

Shaw Cavanagh/AIM Engineering Ltd

Heritage Statement

Salem Mill, Hyde Bank Road, New Mills



Paul Butler Associates

Planning, Development & Heritage Consultants

a. 31 Blackfriars Road, Salford, Manchester M3 7AQ

t. 0161 835 3530

e. pba@paulbutlerassociates.co.uk

f. 0161 835 3531

w. www.paulbutlerassociates.co.uk

Document Information:

Project Number: 08/551

Prepared by: David Tye

Position: Director

Checked by: Paul Butler

Position: Director



Paul Butler Associates

Planning, Development & Heritage Consultants

Contents

Section 1: Introduction

Section 2: Development Proposal

Section 3: Historical Development of Salem Mill

Section 4: Structural Issues Affecting Salem Mill

Section 5: Heritage Appraisal

Section 6: Conclusion

Appendices

Appendix 1: Site Edged Red Plan of Salem Mill Site.

Appendix 2: Extract from New Mills Conservation Area Character Appraisal, prepared by High Peak Borough Council (Map 4, New Mills Sub Area B).



1. Introduction

- 1.1 This Heritage Statement has been prepared by Paul Butler Associates in support of a planning application submitted on behalf of AIM Engineering to convert and redevelop Salem Mill, Hyde Bank Road, New Mills for residential use. The application site is identified on the location plan attached at Appendix 1.
- 1.2 The four storey part of the property lies within New Mills Conservation Area. A Conservation Area Character Appraisal was prepared by High Peak Borough Council as supplementary planning guidance on 19 June 2001. This document was updated and adopted by the Council for Development Control purposes in July 2008. Both versions of the document acknowledge that the four storey mill makes a 'significant' contribution to the character of the Conservation Area.
- 1.3 The Conservation Area designation requires that High Peak Borough Council carefully consider any development proposal in terms of its impact upon the Conservation Area. The Planning (Listed Buildings and Conservation Areas) Act 1990 requires that when considering any development proposal affecting a conservation area, special attention must be given to the desirability of preserving or enhancing the character or appearance of the area (section 72). Development must also be considered having regard to its impact on the setting of a Conservation Area in the same terms.
- 1.4 The purpose of this Heritage Statement is to provide the necessary information for High Peak Borough Council to make an informed decision in relation to these matters.



2. Development Proposal

The Conversion and Redevelopment of Salem Mill

- 2.1 The planning application that this Heritage Statement accompanies proposes the conversion and redevelopment of Salem Mill for residential purposes. The investment will create new homes for 17 households.
- 2.2 The proposal comprises of two interdependent elements. First is the conversion of the existing mill into six apartments (1no. 1 bed apartment, and 5no. 2 bed apartments) and second element is the redevelopment of the remaining part of the site for new build mews housing.
- 2.3 The four storey heritage mill building is to be retained and converted whilst the remaining low grade contemporary extensions are to be demolished and replaced by new mews houses.
- 2.4 In its present compromised structural condition, the historic mill building can not currently accommodate beneficial use. Government Guidance in PPG15 advises that the best way of securing the future of a heritage building is by keeping it in active use. The proposal will rectify major structural defects and the conversion and refurbishment will facilitate continued use, providing a secure future for the mill.
- 2.5 The new build element will cross-subsidise and therefore facilitate the conversion of the mill. The new build accommodation will provide 2no. 3 storey 3 bed houses, 5 no. 2 storey 3 bed houses and 4 no. 2 storey 2 bed houses. The proposal also includes integrated car parking and the layout incorporates 4 garages and 18 car parking spaces.



3. Historical Development of Salem Mill

The Origins of New Mills

- 3.1 Burdett's 1767 map shows Derbyshire 25 years or so before the arrival of the cotton mill. New Mill at this time was nothing more than a rural hamlet with a corn mill (New Mill) and a fulling mill on the River Sett.



Burdett's 1767 Map

- 3.2 The original nucleus of houses was built around 'New Mill', a duchy of Lancaster corn mill dating back to at least the late fourteenth century (New Mill has been demolished but was located a few hundred metres to the east of the Salem Mill application site).



- 3.3 From the mid-1790s, the industrial revolution period saw a period of change for local cottage industry. The introduction of water power, mechanisation and the emergence of a factory system for cotton production lead to the emergence of the town of New Mills out of the rural hamlet.

Salem Mill: Historical Development

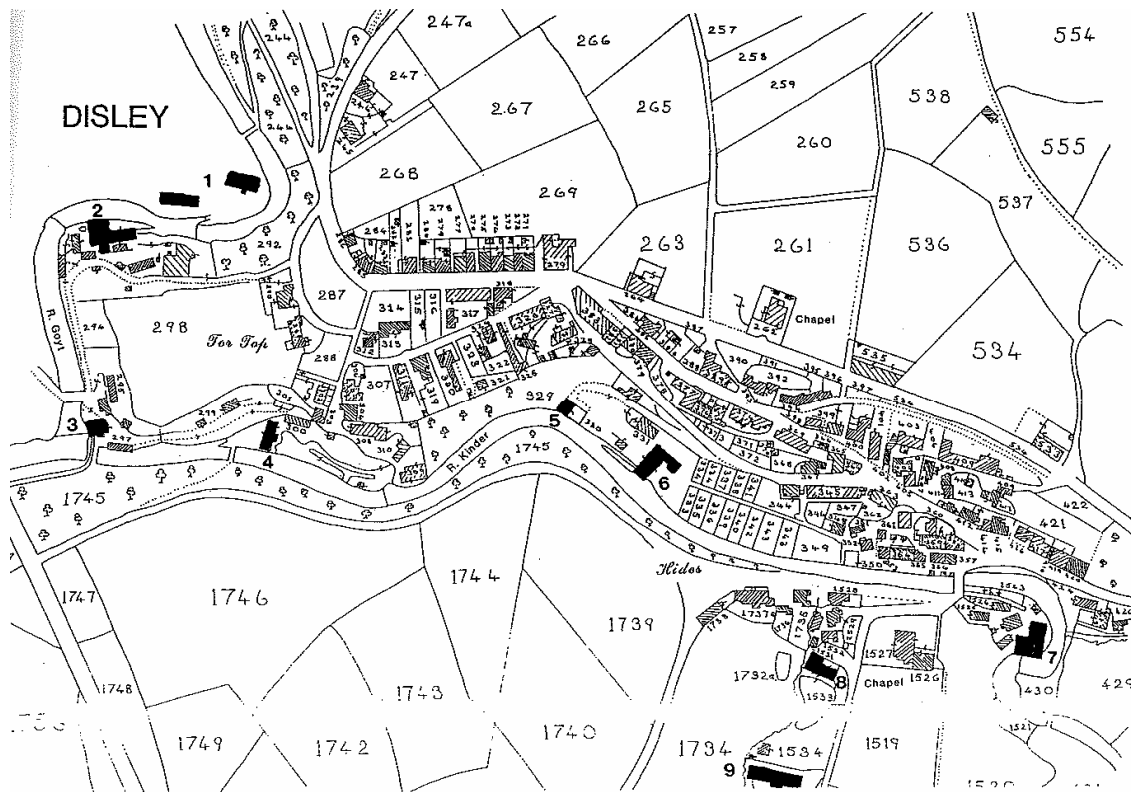
- 3.4 The rise of the cotton industry in Derbyshire can be divided into three phases which overlapped in place and time:
- Water powered mills gradually replaced domestic spinning; then
 - Steam power was introduced in tandem with water power on rural sites but also brought mill growth to coalfields and canal sides; and finally
 - From the 1820s came the introduction of power loom and factory weaving.
- 3.5 Salem Mill first appears in records from 1789 and falls within the first phase of development when water powered mills began to replace domestic spinning. At this time, Salem Mill was known as 'Bower Mill'. In 1789 Salem Mill was advertised for let being described as "lately employed for the purpose of carding and spinning cotton". The nearby New Mill corn mill was also let at this time and the corn mill and cotton mill used the same artificial water course supplied from the Sett.
- 3.6 In 1790-91 Edward and Ralph Bower who had owned the corn mill for twenty years and were from the local family of clothiers and tanners, were listed as proprietors and occupiers of both the New Mill and Salem Mill.
- 3.7 Salem Mill site is a particularly early example of a water powered mill site and its development is thought to be linked to two key events which helped create the factory cotton industry. First, the introduction of the mule in about 1782 and second, the courts decision to overturn Arkwright's patents in 1781 and 1785. These events encouraged mill development since after 1785 using mules required no royalty be paid. Salem Mill was operational by 1789 and was most likely developed in response to these occurrences.



Paul Butler Associates

Planning, Development & Heritage Consultants

- 3.8 Salem Mill was almost certainly designed for warp spinning. Warp being a finer and strong thread for lengthways threading. It needed production on mules and was the primary product of early water powered factories. Weaker weft yarn for cross threads tended still to be produced at this time in small domestic workshops.
- 3.9 By 1819 there were eight spinning mills in New Mills. The boom in water powered mills fuelled the early growth of New Mills. The 1801 population of 1,878 had doubled by 1831. From the 1840's and 1850's steam power was introduced and about the same time a second phase of mill building took place on the banks of the New Forest Canal.



New Mill 1841: Salem Mill is identified as No.7

- 3.10 It is not clear whether steam power was introduced at Salem Mill. Some proprietors of reliable water powered sites were discouraged from installing steam engines by the high cost of steam engine installation/maintenance and the high cost/difficulty of bringing large amounts of coal by road to difficult to access sites in the gorge. From the archive plan of 1841, it is apparent that various buildings had been demolished



although the 'L' shaped Salem Mill appears to have survived intact. Salem Mill was probably becoming obsolete towards the 1890's with larger more efficient steam powered mills superceding the smaller sites.

- 3.11 The OS Base of 1898-1899 confirms that by 1899 Salem Mill had been converted for use as a Chemical Works. This use continued though to the 1930s. By 1938 the Chemical Works had fallen into disuse. The site got a new lease of life in the second half of the twentieth century when the mill building was reused as basic workspace. A variety of extensions were added in the 1970's to provide generally single storey workspace. In recent years the multi-storey mill and single storey buildings have accommodated low level use by AIM Engineering.

Salem Mill: Today

- 3.12 The application site occupies of approximately 0.2 hectares and is located next to the River Sett. The site contains part of Salem Mill which is likely to include surviving fabric dating from the Salem Mill of 1789, one of the earliest cotton mills in New Mills. Although the building has been heavily modified over the years to accommodate new use, the four storey mill remains an important reminder of the early phase of the industrial revolution when water powered mills were developed in the gorges of the River Goyt and River Sett. At the present time, the use of the mill has stopped as a result of the findings of the structural survey. The later 1970's additions are of no architectural merit and have accommodated only low level use since 2007.
- 3.13 The importance of the four storey Salem Mill is noted within the New Mills Conservation Area Character Appraisal adopted by the Council in June 2001 and updated in July 2008. Both appraisal documents acknowledge that the four storey mill makes a 'significant' contribution to the character of the Conservation Area here. Unfortunately the structure of the mill is in poor condition and the building is at risk, unless conversion can secure a long-term future.



4. Structural Issues Affecting Salem Mill

Introduction

- 4.1 Salem Mill is in extremely poor structural condition and is obsolete for employment use. The multi storey mill building has been appraised by Robert Lawson Consulting engineers who completed a preliminary survey of the mill in January 2008. A more detailed inspection by Integra Consulting was completed in September 2007 in order to confirm whether the building could be converted to residential use.

Preliminary Survey by Robert Lawson Consulting Engineers

- 4.2 Robert Lawson Consulting engineers concluded that structurally the mill is at risk. The building has suffered from very significant movement of the upper superstructure to the front and rear gable walls and it has also suffered from roof spread which has caused outward movement of the side walls in the front area on the left and in the rear area on the right. The overall displacement of the upper level, mainly above first floor has resulted in the tops of the three roof trusses being pushed towards the rear by the purlins and has resulted in their individual rotation. The inward movement of the rear gable (river side) has resulted in outward movement of the front gable (cottage side).
- 4.3 The rear gable wall is at risk of collapse and the weight of any falling masonry may collapse the floors below. In addition rear collapse would almost certainly lead to a dominoes effect collapse of the other roof trusses and the probable collapse of the front wall. Roof collapse would most likely collapse the floors below which are already suffering noticeably from deflection.
- 4.4 To secure the building, the engineers recommended taking off the roof entirely, taking down the perimeter walls to at least second floor level and then rebuilding them and reinstating a new roof. Employment use will not finance the rebuild cost necessary.



Detailed Inspection by Integra Consulting

- 4.5 The detailed inspection by Integra is included as part of the planning application and is not therefore replicated by this report. The report notes additional structural deficiencies not identified by the preliminary survey. It concluded that whilst the mill could be retained and converted, extensive repairs would be needed to rectify the structural and condition deficiencies identified. These include failing roof, walls, window lintels and beams.



5. Heritage Appraisal

Conservation Area Legislation

- 5.1 Conservation Areas are formally designated under the Planning (Listed Buildings and Conservation Areas) Act 1990. Section 69 (1) defines a Conservation Area as *'an area of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance'*. It is the duty of local authorities to designate as conservation areas any area of special architectural or historic interest, whose character and appearance it is worth preserving or enhancing. The application site lies within New Mills Conservation Area, as designated by High Peak Borough Council.
- 5.2 Detailed guidance about the legislation is given in 'Planning Policy Guidance Note 15: Planning and the Historic Environment' (PPG15) published in 1994. In considering development affecting a conservation area, special attention will be given to the desirability of preserving or enhancing the character or appearance of the area (section 72). This extends not only to the development within the actual conservation area boundary but also to development outside which might affect its setting.
- 5.3 Planning Policy Guidance Notes (PPG's) and their replacements Planning Policy Statements (PPS's) are prepared by the government after public consultation to explain statutory provisions and provide guidance on planning policy and the operation of the planning system. Planning Policy Guidance Note 15: Planning and the Historic Environment' (PPG15) published in 1994 sets out guidance on the identification and protection of historic buildings, conservation areas, and other elements of the historic environment. It explains the role of the planning system in their protection.



New Mills Conservation Area

- 5.4 Salem Mill has been included within New Mills Conservation Area. A Conservation Area Character Appraisal was first issued by the Council as supplementary planning guidance on 19 June 2001. This document identified the four storey mill as making a 'significant' contribution to the character of the Conservation Area. The remaining low rise structures that are attached to or abut the mill and lie beyond the Conservation Area were specifically identified as having a 'negative' impact on the Conservation Area.
- 5.5 The New Mills Conservation Area Character Appraisal was recently updated and adopted by the Council for development control purposes in July 2008. Salem Mills is located within Character Area 2 'Lower High Street and the Old Bridge' of the Conservation Area. Having regard to the immediate area in which the mill is located, the document advises at Para 2.14 that, *'The old High Street Bridge was once the focus of the first New Mills community, with roads spanning out from the early river crossing'*. Salem Mill still dominates what survives of this area and Paragraph 2.18 notes that parts of the Salem Mill site (ie the four storey mill) make a significant contribution to the character of the Conservation Area. The appraisal recognises, however, that the area is in need of investment, noting at Para 2.14 that the east bank around Salem Mill *'has an air of neglect and decline which spoils it from being an attractive riverside area close to the town centre'*.

Heritage Impact

- 5.6 PPG15 advises that the designation of a Conservation Areas is not intended to stifle new development or to preserve areas as museum pieces. Conservation Areas are allowed to evolve to meet changing commercial needs and demands, although High Peak Borough Council when taking development control decisions must take care to ensure that the special character of New Mills Conservation Area is either preserved or enhanced, preferably both.



- 5.7 The New Mills Conservation Area Character Appraisal (2008) acknowledges that the four storey part of Salem Mill makes a 'significant' contribution to the character of the Conservation Area. This contribution is undoubtedly a result of its multi-storey massing and regular fenestration pattern to the riverside gable. When viewed alongside the neighbouring part of Salem Mill (now in separate ownership), the building is an important reminder of the early industrial forces which shaped New Mills. The proposal retains these aspects.
- 5.8 In addition to the multi-storey massing, the 16 light windows in the elevations overlooking the river and yard contribute significantly to the character of this part of the conservation area. The mill conversion scheme will retain this window format, the exception being on the upper floor gable end overlooking the river where the existing format with stone mullions will again be reinstated.
- 5.9 The four storey mill building has been modified over the years to accommodate a variety of uses: mill, chemical works and later workspace. It is now in extremely poor structural condition and at risk. Its removal would be a loss to the Conservation Area and to New Mills. The residential conversion and replacement proposal offers the opportunity to retain the building using a cross-subsidy approach.
- 5.10 The Structural Inspection by Integra Consulting completed in September 2009 confirmed that although the mill could be retained and converted, extensive repair will be needed including rebuilding the roof and parts of the walls.
- 5.11 Had the multi storey mill been landlocked, demolition would have been the only option since the cost of the rebuild could not be recouped by conversion. Redeveloping the remainder of the site for residential use allows sufficient cross-subsidy to balance the cost of retaining and converting the mill.



- 5.12 This proposal offers significant heritage benefits. It retains a building which the Council acknowledge as making a 'significant' contribution to the character of the Conservation Area. It provides a secure future for a building that would otherwise be lost. Retaining the mill undoubtedly 'preserves' the character of the Conservation Area as requested by the consultation legislation. Furthermore the proposal removes all the buildings that the Council identified as having a negative impact on the Conservation Area, which enhances the setting of the mill and the Conservation Area.
- 5.13 The approach to the mill will be to retain and repair where possible. Given the extensive structural failings identified by Integra, it is inevitable that a significant amount of repair, dismantling and rebuilding must happen. Where rebuilding is necessary, the applicant will endeavour to reuse materials salvaged from the building and replicate the original construction as far as is technically feasible although there will doubtless need to be modifications, for example a strengthened roof structure will be needed to prevent racking.
- 5.14 The new build accommodation is specifically designed to preserve the character of the Conservation Area. The proposed plans and the explanatory Design and Access Statement that have been submitted in support of the scheme, clearly demonstrate that the architect has approached the scheme thoughtfully and with proper regard for the conservation area, the mill and the history of the site. The new residential layout reflects the industrial layout with buildings reinstated to front the river and clustered around a 'hard' landscaped courtyard. The designs are varied with contrasting rooflines and heights giving the impression of organic growth. Windows are either small and punched into solid or larger using mullion style subdivision.
- 5.15 Post conversion the mill will provide homes for six households in what is currently an unused building. It will provide a pleasant living environment for the new residents in a fully repaired, structurally sound, and comfortable building.



6. Conclusion

- 6.1 Retention and conversion of the mill for residential use, coupled with the removal of low grade contemporary buildings is considered to both preserve and enhance the Character of New Mills Conservation Area.
- 6.2 The proposed conversion and redevelopment of the site will be a welcome improvement to this part of the Conservation Area and will go some way to restoring the character of the east bank of the Old High Street Bridge area. The Conservation Area Appraisal recognises that this area suffers from an air of neglect and decline which spoils it from being an attractive riverside area close to the town centre. This proposal will remedy this weakness and reinstate the Salem Mill site for a vibrant new use. The alternative for the mill is an uncertain future as a low key employment site which fails to generate the income necessary to remedy the structural defects identified. Under this scenario the mill will be at risk of demolition.
- 6.3 The residential conversion and redevelopment proposal will safeguard the four storey part of Salem Mill for the benefit of New Mills. It will secure an appropriate use that is compatible with the nature of neighbouring uses and the character of the area. Although extensive rebuilding is unavoidable if the building is to be secured in the long-term, the conversion will be approached in a sensitive manner. As a result of the heritage benefits associated with the scheme, we recommend that High Peak Borough Council support and approve this scheme.



Paul Butler Associates
Planning, Development & Heritage Consultants

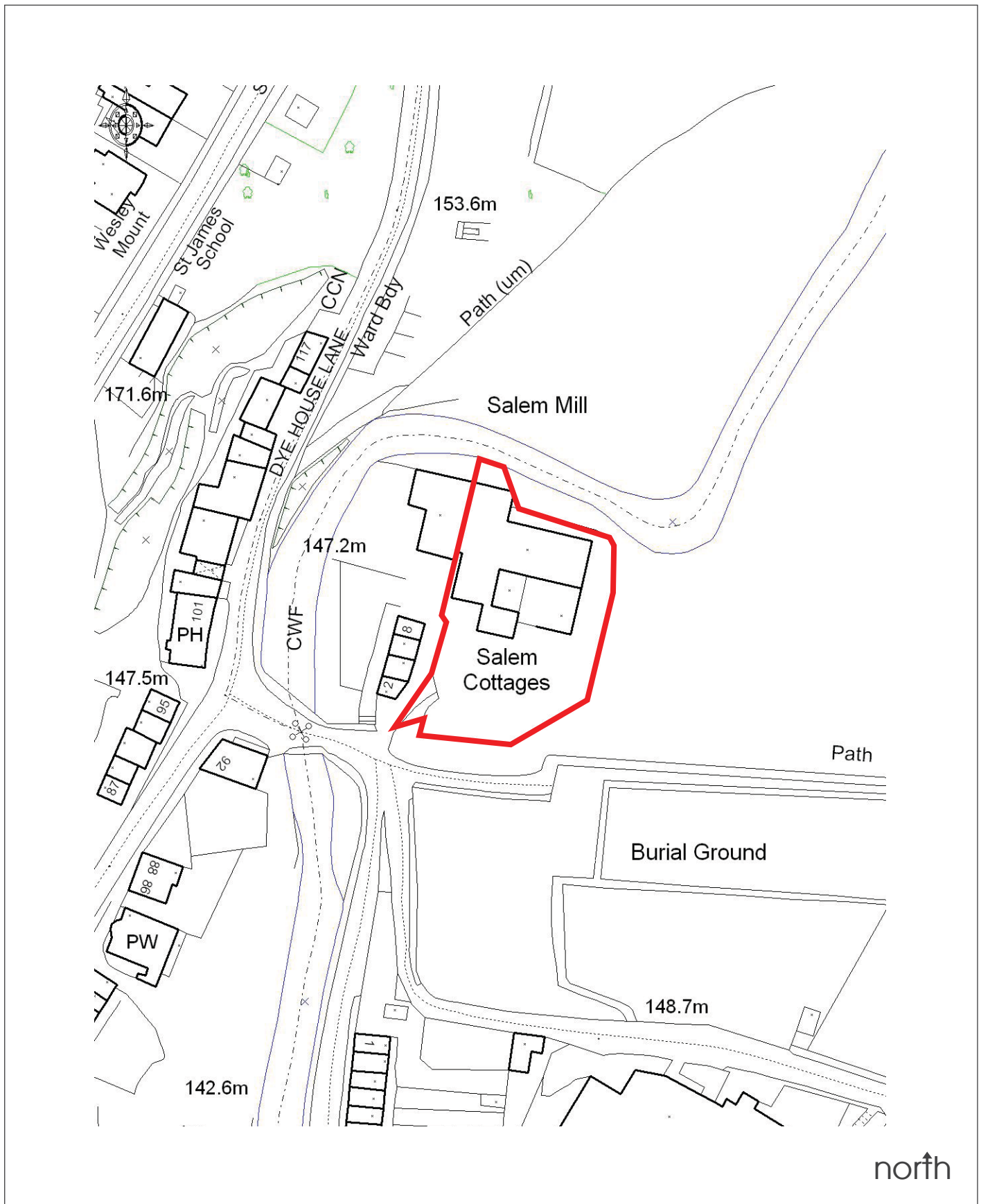
Appendices



Paul Butler Associates
Planning, Development & Heritage Consultants

Appendix 1: Site Edged Red Plan of Salem Mill Site.

Appendix 1: Site Edged Red Plan for Salem Mill Site



Paul Butler Associates
Planning, Development & Heritage Consultants

a. 31 Blackfriars Road Salford Manchester M3 7AQ
t. 0161 835 3530
e. pba@paulbutlerassociates.co.uk
f. 0161 835 3531
w. www.paulbutlerassociates.co.uk

Key



Site Edged Red

client:

AIM Engineering Ltd

job no:

08/551

dwg no:

001

scale:

1:1250

date issued:

November 2009



Paul Butler Associates

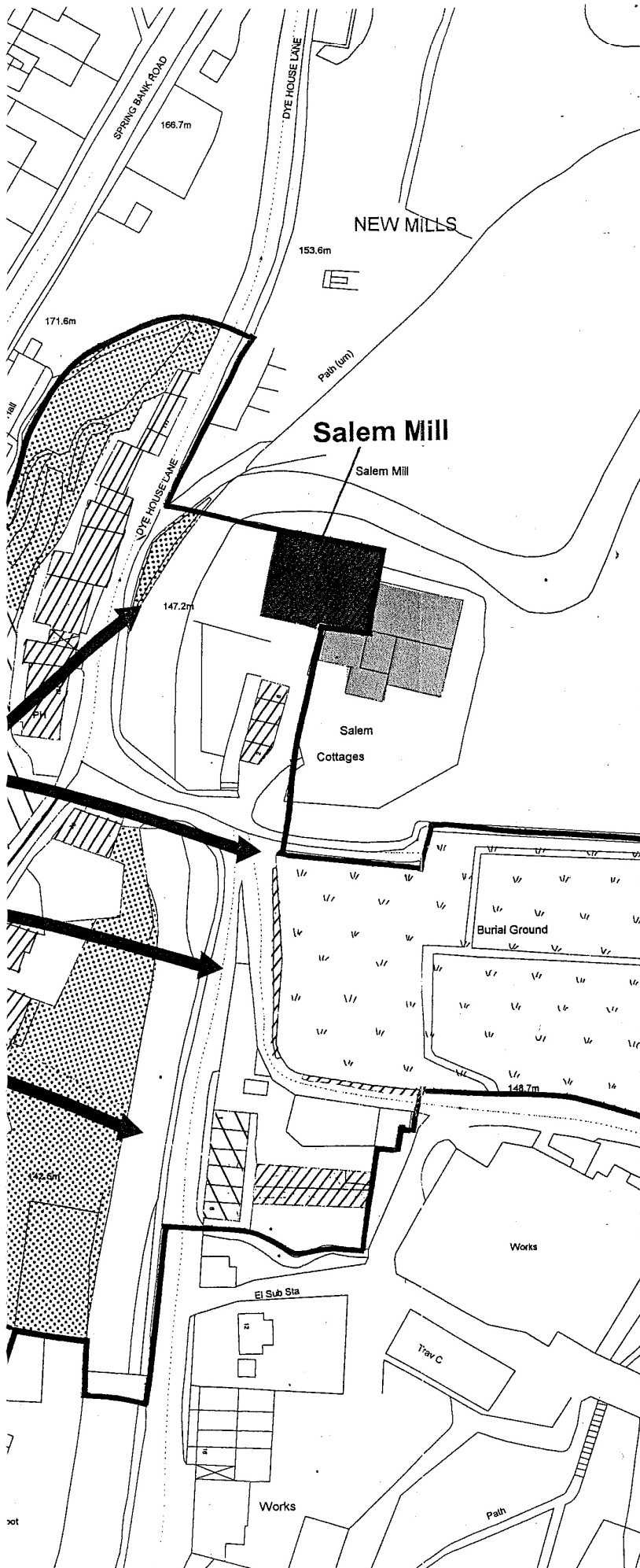
Planning, Development & Heritage Consultants

**Appendix 2: Extract from New Mills Conservation Area
Character Appraisal, prepared by High Peak Borough Council
(Map 4, New Mills Sub Area B).**











NEW MILLS CONSERVATION AREA CHARACTER APPRAISAL

MAP 4

NEW MILLS CONSERVATION SUB-AREA B



KEY

-  Conservation Area Boundary
-  Sub-Area Boundary
-  Significant Buildings within Conservation Area (including listed buildings)
-  Buildings / Sites which make a Positive contribution to the Conservation Area
-  Buildings / Sites which make a Neutral contribution to the Conservation Area
-  Buildings / Sites which make a Negative contribution to the Conservation Area
-  Important Areas of Trees
-  Landscaped Areas / Open Space
-  Distant Views out from the Conservation Area
-  Short Views within the Conservation Area

NORTH



SCALE : Not to scale