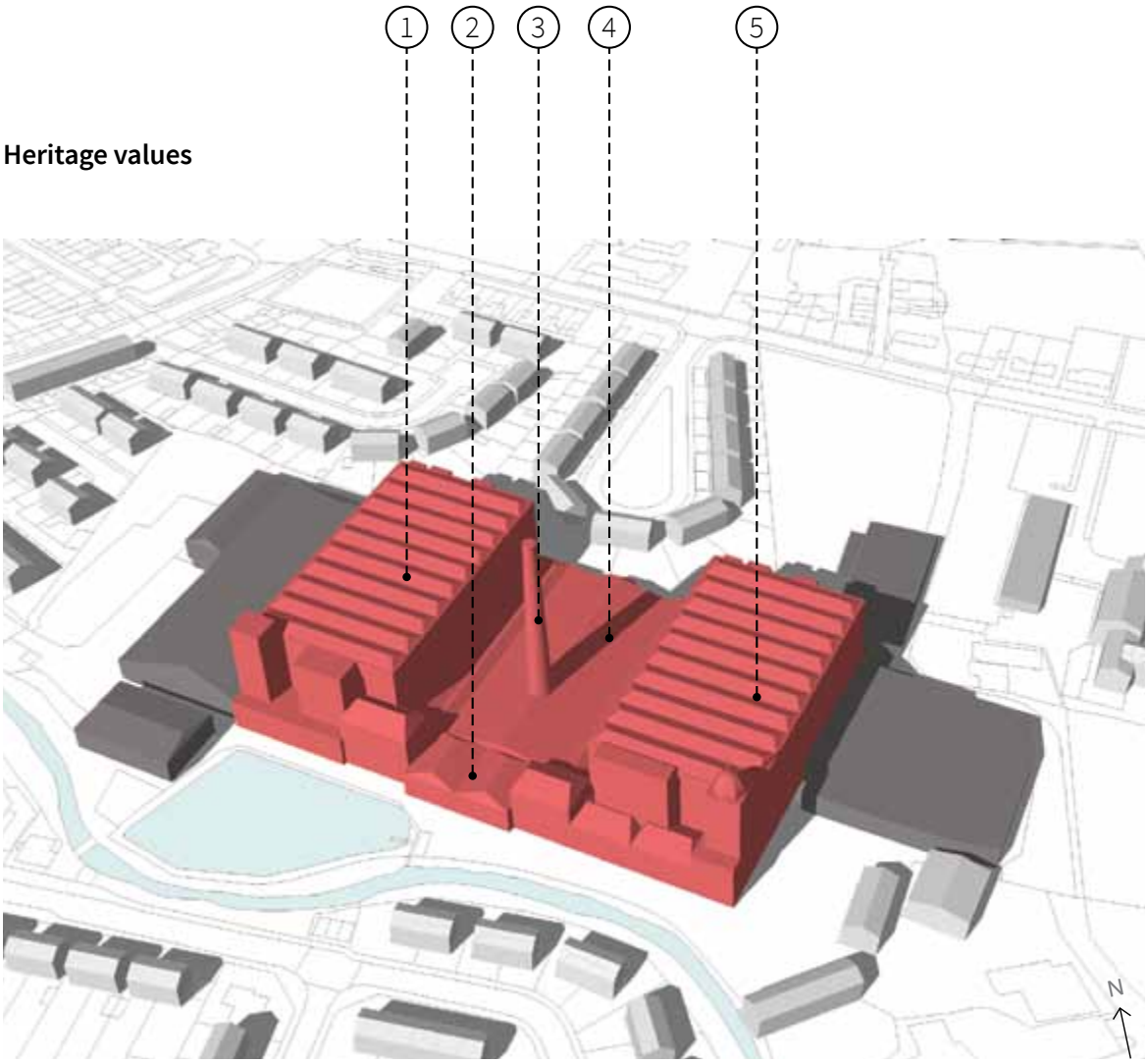
Ownership and intentions of owner

The mill is currently in multiple ownership. Part of the site is held by Leigh Spinners Limited, who manufacture synthetic sports pitches and carpets on site. Leigh Building Preservation Trust (LBPT) own the steam engine and engine house, which has been repaired with Historic England grant assistance and is open to visitors.

The majority of the spinning floors are vacant. LBPT are in negotiation with Leigh Spinners Limited to acquire the freehold interest in the whole property. The aspiration is to enter into a sale and leaseback arrangement whereby Leigh Spinners Limited will occupy a reduced amount of commercial space.

The LBPT intend to restore the mill, bringing it back into commercial use with a view to attracting occupiers who are looking to move out of central Manchester into the remaining floor space. LBPT are a competent team that have carried out feasibility studies and business planning work.

Heritage values



Very High	1 1923 West Mill Block
High	2 1913 Boiler House
Medium	3 1913 Chimney
Low	4 1913 Warehouse
Negligible	5 1913 East Mill Block

Existing structural condition

The property is on Historic England's Heritage at Risk Register at Priority Category C (Slow decay: no solution agreed). Its condition is identified as "Poor". Sections of the roof are said to be in urgent need of repair. Historic England grants have enabled repairs to the engine house and asbestos removal to allow volunteers to work safely on the machinery.

Opportunities and constraints

The major constraint at the current time is the need to repair the roof of the mill and the 20 ft long cast iron gutters. These have failed on every joint, allowing water ingress into the building.

Historic England have recently offered £232,000 towards the repair of the roof of Mill 1 under its Repair Grants for Heritage at Risk scheme, for which LBPT have secured match funding.

There is ample power on site for existing and future occupiers. There is also an artesian well which provides the site with its own water supply.

The property benefits from large uninterrupted spaces allowing flexibility for conversion.

Delivery strategy

- A demand assessment (commissioned by LBPT and funded by the Architectural Heritage Fund) revealed that there is virtually no supply of low cost workspace in the local area. LBPT therefore want to repurpose the mill for commercial space to meet this demand. There is also a desire to create community spaces at the mill. These include:
  - Sports and leisure facilities
  - Heritage attractions
  - Children's activity
  - Play areas
  - Crèche
  - Recording studios
  - Gallery and exhibition space.
- LBPT are in discussion with a number of occupiers who are interested in securing workspace at Leigh Spinners Mill. These occupiers include a national business looking to relocate from its existing premises, local artists who need workspace, and "Hackspace" (a company who currently occupy 372 sq m (4,000 sq ft) at Leigh Spinners Mill and are looking to grow their business. They require 743 – 929 sq m (8,000 – 10,000 sq ft) of floor space to do so. Hackspace is a membership-funded workspace where people with common interests can meet, socialise and collaborate.
- LBPT comprises skilled and competent individuals who now require support to determine whether their project is financially viable. Presenting a viable and deliverable commercial proposition will help in unlocking the necessary funding and finance to deliver the Trust's aspirations.
- The Trust has secured support from Big Potential and Princes Regeneration Trust to assist in developing financial and organisational models. A draft master plan has also been produced by Princes Regeneration Trust which will be the starting point for the Trust's work. The Trust's proposals appear to offer a viable solution for the reuse of Leigh Spinners Mill.
- Critical to its financial viability will be the ability of the Trust to secure control of the site and commercial occupiers.
- Repair of the roof of one half of the double mill (Mill 1) will provide a weathertight environment for new uses, providing an income stream to both maintain the building and prepare plans for the restoration of Mill 2.

Part of the mill is used for manufacturing. There is also potential for additional commercial and community use

Historic site development

Original fabric: 1913
Additional fabric: 1923
Additional fabric: 1923 - 1939
Additional fabric: 1939 onwards
Loss

1 1923 West Mill Block
2 1913 Boiler House
3 1913 Chimney
4 1913 Warehouse
5 1913 East Mill Block

Oakwood Mill was built in 1856 as a cotton spinning mill

4.7 Oakwood Mill

Oakwood Mill, Grenville Street, Stalybridge, SK15 3JD

Site area and floor areas

- **Site area: 1.938 hectares**
- **Floor space: 10,933 sq m GEA**

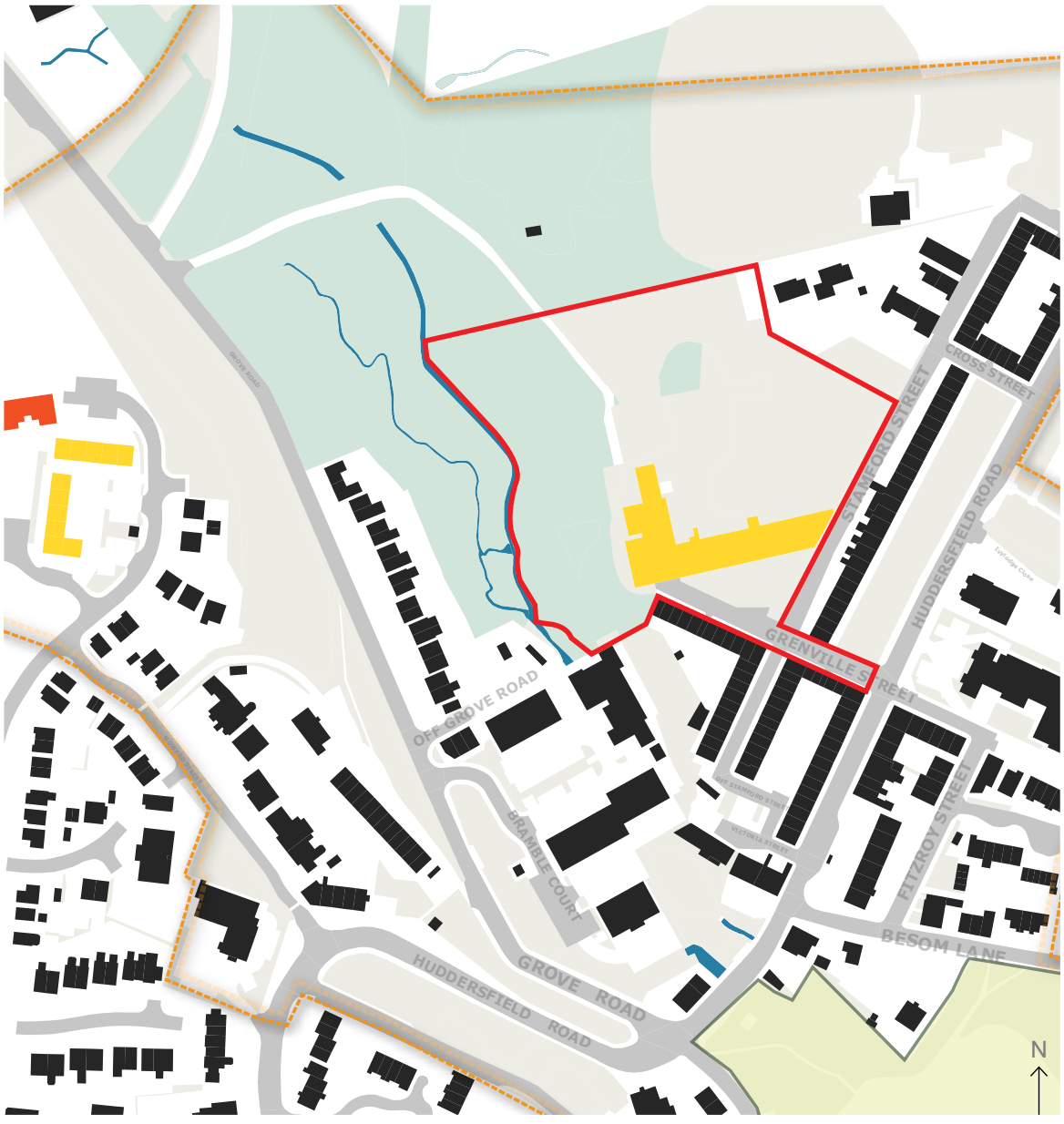
Description

A Grade II listed purpose-built cotton spinning mill constructed in 1856, located in the Millbrook Conservation Area. The derelict mill has a very strong spatial and visual relationship with surrounding terraced housing. It has decorative detailing and a clock tower to the north west elevation, which is of particular architectural value, despite the fact that the clock itself has been removed. The mill is set within an extensive land holding which suggests it was designed to figure prominently within the local context. The site is overgrown, in poor condition and has seen notable loss. A large north range (dated 1857) was extant in 1991, but has since been demolished. This may have been the spinning block. Other rooms, which are likely to have been used for carding, are roofless and appear to have been reduced in height with the first floor window sills and interior columns visible.

The following structures remain:

- 1856 south range (identified in the list description as the 'warehouse block')
- Engine house(s)
- Boiler house(s)
- Chimney
- Carding rooms (partial)
- Tower

Site context



Site Boundary
Grade II Listed
Grade II* Listed
Millbrook Conservation
Local Nature Reserve Areas
Designated Woodland Areas

Above: Oakwood Mill has previously been granted consent for residential development

Opposite page: Oakwood Mill, which is in poor condition, was designed to figure prominently in its local setting

Ownership and intentions of owner

The site is held within the ownership of the Casey Group who acquired the property in 1994. They inform us that the property was in a dilapidated state of repair at the time of purchase. However, as the location was considered to be within a good residential market area, the Casey Group acquired the property speculatively with the intention of redeveloping the site for residential use.

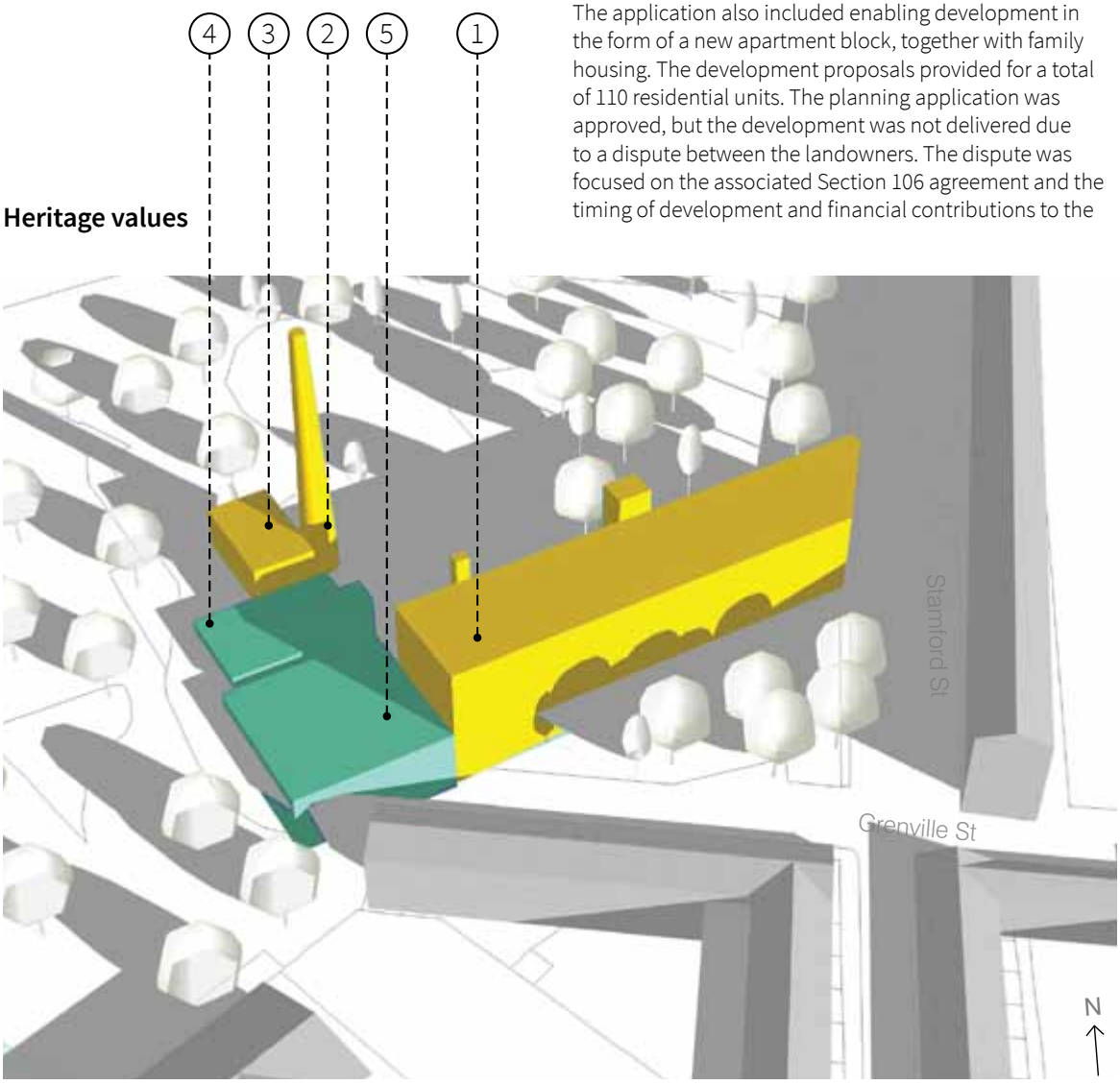
Existing structural condition

The property is very poor structural repair with significant loss to the original fabric.

Planning status and history and any existing extant permissions

A planning application for residential development (reference 05/00375/LBC) was submitted in 2005. The application included adjacent land owned by a third party and was intended to enable the redevelopment of the main spinning mill into 30 apartments and four penthouses. The boiler house and engine house were to be repurposed to accommodate an additional 13 apartments. The application also included enabling development in the form of a new apartment block, together with family housing. The development proposals provided for a total of 110 residential units. The planning application was approved, but the development was not delivered due to a dispute between the landowners. The dispute was focused on the associated Section 106 agreement and the timing of development and financial contributions to the

Heritage values



Very High	1	1851 Warehouse
High	2	1856 Chimney
Medium	3	1856 Boiler House
Low	4	1856 Engine House
Negligible	5	1856 Carding Shed

redevelopment of the mill. The landowners were unable to reach agreement and as such the proposals were not delivered.

The local planning authority has since approved an application in respect to partial demolition in 2012. No further planning applications have been submitted relating the redevelopment of the site.

Opportunities and constraints

We understand that site investigations were undertaken by the mill owners in early 2000 which identified a culvert passing through the site. Any proposed development will need to take account of the location of the culvert and associated maintenance requirements.

The main access to the site is from Grenville Street which is a narrow, cobbled, sloping, unadopted road within the ownership of the mill owner. Access improvements are likely to be required by the Highways Authority. From a conservation point of view, it would be desirable to relay the cobbles, but this would be a costly exercise that needs to be balanced with the economic viability of any redevelopment proposals.

The site falls away steeply to the west which reduces the overall developable area.

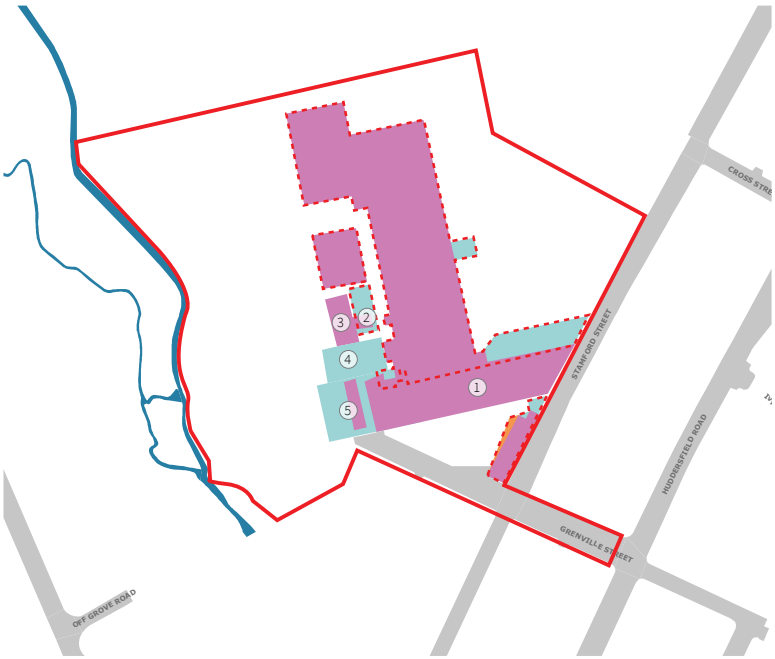
The owners of the mill have significant problems with children accessing the site, particularly in the school holidays, and there is a need to provide ongoing security. The mill owner is aware that local residents are very supportive of the principle of redevelopment.

The site is located in a relatively strong residential market area.

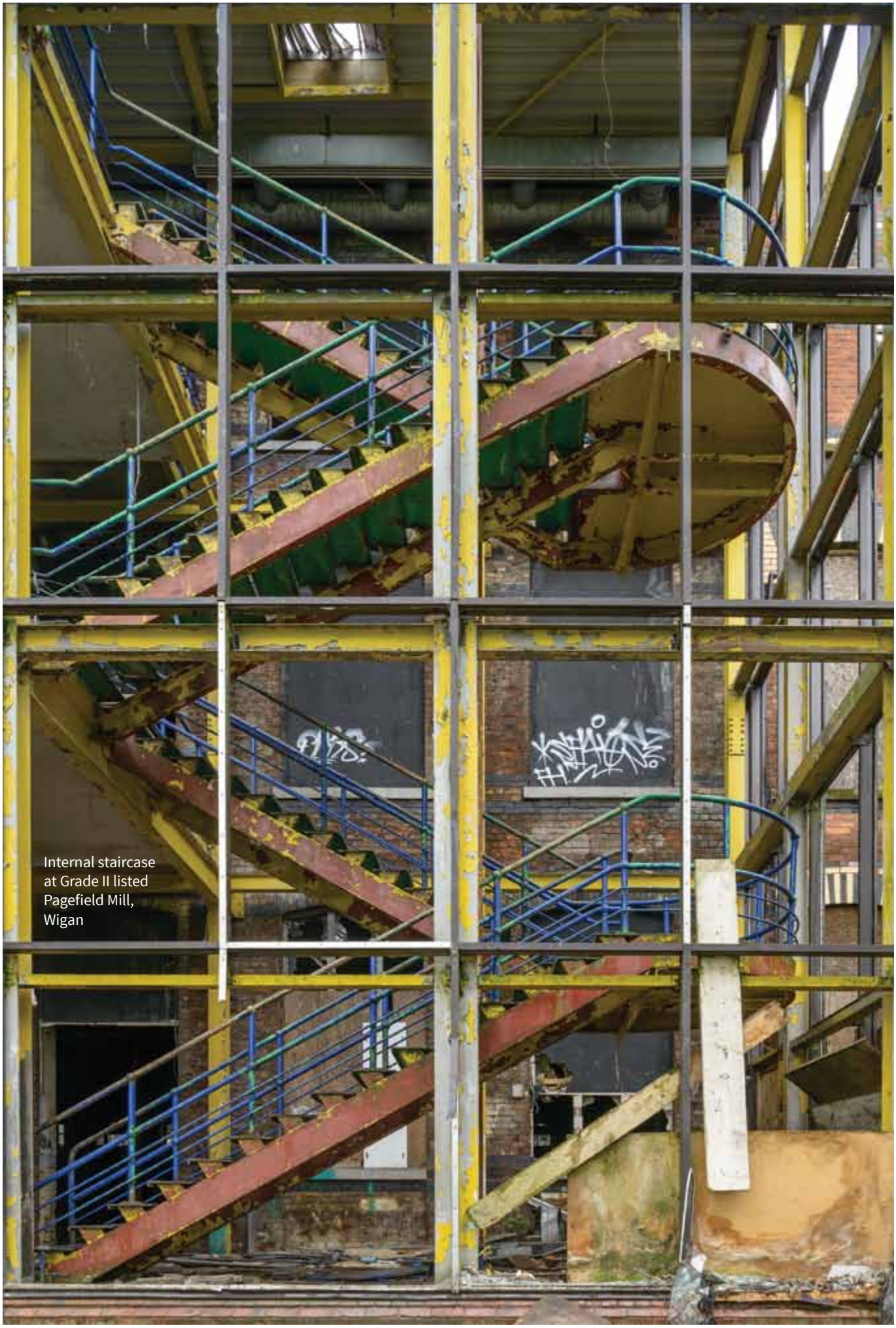
Delivery strategy

- The mill owner is seeking to bring the site forward for development and considers residential (family housing and apartments or a retirement scheme) to be the most appropriate end use.
- The mill owner is aware that Urban Splash has recently brought forward a retirement scheme in Stalybridge on the canal side and apartments are reported to have sold for £90,000 - £120,000. However, given the abnormal costs associated with the Oakwood Mill site, the mill owner has advised that revenues need to be circa £140,000 - £180,000 per unit (or a minimum of £200 per sq ft) in order to enable the development to be financially viable and deliverable.
- It is likely that the previously considered adjacent land would be required to allow sufficient development to support the repurposing of Oakwood Mill and providing a comprehensive development scheme for the local area.
- The façade of the main spinning mill is the least deteriorated of the buildings on site and is considered to have good stability. The Boiler House and Engine House are in a ruinous position and as such there are merits in considering a façade retention scheme which would enable the relationship with the mill cottages to be maintained. A possible solution would be the retention of the façade facing the conservation area, with a new build apartment block behind. An additional new build penthouse floor could be added to increase site capacity.
- A retirement living solution could include the development of a new block of similar scale to the existing mill running parallel to the north.

Historic site development



Original fabric: 1856 - 57	1 1851 Warehouse
Additional fabric: 1857 - 1914	2 1856 Chimney
Additional fabric: 1914 - 1939	3 1856 Boiler House
Additional fabric: 1939 Onwards	4 1856 Engine House
Loss	5 1856 Carding Shed



Internal staircase at Grade II listed Pagefield Mill, Wigan

4.8 Pagefield Mill

Pagefield Mill, Bridgeman Terrace, Wigan, WN1 1TY

Site area and floor areas

- **Site area: 3.299 hectares**
- **Floor space: 27,001 sq m GEA**

Description

Pagefield Mill (formerly Gidlow Mill) is Grade II listed building, located partially within the Menses Conservation Area, and adjacent to Menses Park (Grade II RPG). It is an integrated cotton mill of 1865, comprising:

- Spinning block
- Boiler house
- Engine house
- Chimney
- Weaving sheds

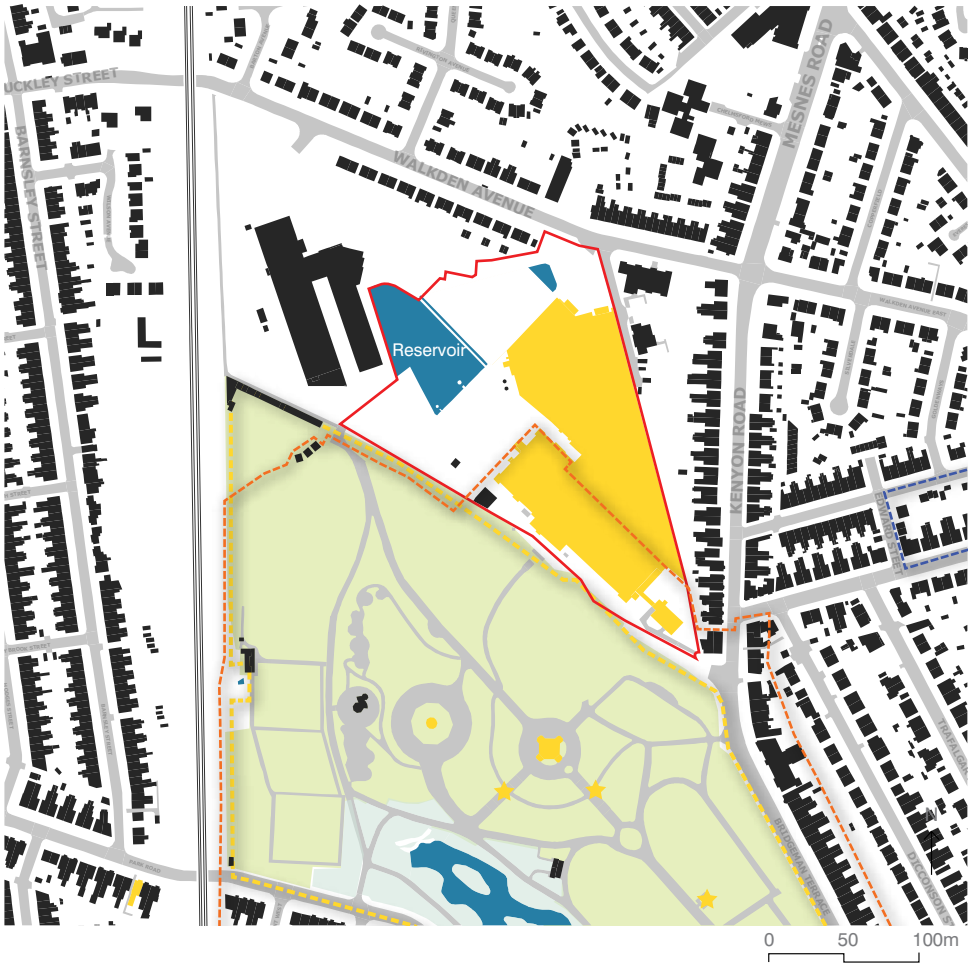
Remnants of associated infrastructure (railway and water) remain on site.

The aesthetic value of the mill is strengthened by its position on an elevated site adjacent to a public park. Its polychromatic brickwork is an unusually decorative feature of a mill of this period and location. The site has special interest associated with its connection to the successful firm Rylands & Sons (linked to the John Ryland's Library) which was for some time the centre of their extensive textile business.

The property was notably altered when it was occupied by Wigan and Leigh College. The college has since vacated the site and the property is now in poor and deteriorating condition. The industrial sheds spanning the reservoir to the north west have been demolished by the council on health and safety grounds.

Above: The site includes a reservoir which is partially covered

Site context



Site Boundary
Mesnes Conservation Area
Wigan Lane Conservation Area
Grade II Listed
Designated Woodland Areas
Woodpasture and Parkland BAP Priority Habitat

Above: The mill owner hopes to secure planning permission for a mixed use development

Opposite page: Pagefield cotton mill was built in 1865. Its decorative brickwork contributes to its Grade II listed status

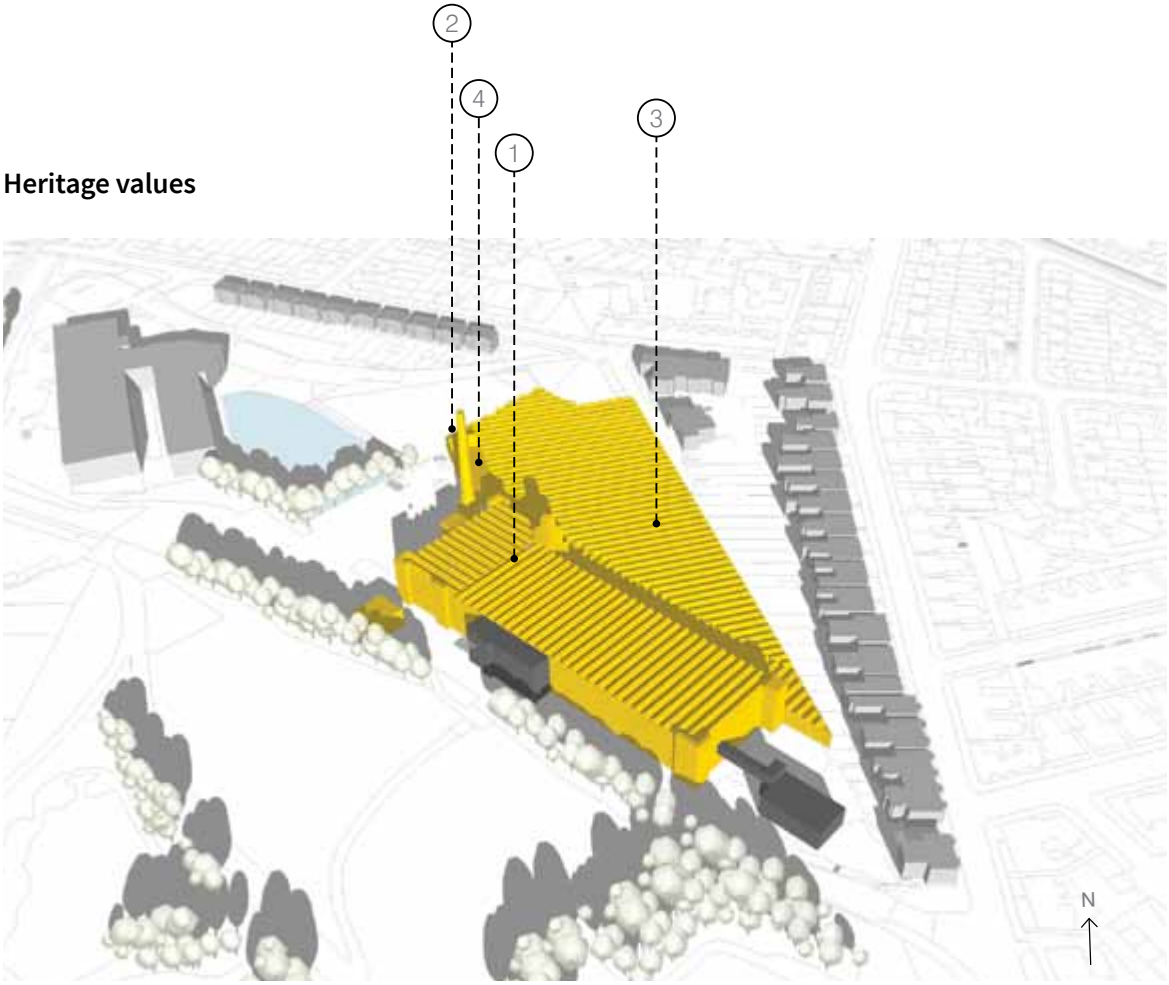
Ownership and intentions of owner

Pagefield Mill is held in private ownership. The site was purchased at auction in 2013 and the owner is undertaking feasibility and viability work to explore the potential of bringing the site forward for development. Historic England previously advised on a residential reuse for this mill, which involved an innovative conversion of the north-light sheds. A high density residential scheme has also been proposed for the site; however, more recently the owner has engaged in pre-planning application discussions with the Local Planning Authority in respect of a mixed use scheme comprising residential, student residential, private rented units and healthcare. The proposals are centred on refurbishment of the mill building, selective demolition and new build development.

Existing structural condition

The building is not on Historic England's Heritage at Risk Register due to being designated as a Grade II, rather than Grade I or Grade II*, listed building. It is currently derelict and clearly in poor condition. There is also evidence of fire damage on site, most recently in May 2017.

Heritage values



Very High
High
Medium
Low
Negligible

1 1863-65 Mill
2 1863-65 Chimney
3 1863-65 Weaving shed
4 1863-65 Office

Opportunities and constraints

There are severe problems with antisocial behaviour. Teenagers, travellers and vagrants regularly break into the property despite the owner's attempts to keep the site secure. The owner reports that the police consider the site dangerous due to the antisocial behaviour that takes place and it is has a huge impact on local police resources. There would therefore be notable wider public benefits in bringing the buildings back into use.

There is a reservoir within the site boundary which is partially covered (historically there were mill buildings over the reservoir as shown on the historic site development illustration).

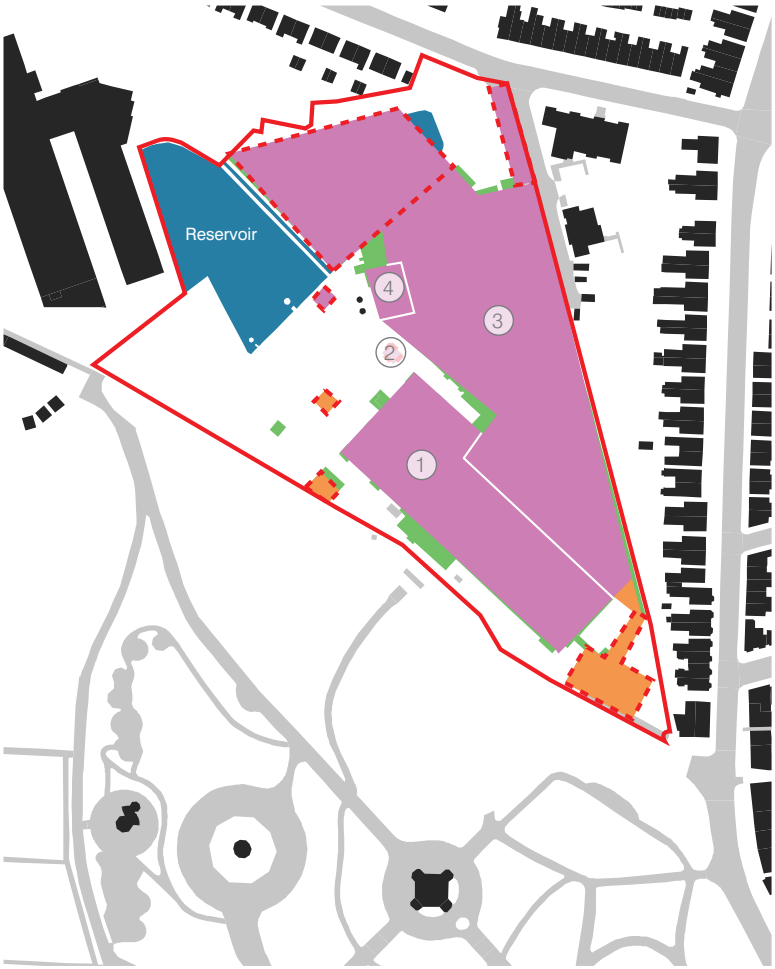
The site is located adjacent to and with views over Mesnes Park, which is well maintained and offers informal recreation for the general public. There is opportunity for collaboration with both Wigan College and the NHS (Thomas Linacre Outpatient Centre) who are located off Mesnes Park. Mesnes Park has potential to be used to promote health and fitness for young people at the College, outpatients of Thomas Linacre Centre and users of a repurposed Pagefield Mill.

We are aware that there was a previous residential planning application in 2007. This was recommended for approval at committee but the Section 106 agreement was not resolved.

Delivery strategy

- The abnormal costs associated with bringing this site forward for development are likely to be high, though this is balanced by the fact that the property is of sufficient scale and is located in a relatively strong market area.
- Its setting is advantageous, being adjacent to Mesnes Park and with good connectivity with Wigan and Leigh College.
- Careful consideration needs to be given to the most appropriate end uses and to how such uses will impact on development viability.
- The owner of Pagefield Mill has appointed consultants to assist in bringing forward a viable, mixed use development that respects the heritage value of the site. Engagement with the Local Planning Authority is underway. The involvement of Historic England would be beneficial, particularly to assist in the application of Constructive Conservation principles so that through collaborative working a viable solution for the site can be found.
- Following the outcome of a financial viability appraisal for the development, consideration will need to be given to the most appropriate sources of investment to deliver the scheme.
- Engagement with the college and/or NHS is likely to increase likelihood of public sector subsidy.

Historic site development



Original fabric: 1863 - 65
Additional fabric: 1865 - 1914
Additional fabric: 1914 - 1939
Additional fabric: 1939 onwards
Loss

1 1863-65 Mill
2 1863-65 Chimney
3 1863-65 Weaving shed
4 1863-65 Office

Impressive cotton spinning machinery is still being used for textile manufacture at Swan Lane Mill, Bolton

4.9 Swan Lane Mill

Swan Lane Mill, Higher Swan Lane, Bolton, BL3 3BJ

Site area and floor areas

- **Site area: 0.632 hectares**
- **Floor space:19,581 sq m GEA**

Description

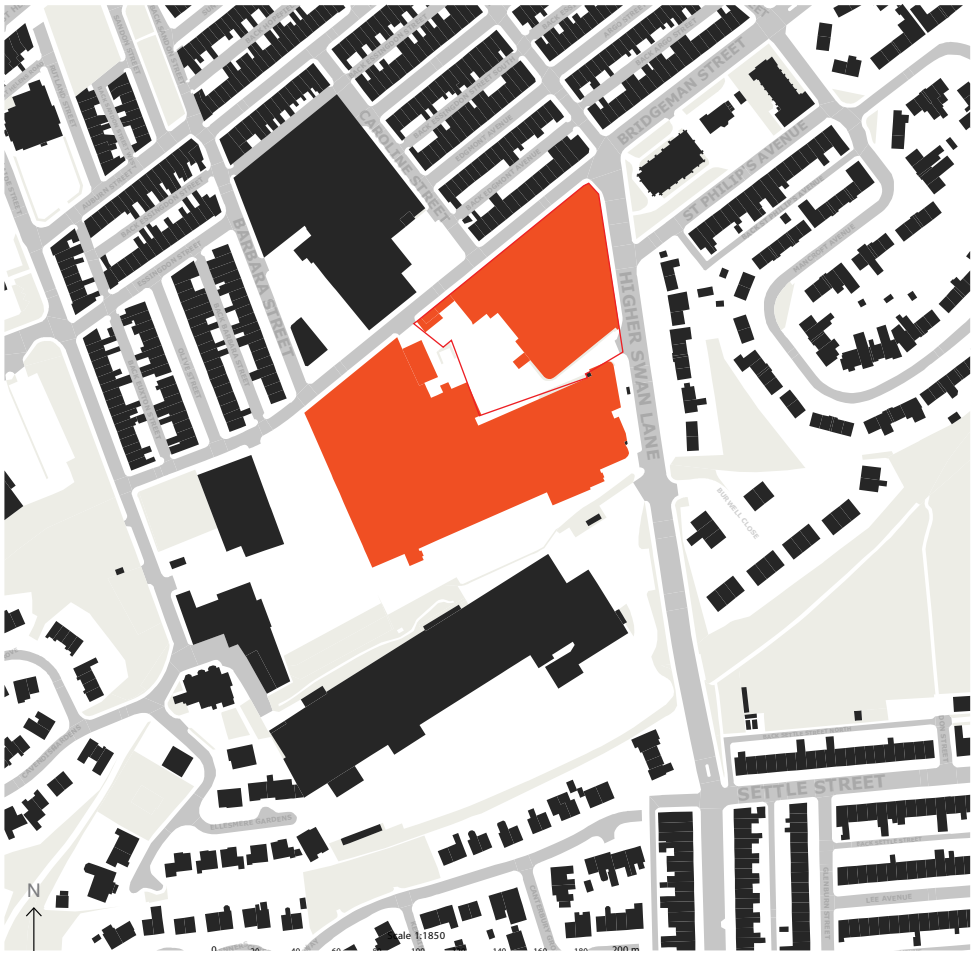
A former cotton mill complex cited as being part of one of the largest spinning mill complexes of its time. All three mills are Grade II* listed buildings, with associated group value. Swan Lane Mills are typical of the final phase of cotton mill construction in Lancashire, vast in size and decorated with flamboyant terracotta embellishments which reflect the industry's prominence and prosperity. This study focuses on Mill 3, an Edwardian cotton spinning complex constructed in 1914, which is illustrative of the influence of the specialised mill architect Stott and Sons of Oldham. The building is very decorative, specialised and efficiently designed and is deserving of its Grade II* listing in its own right. The mill is unusually tall at eight storeys high (comprising six storeys and a double attic).

The mill is occupied by a range of commercial tenants, 60-65% of whom are textile businesses. Other tenants include a kitchen manufacturer, a liquorice manufacturer and storage operators. The owners have rationalised the occupancy terms so occupiers are on two to three year lease terms contracted outside the Landlord and Tenant Act (1954). The seventh floor is the only vacant floor. There are plans to install another internal lift in the property which will assist in securing lettings on floor seven.

The owners advise that maintenance costs are circa £0.50 per sq ft per month. A large proportion of the rental income has been used to fund improvements to the car park, new security gates, electrical work, lift installation, employment of an on-site caretaker, and the annual insurance premium for the property.

Above: Swan Lane Mill is Grade II* listed, built in 1914

Site context



Site Boundary

Grade II* Listed

Edwardian terracotta detailing in need of repair

Ownership and intentions of owner

Swan Lane Mill No.3 was acquired at auction six years ago and is held in private ownership. The long-term ambition of the owners is to redevelop the mill for residential use.

The owners consider that there is a market for apartments in the location. It should be noted that the adjacent Swan Lane Mill 1 and 2 are also held in private ownership by a third party.

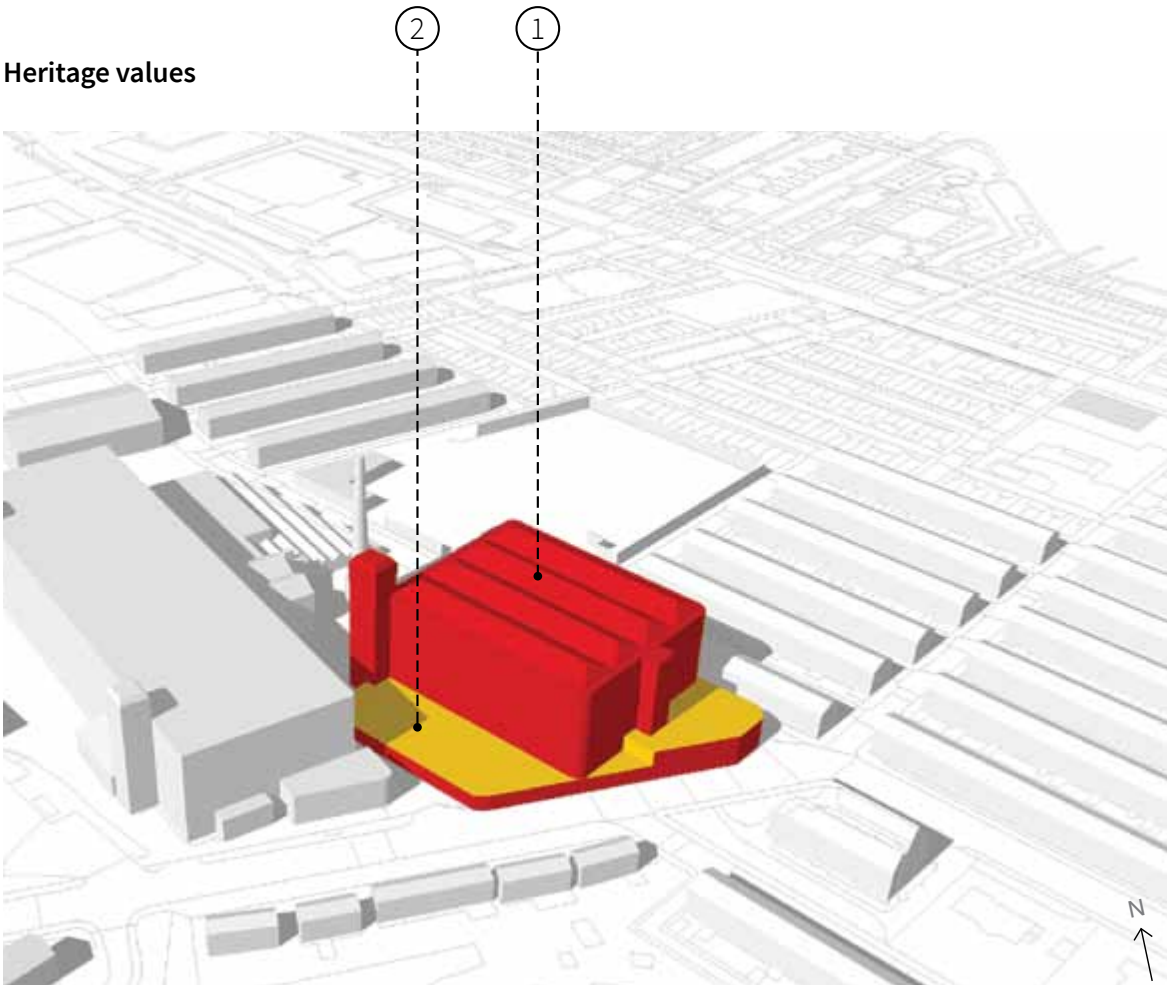
Existing structural condition

The property is on Historic England's Heritage at Risk Register 2017 at Priority Category C (Slow decay; no solution agreed). The mill is "in a poor condition, with a large number of windows missing, water penetration and widespread vegetation growth".

Opportunities and constraints

We understand that Swan Lane Mills is an existing telecommunications site, with T-Mobile, Orange PCS and '3' (formerly Hutchinson 3G) having installations on the rooftop and parapets. Swan Lane Mill 3 also houses Vodafone and Orange telecommunication equipment.

Heritage values



Very High
High
Medium
Low
Negligible

1 1914 Mill
2 1914 Card room

The lease terms will need to be considered alongside those of the commercial occupiers of Swan Lane Mill 3 in respect of any redevelopment options for residential use.
On-site parking and external space is limited.

Delivery strategy

- The use of Mills 1 and 2 as commercial / industrial premises will have an impact on the redevelopment potential of Mill 3. There may therefore be merit in the mill owners collaborating on the whole scale redevelopment of the Swan Lane Mill complex for mixed use.
- The mill owners have not sought professional advice on the redevelopment potential of Mill 3. A scheme design, supported by viability assessments, will be required to confirm the deliverability of a reuse solution and it would be helpful if the mill owners could be supported to prepare this. This should include options on how a scheme would be financed.
- We recommend early engagement with the Local Planning Authority in terms of the development potential (be that for the entire mill complex or solely for Mill 3). This should include discussions on the scale and mix of uses that would be deemed acceptable in planning terms and the likely impact on highways.

The Swan Lane Mill complex includes a range of commercial uses from storage space to liquorice manufacture

Historic site development

Original fabric: c 1909
Additional fabric: 1914
Additional fabric: 1939 onwards
Loss

1 1914 Mill
2 1914 Card room

The keystone at Waterside Mill, Bacup, commemorates its completion

4.10 Waterside Mill

Waterside Mill, Burnley Road, Bacup, OL13 8BG

Site area and floor areas

- **Site area: 0.102 hectares**
- **Floor space: 3,112 sq m GEA**

Description

A Grade II listed cotton mill dating back to 1839 with an integral engine house and chimney. The very limited architectural decoration is characteristic of its time, and the coursed sandstone construction is distinctive of mills in this area. The mill occupies a prominent location on Burnley Road, a major route into Bacup.

Above: Waterside Mill's sandstone construction is typical of mills in North East Lancashire and Yorkshire

Site context

Site Boundary
Grade II Listed
Bacup Town Centre Conservation Area
Designated Woodland Areas
Flood Risk Zone 2

Waterside mill is disused, containing around 3000 sq metres of vacant space

Ownership and intentions of owner

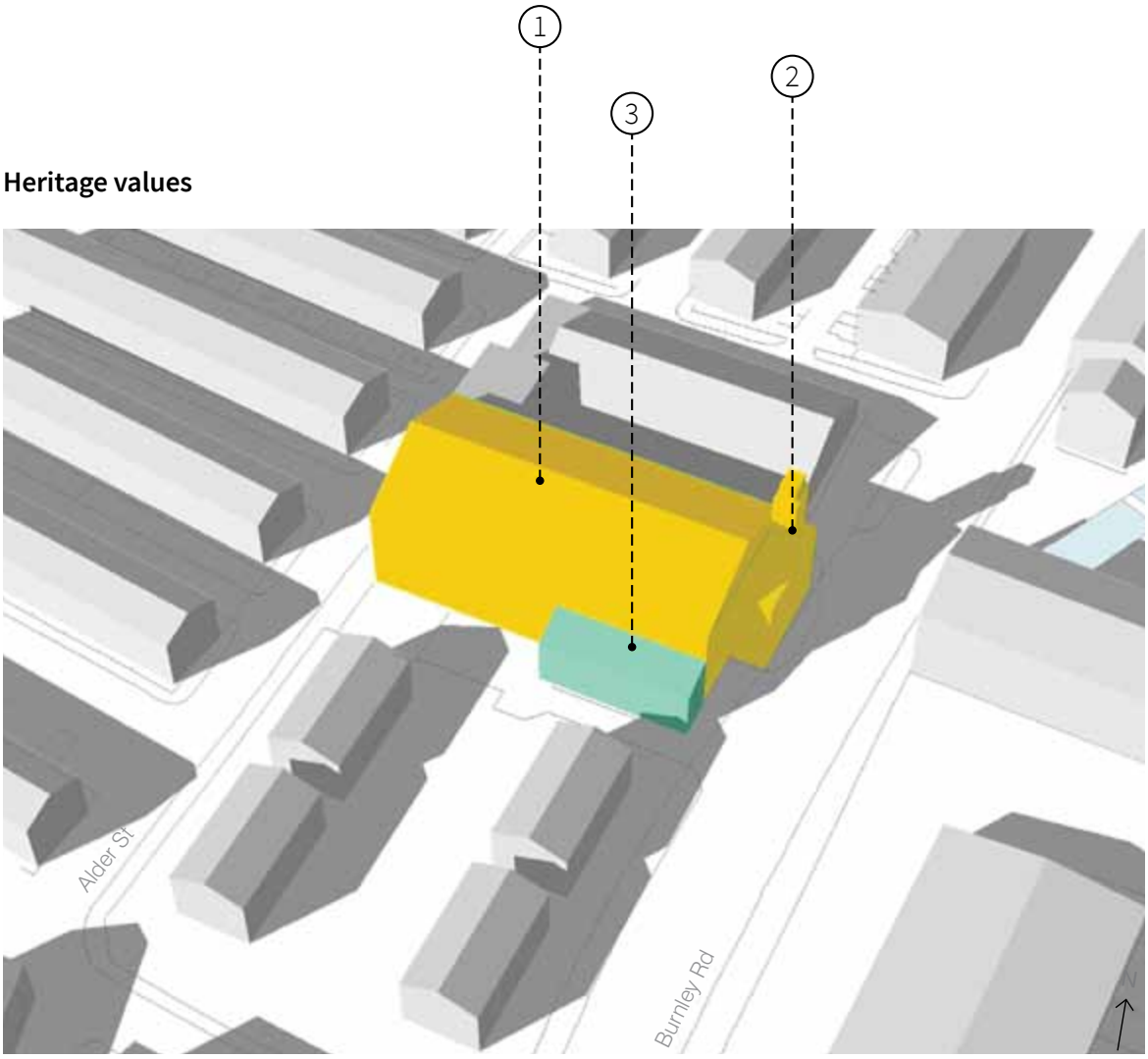
The freehold interest in Waterside Mill is held within a private company which is now dissolved. The ownership is subject to three trust arrangements. The trustees are thought to reside in Israel and are untraceable. The local authority has made several attempts to contact the trustees, but unfortunately these have failed.

The mill has been disused for several years, and there are no signs of maintenance having been carried out. There is also no evidence of the owner looking to repurpose the property

Existing structural condition

As a result of dereliction, the building has suffered significant deterioration. The roof is severely damaged and is allowing water to penetrate the building, causing further disrepair. The local authority has secured the site and has undertaken numerous safety works at its own expense. Structural assessments have been carried out in 2014 - 2016 by the council and Historic England. Both assessments conclude that given substantial repair and investment, the mill is capable of reuse.

Heritage values



Very High	1 1839 Mill
High	2 Burnley Road Extension 1839-1849
Medium	3 Southern Extension c 1960
Low	
Negligible	

Opportunities and constraints

The inability to trace the owners of the mill is likely to result in the need for the local authority to acquire the property in order to safeguard its future. However, given the costs associated with repurposing the property, the local authority will need to consider the financial requirements in order to bring the property into a safe condition and back into productive use.

The continued deterioration of the property is a major concern to the council given its prominent location on a main road and close proximity to residential dwellings and the town centre.

The site is located outside the Bacup Townscape Heritage Initiative area, but is located within a conservation area.

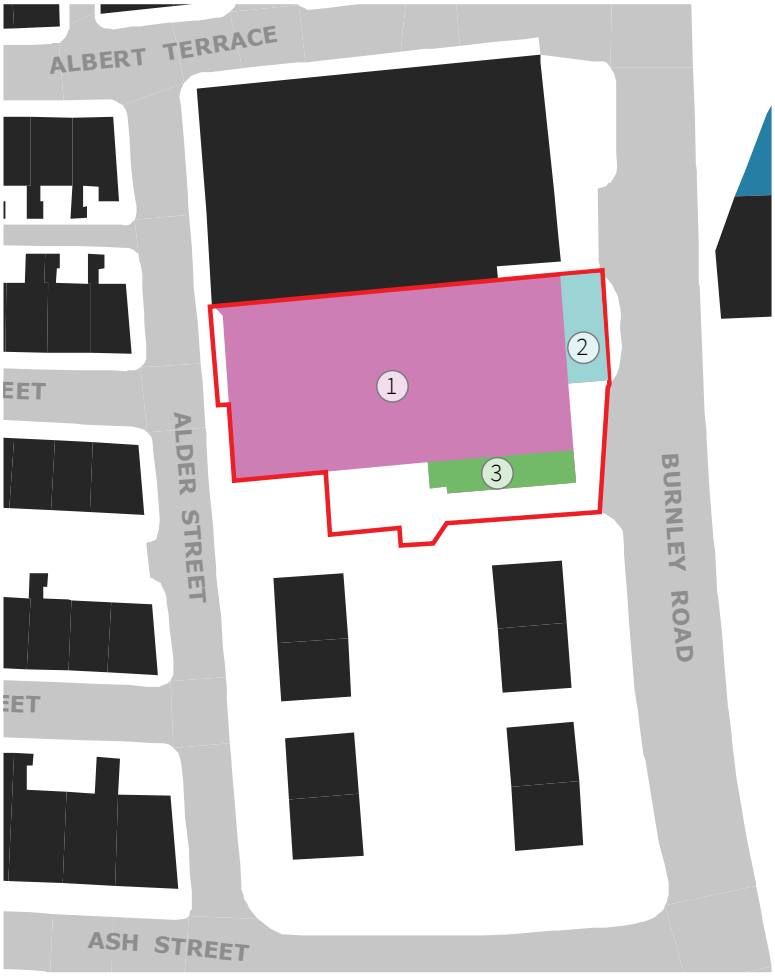
In 2000, a planning application was granted consent to convert the mill into 16 self contained flats (reference X2000/452LB PLA 6675).

Delivery strategy

- Given the location of the property, potential reuse options could include residential or commercial (retail). Inclusion of a light well to allow light penetration into the building should be considered. There may also be merits in creating additional upper floors to increase the quantum of floor space, particularly as undercroft car parking could offer a solution for parking.
- Rossendale Borough Council have been very proactive and are keen to see the property brought back into use, particularly given its dilapidated condition. The Valley Heritage Building Preservation Trust and the local authority have been working together to acquire the property.
- Financial assistance is likely to be required to repurpose the mill. Potential sources include Heritage Lottery Fund (although it is acknowledged that a previous application was unsuccessful) and Homes and Communities Agency Home Building Fund. The local authority will need to consider whether it has the resources (from both a capacity and financial perspective) to acquire the mill and bring it forward for development.

Waterside Mill is located on a prominent route between Burnley and Bacup

Historic site development



Original fabric: 1839
Additional fabric: 1839 - 1849
Additional fabric: 1914 - 1939
Additional fabric: 1939 onwards
Loss

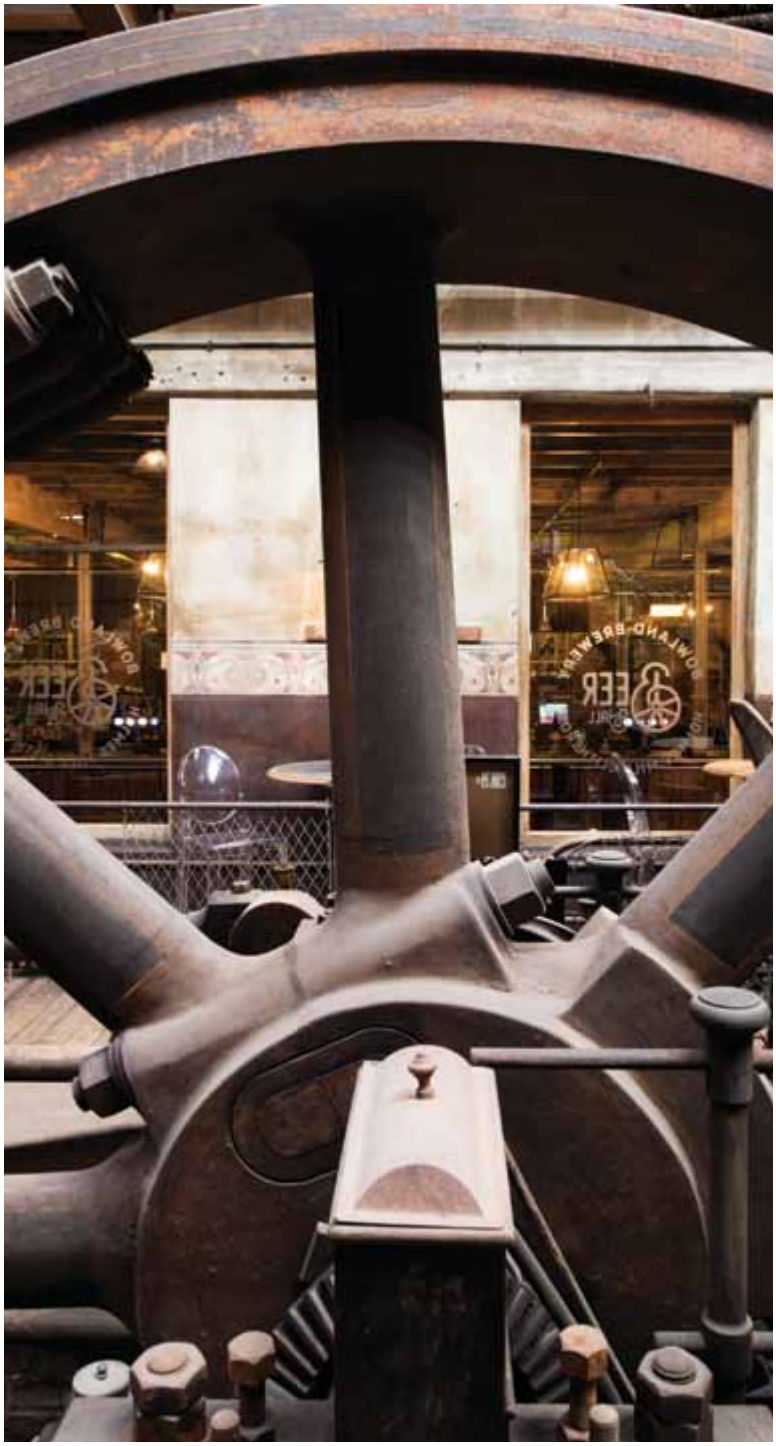
1 1839 Mill
2 Burnley Road Extension 1839-1849
3 Southern Extension c 1960

5 Key lessons

The case studies that have been reviewed illustrate that quality spaces that can be created for a wide range of modern occupiers because of the scale, construction and large open floor plates of mill buildings. Whilst each mill repurposing project is unique, the lessons learned can be used to inform other projects in the future.

The café at Holmes Mill, Clitheroe

Case Study	Key Lessons
The Cotton Works, Bolton	• Having flexibility in the way a development is designed assists in its delivery, particularly when repurposing historic buildings. Having a local authority that accommodates changes in design throughout the construction process is very beneficial. • Central atria are not the only design solution for deep mill buildings. The use of large corridors, communal areas and storage space can be more cost efficient. • Creating additional upper floors on the roof of mill buildings can improve viability. Penthouses are popular units and can achieve a higher sales value. The costs of building penthouses can be outweighed by the premium revenues that they generate, albeit this will depend on the market dynamics of the location. • Exposure to the weather during construction at the top of the mill can be problematic. Furthermore, the impact of severe weather conditions on large, exposed roofs can result in costly maintenance bills. • Location is a key driver. Proximity to major transport networks providing access to amenities and the job markets of Bolton and Manchester was critical to the success of the project.
Holmes Mill, Clitheroe	• Holmes Mill is an example of how a successful conversion can create a destination and attract people to an area. • Having a property owner / developer with a clear vision, previous development and business experience and an appetite for risk can bring great benefits to both the owner and wider community. • Early and constructive engagement with the local authority, planners and conservation officers will help overcome many of the challenges associated with the project's delivery. • Historic England funding enabled the employment of a Heritage Investment Manager at cross local-authority level who assisted in securing significant grant funding for the project.
Lomeshaye Bridge Mill, Nelson	• Lomeshaye Bridge Mill is an example of a successful heritage led regeneration project delivered by a charitable trust working collaboratively with the private sector. • Collaborative working with the community resulted in a successful planning outcome. • Location and timing is key to the viability of the development. • Grant funding accessed by well organised trusts can help to save and restore mills.
Pendle Village Mill, Pendle	• Phasing development results in continuous improvements which supports the success of the mill. • Location is considered the key to the success of Pendle Village Mill as a retail / leisure destination. • Close proximity to road and rail infrastructure can attract visitors to a destination from up to an hour's drive radius. • The success of the retail scheme at Pendle Village Mill is in part due to the large floor plates which facilitated the department store style layout. • Utilise existing materials – restore and emphasise original features where possible and consider opportunities for recycling materials. This will reduce project costs and help to maintain the character of the mill, which is a key factor in attracting customers.
Tower Mill, Dukinfield	• Historic mills can be returned to successful industrial use. • Early engagement with the local authority and Local Enterprise Partnership is essential to secure support for a project. • Collaborative engagement with conservation officers can result in a pragmatic approach to the redevelopment of historic buildings. • Bringing derelict and vacant listed buildings back into productive use can generate a significant uplift in business rates income for a local area. • By careful phasing of a renovation project, the liability for paying business rates can be carefully managed so as to ensure that partial renovation only entails a liability on the payment of rates for the area that has been renovated (not the building as a whole).



The steam engine is a key feature in Bowland Brewery Beer Hall and is referenced in the graphic design of their logo

Balancing challenges and opportunities

The target mill case studies have been produced to illustrate the potential for regeneration and to recommend delivery strategies for repurposing. Distilling the findings across the various sites indicates:

- The buildings offer flexibility for adaptation for a wide range of uses, including residential and commercial.
- Heritage significance will generally vary within a mill site. Understanding the heritage values of components within a mill site from the outset and applying *Constructive Conservation* principles to its redevelopment will assist in identifying appropriate opportunities for intervention. This informed approach to adaptation ensures that historic qualities are reinforced and celebrated whilst architecturally and commercially viable solutions are delivered.
- In some cases there are developers in place with an appetite to promote regeneration; in others there are reluctant land owners seeking to simply dispose of their buildings. A pragmatic and collaborative approach between stakeholders to establish new uses for mills is key to success.
- Local authorities, Local Enterprise Partnerships and Combined Authorities have a central role to play alongside Historic England to promote the reuse of vacant or underused historic buildings.
- The scale of the opportunity is vast. There are 2,500 surviving textile mills in the north of England. There are 542 and 540 mills in Greater Manchester and Lancashire respectively. These provide a total floor space of 8,005,107 sq m. Of this floor space almost two million sq m is vacant. If repurposed, this has the opportunity to provide much needed new homes and jobs.

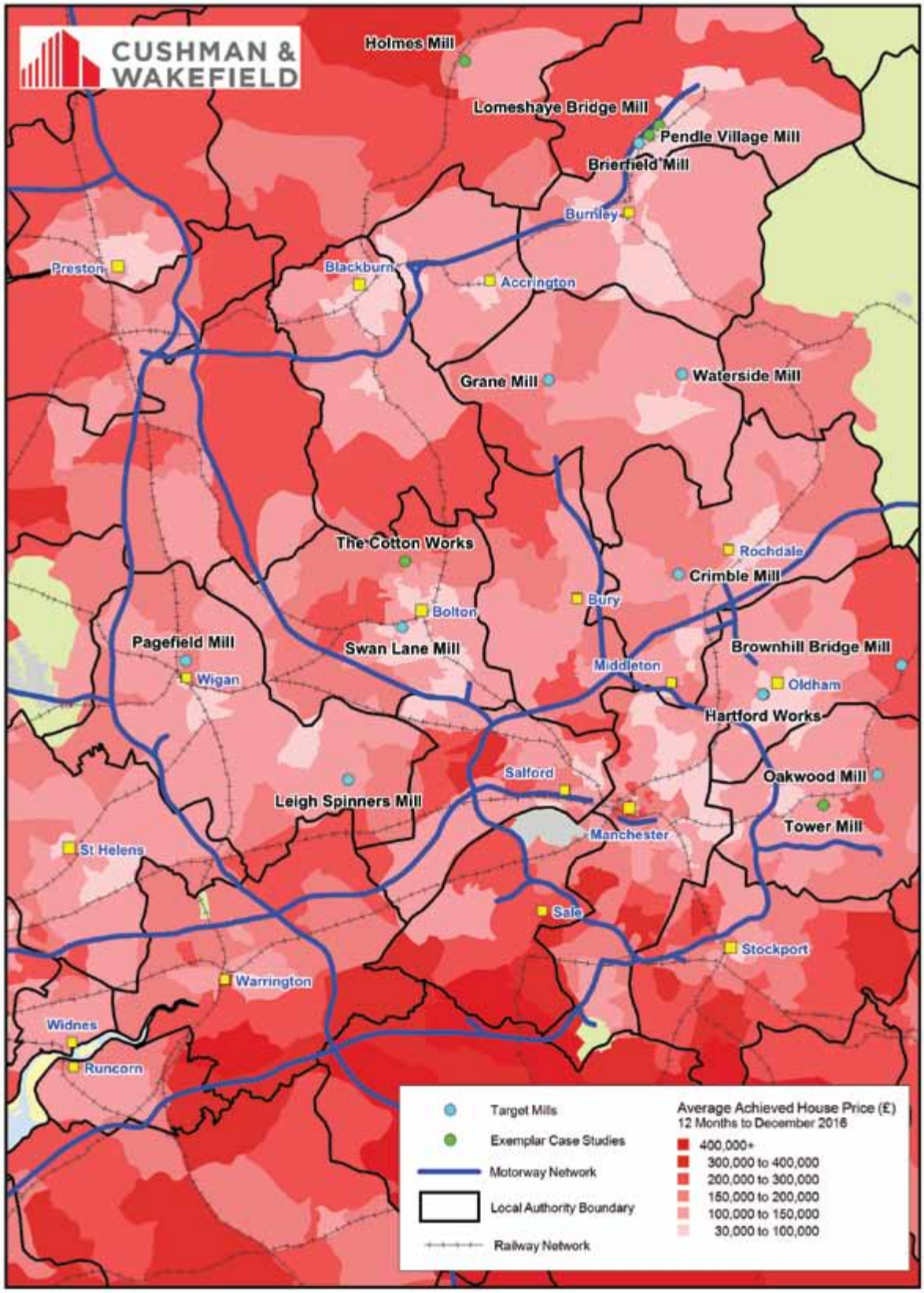
In all cases, it is clear that when undertaking the regeneration of historic mills, a number of challenges will be faced. Based on the assessments and consultations we have undertaken through this study, the following recurrent issues need consideration:

1 Market strength

Some textile mills are located in areas of weak occupier demand. As a consequence, rental and capital values are modest, restricting the viability of mill redevelopment projects. Feedback from two developers in this study suggested that for residential schemes, capital sales values need to be a minimum of £2,153 per sq m (£200 per sq ft) in order for a mill conversion project to be viable.

Nevertheless, there is evidence of high quality mill conversion projects which have secured higher sales values than those generally realised in local markets, as people like living and working in attractive historic buildings. We are also aware that in areas where residential market sales are challenging, conversion of mill buildings for high quality private rented units have been extremely successful.

Figure 5.1 shows the location of the best practice case studies and the target mills for redevelopment and the residential market strength of their geographical setting. The deeper the red shading on the plan, the stronger the market area. The pale shading represents relatively weak market areas. Case study mills are identified by green dots on the plan and target mills by blue dots. The majority of the mill sites in this study are located in mid-market areas.



PBBI © Collins Bartholomew 2009

Figure 5.1 Market strength heat map, identifying location of best practice case studies and target mills for redevelopment

James' Places have built a modern aesthetic around Holmes Mill's impressive steam engine, which was installed in 1910

2 Occupiers

One of the key challenges in mill conversion projects is the successful adaptation of mill buildings to suit the requirements of modern occupiers. The perception of the high costs and challenging feasibility associated with converting derelict mill buildings acts to disincentivise owners and potential investors.

There is also a perception held by occupiers and investors alike, that listed buildings face higher life cycle costs as a result of lower efficiency rating and higher ongoing maintenance costs. Whilst some of these costs are absorbed by landlords, in other cases they can be passed on to tenants through service charges, higher rents or sinking fund obligations. However, there is a cost and environmental saving in reusing existing building stock. This includes not needing to manufacture and transport new materials to site, therefore securing efficiencies through embodied energy.

There are many examples of mill buildings which have been repurposed for a variety of end uses, including residential, educational facilities, healthcare, industrial, office and retail uses. The floor plates are versatile, offering workable conversion solutions for a variety of uses that continue to be desirable in today's society.

3 Funding and finance

The availability of funding is critical to the regeneration of mill projects and takes a number of forms, from traditional equity and debt finance to public sector grant based initiatives. For the purposes of this report, we have categorised below two forms of funding that have proven necessary in many cases to the delivery of mill based regeneration:

- Commercial funding, i.e. debt and equity
- Public sector funding through both loan and grant.

Commercial funding

There are restrictions on funding for speculative development projects, particularly for those developers with limited scale or track record or in market areas considered unfavourable. Conventional forms of debt funding are also more difficult to secure for mill conversion projects due to the upfront costs and associated risk profile.

Debt funding

The availability of debt finance for development schemes in recent years has been constrained as a result of restrictions in the banking sector. However, there has been a noticeable increase in appetite for development projects driven by market improvement and the Bank of England's national edict to the banking sector to contribute towards accelerating house-building.

The Lloyds Banking Group is one such bank which is on a drive to increase lending to the property sector through *Helping Britain Prosper 2017*.

Investment in property assets is assessed by the total return against the capital invested. Colliers International prepared a report for Historic England in 2011 to better understand the investment performance of heritage assets. Through a detailed analysis of the Investment Property Database (IPD) between 1981 and 2011, it concluded that listed commercial properties generated a higher overall total return than all commercial property over three, five, ten and thirty year time periods. This indicates that there are no general constraints to the fundamentals underlying the investment prospects for listed properties per se.

Our research of the investment market indicates:

- Where mills are located in unfavourable market locations, there is often insufficient certainty from an occupier perspective to make an investment proposition viable.
- Heritage assets are still viewed by some institutions as a non-mainstream investment class.
- There is limited appetite for forward funding genuinely speculative projects in any property class, let alone one involving bringing back to use a derelict listed asset.

However, there does remain a strong appetite from the institutions to invest where the conditions are right and this is likely to mean pre let based development. Furthermore, there is evidence of the value of developers establishing funds that are seeking long term returns, with investment performance intrinsically linked to the gradual uplift of an area over time.

We are also aware of the growing role of foreign equity in development markets with several investors looking at assets in secondary locations, including conversion projects.

Public sector funding

The public sector funding landscape has radically changed in recent years as a result of changing governments and financial austerity. There has also been a change of attitude in the way that the public sector views funding, now preferring to prioritise schemes which offer a financial return and contribute to the economic growth of an area.

We consider the following represent the key opportunities for public sector funding:

Heritage Enterprise

Heritage Enterprise was set up by the Heritage Lottery Fund in 2013 as a distinct initiative to target funding on helping bring vacant and derelict mill building back into use for business accommodation. The fund directly addresses the

market failure experienced by many vacant mill buildings by bridging the 'gap' between cost and end values to make the project viable. The scheme funds projects "that make a lasting difference to heritage, people and communities in the UK".

Homes and Communities Agency

The Homes and Communities Agency is investing in mill conversion schemes through its *Home Building Fund* which may offer developers attractive debt finance rates with rent or sale stabilisation periods. Such flexible terms allow for finance to be repaid at the point when occupiers are secured or sales realised, thereby enabling otherwise undeliverable developments to be effectively financed. The potential to attract such funding into mill conversion projects where the end use is residential is significant, albeit the funds are offered purely on a recoverable basis.

Tax Increment Financing

Tax Increment Financing (TIF) is the means by which the tax revenues generated by a project are recycled back into the project, typically at the outset by utilising borrowing against the projected tax revenue stream. TIF has become a popular means of investment in the Accelerated Development Zones and Enterprise Zones where 100% of business rates income over a 25 year period has been ring-fenced for retention by the Local Enterprise Partnership. With Councils being able to retain up to half of all net additional business rates generated within their areas and the recent Government commitment to extend this to 100% by the end of the current parliament, TIF becomes a realistic prospect for locally determined projects outside Government designated EZ/ADZ areas.

We consider that there is an opportunity to utilise TIF to enable the upfront abnormal or gap funding costs of a mill regeneration project to be met. Whilst this is principally a tool associated with commercial uses that generate business rate income, we consider there to be potential to apply a similar model to residential schemes utilising New Homes Bonus and / or a portion of council tax receipts. This could apply to several of the target mills that have been assessed and demonstrated the need for some subsidy to address abnormal regeneration costs.

Innovative leasing structures

With a head lease[1], the council could enter into a sale and lease back[2] arrangement with a developer whereby a head-lease could be taken which would generate a capital sum to pay for redevelopment costs, leaving the council to either occupy or sub-let the property. Lease arrangements are a popular form of financing new development projects with the public sector's generally strong covenant strength, enabling low yields to generate an attractive investment proposition.

There are a range of lease lengths that could potentially be entered into. The longer the length of term certain[3], the greater the capital value capable of being generated. Long term annuity style income strip leases have become popular with developers recently and this is the approach that a number of councils are considering to generate capital to underpin regeneration projects. Under such an arrangement, the local authority would enter into a term of between 25 and 40 years with a commitment to annual rental uplifts for inflation (often RPI linked) set on a cap and collar basis. With this long term commitment, the yield is compressed to a level which enables the rent to be priced at a low level – typically below market value – with the prospect that the council can then sub-let at market value and realise a profit rent.

Prudential borrowing

Local authorities have the power to borrow money to fund capital projects. Introduced in 2003, Prudential Borrowing was the first major change to local authority capital finance in over ten years. The legislation provides the broad framework for the 'prudential system' but the new system places the emphasis on local authorities planning their needs for capital expenditure in a sensible and long term way based upon sound management of assets and finances. Borrowing costs are significantly below typical commercial costs of equity and debt, and therefore give local authorities an advantage in being able to make development projects viable.

In summary, in the commercial funding sector there are a number of constraints affecting accessibility of finance for mill regeneration projects. Whilst there is an appetite to fund mill regeneration schemes, this is generally delivered for the best schemes in the best locations, with a reluctance to commit to speculative development schemes. From the banking sector in particular, there is a preference for residential based redevelopment schemes.

There is, however, evidence that the long term returns from investment assets can be highly favourable, particularly where redevelopments are locked into an improving.

The key issues for many mill regeneration projects are viability and the deficit created by costs exceeding end use values. However, we believe there are a number of opportunities available that are not being properly utilised, and that there is an opportunity to create a joint investment programme, such as that currently being explored in West Yorkshire by the Combined Authority.

4 Site constraints

Many sites experience a number of constraints. These include the presence of asbestos and other contaminants as a result of previous use, challenging topography and flood risk as a consequence of often being co-located with watercourses for power.

5 Cost of adaptation

Some buildings have been disused for a prolonged period of time. This has resulted in deterioration of fabric, necessitating significant structural reinforcement. The replacement of ruinous buildings can be more commercially appealing than restoration, especially when grant support is not available to meet the financial deficit. It would be simplistic, however, to assume that all developers view historic buildings in a poor condition as a liability. Indeed, specialist developers who are able to place a value on the distinctiveness that heritage can bring to a scheme may not be deterred by poor fabric condition, particularly when a site is located in a good market area.

6 Risk profile

Because of uncertainties relating to cost, timing, planning and occupier demand, mill regeneration projects are viewed as high risk ventures by developers and funders. However, those developers and investors who have taken a patient approach to capital have seen that the long term returns from investment assets can be highly favourable. This is particularly the case where redevelopments are locked into an improving market area, such as has been experienced with Marshall's Mill and Tower Works in Holbeck Urban Village in Leeds.

[1] A head lease is a lease to an entity that will subsequently grant leases to sub-lessees who will be tenants in possession.

[2] A sale-and-leaseback is a financial transaction where one sells an asset and leases it back for the long-term. Therefore the asset can continue to be able to used, but the asset is no longer owned.

[3] A valid lease must be granted for a "term certain" i.e. a length of time

Each window at Tower Works is carefully restored

7 Planning

The planning process is perceived as a risk. This is particularly for listed buildings, as a result of the need for Listed Building Consent in addition to Planning Permission. However, our experience is that, in general, local planning authorities (conservation, planning and regeneration officers) are keen to engage with developers early in the development process and that pre-planning application advice is actively encouraged. This allows successful schemes to be negotiated and worked up prior to applications for consents being submitted. A pragmatic approach needs to be taken in establishing sustainable uses for mill sites, and any intervention (including demolition to areas of higher heritage interest) will be considered in light of specific site constraints, justification and public benefits. Historic England offers Enhanced Advisory Services to help speed up projects and reduce risk through extended pre-application advice. The first round of advice from Historic England is offered free of charge, and further engagement is on a cost-recovery basis only.

8 Design

Contemporary interventions at listed mill sites can be delivered successfully. There are many examples throughout Pennine Lancashire and Greater Manchester where historic significance, good quality design and economic viability are successfully reconciled in an interesting and engaging way.

Whilst there is evidentially a strong link between design quality and viability, both are affected by locational factors. Low value areas are unlikely to see high specification design schemes come forward, unless development margins can be helped by public sector intervention. Where a mill conversion scheme is in a geographically weak market, the benefits derived from critical mass can help to establish a distinctive and differentiated location and, in effect, make the market. This can allow an entrepreneurial developer to risk investing in both a higher quality specification (for both space standards and material) and innovation in architectural design.

When design teams are considering development strategies for listed mill sites, one of the critical first steps is to establish the heritage significance of the surviving buildings. Heritage assessments will provide guidance on what is significant about a site and will identify elements within the site which must be protected. Conversely a heritage assessment can identify features of low, or even negative, significance. Early understanding of heritage significance can allow a commercial developer to use this as part of the feasibility process along with other considerations, such as market assessment, condition, flood risk, access and planning policy. An informed, justified and agreed approach to retention and loss is essential to establish both where new development might be accommodated and how viability might be achieved.

In order to generate value, many mill conversion schemes have sought to create developable areas within their site boundaries and this can result in the loss of weaving sheds. Weaving sheds are usually single storey, deep plan buildings that occupy a large footprint. These are difficult to convert to uses which have a recognised commercial value; hence many mills have lost their weaving sheds to uses that contribute to supporting overall viability (often parking, access and circulation or open space). *Northern Lights: the Pennine Lancashire North Light Weaving Shed Study* (Purcell Miller Tritton, 2010) provides ideas for creative repurposing. In the case of Pendle Village Mill (Hollin Bank Mill), the weaving shed has been retaining, refurbished and is now used for retail purposes. There are examples of weaving sheds being used for car parking. At Wildspur Mills in Holmfirth, they have even been converted into residential occupation.

When new buildings are constructed within the curtilage of a listed building, care must be taken to ensure that designs understand and respect established character. This may mean that buildings of similar scale can be introduced. New buildings placed within the setting of mill buildings should seek to understand and respond to existing significance and character but should avoid attempting to either replicate or compete with it. Examples of new development which complement the form and scale of adjacent mill buildings by creatively responding to context can be found at sites throughout Lancashire and Greater Manchester.

The ease of conversion of mills (and warehouses) is dependent on a number of factors, but buildings designed for industrial use generally adapt well to contemporary employment uses of all types. Many higher value and creative occupiers value the distressed utility finish of minimal fit-outs.

Residential conversions can be more problematic, especially when floorplates are either too narrow (inefficient circulation and sub-division) or too deep (lack of daylight). Residential schemes, particularly in large-plan mills, can require the introduction of additional vertical circulation, resulting in loss of fabric. Subdivision of floorplates into residential units will in many cases be the only realistic reuse option but will lead to the loss of the open plan nature associated with mill interiors.

What are the key issues and constraints that affect design?

There are a number of features common to many mill buildings which impact upon their ease of conversion and reuse. These can be categorised as follows:

1 Spatial

Mills with deep floorplates require innovative design solutions in order to ensure the availability of natural light and ventilation to all rooms.

Mills with narrow floorplates can be adapted through horizontal sub-division to create town houses, or the

introduction of external open or enclosed decks or stairs, instead of internal corridors.

Floor to ceiling heights can be very generous, producing high volume units and the opportunity for mezzanine insertion.

Fenestration patterns tend to be repetitive and may include high cills and large windows. Creative responses, such as internal balconies, have been employed to take advantage of these characteristics, where justifiable.

Some mills are capable of having additional floors added to create penthouses. This approach can unlock viability. The development of Cotton Works in Bolton was unlocked by the introduction of two new high value penthouse floors.

2 Technical

Acoustic separation can be problematic. Structure which runs between residential units can transfer sound between units. The introduction of additional sound deadening mass, appropriate breaks in sound transferring elements and new layers of acoustic material are all techniques which may be used to improve acoustic separation between units.

Fire separation may need to be improved within residential conversions. The introduction of vertical risers and vertical circulation requires consideration of impacts on existing fire separation. Where timber floors are to be retained, it may be possible to introduce intumescent material to either ceilings or below floor boards. Over boarding with fire proof material may be appropriate in buildings where floor boards are in poor condition.

In order to provide safe means of escape, it may be necessary to introduce additional vertical circulation. This will affect the gross to net ratios. Various mill conversions have overcome this challenge by introducing external circulation towers.

Waste is often not fully considered. However, good residential conversion schemes have effective strategies for removing and concealing waste. Built-in design solutions, such as the provision of waste chutes within apartments and management strategies which involve collection regimes, are frequently used to minimise the visual and operational problems that waste can cause.

3 External Spaces

Within high density residential schemes it is desirable to provide some communal open space. Areas suitable for communal space are often limited and have to compete with the demand for car parking provision. This can be resolved by bringing car parking within the building, which may also help address flood risk problems.

4 Car Parking

Space for car parking can be limited within mill sites. This can be addressed by bringing car parking within the existing building (as at The Cotton Works, Bolton), providing it off site, and/or simply rationing allocation of spaces carefully. At Brierfield Mill, the shell of a roofless weaving shed is being converted into a car park.

5 Scale

In cases of very large mill complexes, such as Leigh Spinners Mill, it is hard to find occupiers capable of filling vast floor areas. Finding occupiers whose activities are compatible adds to this challenge. One way to overcome this, is to be open to the idea of accommodating a mix of uses, and therefore adapting over time to changing market conditions.

The most successful textile mill conversions:

- Respect, retain and celebrate significant architectural, archaeological and historic details following the recommendations of a prior Conservation Statement.
- Respect and retain the historic layout of the mill and any open floor plates so far as practicable, allowing former work spaces to continue to be understood and valued.
- Leave historic floor, ceiling and wall finishes exposed where possible, minimising areas of internal partitions, corridors or boarding over historic fabric.
- Respect and retain significant surviving industrial artefacts, especially elements of the power generation and transmission systems (s) of textile mills.
- Adopt a bold and confident 'industrial aesthetic' for the design of new additions, internal interventions and services, whilst allowing the new and old to the read distinctly.

(Source: Historic England, Lancashire Textile Mills, 2017)

In conclusion, this work confirms there remain some excellent opportunities for textile mill repurposing across the North West, but that assistance from public sector partners may be required to overcome market failures. We believe there is an opportunity to create a delivery strategy for the North West's textile mills which includes the creation of an investment programme to help unlock the delivery of priority sites.

6 Recommendations for a North West textile mills strategy

The regeneration potential of the North West's textile mills is vast. Whilst many textile mills have already been repurposed, there are a great number that remain underused or vacant. Their reuse offers the opportunity to make a major contribution to economic growth, by creating jobs, housing businesses and accommodating new homes.

This report underlines the considerable re use potential of the North West's Textile Mills. So what can be done to realise the potential of these buildings and enable a more widespread programme of repurposing schemes to come forward? In this final section we outline our thoughts on the structure of a strategic approach to drive this agenda forward, together with recommendations for public and private sector partners.

Why is a strategy required?

Mills form an important part of the nation's industrial heritage. Many of the North West's vacant and underused textile mills are at risk of being lost forever. Repurposing has proven to be an effective means of securing sustainability.

The scale of the opportunity is vast. There are 542 and 540 mills in Greater Manchester and Lancashire respectively. These provide a total floor space of 8,005,107 sq m. Of this floor space, almost two million sq m is vacant.

Applying standard office floor space densities to this floor area, the North West's vacant textile mills have the capacity to generate approximately **133,000 new net additional jobs** (equivalent to £6bn of GVA per annum) or **25,000 new homes** assuming an average home size of 79 sq m in line with the average unit size at The Cotton Works, Bolton. This offers the potential for mills to be an important means of accommodating the North West's growth needs.

Growth is at the heart of local, regional and national policy. *Powerhouse 2050: The North's Routemap for Productivity (2017)* recognises the importance of repurposing existing buildings for creating new homes and jobs.

The Housing White Paper, *Fixing our broken housing market (2017)* highlights the need to build more than 275,000 homes per annum to keep up with population growth and to address the current undersupply of housing. Repurposed textile mills can play an important role in delivering this target and help to minimise release of Greenbelt land.

The *Greater Manchester Combined Authority* reports that there are approximately 105,000 businesses in Greater Manchester, but they are working to increase this figure by supporting new enterprises and helping existing businesses grow and expand. There are 7,500 – 8,000 digital and creative businesses in Greater Manchester with more than 54,000 people employed in the sector generating over £3bn in economic output. Repurposed textile mills offer an opportunity for additional floor space for this growing sector.

In Lancashire, the local authorities have a combined housing target of delivering 5,404 housing units per annum. Lancashire LEP reports in their *Strategic Economic Plan* (2014) that Lancashire's economy currently generates over £23bn per annum in GVA from a business base of 40,000 companies. Whilst this is dominated by small and medium sized enterprises (SMEs), Lancashire is also home to a range of major international and fast growing indigenous businesses. The reuse of Lancashire's vacant and underused textile mills can assist in delivering meeting the demand for new housing and create floor space for new and growing businesses.

There is potential to unlock viable and investible assets, such as the textile mill case studies illustrated in this report. There are also examples of other successful heritage regeneration projects across the country which illustrate a strong economic case for regenerating historic buildings.

Pendle Village Mill is now a popular retail destination

These include the city centre partnership scheme in Derby, the Titanic Hotel at Stanley Dock in Liverpool and Flat Iron Square in London Borough of Southwark, as presented in Historic England's *Heritage Works (2017)* publication.

Textile mills also offer the potential for additional tax incomes. Business rates are not payable on empty listed buildings. Therefore, by bringing a listed mill back into use, there is an opportunity to capture business rates additionality.

There is evidence that mill redevelopment projects need assistance to overcome market failures created by high abnormal costs and restrictions in the developer/funder sector.

Ingredients for successful mill reuse

Planning

- Early engagement with all stakeholders to identify constraints and opportunities
- Recognition of viability challenges facing owners in securing occupiers.
- Application of *Constructive Conservation* principles to identify relative heritage values within sites and to inform proposals.
- Use of flexible approach to adaptation by all stakeholders, as outlined in Historic England's *Constructive Conservation* case studies.
- A proactive strategy to identify historic mills at risk and to develop reuse schemes.
- Promotion of Heritage Investment Strategies and Mill Action Plans at local authority level.
- Guidance and support to mill owners who have limited technical knowledge or experience in delivering regeneration projects.

Funding solutions and public sector facilitation

- Establishment of mill investment programmes. coordinated at Combined Authority level, drawing in resources from Local Enterprise Partnership Funding / Local Growth Fund, Historic England, European Structural Fund and Investment Fund and Homes and Communities Agency.
- Local authority intervention through acquisition of assets, prudential borrowing, joint venture partnerships and direct funding and delivery.
- Maximisation of opportunities for Homes and Communities Agency Homes Building Fund to be secured for mill repurposing projects.
- Tax increment financing to address financial deficits on priority assets.

Collaborative approach to delivery

- Creation of high quality spaces where people will want to live, work and shop to stimulate wider regeneration.
- Recognition of long-term investment potential of historic mills through bespoke funds to target high rent / capital growth locations.
- Identification of long term opportunities in areas that align with regeneration strategies.

The key factors that drive and determine the feasibility and success of heritage projects are:

- Location of heritage asset
- Occupier demand
- Ability to adapt and design the building for modern occupiers
- Application of Constructive Conservation principles
- Cost of adaptation
- Realistic business model for delivery and ongoing management
- Funding and finance

Brick with terracotta: a distinctive aesthetic of Greater Manchester mills

Recommended next steps

Identification of priority mills with repurposing potential, at either at pan North West level or within the Greater Manchester and Lancashire combined authority areas, to determine the type and level of investment required.

Production of investment and delivery plans for selected mills, in collaboration with owners, developers and other stakeholders.

Partnership working between mill owners the Greater Manchester and Lancashire local authorities, Historic England, Local Enterprise Partnerships and Homes and Communities Agency to secure delivery.

There are a wide range of measures that can be undertaken to drive forward the regeneration process.

Figure 6.1 provides a summary tool kit for activating the regeneration of a textile mill.

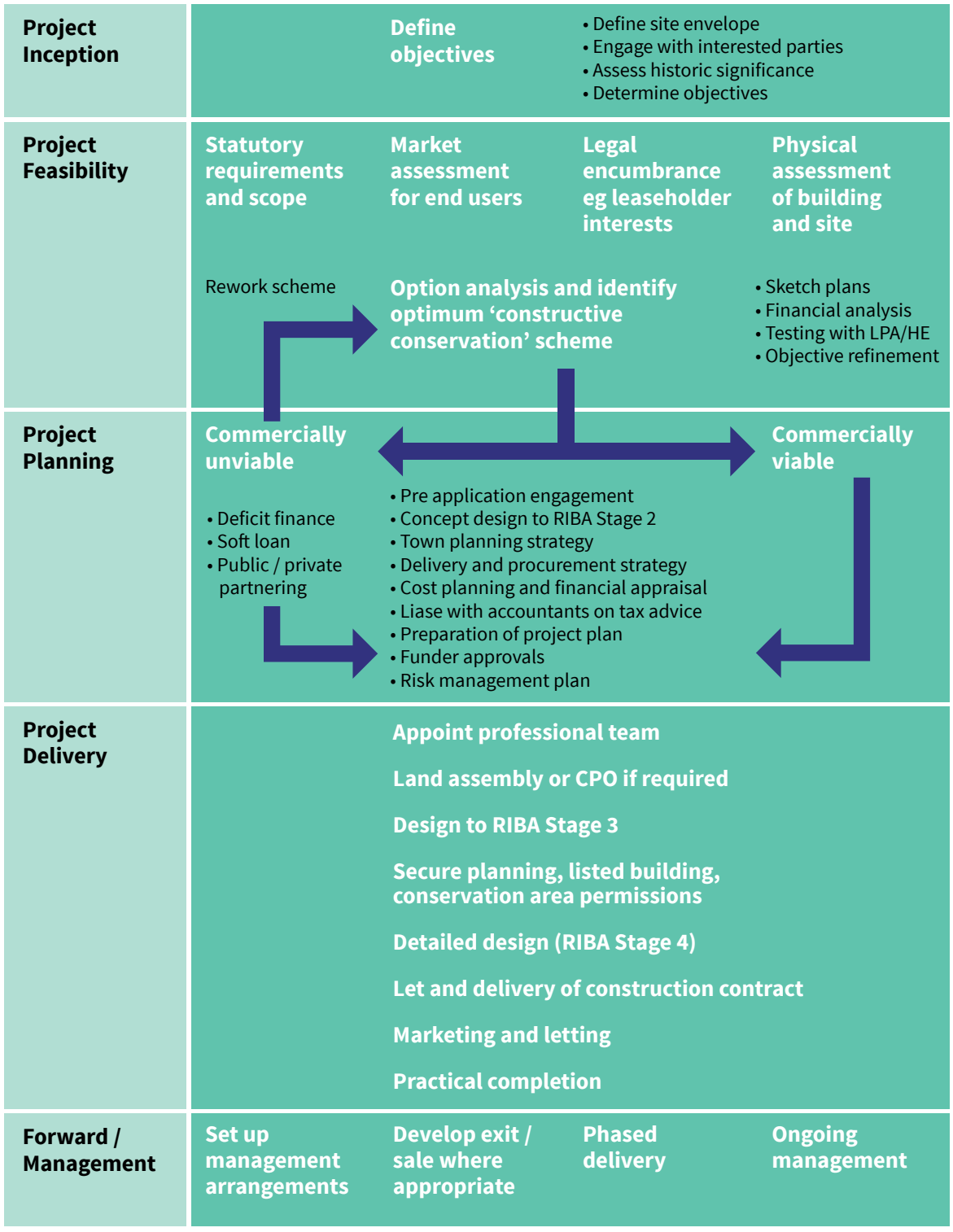


Figure 6.1: Toolkit for repurposing the North West's Textile Mills

7 Recommended further reading

Bright Future: The Re-Use of Industrial Buildings, Save Britain's Heritage, London, 9-17 (1990 Binney, M. ed.)

Constructive Conservation in Practice (2008, Historic England)

Conservation Principles (2008, Historic England)

Creative Re-use of Buildings, volumes 1 & 2 (1999, Derek Latham, Routledge)

Engines of Prosperity: new uses for old mills (2016, Historic England, Cushman & Wakefield and Lathams)

Greater Manchester Textile Mills Building at Risk Survey (2017, Historic England, produced by Greater Manchester Archaeological Advisory Service, School of Environment & Life Sciences)

Greater Manchester Textile Mills Survey (RCHMe & GMAAS, 1985-2000 English Heritage)

Heritage Works: A toolkit of best practice in heritage regeneration (2017, Historic England)

Industrial Buildings: Conservation & Regeneration (2000, Michael Stratton, E & F N Spon, London)

Industrial Heritage Retooled (2015, James Douet)

Industrial Rehabilitation - The Use of Redundant Buildings for Small Enterprises (1984, P.Elly & J Worthington, Architectural Press)

Lancashire Textile Mills (2017, Historic England)

Lancashire Textile Mills Survey (2016, Historic England, produced by Oxford Archaeology North, Lancaster)

Northern Lights Weaving Shed Study (2010, Historic England, produced by Purcell, Miller, Tritton)

Satanic Mills: Industrial Architecture, SAVE Britain's Heritage, London, 23-6 (1979, Binney, M.,ed)

The economics of industrial building conservation projects in Pennine Lancashire (2011, Heritage Works Building Preservation Trust Ltd)

Vacant Historic Buildings: An Owner's Guide to Temporary Uses, Maintenance and Mothballing (2011, Historic England)

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