

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
113363/FO/2016 and 113364/LO/2016	18th Jul 2016	20th Oct 2016	City Centre Ward

**Proposal** Conversion of former Crusader Works to create 126 apartments (Use Class C3) and associated elevational alterations; the erection of a 10 storey building containing 75 apartments (Class C3) following the demolition of Block 4; the creation of a new landscaped courtyard following the demolition of existing buildings within a shared yard space; and, the provision of 201 cycle parking spaces, lighting and other associated works (113363); and

Listed Building Consent for internal and external works associated with the conversion of Crusader Works to 126 apartments and associated alterations to its elevations and demolition of Block 4 (Former Cotton Mill) - along with creation of new landscaped courtyard with associated hard and soft landscaping following demolition of existing buildings within shared yard space, provision of 201 cycle parking spaces, lighting and other associated works (113364).

**Location** Land Bounded By Chapeltown Street, Fair Street, The Metrolink And Congou Street, Crusader Works, 72-76 Chapeltown Street, Manchester, M1 2WH

**Applicant** Capital & Centric (Cinnamon) Ltd, Sun House, 2-4 Little Peter Street, Manchester, M15 4PS

**Agent** Katie Wray, Deloitte LLP, 2 Hardman Street, Manchester, M60 2AT

### **Site Description and Context**

The site measures 0.43 hectares, and is bounded by Chapeltown Street, Fair Street, Congou Street and the Manchester to Ashton Metrolink tracks. It comprises a group of 4 industrial mill buildings which were originally part of a complex of 6 buildings which is known collectively as Crusader Works. The application site has a shared access with the other 2 buildings which are owned separately and comprise a 19th century industrial building (identified as Block 5 on the Block Plan below) and a more modern warehouse (Block 6).

Crusader Works formed part of the much larger Phoenix Works which is now partly demolished and operated from Chapeltown Street from the mid-19<sup>th</sup> century. The complex is grade II listed. The site comprises the following buildings.



Block 1, on Chapeltown Street is a 3 storey former office building formerly known as the Mill Offices and is attached to the west elevation of Block 2 the main manufacturing building fronting Chapeltown Street. It is smaller than block 2 and dates from around 1861. Its architectural style is plain and its non-industrial windows and its interior, which reflect its former function as an office.

The principal elevation has two brick arches at the outer bays of the ground floor. The left hand bay has an original timber painted panelled door, painted black. The right hand bay has been bricked up to form a window. There is another arched opening on the return elevation (second bay) which has similarly been bricked up to create a window. A roller shutter has been inserted into the right-hand bay of the return elevation.

Block 2 is a 7 storeys red brick building with a long rectangular plan. It is the largest building on the site and together with Block 1 forms part of the principal building described in the listing. The building has a long rectangular plan and runs parallel to the street at the back of the pavement.

The building is red brick with a pitched roof behind a parapet. The roof has large skylights on both roof slopes. The roof is hipped at the west end. The windows are varied across the building; with differing patterns, materials and ages. Despite the lack of uniformity in the windows, the architectural effect of the long elevation along Chapeltown Street with its regular bays and window openings is a defining feature of the complex.



The block has return wings which connect with Block 3. Within the courtyard which separates Block 2 from Block 3 are a number of outriggers which have been modified and added to. Internally each floor has a similar plan with the same cast iron pillars and the building housed powered machinery. Floors within the building that are now used as artists' studios are extensively subdivided with lightweight and removable partitions. The floors now being used for textile production have retained more of their open plan character although there has been some subdivision to create offices.

Block 3 is a 5 storey red brick building with a long rectangular form. It has a chimney which has been reduced in height and partially rebuilt and connects via dilapidated bridge links to Block 4 to the east and Block 5 to the west.

Blocks 2 and 3 enclose a central external space which contains a series of ancillary buildings in various states of repair.

The building appears to have been rebuilt later than Blocks 1 and 2. It is four storeys in height and noticeably lower than Block 2. It is constructed from red brick; although much of the courtyard elevation has been lime-washed/painted white. The building has a pitched roof behind a parapet.

Building 3 has a utilitarian style with regular bay and window openings. Its chimney on the southern elevation has been lowered and partially rebuilt. The majority of windows on Block 3 have simple brick lintels and sandstone sills. The internal character is similar to Block 2.



Block 4 is a 3 storey red brick building which dates from the mid-1840s. It is more simple and utilitarian than Blocks 1-3. Almost all of its windows have been blocked up, replaced or modified. It has been concluded that within the context of the overall listed this is a curtilage building.



Block 5 is also linked via a bridge link to Block 6

Although the architecture of The Crusader Works is robust, the low value uses within the complex and under-utilisation has not supported the on-going maintenance and investment in its historic fabric. A survey for damp penetration and timber decay related building defects at Crusader Works Buildings 1-4' identified the following general defects

- Evidence of periodic leakage and isolated areas of decay to the foot of the roof is anticipated.
- Extensive spalling damage to bricks at the parapet and upper floor level and heavy erosion of mortar joints in the ground floor where salt/damp has caused chronic damp and staining.
- Heavily damaged sandstone window sills in the ground floor storey contributing to water penetration. Spalling, cracking and erosion damage to minority of sandstone sills. Most in good condition.
- Poor quality patch repairs of spalled brickwork.
- General failure of roof drainage due to lack of maintenance.
- Decay expected to beam ends and floor joists in downpipe locations.
- Generally repairs to rooflights have previously been undertaken with mineral felt and mastic compounds.
- Trusses modified by removing tie rods/struts in places.
- Fractures to stone lintels and vertical cracking at extremities.
- Some 19<sup>th</sup> century window frames remaining; many modifications, some crude renewals and many UPVC installed on Metrolink side.
- Cast iron lintels to courtyard showing corrosion at bearing ends.
- Extensive cement mortar usage to pointing which reduce service life and retard drying times.
- There is evidence of water ingress, in particular on the upper floors of the former office (Block 1).
- Where windows, rainwater goods and other elements of building fabric have been removed, the replacements have been low value and have not been sensitive to the historic and architectural character of the complex.

The physical layout between the buildings has created a number of shared yards, some of which were roofed in the 20<sup>th</sup> century to provide covered areas. The buildings are also all interconnected via bridge links although these are now disused.

The buildings within the application site are currently occupied by a number of textile businesses and artist's studios and some parts of the building are vacant.

The main access to the site is from Fair Street and Congou Street off Chapeltown Street. Chapeltown Street slopes down towards Piccadilly Station and there is a level difference of 1m across the central courtyard between buildings 1 and 2. There is a further 2.6m difference in level between the Chapeltown Street elevation and the highest tier of the Quantum building, a residential development located further along Chapeltown Street at its junction with Great Ancoats Street. Chapeltown Street slopes further down to Store Street via Sparkle Street and provides links into the city centre and Piccadilly Station.

Piccadilly Village is on the opposite side of Chapeltown Street. It is a gated and self managed development built around courtyards and two canal basins. It has some mature tree planting to Chapeltown Street. Immediately to the east is a residential development known as Quantum which varies in height 5 to 8 storeys that continues the street along Chapeltown Street to Great Ancoats Street. To the south of the tram tracks are a series of surface level car parks and a range of brick-built offices and commercial units. This development overlooks a cleared site.

On the opposite side of Great Ancoats St is New Islington where new residential developments have been constructed including a 20 storey building at Islington Wharf (known as Isis). Planning permission has been granted for a 31 storey residential building at the corner of Store Street and Great Ancoats Street (application ref no 110276).

The application sites lies within Flood zone 1 and is deemed to be classified as a low risk site.

### **Description of Development**

Two applications are under consideration as follows:

(a) 113363/FO/2016 – is for: the Conversion of former Crusader Works to create 126 apartments (Use Class C3) and associated elevational alterations; the erection of a 10 storey building containing 75 apartments (Class C3) following the demolition of Block 4; the creation of a new landscaped courtyard following the demolition of existing buildings within a shared yard space; and, the provision of 201 cycle parking spaces, lighting and other associated works.

(b) 113364/LO/2016 – is for Listed Building Consent for: internal and external works associated with the conversion of Crusader Works to 126 apartments; associated alterations to its elevations; demolition of Block 4; the creation of a new landscaped courtyard with associated hard and soft landscaping following demolition of existing buildings within a shared yard space; and, the provision of 201 cycle parking spaces, lighting and other associated works.

All existing windows would be removed from the elevations that face onto the shared yard spaces to form a 'cloistered' walkway to provide access to the apartments. Within these former window openings plant and herb boxes are proposed that would be 'owned' and maintained by residents. The 'cloisters' would be 2m wide, open sided routes, between the two existing principal staircases. The cloisters would then be connected by steel bridge links that connect to two lift cores and refuse stores.

The existing buildings within this yard area would be demolished to create a landscaped courtyard. The courtyard slopes and a series of ramps would ensure full access for all residents and visitors.

The main pedestrian access would be from a new route created off Chapeltown Street between the retained buildings and the new block. The route would be lit and surfaced to promote safety and security with planting in front of windows to apartments to improve privacy. The route would also provide the main access for services for fire appliances, refuse wagons and other service vehicles, controlled through rising bollards

The overall apartment mix comprises:

- Studio apartment – 1;
- 1 bedroom apartments - 75;
- 2 bedroom apartments – 124 ;
- 3 bedroom apartment – 1

The apartment layouts and dimensions relate to Manchester's interim guidelines for residential development and the two and three bed units generally exceed the guidelines.

The 10 storey new building would have an expressed concrete frame. It would contain double storey panels of grey brickwork interspersed with full height windows and columns of coloured panels intended to relate to similar interventions within the listed buildings. The maximum height of this building including the central core (which would extend the overall height by 2.6m) would be approximately 35m.



The 9<sup>th</sup> floor level would accommodate 4 'roof' gardens for 4 of the 6 apartments at this level which would be screened by a small perimeter parapet upstand. Privacy

screens would prevent overlooking and provide separation between apartments. Photo-voltaic's would be provided on the roof of the building.

The proposal includes the removal of three loading bays from around the site whilst two loading bays would be retained for use by deliveries.

The development would accommodate discrete, secure refuse stores within two courtyard cores. These would connect to the ground floor via lift. Waste would be split into the following bins:

Blue - Pulpable material (recycled) - paper, cardboard, tetrapak etc  
Brown - Co-mingled material (recycled) - glass, cans, tins, plastic etc  
Green - Organic waste (recycled) - food stuffs etc  
Black General waste (non-recycled) - all non-recyclable

Enterprise Manchester collects recyclables and general waste on behalf of MCC from flats and households on a weekly basis and would collect at Crusader Works on Fridays. The total number of bins serving the development have been calculated from guidance provided in City Council document 'GD04 Waste Storage and Collection Guidance for New Developments V2.00 -0 Citywide Support - Environmental Protection (September 2014).

Calculations:

Black bins (1100L) - 13 bins stored on site collected weekly  
Blue bins (240L) 15 bins stored on site collected fortnightly  
Brown bins (55L) - 15 bins stored on site collected fortnightly  
Green bins (40L) - 5 bins stored on site collected weekly

The bins would be moved by on-site management staff on collection days using eurobin pedestrian tug vehicles, to an area located within the northern access point / shared surface street.

The applicants would secure car parking for residents within nearby NCP car parks through contract parking and discounted rate season tickets. A disabled parking bay and a City Car Club bay would be provided on Chapeltown Street.

1 cycle parking space would be provided per apartment within the converted Mill. 36 spaces would be located a dedicated cycle stores within the ground floor of the new building with additional space within apartments for further storage . This would equate to 30 % per bedroom. The cloister would have a series of secure locking nodes. A further eight visitor cycle parking spaces and a brompton type cycle hire scheme would be provided within the external courtyard adjacent to the lift cores. Cycle maintenance facilities are also proposed to be provided adjacent to the visitor parking stands.

The proposed works to the listed building include the following:

Removals:

- Late 19<sup>th</sup> to 20<sup>th</sup> century outriggers to the rear (south elevation) of Block 2.



- 20<sup>th</sup> century canopies to the north elevation of Block 3.
- Altered 19<sup>th</sup> century outrigger (former workshops) to south elevation of Block 3.
- Altered 19<sup>th</sup> century outrigger to east of Block 3.
- Remains of derelict 20<sup>th</sup> century steel roof structures between Blocks 2/3 and 4 and Blocks 1 and 2.
- Removal of modern bridge links between Blocks 2 and 3, Blocks 3 and 4 and Blocks 3 and 5.

Principle proposed internal and external works:

- Subdivision of the open floorplates in the manufacturing blocks and the reconfiguration of partition walls within Block 1
- Existing stone stair flights are to be locally repaired and made safe.
- Cleaning of internal brickwork (white painted, spalling and flaking in patches).
- Cut back and re-supported primary timber beams within proposed cloisters.
- Replace existing windows with one uniform style of unit, which would be adapted for the limited numbers of irregularly proportioned windows.
- Re-opening ground floor level arches where obscured by outbuildings, bricked up or covered with roller shutters. On the courtyard elevations, the arches would be left open as part of the cloisters and on the outside elevations, the openings would be glazed.
- Cast iron columns and the underside of the floorboards will remain exposed.
- Fragmentary remains of the line-shaft system machinery within the building and metal sliding doors on some of the stair landings in Blocks 2 and 3 and any further fragmentary remains of historic interest to be identified once the complex is vacated by the current tenants will be retained in situ or, where this is not possible or relocated within the complex.
- Removal of existing staircase in Block 1 and alteration of the existing floor plan resulting in the loss of the first floor corridor.
- Insertion of roof terraces into the south-facing roof slopes of Blocks 2 and 3 to provide amenity space for residents. This would require the removal and reinforcement of parts of the roof structure
- Blocks 1 to 3 would be repaired to make the buildings watertight and secure their long-term future. |

- Hoardings, derelict structures, paint and roller shutters which currently detract from the architectural character of the building would be removed and rainwater goods will be rationalised
- To provide level access to the apartments, the converted complex will be serviced by two lift cores within the courtyard with bridge links to each level

The apartments would be for sale but would be managed by a single management company who would hold a 999 year lease on the property. Each dwelling would have a share in the Management Company and would be obliged to pay service charges as outlined in their lease. The service charges would provide for long term maintenance of the external structure and fabric of the buildings and day to day management of the communal areas. A community fund would be set up, with a financial provision written into the leases, that would be managed by the management company, made up of Leaseholders. The aim of the fund would be to make real and positive contributions to the wider neighbourhood through the awarding of grants and the support of community activities.

The apartments would be managed by Urban Bubble who have been involved with Crusader Works from the pre application stage and advised on management protocols and lease structures. A Residential Management Statement has been submitted in support of the application.

In support of the applications the applicants have stated the following:

They bought the site because they were drawn to the heritage and architecture of the buildings and were also attracted to the opportunity it presents to reinvent a building that is becoming derelict

The Applicant and project team are committed to delivering a sustainable development of the highest quality, which has the following important benefits:

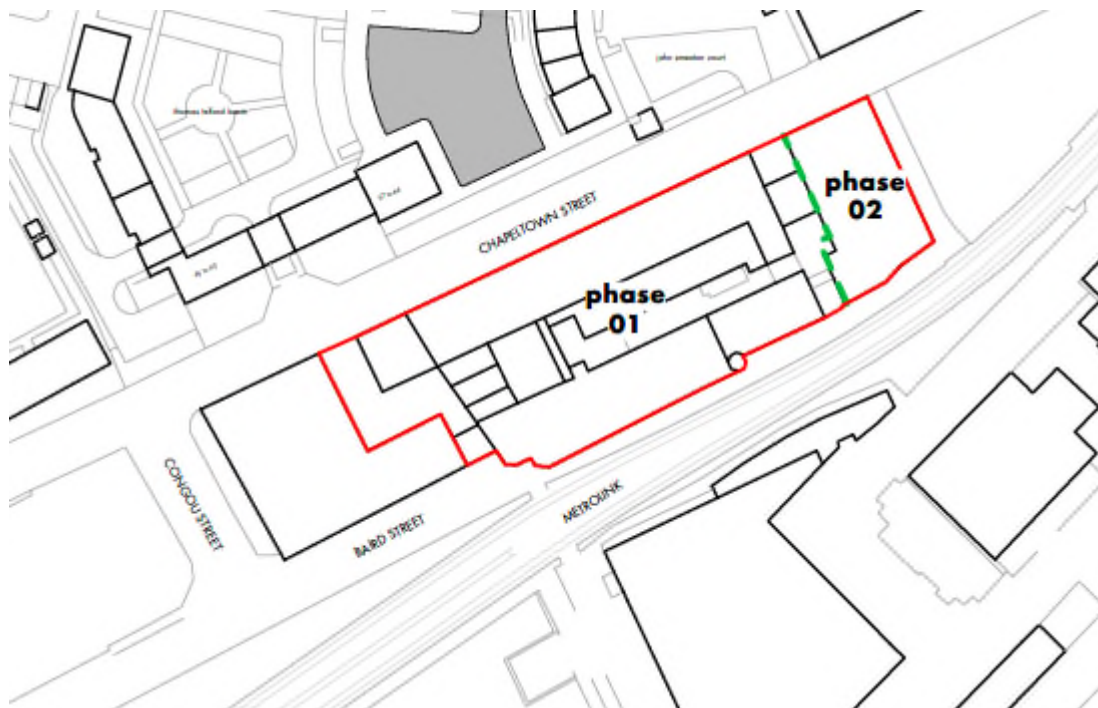
- Bring a listed building back into productive use in a central location offering immediate access to the City Centre's employment, amenities and transport networks.
- Provide high quality accommodation balancing environmental performance with the opportunity to create a unique, heritage conscious development.
- A range of economic and supply chain regeneration benefits as a result of new housing in the City Centre, including construction jobs, local recruitment, developing skills to meet employer demands, and raising aspirations among young people.
- Create a new sustainable urban neighbourhood that is distinctive in its character and which already benefits from significant levels of public investment in supporting infrastructure.
- The Applicant and design team have tested the scheme throughout the process to ensure both viability and deliverability.

- A comprehensive pre-application consultation strategy has been implemented to ensure that the design has been properly communicated and discussed, and where possible points raising during these discussions have been taken into account; and
- The proposals will create approximately 156 on-site FTE jobs over the 2 year construction programme, which is expected to be mainly construction workers on-site. The range of employment opportunities will include design and project management, as well as the core trade skills in the construction industry.

A statement of Community Consultation has been submitted in support of the application that responds to comments made at pre-application stage.

The development would be delivered in two phases with the conversion of the existing buildings being delivered first with the new build element as a second phase.

An indicative masterplan for a potential future development which would include the adjacent land owned by TFGM would utilise a staggered series of blocks that create long frontages to both Chapeltown Street and the Metrolink lines linked by a series of connecting decks and vertically expressed cores. These cores would extend the family of objects installed within the central courtyard. It should be noted that the indicative plans do not form part of this application



## CONSULTATIONS

**Publicity** – The occupiers of adjacent premises were notified of the application. The development was advertised in the local press as a major development, affecting listed buildings. Site notices were placed adjacent to the site.

1 letter of support and 2 letters of objection have been submitted. The objectors raise the following issues:

- The proposed 10 storey would be disproportionate to the surrounding dwellings and will have a negative impact on the area.
- The proposed 10 storey building would overlook the Quantum building opposite thereby infringing on the privacy of the residents.
- The 10 storey building would severely limit the amount of sunlight which the flats facing the street receive therefore negatively impacting on the quality of life of the residents.
- Concerns about the amount of noise during construction and the need to mitigate it.
- When residents bought properties within Quantum there was a policy in place that any development in the area would be low rise to keep in context with the surrounding buildings eg; Crusader Works, therefore the proposal to add a ten story building to the one in question completely runs against this policy.
- Concerns regarding the obstruction of light, overlooking and impact on privacy as the proposed new building is to be a lot higher than the building which is currently there.
- Concerns about the impact of construction noise particularly to people who work from home.

A letter was also received from the Association for Industrial Archaeology who noted the following:

- The application is for the conversion of much of this mill building complex (Blocks 1 to 3) and complete demolition of one building (Block 4). The latter is thought to have been a cotton mill. On the photographic evidence the latter has suffered a number of unattractive external alterations which have compromised its integrity, although internally its columns and jack arching do survive. Photographs of the interiors of the other Blocks (1 to 3) indicate often substantial alterations but show the survival of columns and original roof structure details.
- The current layout of Blocks 1 to 3 means that conversion to residential, although never an ideal re-use of an industrial building, does not have an adverse impact. That Block 4 is less attractive externally and therefore there is less adverse impact in its loss. However, the replacement building is ten storeys in height and care needs to be taken that this does not unduly dominate the remaining buildings.
- In the conversion of any industrial building it is essential that any features which survive from the building's former use are retained when possible in the conversion. There should be appropriate recording of the buildings in accordance with the NPPF paragraph 141.

A letter was also received from Manchester Raptor Group, whose aims are to promote the welfare of all raptors and owls breeding within Greater Manchester. They note that the mill on Chapeltown St houses the only pair of breeding Kestrels left in Manchester city centre and this year they fledged 3 young. The conversion of the mill will undoubtedly affect this pair. However, they noted that it should be

possible to erect a nestbox for the birds on the exterior of the building and their experience is that they should readily take to this.

### Places Matter

At pre application stage, the panel was very supportive of the scheme and recognised that whilst potential that exists for great change in the area the current condition and form of the buildings within the application site do present many challenges for the design team. They felt that more should be done to look at the scheme in the wider context of the area. As this will be the only building to remain there might be an opportunity to establish a new piece of open space to support the residents as construction in the area happens at the southern end of the mill buildings.

The panel questioned whether the northern entrance is in the right location and felt that more consideration should be given to where future residents will work, shop and how they will move through the neighbourhood. It was felt that a second entrance at the southern entrance could provide more direct access to the train station.

They welcomed the fact the design team is already thinking outside its red line boundary, but encouraged the team to establish a masterplan of this area that would identify where the public green space and pedestrian and cyclist movement should be and what the street and public realm treatments should be.

The courtyard concept was considered to be a strong one but they felt that as the mill buildings are of a substantial height and the courtyard is a narrow space it is essential that the sun path is understood in order to design this space to take advantage of where the sun will penetrate. Without this knowledge it will not be a destination and it may be that the courtyard would be better suited to being an enclosed atrium space.

It was considered that the solid, stair core link bridges add a further crowding to the courtyard space and the panel recommended that the landscape architect's approach should explore more design options than the current strong linear design, which the panel felt would reinforces the linearity of the space with the best approach to the courtyard design perhaps being less linear but with more diagonal or a more organic approach.

The cloister walkway concept was felt to be an appealing idea, the north facing apartments would have little sun penetration and it was felt that consideration should be given to turning these apartments into duplexes which could face south on one level at least and alternate these between cloistered floors.

It was noted that the proposed window boxes in the cloister arches would need maintenance requiring a building management that can ensure these are maintained and the panel felt it important that long term management is addressed.

It was considered that the apartments proposed in block 3 facing onto the tramline will have problems of privacy and noise and that it might be better to consider these as work units or duplex spaces providing separation directly from the street. In

addition the inclusion of individual entrances into these units might also could make them more appealing and provide a more active street frontage.

In terms of the new build element it was considered that the proposed height of the building would be disproportionate with that of the complex of mill buildings and that if the mill chimney were its original height the overall composition would work more successfully. They felt that there was a need to consider the relationship between the new and the old to ensure that the new building enhances the existing Grade II listed building as currently it is was considered to be over dominant and it was not clear how the new block relates to the existing as it does not reference it in any way. Is it for instance trying to be a new landmark.

They noted that the addition of the green triangle of land beyond the new block, at the western end of Chapeltown Street would strengthen the new building phase of the project. The tallest part of an extended development could be up against Great Ancoats Street allowing the height of buildings closer to the mill to be more in keeping with that.

The roof finishes to the block were considered to be unconvincing as it currently has a castellated effect. There could be an opportunity to create an amenity space at the top such as a roof garden.

In terms of materiality it was considered that the new building would not fit in with its surroundings either in scale or colour. Considering context, other than the surrounding brick buildings there is a Corten steel car park which works well in the varied colour and texture of the area. It was suggested that working with an artist there could be a way of reimagining the lost part of the chimney or usefully directing heliostats into the courtyard.

#### Manchester Conservation Areas and Historic Buildings Panel (Draft Comments) -

The Panel felt that the proposals seemed to be well thought out and a good response to the building.

The Panel welcomed retaining the underside of the floor exposed and observed that this treatment had been well considered.

The Panel felt that the open deck access was novel, but was concerned that it could be affected by being exposed and become tired as a result of being vulnerable to the weather. They felt that detailing such as the drainage and waterproofing needed to be well considered.

The Panel accepted the removal of the windows and the introduction of planters but queried whether this level of greening was appropriate in this type of setting. They also asked for the window linings to be well detailed.

The Panel asked for the cast iron gates to be retained and incorporated into the proposals. They also asked for the 'Jankeys' sign to be restored.

The Panel stated that the roofscape of the buildings was an important feature and was visible from a distance. They felt that the roof cut outs would be visible and their

preference would be to see the roof left intact. The Panel raised concern over the glass balustrade and said that this would be more visible than the image and drawings suggest. They would like to see this detail given more consideration.

The Panel would prefer the development to include the wedge of open space towards Great Ancoats Street as this would complete the development and allow for a more integrated design.

The Panel felt that the bridge links are an important part of the building's evolution and consideration should be given to retaining these.

The Panel would like to see an internal layout that retains and exposes as many columns as possible. It was felt that there may be further scope to expose more columns than currently shown and they asked for the applicant to explore this.

The Panel felt that the proposed new towers will dominate the space and suggested that they would benefit from having more visual interest. The Panel felt that any new materials should be of the highest quality and be very well detailed.

The Panel would like to see building 4 retained and converted if possible, rather than being demolished. They stated that this building is part of the complex and its evolution and shouldn't be dismissed so easily and would like the applicants to look at conversion rather than demolition.

Historic England – Have no comments to make and have recommended that the applications should be determined in accordance with national and local policy guidance, and on the basis of the City Council's expert conservation advice

Strategic Housing – Stated that in terms of the H8 policy in the Core Strategy and any affordable housing contributions they would not want social housing in this location. Shared ownership units might be a possibility but have proved a risk for our Registered Providers because of the difficulty of accessing mortgages for this tenure. It is often difficult to manage the service charge issues in this type of accommodation too. Therefore, should a viability assessment suggest that a financial contribution would be warranted this would be more appropriate as a commuted sum.

They assume that if there is any intention to sell units there would be the possibility of the 'Help to Buy' product, at least in the next few years, which will achieve their priority of providing access to home ownership.

The Head of Neighbourhood Services (Highway Services) – Has no objections

Head of Regulatory and Enforcement Services (Environmental Health)- Has no objections but has recommended conditions relating to the storage and disposal of refuse, acoustic insulation of the accommodation, acoustic insulation of associated plant and equipment, fume extraction and the hours during which deliveries can take place. Advice has also been given about appropriate working hours during construction.

Head of Regulatory and Enforcement Services (Contaminated Land) - Has no objections subject to a condition relating to the need to carry out a full site

investigation in respect of potential contaminated land issues relating to the proposed development and the need to submit details of appropriate remedial measures be attached to any consent granted.

Greater Manchester Ecology Unit – Have no objections subject to a condition about the need for a Bat Licence being attached to any consent granted

Head of Growth and Neighbourhood Services (Travel Change Team City Policy) - No comments received.

Greater Manchester Archaeological Unit – Note that the bulk of the historic fabric will be retained as part of the scheme. However, they also note that there will be an impact on potential below-ground archaeological remains for areas of new build and recommend that a programme of archaeological mitigation should be put in place for this. GMAAS consider that a scheme of trial trenching, targeted excavation, and a watching brief would be appropriate and these works can be secured by condition.

There will also be loss of historic fabric due to demolition, such as building 4 and structures within the courtyard, as well as stripping out works – which may also reveal previously hidden features and fabric of historical and architectural interest. GMAAS recommend that a historic building survey is undertaken to record in detail the elements that will be removed as part of the proposals and have requested a targeted watching brief to record significant fabric that might be revealed as part of the stripping out/refurbishment works which should be secured by condition.

They note that a communal/event space will be created by opening up the blocked arcades and recommend that this space is used for displays to celebrate and explain the site's heritage.

Environment Agency - Have no objections but have recommended conditions to mitigate the risks to adjacent ground and controlled waters.

Greater Manchester Police (Design for Security) – Have no objections subject to the recommendations of the Crime Impact Assessment being implemented.

Transport for Greater Manchester – Have no objections subject to a them being consulted on a Construction Management Plan (to be a condition of any consent granted) as a result of the proximity of the site to the Metrolink.

United Utilities - Have no objection but have made comments in relation to drainage and water supply (which have been passed to the applicant) and have recommended that specific conditions are included in any planning permission granted to ensure that no surface water is discharged either directly or indirectly to the combined sewer network and that the site must be drained on a separate system, with only foul drainage connected into the foul sewer

Flood Risk Management Team – Note that the applicant has prepared a drainage statement in support of their planning application. They state that further consideration should be given to how the drainage systems at the site would work in order to prevent surface water run off along with examination of the implementation of sustainable urban drainage principles at the site and their future management.



They recommend that conditions to agree and verify the achievement of these objectives should be attached to any consent granted.

## **ISSUES**

### **Local Development Framework**

The principal document within the framework is **The Core Strategy Development Plan Document 2012 -2027** ("the Core Strategy") which was adopted on 11 July 2012 and is the key document in Manchester's Local Development Framework. It sets out the long term strategic planning policies for Manchester's future development.

The proposals are considered to be consistent with the following Core Strategy Policies SP1, CC3, H1, H8, CC2, CC5, CC6, CC7, CC8, CC9, CC10, T1, T2, EN1, EN2, EN3, EN4, EN6, EN8, EN9, EN11, EN14, EN15, EN16, EN17, EN18, EN19, DM1 and PA1 for the reasons set out below.

### **Saved UDP Policies**

Whilst the Core Strategy has now been adopted, some UDP policies have been saved. The proposal is considered to be consistent with the following saved UDP policies DC19.1, DC20 and DC26 for the reasons set out below.

Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents. The adopted Core Strategy contains a number of Strategic Spatial Objectives that form the basis of its policies:

SO1. Spatial Principles - provides a framework within which the sustainable development of the City can contribute to halting climate change. This development would be in a highly accessible location and reduce the need to travel by private car.

SO2. Economy - supports further significant improvement of the City's economic performance and seeks to spread the benefits of growth across the City to reduce economic, environmental and social disparities, and to help create inclusive sustainable communities. The scheme would provide new jobs during construction and would provide housing near to employment opportunities.

SO3 Housing - supports a significant increase in high quality housing provision at sustainable locations throughout the City, to address demographic needs and support economic growth. Manchester's population grew by 20% between 2001 and 2011 demonstrating the attraction of the city and the strength of its economy. The economic growth requires the provision of well located housing in attractive places for prospective workers so that they can contribute positively to the economy.

SO5. Transport - seeks to improve the physical connectivity of the City, through sustainable transport networks, to enhance its functioning and competitiveness and provide access to jobs, education, services, retail, leisure and recreation. This development would be in a highly accessible location, close to all modes of public

transport and would reduce the need to travel by private car and make the most effective use of existing public transport facilities.

S06. Environment - the development would be consistent with the aim of seeking to protect and enhance both the natural and built environment of the City and ensure the sustainable use of natural resources in order to:

- mitigate and adapt to climate change;
- support biodiversity and wildlife;
- improve air, water and land quality; and
- improve recreational opportunities;
- and ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

### **Relevant National Policy**

The National Planning Policy Framework sets out the Government's planning policies for England and how these are expected to apply. It aims to promote sustainable development. The Government states that sustainable development has an economic role, a social role and an environmental role (paragraphs 6 & 7). Paragraphs 11, 12, 13 and 14 of the NPPF outline a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan. Paragraph 12 states that:

"Proposed development that accords with an up-to-date Local Plan should be approved and proposed development that conflicts should be refused unless other material considerations indicate otherwise."

The proposed development is considered to be consistent with sections 1, 2, 4, 6, 7, 10, 11 and 12 of the NPPF for the reasons outlined below.

NPPF Section 1 - Building a strong and competitive economy and Core Strategy Policy SP 1 (Spatial Principles), Policy CC1 (Primary Economic Development Focus - City Centre and Fringe), CC8 (Change and Renewal)– The proposal would convert and develop an existing underutilised building complex and provide a high-quality development. The development would be highly sustainable and consistent with the aim of bringing forward economic and commercial development, alongside high quality city living within the Regional Centre, in a location which would reduce the need to travel. This would create employment during construction and the building management on completion and therefore assist in building a strong economy. It would complement the well established community within this part of the City Centre and contribute to the local economy through residents use of local facilities and services.

The development would make a positive contribution to neighbourhoods of choice by enhancing the built and natural environment and creating a well designed place that would enhance and create character and provide good access to sustainable transport provision and maximise the potential of the City's transport infrastructure.

NPPF Section 2 Ensuring the Vitality of Town Centres and Core Strategy Policies SP 1 (Spatial Principles) - One of the spatial principles is that the Regional Centre will be the focus for economic and commercial development, leisure and cultural activity, alongside high quality city living. The proposal fully accords with the aims of this Policy. It would contribute to the creation of a neighbourhood which would help to attract and retain a diverse labour market. This would support GM's growth objectives by delivering appropriate housing to meet the demands of a growing economy and population, adjacent to a major employment centre in a well-connected location and therefore would assist in the promotion of sustained economic growth.

NPPF Section 4 Promoting Sustainable Transport, Core Strategy Policies CC5 (Transport), T1 Sustainable Transport and T2 Accessible Areas of Opportunity and Need - The proposals are in a highly accessible location close to Piccadilly Station, tram stops and Metroshuttle routes and therefore should exploit opportunities for the use of sustainable transport modes. A Travel Plan would facilitate sustainable patterns of transport use and the City Centre location would minimise journey lengths for employment, shopping, leisure, education and other activities. The proposal would contribute to wider sustainability and health objectives and give people a real choice about how they travel and help to connect residents to jobs, local facilities and open space. It would help to improve air quality and should encourage modal shift away from car travel to more sustainable alternatives. The development would also include improvements to pedestrian routes and the pedestrian environment which would prioritise pedestrian and disabled people, cyclists and public transport.

NPPF Section 6 (Delivering a wide choice of high quality homes), Core Strategy Policies CC3 Housing, CC7 (Mixed Use Development), Policy H1 (Overall Housing Provision), Policy H8 (Affordable Housing) and Policy CC10 A Place of Everyone. - The proposal would provide an efficient, high-density development in a sustainable location within the heart of the City Centre. The apartments would appeal to a wide range of people from young single people and young families to older singles and couples. The scheme would provide a range of accommodation sizes and types and help to create sustainable, inclusive and mixed communities within this part of the City Centre.

Manchester's economy is growing post-recession and significant investment in housing is required in locations that would support and sustain this growth. The City Centre is the biggest source of jobs in the region and this proposal would provide suitable accommodation to support the growing economy and contribute to the creation of a sustainable, inclusive, mixed and vibrant community.

It is expected that a minimum of 16,500 new homes will be provided within the City Centre from 2010-2027 and this scheme would contribute to meeting the overall housing targets identified for the City Centre within the Core Strategy.

The development would contribute towards an ambition that 90% of new housing would be built on brownfield sites and have a positive impact on the built environment of the surrounding area. The proposed development has been designed to seek to minimise potential for loss of privacy.

A Viability Appraisal has been submitted to consider the potential for the proposed development to contribute towards affordable housing within the city. The appraisal demonstrates that the proposed scheme is viable and capable of being delivered; however, the submitted appraisal concludes that the development cannot support affordable housing. The reasons for this are discussed in more detail below.

NPPF Sections 7 (Requiring Good Design), and 12 (Conserving and Enhancing the Historic Environment), Core Strategy Policies EN1 (Design Principles and Strategic Character Areas), EN2 (Tall Buildings), CC6 (City Centre High Density Development), CC9 (Design and Heritage), EN3 (Heritage) and saved UDP Policy DC19.1 (Listed Buildings) - The proposed development would be a high density development and maximise the efficient use of land and is considered to be appropriate to the City Centre context. The new building proposed within the development would not be classified as a tall building within its local context. The conversion scheme and new build element would be of a high quality and would help to raise the standard of design more generally in the area. The proposed new block would have a similar footprint to the existing building which it would replace and is considered to be appropriately located within the site. The development would contribute positively to sustainability, contribute positively to place making and would bring significant regeneration benefits whilst its integration into the natural and built environment would improve connections with local communities.

The proposal involves a good quality design, and would result in development which would enhance the character of the area and the overall image of Manchester. Within the constraints of not adversely harming the character or fabric of the listed building the design responds positively at street level and would provide place making elements and improvements to the public realm which would result in improvements to the City's permeability. The positive aspects of the design of the proposals are discussed in more detail below.

The application submission also includes a Heritage Appraisal this notes that the existing site condition has a negative impact on the character of the heritage assets, and as such, the proposed reuse of the building complex and the demolition of building 4 and replacement building would have a positive impact on the character, fabric and setting of the listed buildings which is considered to be acceptable when balanced by the beneficial aspects of the overall improvements to the current negative image of the site.

It is considered that demolition of building 4 has been fully demonstrated within the context of considerations of its relative heritage value and the wider overall viability of the development. These aspects of the proposals are discussed in more detail below.

The proposals would not result in any significant harm to the character or fabric of the listed or curtilage buildings and the proposed development would preserve the character and significance of the Heritage Assets whilst having a beneficial impact on the visual appearance of the surrounding area, thus ensuring compliance with local and national policies relating to Heritage Assets. It is also noted that the quality and design of the proposed building would sustain the heritage value of identified heritage assets.

Saved UDP Policy DC20 (Archaeology) - Consideration of the application has had regard to the desirability of securing the preservation of sites of archaeological interest.

Section 10 (Meeting the challenge of climate change, flooding and coastal change), Core Strategy Policies EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon) EN6 (Target Framework for CO2 reductions from low or zero carbon energy supplies), EN 8 (Adaptation to Climate Change), EN14 (Flood Risk) and DM1 (Development Management- Breeam requirements) -The application site is in a highly sustainable location. The Environmental Standards Statement submitted with the application demonstrates that the development would accord with a wide range of principles intended to promote the responsible development of energy efficient buildings integrating sustainable technologies from conception, through feasibility, design and build stages and also in operation. The proposed development would follow the principles of the Energy Hierarchy to reduce CO2 emissions. The application is supported by an Energy Statement, which sets out how the proposals would meet the requirements of the target framework for CO2 reductions from low or zero carbon energy supplies.

The buildings would be in a highly sustainable location and the residential element of the development would exceed the CO2 reduction emission targets in part L of the 2013 Building Regulations with the new build element have a reduced energy usage in excess of 20%.

The application sites lies within Flood zone 1 and is deemed to be classified as a low risk site.

Details submitted with the application set out how the development complies with the requirements for new development to minimise surface water run-off including through Sustainable Urban Drainage Systems (SUDS) and appropriate use of green infrastructure.

NPPF Section 11 (Conserving and enhancing the natural environment), Core Strategy Policies EN 9 (Green Infrastructure), EN15 ( Biodiversity and Geological Conservation), EN 16 (Air Quality), Policy EN 17 (Water Quality) Policy EN 18 (Contaminated Land and Ground Stability) and EN19 (Waste) - NPPF Section 11 (Conserving and enhancing the natural environment), Core Strategy Policies EN 9 (Green Infrastructure), EN15 ( Biodiversity and Geological Conservation), EN 16 (Air Quality), Policy EN 17 (Water Quality) Policy EN 18 (Contaminated Land and Ground Stability) and EN19 (Waste) - Information submitted with the application has considered the potential risk of various forms of pollution, including ground conditions, air and water quality, noise and vibration, waste and biodiversity and has demonstrated that the application proposals would not have any significant adverse impacts in respect of pollution. Surface water run-off and ground water contamination would be minimised.

There is no conclusive evidence of any specifically protected species regularly occurring on the site or the surrounding areas which would be negatively affected by site development following the mitigation proposed. A Bat Survey was submitted with the application and this concluded that no foraging or commuting habitat would be

lost as a result of the proposals nor would the new roosts be at any further distance from foraging places. Mitigation proposals have been recommended as the most productive way forward that will retain and enhance opportunities for the crevice dwelling Pipistrelle bat.

The development would be consistent with the principles of waste hierarchy. In addition the application is accompanied by a Waste Management Strategy which details the measures that would be undertaken to minimise the production of waste both during construction and operation. The Strategy states that coordination through the onsite management team would ensure the various waste streams throughout the development are appropriately managed.

Policy DM 1- Development Management - Outlines a range of general issues that all development should have regard to and of these, the following issues are or relevance to this proposal:-

- appropriate siting, layout, scale, form, massing, materials and detail;
- design for health;
- adequacy of internal accommodation and amenity space.
- impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- that development should have regard to the character of the surrounding area;
- effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- accessibility to buildings, neighbourhoods and sustainable transport modes;
- impact on safety, crime prevention and health; adequacy of internal accommodation, external amenity space, refuse storage and collection, vehicular access and car parking; and
- impact on biodiversity, landscape, archaeological or built heritage, green Infrastructure and flood risk and drainage.

The above issues are considered in detail in below.

Policy PA1 Developer Contributions - This is discussed in the section on Viability and Affordable Housing Provision below

DC26.1 and DC26.5 (Development and Noise) - Details how the development management process should be used to reduce the impact of noise on people living and working in the City stating that this will include consideration of the impact that development proposals which are likely to be generators of noise will have on amenity and requiring where necessary, high levels of noise insulation in new development as well as noise barriers where this is appropriate This is discussed below.

#### Other relevant National Policy

Section 16 (2) of Listed Building Act provides that “in considering whether to grant listed building consent for any works to a listed building, the local planning authority

or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses

Section 66 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

In relation to the above and in terms of the NPPF the following should also be noted:

Paragraph 131 - Advises that in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation; the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 132 - Advises that any harm to or loss of a designated heritage asset should require clear and convincing justification. Substantial harm or loss should be exceptional and substantial harm to or loss of designated heritage assets of the highest significance, including grade I and II\* listed buildings should be wholly exceptional.

Paragraph 133 - Advises that local planning authorities should refuse consent for proposals that will lead to substantial harm to or total loss of significance of a designated heritage asset, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss. This is essentially a matter of judgement and will depend on the weight that is attached by decision makers and consultees to the various issues.

Paragraph 134 - Advises that where proposals will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

The proposals would result in a high quality refurbishment and re-use of currently under utilised listed buildings which in terms of appearance are currently in a poor condition as well delivering a complementary new build element of an appropriate urban scale resulting in an overall development which would make a positive contribution to the townscape. The proposal would have a beneficial impact on the architectural and historical character of the listed Crusader Works

The positive aspects of the design of the proposals, the compliance of the proposals with the above sections of the NPPF and consideration of the comments made by Historic England is fully evaluated and addressed in the report below.

S149 Equality Act 2010 provides that in the exercise of all its functions the Council must have regard to the need to eliminate discrimination, advance equality of

opportunity and foster good relations between person who share a relevant protected characteristic and those who do not. This includes taking steps to minimise disadvantages suffered by persons sharing a protect characteristic and to encourage that group to participate in public life. Disability is a protected characteristic.

S17 Crime and Disorder Act 1998 provides that in the exercise of its planning functions the Council shall have regard to the need to do all that it reasonably can to prevent crime and disorder.

### **Other Relevant City Council Policy Documents**

Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (April 2007) - Part 1 of the SPD sets out the design principles and standards that the City Council expects new development to achieve, i.e. high quality developments that are safe, secure and accessible to all. It seeks development of an appropriate height having regard to location, character of the area and specific site circumstances and local effects, such as microclimatic ones. For the reasons set out later in this report the proposals would be consistent with these principles and standards.

Draft Manchester Residential Quality Guidance (July 2016) – On 29<sup>th</sup> June 2016 the City Council's Executive Committee has agreed the draft Manchester Residential Quality Guidance for consultation. As such, the document is material planning consideration in the determination of planning applications and weight should be given to this document in decision making. However, given that this document is only at the consultation stage the weight that can be given to it should be more limited than that of the adopted documents.

The purpose of the document is to outline the consideration, qualities and opportunities that will help to deliver high quality residential development as part of successful and sustainable neighbourhoods across Manchester. Above all the guidance seeks to ensure that Manchester can become a City of high quality residential neighbourhood and a place for everyone to live.

The document outlines nine components that combine to deliver high quality residential development, and through safe, inviting neighbourhoods where people want to live. These nine components are as follows:

- Make it Manchester;
- Make it bring people together;
- Make it animate street and spaces;
- Make it easy to get around;
- Make it work with the landscape;
- Make it practical;
- Make it future proof;
- Make it a home; and
- Make it happen.



It is considered that the proposals are broadly in keeping with the aims and objectives set out in the draft guidance, compliance with which is set out within the considerations of the merits of the proposals as set out below.

In terms of space standards Space Standards - The draft "Manchester Residential Quality Guidance" document seeks to underpin the City Council's ambition to create sustainable and popular neighbourhoods where people want to live and, at the same time, to contribute to raising the quality of life in the city. The draft document seeks to provide clear direction to all those involved in the development of, the construction of and the management of new homes in the city.

As a basis for assessing new residential developments in Manchester, in March 2015 the Executive Committee adopted on an interim basis, the London Housing Design Guide Space standards, pending the preparation of specific guidance for the City. The new London standards and guidance are intended to encourage provision of enough space in dwellings to ensure homes can be flexibly used by a range of residents. They also aim to ensure that space can be sensibly allocated to different functions, with adequate room sizes and storage integrated into the planning.

The draft Manchester Residential Quality Guidance document now provides specific guidance for Manchester and includes a section on the consideration of space and daylight. The guide states that space standards within dwellings should comply with the National Described Space Standards as a minimum. In assessing space standards for a particular development, consideration needs to be the planning and laying out of the home and the manner in which its design creates distinct and adequate spaces for living, sleeping, kitchens, bathrooms and storage. The size of rooms should be sufficient to allow users adequate space to move around comfortably, anticipating and accommodating changing needs and circumstances.

The National Described Space Standards set out minimum gross internal areas (GIA) for new homes. This is based on the number of occupants the dwelling is designed to accommodate and the number of storeys within a dwelling. For example, in a development containing typical apartments, a 1-person apartment (open plan studio) would be expected to have a minimum GIA of 37 sq.m and a 1-bed, 2-person apartment would have a minimum GIA of 50 sq.m. These recommendations include an allowance for storage and circulation.

99% of the scheme would be compliant with the National Space Standards. 2 of the apartments would not comply due to constraints associated with the character of the existing listed building relating to window positions, the variable widths of each building and setting out constraints within the existing building and the need to reconcile these with the overall space compliance requirements.

HS2 Masterplan and SRF - The Application Site falls within the area subject to the Piccadilly and HS2 Masterplan. The Masterplan forms part of Strategic Regeneration Framework (SRF) endorsed by Manchester City Council's Executive Committee as a material planning consideration.

The purpose of the Masterplan is to set out a framework to ensure that the City is able to capitalise on the development opportunities presented by the arrival of HS2

and resulting expansion of Piccadilly Station which have the potential to transform the eastern swathe of the City Centre. This area of the city will support the next phase of growth in Manchester and enhance the City's productivity in the process. The Masterplan's vision is to use HS2 as a catalyst for the creation of a new high quality urban neighbourhood containing a mix of retail, leisure, commercial and residential uses with high quality public open space. This new neighbourhood will contribute positively to the delivery of Manchester City Council's strategic regeneration objectives and will increase connectivity between the City Centre and communities to the east. The HS2 Strategic Regeneration Framework seeks to deliver:

- Improved connectivity associated with a best in class multimodal transport hub.
- 4,500 new homes.
- 625,000 sq. m. of commercial office space.
- 100,000 sq. m. of retail space.
- 1,000 new hotel rooms.
- The creation of numerous high quality public spaces.
- A string of cultural and community use buildings.

Initial estimates suggest that development on and around the new Station could support over 3,000 housing units and almost 30,000 jobs and the application site has the potential to capitalise on this future accessibility and investment and it will play a key role in strengthening connectivity between the city centre as whole and the major new international transport node at Piccadilly

The Site falls within the Piccadilly Central area; an area proposed for large office developments around public squares; with high-rise residential towers and a new city park. It also sits on the border of the East Village area; proposed for mixed use development with a residential focus around the canal basins. The proposed land uses in the HS2 SRF do not allocate a particular use for the Application Site but the buildings are recognised as a heritage asset and any plans for the area therefore will fully take into account the presence and character of the listed buildings and their significance in helping to define a unique sense of place in the future.

With excellent transport connections, a variety of nearby heritage assets, new development sites and its proximity to both the core of the City Centre and large residential neighbourhoods of New Islington and Miles Platting to the north, the HS2 SRF Area and the Application Site presents a key strategic location for future development in the City Centre.

The proposed development would deliver much needed residential units to the City Centre and social capital to further complement the HS2 SRF. The proposals reside within the centre of this expansive regeneration scheme, to the east of the station and would enhance the eastern gateway of Manchester, an important regeneration priority district, whilst preserving the local heritage of the area.

The design of the scheme in particular the bold colours of the circulation cores and extended core on the new building would contribute to waymarking and visual orientation within the wider area.

Ancoats and New Islington NDF - The priorities for this area include; encouraging redevelopment of vacant and underutilised sites for residential, commercial and service uses and encouraging development that is massed to provide spatial definition along Great Ancoats Street. The proposed development would be consistent with those objectives.

Manchester City Centre Strategic Plan- The Strategic Plan 2015-2018 updates the 2009-2012 plan and seeks to shape the activity that will ensure the city centre continues to consolidate its role as a major economic and cultural asset for Greater Manchester and the North of England. It sets out the strategic action required to work towards achieving this over the period of the plan, updates the vision for the city centre within the current economic and strategic context, outlines the direction of travel and key priorities over the next few years in each of the city centre neighbourhoods and describe the partnerships in place to deliver those priorities.

The application site lies within the area identified in the document as Piccadilly an area identified as having the potential for unrivalled major transformation over the coming years due to the additional investment at Piccadilly Station provided by HS2 and the Northern Hub which represents a unique opportunity to transform and regenerate the eastern gateway to the city centre, defining a new sense of place and providing important connectivity and opportunities to major regeneration areas in the east of the city. The proposals would be in keeping with the vision for the area contained in the Strategic Plan and would also deliver the improved linkages and connections with the residential neighbourhoods of Ancoats and New Islington that the plan aspires to.

Central Manchester Strategic Regeneration Framework - This Strategic Regeneration Framework sets a spatial framework for Central Manchester within which investment can be planned and guided in order to make the greatest possible contribution to the City's social, economic and other objectives and identifies the Southern Gateway area, within which the Site sits, as one of the main opportunities that will underpin the Framework, which is extremely important for Central Manchester, the city as a whole and the surrounding area.

The application proposals will contribute significantly to achieving several of the key objectives that are set out in the Framework, as follows:

“A renewed urban environment”

- the development would in turn transform the character of the site and have a positive impact on Central Manchester as a whole relationship between Central Manchester, the City Centre and other key employment areas”
- the development would significantly enhance connectivity between the site, the City Centre and other surrounding areas particularly through the resultant increase in footfall, thus assisting in the future growth and regeneration of these areas.

“Making Central Manchester an attractive place for employer investment”

- In providing residential accommodation, the development will  
“Changing the image of Central Manchester”
- in addition to the high aesthetic design quality of the proposed building and the reused listed buildings would help create the “sense of place” so that it becomes a recognisable heart of a distinctive new neighbourhood that has a positive impact on the image of Central Manchester as a whole.

Residential Growth Strategy (2016) – This recognises the critical relationship between housing and economic growth. Manchester City Council began a process of developing a strategy to support residential growth by preparing a Residential Growth Prospectus (approved in draft by the Council’s Executive Committee on 18 June 2013). The starting point of this document was the urgent need to build more new homes for sale and rent to meet future demands from the growing population. It looked to address undersupply and in particular the development impasse, that had until recently been evident in the ‘downturn’ years across all house types and tenures in the City.

A key aspect of the Council’s supporting interventions is to ensure that the local planning framework provides the appropriate support for residential growth. Housing is one of the key Spatial Objectives of the adopted Core Strategy and through this the City Council aims to provide for a significant increase in high quality housing at sustainable locations and the creation of high quality neighbourhoods with a strong sense of place.

In the wake of the transformational Devolution Agreement in November 2015, which provided a framework for new housing related powers and a £300m recyclable housing fund for Greater Manchester, an updated Residential Growth Strategy was endorsed for consultation by the Council’s Executive in November 2015 and thereafter formally adopted at the March 2016 Executive. The Strategy sets Out a number of housing growth priorities to meet the City’s ambitions for sustainable growth in terms appropriate locations, type, quality and sustainability credentials as well as anticipating 25,000 homes will be built over the next ten years from 2015 until 2025.

The proposed development would contribute to achieving the above targets and growth priorities.

Stronger Together: Greater Manchester Strategy 2013 - This is the sustainable community strategy for the Greater Manchester City Region. It was originally prepared in 2009 as a response to the Manchester Independent Economic Review (MIER) which identified Manchester as the best placed city outside London to increase its long term growth rate based on its size and productive potential. This sets out a vision for Greater Manchester where by 2020, the City Region will have pioneered a new model for sustainable economic growth based around a more connected, talented and greener City Region, where all its residents are able to contribute to and benefit from sustained prosperity and a high quality of life.

The proposed residential development of the application site will clearly support and align with the overarching programmes being promoted by the City Region via the GM Strategy.

The prospectus acknowledges the urgent need to build more new homes for sale and rent to meet future demands from the growing population and to address undersupply. The core principle running through the document is that there is a requirement to build more new homes in order to support future growth and the demands of a growing economy and population and the Council is actively looking to adopt measures to enable this. The proposals represent an opportunity to partially address these requirements adjacent to a major employment centre and in a well-connected location,

The GM Strategy sets out a programme of vigorous collective action based on reforming public services and driving sustainable economic growth to deliver prosperity for all. By supporting new residential development at the Site, a number of the GM Strategy's key growth priorities will be met, including:

- Creating the places and spaces that will nurture success;
- Stimulating and reshaping our housing market;
- Crafting a plan for growth and infrastructure ; and

## **Other National Planning Legislation**

### **Legislative requirements**

Section 66 of the Listed Building Act 1990 provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

S149 Equality Act 2010 provides that in the exercise of all its functions the Council must have regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations between person who share a relevant protected characteristic and those who do not. This includes taking steps to minimise disadvantages suffered by persons sharing a protect characteristic and to encourage that group to participate in public life. Disability is a protected characteristic.

S17 Crime and Disorder Act 1998 provides that in the exercise of its planning functions the Council shall have regard to the need to do all that it reasonably can to prevent crime and disorder.

**Environmental Impact Assessment. The proposal does not fall within Schedules 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 (as amended 2011)**

The proposal does not fall within Schedules 1 or 2 of the Town and Country Planning (Environmental Impact Assessment) (England and Wales) Regulations 1999 (as amended 2011)

The Town and Country Planning (Environmental Impact Assessment) (Amendment) Regulations 2015, which raised the thresholds for screening of industrial estate and urban development projects to determine the need for Environmental Impact Assessment (EIA). The number of apartments proposed does exceed the thresholds set out in Schedule 2b(iii) that would require the application to be the subject of a Screening Opinion in addition. In addition Schedule 4 of the EIA Regulations requires consideration of a proposed development cumulatively with other development.

This planning application was therefore the subject of a pre-application Screening Opinion for an Environmental Assessment in relation to Schedules 2 (iii), 3 and 4 of the EIA Regulations.

The Screening Opinion concluded that as the scale of the development is appropriate for a City Centre context, that it would reuse a previously developed site, allow greater use of public transport, would improve conditions for pedestrians, would assist regeneration of the City, is unlikely to result in significant or unusual adverse impact for local residents, that the impact of the development would not have more than a local impact and would support the City's objectives of making the City Centre a better place to live, shop, invest, and visit and that as such the scheme is not likely to have significant effects. Taking into account the submitted information and the EIA guidance thresholds it was Manchester City Council's formal opinion that an EIA was not required to support the proposed development.

## **ISSUES**

### **The Schemes Contribution to Regeneration**

Regeneration is an important planning consideration. The City Centre is the primary economic driver of the region and is crucial to its longer term economic success. There is an important link between economic growth, regeneration and the provision of new housing and as the national economy has entered a new growth cycle, it is essential that new homes are provided.

The buildings on site currently have a run down appearance and appear to be in a poor condition. This along with the low levels of usage mean that there is a general appearance of inactivity and dilapidation on a prominent site adjacent to key transport links.

The Piccadilly Area has been transformed over the past decade through significant levels of public and private sector investment and major redevelopment has taken place at Piccadilly Gardens, Piccadilly Basin, Piccadilly Station, Piccadilly Triangle and the former Employment Exchange on Aytoun Street. The HS2 Masterplan and SRF's aims to create a high quality urban neighbourhood containing a mix of commercial, residential leisure and retail uses with high quality public open space. This new neighbourhood should contribute positively to the delivery of these strategic regeneration objectives and increase connectivity between the City Centre and

communities to the east. The proposed development would be consistent with these objectives and continue the transformation of the Piccadilly Area. It would complement the stable and successful residential accommodation at Piccadilly Village, Quantum and New Islington.

Manchester's population is expected to increase by 100,000 by 2030, and together with trends and changes in household formation this will result in an increase in demand for more housing. An additional 60,000 new homes are expected to be required over the next 20 years (3,000 per annum). Manchester's Residential Growth Strategy (2016) sets a target of building 25,000 new homes over the next ten years up until 2025. The proposed development would contribute to meeting that need within part of the City Centre which has been identified as being suitable for new residential development. The quality and mix of the product, and the size of the apartments, has been designed to appeal to a range of potential occupiers.

The scheme would be consistent with a number of the GM Strategy's key growth priorities by delivering appropriate housing to meet the demands of a growing economy and population, adjacent to the city centre. It would therefore help to promote sustainable economic growth.

The development would therefore form part of the next phase of this area's transformation, building upon initiatives which have already secured improvements within Piccadilly. This would help to deliver the areas full potential, alongside new opportunities that will begin to emerge as a result of HS2.

The redevelopment of the site would make a substantial contribution to the economy and provide much needed housing in the city centre. It would create employment during construction along with permanent employment from the proposed uses and deliver housing that would help to support the creation and retention of talent in the city, particularly the graduate market. The high quality development proposed would contribute to the creation of a sustainable neighbourhood in this part of the City Centre.

Given the above, the proposed development would be consistent with the HS2 Masterplan and SRF, with the objectives of the Central Manchester Regeneration Framework and the City Centre Strategic Plan and would complement and build upon Manchester City Council's current and planned regeneration initiatives, and as such would be consistent with sections 1 and 2 of the National Planning Policy Framework, and Core Strategy policies H1, SP1, EC1, CC1, CC3, CC4, CC7, CC8, CC10, EN1 and DM1.

### **Viability and affordable housing provision**

The NPPG provides guidance for applicants and Councils stating that decision-taking does not normally require consideration of viability. However, where the deliverability of the development may be compromised by the scale of planning obligations and other costs, a viability assessment may be necessary.

The NPPG sets out in relation to brownfield sites, that Local Planning Authorities should seek to work with interested parties to promote their redevelopment. To

incentivise the bringing back into use of brownfield sites, Local Planning Authorities should:

- Consider the different funding mechanisms available to them to cover potential costs of bringing such sites back into use; and
- Take a flexible approach in seeking levels of planning obligations and other contributions to ensure that the combined total impact does not make a site unviable.

Policy H8 of the Core Strategy requires that consideration be given to the provision of affordable housing within all new residential developments on site of 0.3 hectares and above or where 15 or more units are proposed for development to contribute to the City-wide target for 20% of new housing provision to be affordable.

The supporting SPD to this policy states that there are exemptions to the policy where either a financial viability assessment is conducted that demonstrates that it is not viable to deliver affordable housing or a proportion, or where material considerations indicate that intermediate or social rented housing would be inappropriate.

The criteria that might qualify development for exemptions that are of relevance in this instance include:

- that inclusion of affordable housing would prejudice the achievement of other important planning or regeneration objectives which are included within existing Strategic Regeneration Framework, planning frameworks or other Council approved programmes.
- It would financially undermine significant development proposals critical to economic growth within the City;
- The financial impact of the provision of affordable housing, combined with other planning obligations would affect scheme viability.

The high quality accommodation proposed would be suitable for a range of occupiers including young people (including those wanting to share a property), couples and families and would comply with policy. Strategic Housing have stated that should a viability assessment suggest that a financial contribution would be warranted this would be more appropriate as a commuted sum.

The applicant has provided a viability appraisal for the development which has been assessed and demonstrates that the proposed scheme is viable, in its current form, and is capable of being delivered. A high quality residential development in this key regeneration area with units of various sizes, would assist in diversifying the housing market in the City Centre and would deliver substantial regeneration benefits by developing an under used site which detracts from the vitality and viability of the area.



The site is currently underutilised and has been in a poor condition for some time and as a consequence of its current condition significant investment in the repair of the historic fabric and the removal of elements that detract from its special architectural and historic interest is now required to provide a higher value and sustainable use to support the long-term maintenance and occupancy of these listed buildings. There are also abnormal development costs associated with the conversion of a listed building that have been taken into account within the context of considerations about viability.

The type of housing offer would compliment the housing market in this area and is consistent with the approved Strategic Regeneration Frameworks. The proposal is in accordance with the Councils approved guidance in relation to affordable housing policies H8 and PA1.

### **Space Standards**

99% of the apartments would meet or exceed the City Councils interim guidance and the apartments would offer with good quantities of natural light, enhanced floor to ceiling heights and on site amenity space.

### **Design Issues and Architectural Quality**

The design would be compatible with the robust, industrial character of the listed buildings that make up the majority of the application site.



**New Building 4** - Whilst the new build element would be taller than adjacent buildings, it has to be recognised that the area will change over the coming years and the height is considered to be appropriate in the revised context that has been created by endorsement of the regeneration framework. The height would be consistent with those indicated in the HS2 Masterplan and would relate to the changing scale of development that has been supported more recently in order to deliver housing growth objectives such as at Oxygen on Store Street at 31storeys.

Development at this site should encourage the extension of the City Centre northwards as required in the City Centre Strategic Plan and planning policies. It would improve legibility, contribute to place making and deliver design quality that would complement the ongoing regeneration of Ancoats and New Islington.

The concrete frame of the new building would be expressed externally across all elevations to reflect the industrial nature of the listed buildings. The design would contain double storey height panels of grey brickwork, interspersed with full height windows and columns of coloured panels that relate to the new series of interventions across the whole development.

The new concrete frame generated by the existing brickwork / window grid of the existing Chapeltown Street wall would have an overlarge ground floor so that horizontal members could align with existing floor plates to the Building 2 elevation and strengthen the visual relationship between them. The frame would contain both glazed and solid coloured opening lights interspersed with columns of blue / grey brickwork of a similar tone to those used on the Quantum elevations opposite and this would contrast to the red brick that predominates in the immediate area and reinforce that this is a modern extension to the listed complex.

The exposed concrete frame would be expressed on alternate floors to moderate the building's scale. The central core would be extended at roof level by 2.6m and the use of yellow panelling would provide a strong visual linkage that would reference similar vertical elements projecting above the roofline of the Mill Blocks providing cohesion whilst identifying the different components as a single development.

The scale and robustness of the existing buildings on Chapeltown Street is reflected in the new building. Each elevation of Building 4 would be modelled through the use of materials and structure. The frame would project 200mm beyond the brickwork columns and windows would be set back by 100mm. New window design in Block 2 would match those of the new building. Brickwork panels would be broken down by the introduction of columns of windows. The central column of windows would be translucent to emphasise the solidity of the masonry. Internal exposed concrete soffits would respond to the industrial nature of the existing buildings. The top floor would incorporate roof garden space for residents that would have privacy screens to avoid overlooking and create separation between apartments.

The proposed new build would create value to assist with repair costs to the listed mill building ensuring this is restored and reused. A condition requiring samples of materials, details of jointing and fixing and a strategy for quality control would be attached to any permission granted. It is considered therefore, that in terms of Block 4, the proposals would result in high quality building that would be appropriate to its context.

**Listed Buildings** – The specific impact of the proposals on the significance of the principle listed buildings that lie within the application site and their architectural and historical significance is discussed in detail in the section below. The design has been carefully considered to address the challenges associated with re-using historic buildings. These include the deep plan form, the large number of windows and the impact this has on the ability to subdivide the spaces, the need to ensure that

guidance in relation to space provision are addressed and ensuring that harm to the significance of the building is minimised. The design solution aims to create a coherent architectural form. A key component of this is the creation of the internal 'cloisters' and the use of the courtyard that would: promote neighbourliness; provide open communal realm; provide natural daylight to semi dual aspect apartments; provide good surveillance within the courtyard and provide an extension to the courtyard through the use of window boxes



The cloisters would connect to existing staircases and would link to new bridges that would span the central courtyard. These would connect to new lift / refuse cores, which would be free-standing interventions within the courtyard space.

A new apartment wall would be built behind the existing external wall to create the cloisters which would allow the historic exterior wall to remain exposed whilst the new wall provides thermal insulation to the apartments.

#### **Impact on Heritage Environment and Justification for Demolition of Building 4**

The site is not located in a Conservation Area and there are no World Heritage Sites nearby. The appearance of the site has a negative impact in the area and would benefit from improvements that would enhance the heritage assets and the wider townscape.

Section 66 of the Listed Buildings Act requires members to give special consideration and considerable weight to the desirability of preserving the setting of listed buildings when considering whether to grant planning permission for proposals which would affect it. Development decisions should also accord with the requirements of Section 12 of the National Planning Policy Framework which notes that heritage assets are an irreplaceable resource and emphasises that they should be conserved in a manner appropriate to their significance. Of particular relevance to the consideration of this application are sections 132, 133 and 134.

The NPPF stresses that '*great weight*' should be given to the objective of conserving designated heritage assets (paragraph 132), emphasising the need to avoid substantial harm to such designated heritage assets. Given this objective, any perceived harm, from demolition to visual compromise, resulting from insensitive development within the setting of a designated heritage asset, should be avoided and at least require '*clear and convincing justification*'. In this instance the development would result in the loss of a curtilage building and some historic fabric or impact on significant archaeological remains.

The Crusader Works is located in an area to the north of Piccadilly Station in an area which was historically dominated by warehouses and mills/works focused around the canal and railway sidings and workers' housing. Crusader Works was once part of a larger complex that spanned Chapeltown Street.

The special architectural interest of Crusader Works lies principally in the scale, industrial character and the aesthetic effect of the repetitious bays and windows, particularly of Block 2 along Chapeltown Street.

Block 1 has a similar plain architectural style. Its interest is derived from the regularity and order of the bays, the panelled corner pilasters, the front door and the historic sash windows. The interior is modest but retains some original architectural features.

Block 2 is the main building of the complex Block 1 has historic interest as the former office of the complex. As described above this former function remains legible in the architectural character and features of the building. The distinction between the former office accommodation and rest of the complex contributes to the building's significance.

The architectural interest of Block 3 is limited; however has an important role in enclosing the courtyard between Blocks 2 and 3 and presenting a strong outer elevation to the south; although this has less architectural presence than the Chapeltown elevation of Block 2. The roof structure, original pillars, metal sliding doors and window openings are similar to those found in Block 2 and contribute to the plain, industrial character of the building.. Block 3 has historic interest as a secondary building to Block 2. Its chimney is important in understanding the former function of the complex.

The architectural character of the complex has been diminished by later additions and alterations. including window replacements and alterations, outriggers, signage, rainwater goods, roller shutters. The legibility of its former function as a textile machinery works is low, however the hierarchy of buildings, the industrial use and the function of the former office remains legible.

Blocks 1 to 3 form the main part of the complex, whereas Block 4 was acquired at a later date and is not purpose built. The Works are not a complete industrial complex due to the loss of the extensive moulding shops and foundries on the north side of Chapeltown Street.

The setting of the listed building has been extensively altered and much of the historic context, including a large part of the former Works, has been lost and therefore the extent to which setting contributes to significance is negligible. The

former works on the north side of the street have been redeveloped for apartment blocks. To the west of the site is a yard and a modern shed used for storage. Metrolink runs to the south of Block 2 where workers houses once stood

The scale of the works and its industrial character can be appreciated from a number of locations; for example from Chapeltown Street, from within the yard between Blocks 2 and 3 and from the south. Loading and unloading would have taken place within the yard and a greater understanding of the historic circulation and function can be gained from here. Within this area there are no visible historic surfaces remaining that relate to its former function or to historic character of the listed building. The elevation onto Chapeltown Street gives an impression of the scale and importance of the complex, but conveys limited information about the function. The lower height of Block 3 allows the different components of the complex to be appreciated including the chimney. Views from the south include arrival by train at Piccadilly Station. The scale and industrial character of the complex is viewed in the context of large scale new build apartment blocks and a limited number of other historic warehouses. For much of the approach the view of the Crusader Works is blocked by sheds and port-a-cabins adjacent to the railway line and Networks Rails offices.

The view east along Chapeltown Street takes in both Crusader Works and the Albion Works on Pollard Street on Great Ancoats Street including its chimney. Despite the separation by Great Ancoats Street, the visual relationship provides an historic context and is important particularly given the loss of much of the surrounding context. The view and similarities between the two works emphasises the architectural character of Blocks 1 and 2.

As detailed above the current condition of the site and the activity levels associated with this conflict with the aspirations for a site of this size within an area which forms one of the City's key regeneration priorities.

The conversion of Blocks 1 to 3 and demolition of Block 4 to create 201 residential apartments would result in the loss of historic fabric and character which would result in harm to the significance of the listed buildings. However it is considered that overall, the proposed development would have a positive impact on the architectural and industrial character of the buildings. This would have a positive impact in terms of the overall street scene and regeneration.

The key impacts on the character and fabric would include: the subdivision of the open floorplates in the manufacturing blocks and the reconfiguration of partition walls within Block 1; the loss of all the original windows; alterations to the roof structure of Blocks 2 and 3; the loss of some historic features including the staircase in Block 1; the loss of main entrance door to Block 1; the loss of Building 4; and, removal of late 19th to 20th century additions.

The proposed works would repair and refurbish blocks 1 to 3 and secure their long-term future. The hoardings, derelict structures, paint and roller shutters would be removed and rainwater goods would be rationalised

Subdivision of Internal Spaces: Parts of the complex are currently subdivided to provide offices and studios but subdivision now proposed would be more extensive and permanent. The layout of apartments has been determined through a combination of the following factors including: the variable developable depths of each building; a desire to retained internal walls; existing window configurations; the design quality proposed; the opportunity to expose existing structure; the available head room within roof spaces; providing a generous width to the proposed cloister; simplifying buildability; and the targeting of national space standards, apartment type mix and viability.

The arrangement of apartments has aimed to work within the existing grid pattern of regular window bays and columns and to retain, where possible, features of architectural and historic interest. At the same time they have sought to meet space standards and ensure the creation of high quality living space to ensure long-term sustainable occupation. The distinctiveness of block 1 would be sustained through an architectural approach that would retain the legibility of its former use including the retention and repair of the original cornice detail.

Instances where partition walls intersect at windows have been minimised. However, due to the high proportion of windows this could not be avoided altogether. The locations where this occurs have been limited to secondary elevations and the design solution is considered to be compatible with the industrial character of the building.

A further impact of the sub-division strategy is that many of the cast iron columns and associated downstand beams would be hidden within partition walls. Whilst it is noted that these elements would not be removed from the building and could therefore be exposed at a later date it is still desirable in terms of minimising harm to the character of the building, as far as is practicable within the constraints of delivering a feasible development which would as far as possible meet the space standard requirements, to achieve maximum exposure of these elements within the apartments. It is considered that in order to achieve that aim that there is further scope to rationalise the layouts and design of the bathroom areas to allow this further exposure and as such a condition would be attached to any consent granted to require agreement of the final details of the layout of the party walls, bathrooms and corridor spaces.

Impact on Timber Floors / Soffits: New acoustic layers added to apartment floors would allow the exposure of existing timber soffits to apartments below. Existing brickwork is also to be exposed within apartments.

The Loss of Original Windows: The creation of the internal 'cloisters' requires windows within the courtyard elevations to be removed. Whilst it is desirable in listed buildings to retain and refurbish original fabric such as windows, these have been extensively altered and replaced. The window openings would be retained and any loss of original fabric needs to be balanced against the fact that the cloisters would provide access to the apartments and allow for the retention of 2 original staircases. It would also limit the need to attach pipework, ducts and vents to the historic external elevations.

The windows in the remainder of the complex comprise a variety of ages, styles and materials and there is no consistency of design. The submitted proposals would see all existing windows replaced with a uniform style, although this would be adapted for

the limited numbers of irregularly proportioned windows. The applicants consider that reinstating a uniform design across the complex (with the exception of Block 1) would enhance the simplicity of the architecture and the repetitive, uniform character and rhythm of the elevations. In particular, they believe that this would have a positive impact on the Chapeltown Street elevation which is a key element of the listed building's architectural interest. The new windows would have powder coated aluminium frames with 9 panes and a central opening light. The design is based on an existing historic window which appears to be one of the older window designs within the complex. Block 1 would have a different design to the remainder of the complex to reflect the different character of Block 1. Whilst the desirability to have a uniform window design is noted, it is considered that there may be some scope to retain or reuse existing windows to one or more of the principle elevations to ensure some retention of the original historic fabric. Given this a condition will be attached to any consent granted to require agreement of the final details of the replacement, reuse and refurbishment of the existing windows.

There are some concerns about the overall design of the new windows in particular in relation to the size of the proposed frame and its appropriateness in terms of the architectural and historic character of the listed buildings. However it is understood that any reduction in frame size would potentially have a significant impact on overall scheme viability. The applicants have agreed to look at this in more detail however and to look at a reduction if possible within budget and final details would be a condition of any consent granted.

Retention of Main Staircases: The two main staircases in the east and west wings of the building would be retained and incorporated into the circulation strategy. The stone flights would be locally repaired and made safe and the internal brickwork cleaned.

Interfaces of Historic and New Building Fabric: It is proposed that a shadow gap detail which would provide a clear expression of new and original building fabric would be agreed by way of a condition to be attached to any consent granted.

Principle of Demolition of Block 4: The principle of the demolition of block 4 requires some consideration.

The list entry description clearly refers to Blocks 1, 2 and 3 and are considered to be the 'Principal Building' in term of the listing. Block 4 appears to have originally functioned independently of the main complex, but was incorporated into the complex at some point in its history and is now attached to Block 3 via a modern bridge link.

Curtilage listing is ultimately a matter for the courts, however key considerations in determining whether a building or structure is curtilage listed are as follows:

- The historical independence of the building
- The physical layout of the principal building and other buildings
- The ownership of the building now and at the time of listing
- Whether the structure forms part of the land

- The use and function of the buildings, and whether a building is ancillary or subordinate to the principal building.

Given the above considerations for the purposes of this application, Block 4 has been treated as a curtilage building.

Block 4 is a modest and altered example of an industrial building, probably used for a warehouse or pre-production processes for the cotton industry. It is of less significance than the remainder of the complex. The building lacks the architectural interest of other examples of cotton warehouses in Manchester and is purely functional. It has a degree of historic interest but does not demonstrate the architectural or technological development of its type.

It appears that building was not purpose built as part of the original complex and whilst there is a level of historic interest in its association with the Phoenix Works this is limited by its non-associated function and the lack of legibility of its former function and how this contributed to the operation of the Phoenix Works as a whole. It is likely that the building was used for extra floorspace or for storage and not for a discrete function. As such, the demolition of Block 4, would result in a slight reduction in the significance of the listed building arising from the reduced ability to appreciate a part of the complexes history.

The applicants have submitted evidence to demonstrate that they have explored options that would allow for the reuse the existing building but due to its own physical constraints it has been concluded to be completely unviable. The structure within Building 4 could not accommodate more than one additional floor above the existing roof level due to strength / disproportionate collapse issues. The demolition of the building improves the overall viability of the scheme with the new build element increases the number of apartments available in the same footprint.

Given the relative importance of Building 4 it is considered that the level of harm that would result from its demolition would be less than substantial. The current poor condition of Blocks 1 to 3 is such that the restoration of the principle listed building would be expensive. On the basis that the new development on block 4 would help to support the restoration of the listed building, its loss on balance is accepted.

Impact of Removal of late 19th to 20th Century Additions- Within the courtyard which separates Block 2 from Block 3 are a number of outriggers of differing dates which have been modified and added to. To the east of the courtyard is a large early 20th century flat roofed outrigger with blocked arched windows and later additions and modifications. The arched windows give the structure the appearance of an engine house, however there is no clear evidence within the entire complex of a central engine house

The elements to be removed are either 20<sup>th</sup> century additions of no architectural or historic interest or are earlier structures that have been altered to the extent that they are of no architectural interest and detract from the architectural character of the complex. The outriggers within the courtyard have a negative impact on the quality of the space and the ability to appreciate the architectural character of the main blocks by their obscuring architectural features and detracting from the simplicity and regularity of the bays. Therefore the removal of these elements would have a positive



impact on the architectural and historic interest of the complex as they would better reveal the architectural character of this elevation.

The proposals also include the removal of signage, roller shutters, canopies, modern bridge links and derelict steel roof structures and the rationalisation of rainwater goods would remove elements that detract from the simple architectural and historic character of the complex.

These removals and in particular the opening up of the arches that would result would better reveal architectural and historic features which contribute to the special interest of the listed building.

Retention and Refurbishment of Industrial Heritage Features: There are some fragmentary remains of the line-shaft system for powering machinery within the building and there are metal sliding doors on some of the stair landings in Blocks 2 and 3. There is potential for further fragmentary remains of historic interest to be identified once the complex is vacated by the current tenants. The applicants have stated that every attempt will be made to retain any features in situ or, where this is not possible, to relocate them within the complex. Final agreement of the retention and re-use of these elements is capable of being a condition of any consent granted,

Removal of Staircase and Entrance to Block 1: The contribution that these elements make to the significance of the listed building principally relates to the legibility of the former office function of the first floor. This is to provide the ground floor apartment behind with a full height window to maximise daylight in response to its northern orientation. Retaining the doors would result in only one window within the apartment; making it unattractive and poorly lit. Elevationally, this balances with the new window configuration on the right hand bay. Given this and the fact that the original cornice within these areas is to be retained and refurbished, on balance the loss of this fabric is considered to be acceptable

Roof Level Interventions: The roof structure of Blocks 2 and 3 is simple, include rows of large skylights and has been reinforced with later steel supports. As part of the Proposed Development, roof terraces would be inserted into the south-facing roof slopes of Blocks 2 and 3 to provide amenity space for residents. This requires the removal and reinforcement of parts of the roof structure. The number, location and design of the terraces would maintain the ability to read the continuous length of the roofs and to reflect the industrial scale and simplicity of the complex. The southern elevation of the Crusader Works is visible between buildings and overhead line equipment in glimpsed views from the railway on approach to Piccadilly Station and there would therefore be some visibility of the proposed roof lights and terraces, but this will be limited and viewed within the context of other converted warehouses and new built apartment and office buildings which are also visible on approach to the station.

In terms of minimising impact on the character, fabric and views of the listed buildings the location of these features to the northern elevation has been considered however this would result in an environment which would be poor for residents and at odds with the aspiration for the development to create high quality homes for the

residents that would occupy these apartments. In addition the overall scheme viability has factored in the terraces which create a premium for that space.

Given these factors the level of intervention is considered on balance to be acceptable.

Proposed Additions to the listed building: To provide level access to the apartments, the converted complex would be serviced by two lift cores within the courtyard with bridge links to each level. The lift cores would be contemporary and clearly express their function. The cores would be connected to the cloisters by steel bridge links. They would be visible from the south, above the roof of Block 3. Their design and materials would relate to the new build accommodation building and provide a visual connection between the two elements of the scheme. The lift cores would be distinguishable as contemporary interventions and would not affect those elements of the complex which contribute to its significance.

Impact of Block 4 on Setting of the Listed Building: The setting of the listed buildings has been extensively altered; much of the historic context has been lost and as a result, setting makes a negligible contribution to the significance of the listed building. The new build should be considered within this context.

Block 4 would be of a contemporary design but would have a similar design approach, being a robust building with a simple, grid like architecture. The design would complement the simple, utilitarian architecture of the Crusader Works, and provide a contemporary contrast. The view to the Albion Works on Pollard Street is maintained and emphasised by the enclosure of the street.

Considering the negligible contribution setting makes to the significance of the listed building, there would only be a minor effect on the significance of the listed building as a result of changes to its setting arising from the scheme.

The overall scheme would also bring Crusader Works, a 19<sup>th</sup> century grade II listed building back into full use and create 201 residential apartments.

**Summary of Impacts in relation to Legislation requirements:** Crusader Works has architectural interest by virtue of its scale, industrial character and its principal elevation to Chapeltown Street. Its historic interest lies primarily in its association with the firm Parr, Curtis and Madeley.

The development would retain the most significant elements of the complex, repair historic fabric, removing elements that detract from its special architectural and historic interest and provide a higher value and sustainable use to support its long-term maintenance and occupancy. The development would have a positive effect on the character and appearance of the listed building and on balance, there would also be a positive effect on the architectural and historic character.

There would be a degree of harm to the significance of the listed building principally due to the demolition of Block 4, loss of some historic fabric and subdivision of the buildings. However, this harm is "*less than substantial*" and at the lower end of that scale due to the careful consideration of the nature of the proposed works and the realisation of opportunities for mitigation.

In line with Paragraph 134 of the NPPF, less than substantial harm should be weighed against the public benefits of the proposal, including securing its optimum viable use. Public benefits can include heritage benefits.

The public benefits of the proposals are clearly set out elsewhere in this report and are significant. It would include a range of new housing types and new sources of employment during construction as well as improved legibility within the area which should help to improve connectivity with communities on the other side of Great Ancoats Street. However the following key heritage benefits of the Proposed Development are also noted:

- Investment of £3.9m in the repair of the historic fabric of Blocks 1 to 3.
- Securing the optimum viable use for the currently under-utilised complex; supporting its on-going occupancy, maintenance and long term conservation.
- Increasing the number of people who access the complex to appreciate its special architectural and historic character. In particular, enhancing the courtyard as a useable space to appreciate the historic function and architectural character of the former machinery works.

The demolition of Block 4 has been thoroughly analysed and justified within the submitted Heritage Assessment, the Structural Report and the Design and Access Statement submitted as part of this application.

In its current condition the site does not fully contribute to townscape or support and place making. Whilst there was some regeneration in this area during the 1990's and early 2000's, development activity has been minimal of late. The proposal could act as a catalyst for further change in the area.

It is considered, therefore, that, notwithstanding the considerable weight that must be given to the effect of the works on the character of the listed building and the preservation of its setting as required by virtue of S66 of the Listed Buildings Act, the harm caused would be less than substantial and would be outweighed by the public benefits of the scheme and meet the requirements set out in paragraphs 132 and 134 of the NPPF. In addition for the reasons set out above it is considered that the proposed development has been designed with regard to the sustaining and enhancing the significance adjacent heritage assets and would make a positive contribution to local character and distinctiveness and therefore meets with the requirements of paragraph 131 of the NPPF.

### **Provision of Amenity Space and a Well Designed Environment**

As detailed above, derelict structures and highly altered outriggers would be removed from the courtyard and lift cores inserted. The courtyard would be landscaped, providing a modern and contemporary landscaping scheme for residents. Given the lack of historic surfaces or other features within the courtyard, this approach is appropriate. The quality of the space would be enhanced; encouraging people to

spend time in the area and to appreciate the architectural and historic character of the listed building.

A new shared surface street is proposed between Blocks 2, 3 and 4 to the east of the Site. This would provide principal access for residents and for fire appliances, refuse wagons and other service vehicles, via controlled rising bollards. The route includes planting to provide privacy to apartments along with bollard lighting.

The main entrance portal would be lined with contrasting coloured panels and a timber sleeper floor surface. It would have a level threshold and provide access into the central courtyard.

The courtyard would contain a plateau with contrasting paving to address changes in level between the courtyard and the internal ground floor levels including ramps. The greening of the new courtyard space would be complemented by the planted window boxes.

Opportunities for street tree planting have been explored along Chapeltown Street but the width of the existing pavement at 2m would given the clearance requirements of Highway Service would not be feasible.

### **Sustainability and Relationship to Public Transport Infrastructure**

The site is highly accessibility via public transport including Metrolink, Metroshuttle, mainline rail and bus. The on-going public transport improvements within the City Centre would further enhance the accessibility of this area.

The Transport Statement concludes that the overall impact of the development on the local transport network is likely to be minimal.

The application is supported by an Energy Statement and Environmental Standards Statement (ESS) which provides a detailed assessment of the physical, social, economic and other environmental effects of the proposed development and considers the proposals in relation to sustainability objectives. The ESS sets out the measures that could be incorporated across the lifecycle of the development to ensure high levels of performance and long-term viability and ensure compliance with planning policy. This acknowledges that as Blocks 1, 2 and 3 are listed they are not bound by the same energy requirements as a new building. However, wherever possible they have been applied with regard to the heritage characteristics of the building.

Policy DM1 requires that Code Level 4 of the Code for Sustainable Homes (CSH Level 4) rating criteria is achieved, but the Code was revoked in March 2015. However, it is important to understand how a development performs in respect of waste efficiency and energy standards.

Good practice sustainability measures have been incorporated in the design of the proposed development and have been assessed against the criteria set out in CSH Level 4 and are summarised as follows:

- Aspiring to exceed 2013 Building Regulations carbon emission targets toward the levels required under CSH Level 4;
- Use of efficient space and water heating systems allied with renewable technologies in the form of photo voltaic (PV) panels mounted at roof level;
- Use of materials in the construction process which have a low environmental impact as determined by the BRE's Green Guide;
- Waste Minimisation principles adopted both during construction and in the lifespan of the development through promotion of recycling measures;
- Maximising the use of recycled and sustainably sourced building materials.
- Ensuring that the building has sound weather resilience following remedial works to existing fabric and replacing where possible with new elements.

These factors would allow the proposed development to exceed the CO<sub>2</sub> targets of 2013 Building Regulations as well as reducing the energy usage of the new build apartment block by in excess of 20%.

In accordance with Manchester City Council's Core Strategy Policies EN4 and EN6, the principles of the energy hierarchy have been applied and with the combination of energy saving measures results in a potential total CO<sub>2</sub> emissions reduction over the current Building Regulation target (2013). The development will comply with EN 6 by demonstrating a minimum of 15% increase on Part L 2010.

### **Effects on the Local Environment/ Amenity**

Daylight ,sunlight and overshadowing, air quality, noise and vibration, construction, operations and TV reception.

#### **Daylight, Sunlight and Overshadowing**

The proposed new building on the site of building 4 would be taller than the adjacent Quantum Apartments and John Smeeton Court apartments and there is potential for the development to impact on the levels of sunlight and daylight currently achieved within those apartments. The nature of high density developments in City Centre locations does mean that amenity issues, such as daylight, sunlight and the proximity of buildings to one another have to be dealt with in an appropriate way.

A daylight, sunlight and overshadowing technical analysis has been undertaken, using specialist computer software in order to scientifically measure the amount of daylight and sunlight that is available to windows in a number of neighbouring buildings. The assessment made reference to the BRE Guide to Good Practice – Site Layout Planning for Daylight and Sunlight Second Edition BRE Guide (2011). This is generally accepted as the industry standard and is used by local planning authorities to consider these impacts. The guidance is advisory, and there is a need to take account of locational circumstances, such as a site being within a town or city centre

where higher density development is expected and obstruction of natural light to existing buildings is sometimes inevitable.

John Smeeton Court and the Quantum Apartments on Chapelton Street have been identified under the assessment criteria as being subject to potential daylight and sunlight impacts arising from the development.

In order to achieve the daylight recommendations in the BRE, a window should retain a vertical sky component (VSC) of at least 27%, or where it is lower, a ratio of after/before of 0.8 or more (No Sky Line NSL assessment). If the direct skylight to a room is reduced to less than 0.8 x its former value, this would be noticeable to the occupants.

Where a window does not meet the VSC criteria, then the BRE Guide suggests that further ADF daylight tests of the room behind the windows that do not meet the VSC criteria should be undertaken. The Average Daylight Factor (ADF) is defined within the 2011 BRE Guidelines as: 'a ratio of total daylight flux incident on a reference area to the total area of the reference area, expressed as a percentage of outdoor luminance on a horizontal plane, due to an unobstructed sky of assumed or known luminance distribution'. Whilst the BRE guidelines provide this measure as a tool to understand daylight within proposed dwellings not existing dwellings, if room layouts are known it can provide a useful supplementary measure of daylight and is often requested by many local authorities.

The BRE Guide recognises that different targets may be appropriate depending on factors such as location. The achievement of at least 27% can be wholly unrealistic in the context of high density city centre locations as this measure is based upon a suburban type environment i.e. equivalent to the light available over two storey houses across a suburban street. It is noted that VSC level diminishes rapidly as building heights increase relative to distance of separation and within city centre locations the corresponding ratio for building heights relative to distances of separation is frequently much greater than this.

For sunlight impact assessment the BRE Guide sets the following criteria:

- (a) Whether sunlight is enjoyed for at least 25% of the annual probable sunlight hours (APSH) throughout the year; and
- (b) Whether 5% of the annual probable sunlight hours would be received during the winter months (21<sup>st</sup> September – 21<sup>st</sup> March).

Usage of affected rooms is based reasonable assumptions as to the internal layouts of the rooms behind the fenestration based upon the building form and architecture, unless information was available publically. This is normal practice where access to adjoining properties is not available. This has assumed a standard 4.2m deep room (14ft) for residential properties.

Floor levels have been assumed for the adjoining properties. This dictates the level of the working place which is relevant for the No Skyline assessment.

Daylight and sunlight impact assessments have been modelled utilising industry standard software.

Affected rooms would be a mix of bedrooms and combined living / dining / kitchen spaces. The BRE Guidelines sets out lower requirements for bedrooms than living / dining / kitchen spaces. Where impacts would affect combined living / dining / kitchen spaces the perception of poor light would be more acute.

Overall the impacts can be summarised as follows:

### Daylight Impacts

For John Smeeton Court the detailed technical analysis demonstrates full compliance to the VSC and NSL (daylight criteria) methodology within the BRE Guidelines.

For the Quantum Apartments, the detailed technical analysis demonstrates that 89/101 (88%) affected windows show full compliance to the VSC methodology within the BRE Guidelines. As outlined above the ADF factor considers interior daylighting to a room and therefore is a more accurate indication of available light in a given room. The rooms served by the windows that failed the VSC test, also fall short of the ADF criterion. Of the 12 rooms that do not meet the criterion, 8 are used as bedrooms, which have a lower requirement for daylight. The remaining rooms are living rooms with Juliette balconies. The ADF losses are actually very minor, but due to the low ADF levels in the existing scenario, the reductions caused by the proposed development are greater than 0.8 times the former value. As such, the reductions are minor, and isolated.

When assessed against the second daylight methodology, the NSL; 88/97 (91%) of the rooms show full compliance to the recommendations within the BRE Guidelines. Of the 9 rooms that do not meet the BRE target, 6 are bedrooms and the remaining rooms are living rooms. Given these bedrooms have a lesser requirement for daylight, and the fact that the majority of the living room windows would pass the NSL test, the level of impact is considered to be acceptable within a densely developed City Centre location.

### Sunlight Effects

The BRE only requires that that windows facing within 90° of due south and therefore currently receive some direct sunlight or have any realistic expectation of receiving sunlight need to be appraised and as such not all of the neighbouring buildings identified as potentially affected need to be appraised for sunlight amenity

Both John Smeeton Court and Quantum Apartments show full compliance to the BRE Guidelines and are therefore considered acceptable.

To summarise - the submitted information indicates a 94% compliance with the VSC daylight criteria, 88% compliance with the ADF daylight criteria for the rooms that did not meet the VSC criteria, and 96% compliance for the NSL daylight distribution criteria. There is a 100% compliance rate with the APSH sunlight criteria. Whilst the level of impacts would bring the amount of daylight that some apartments receive

below the BRE recommended thresholds, it is common in a densely developed city centre locations for impacts to exceed the guidance. Such impacts also need to be considered in the context of the wider benefits of the proposals which are discussed in more detail elsewhere on this report

### Air Quality

Activity on site during the construction phase may cause dust and particulate matter to be emitted into the atmosphere but any adverse impact is likely to be temporary, short term and of minor adverse significance. This aspect can be mitigated through appropriate construction environmental management techniques such that the effects are not significant. A condition would be attached to any consent granted requiring a scheme for the wheels of contractors' vehicles leaving the site to be cleaned and the access roads leading to the site swept daily to limit the impact of amount of dust and debris from the site on adjacent occupiers.

The site is located within an Air Quality Management Area (AQMA), which covers the whole of Manchester City Centre, and is declared for potential exceedences of the annual nitrogen dioxide (NO<sub>2</sub>) air quality objective. The principal source of air quality effects would be from increased vehicle movements associated with the residential building. However, the proposal is located in the City Centre and as such has good public transport access by tram, bus and rail, providing access to alternative modes of transport for trips to the site by car.

### Noise and vibration

Whilst the principle of the proposal is considered to be acceptable the impact that adjacent noise sources might have on occupiers does need to be considered. A Noise Report concludes that with appropriate acoustic design and mitigation, the internal noise levels can be set at an acceptable level.

The level of noise and any necessary mitigation measures required for any externally mounted plant and ventilation associated with the building should be a condition of any consent granted.

Access for deliveries and service vehicles would be restricted to daytime hours to mitigate any potential impact on the adjacent residential accommodation.

It is acknowledged that disruption could arise as a result of the construction phase of work. The applicant, their contractors will work with the local authority and local communities to seek to minimise disruption.

The contractors would be required to engage directly with local residents. The enabling works package has followed this process. The provision of a Construction Management Plan should be a condition of any consent granted. This would provide details of mitigation methods to reduce the impact on surrounding residents



### TV and Radio reception

The TV Reception Survey submitted with the application concludes that, with regard to the existing commercial properties that are sited adjacent to the proposed development and in the local area, additional signal degradation will be negligible due to the existing high rise buildings that are behind the proposed development at a similar height. That, combined with the topography of the land in between the development location and the main transmitter at winter hill, result in reception that already suffers poor signals and poor quality of signals. However the resilience of digital transmissions mitigate most of these issues resulting in adequate reception of TV and radio transmissions

In view of the above the proposals are on balance consistent with Core Strategy policies SP1, DM1 and saved UDP policies DC26.1 and DC26.2.

### **Parking, Servicing and Access, Green Travel Plan / Cycling**

A high level of cycle parking would be provided on site to enable residents to use this mode. The cycle parking is included at a ratio of 1 space per apartment. The cycle storage within Blocks1-3 would be located either within the apartment or on the wall outside each apartment door. Building 4 has 36 cycle spaces in the ground floor store and then space in the apartments to also accommodate cycles would provide the remaining spaces to ensure 100% provision. Visitor cycle parking for eight cycles (four stands) would be provided in an overlooked position in the courtyard. The proposal also includes a cycle hire scheme. Two Brompton bikes (fully branded with the development name and colours) will be available for use by residents on a casual basis.

The Applicant is supportive of including innovative measures to allow future occupiers to meet their daily travel requirements without needing to own a car. Measures are included within the proposal to deliver this objective. The development would be underpinned by a robust travel plan that would include promotional and infrastructure measures to assist residents to adequately meet their travel needs, including occasional vehicle use. If a resident needs to temporarily store a car, NCP has confirmed that space is available in nearby off-street car parks. The resident would be able to purchase a season ticket at an NCP car park at the discounted rate offered for residents as part of MCC's central parking strategy.

The proposal includes the removal of a number of the loading bays on the Chapeltown Street frontage to improve the street scene and allow the provision a disabled parking bay and a City Car Club bay to serve the development. The Applicant will fund the cost of the Traffic Regulation Order (TRO) application. Also included in the TRO proposal is the provision of a number of new Pay & Display parking bays. These bays can be used in the unlikely event that a visitor to the Site arrives by car. Further spaces for visitors would be available in nearby off-street car parks.

Enterprise Car Club provides a MCC / TfGM supported solution that complements Manchester's sustainable transport system and to meet casual vehicle needs of residents who do not own a car. The initiative enables members to benefit from low

cost, convenient and greener motoring, and a more sustainable pattern of living that negates the requirement to own and store a car. Enterprise Car Club offers pay as you go motoring, with vehicles available to hire for as little as 30 minutes per trip. The vehicles are available 24/7 and members of the scheme can easily access vehicles on demand by reserving on line. The Enterprise Car Club can save motorists up to £3,500 a year on costs usually associated with fuel, insurance, servicing, MOT, cleaning and parking. The merger of Enterprise and City Car Club now provides residents with solutions for longer term vehicle hire, for use when a resident wants to travel further afield on holiday, for example. From the Enterprise base at Piccadilly vehicles can be provided to meet longer car hire demand. The vehicles can be booked in advance and dropped off at the residence as required. Enterprise Car Club has confirmed that a 50% discount is offered to residents hiring a car at the weekend.

As outlined above, the proposal includes the removal of a number of the loading bays as part of the proposal. It has been agreed with Enterprise City Car Club that if the applicant funds the TRO then Enterprise City Car Club will move a vehicle to this location. The framework travel plan includes one year's 'taster' membership to the Enterprise City Car Club for each household.

In view of the above the proposals are consistent with section 4 and 10 of the National Planning Policy Framework, and Core Strategy Policies SP1, DM1 and T2.

### **Crime and Disorder**

The increased footfall from the residential population and the improvements to lighting would improve security and surveillance. Greater Manchester Police have provided a crime impact assessment and the developments are expected to achieve Secured by Design accreditation.

Compliance with the recommendations of the submitted Crime Impact Statement is capable of being a condition of any consent granted. Subject to compliance with this and in view of the above the proposals are consistent with Core Strategy Policy DM1.

### **Archaeological issues**

On the basis of the Desk Study it is considered that the appropriate mitigation is acceptable. Prior to development commencing an archaeological evaluation through trial trenching would be undertaken to establish the presence, character, extent and relative significance of any archaeological remains. Should this locate well preserved archaeology, the areas of interest would be opened out and recorded through further controlled archaeological excavation. This work can be secured by a condition that would be attached to any consent granted.

In view of the above the proposals would be consistent with section 12 of the National Planning Policy Framework, Policy DC20 contained in the UDP and policy CC9 of the emerging Core Strategy

## **Biodiversity/Wildlife Issues**

There are no sensitive ecological receptors have been identified on the site or in the surrounding area.

The Ecology Report submitted with the application included an internal inspection which revealed that no element of the buildings or indeed those associated sub-sections offer roost potential for loft dwelling bats (e.g. Brown long eared), and no evidence of this specie(s) was identified during internal and external inspections. Therefore, based on the survey results the proposed works are highly unlikely to have an adverse impact upon this species.

Sarking boards are present beneath the roof slates; the presence of this and similar internal linings (e.g. underfelt) beneath roof tiles / slates can provide opportunity for crevice dwelling bat species, whereby they will roost between the two materials. No evidence was found within the building to suggest the presence of crevice dwelling bats; however evidence of the latter species is not always visibly present, such is their preference for crevice situations. The external inspection identified ingress opportunities for crevice dwelling bats; more specifically under roof slates, gaps between window frames and brickwork/stonework, and gaps within brickwork.

The habitat immediate to the buildings is capable of meeting the foraging requirements of the Pipistrelle bat; roost opportunities identified on the building and the presence of insulation beneath roof slates, combined with the nature of the surrounding habitat results in recommendations for dusk / dawn surveys.

The buildings were concluded to possess low - moderate potential for crevice dwelling bats, and it was therefore recommended that two surveys (one dusk / one dawn) should be undertaken to establish whether or not, and if so, how bats were using the building.

These surveys have been conducted during the active season of bats, i.e. between May – August. The surveys concluded that buildings at the Crusader Works are not currently being used by loft dwelling bats species. However, the link between Blocks 2 and 3 and Blocks 2 and Blocks 4 are currently being utilised as a day roost by up to five Common Pipistrelle bats, which are likely to be male bats roosting separately from a maternity colony. They have been identified using several features at the building, notably, above window heads and behind a wooden sign. Therefore appropriate and proportionate mitigation would be provided as part of the development to demonstrate that the “favourable conservation” of the species concerned can be maintained. This requirement is capable of being a condition of any consent granted.

There is potential within this development to incorporate measures that would provide habitat enhancements including for bats and kestrels the details of the inclusion of such measures are capable of being a condition of any consent granted. The planting and water features within the courtyard and ‘cloisters’ would provide opportunities for biodiversity enhancements.

In view of the above the proposals are considered to be consistent with policy EN15 of the Core Strategy.

### **Waste and Recycling**

Bins serving Blocks 1-3 will be brought into the ground floor courtyard via lift (oversized to accommodate the refuse provision) and presented at pavement level. This would be managed by the Buildings Service Assistant (BSA) who will assemble the bins ahead of the weekly collection day. The bins would then be returned back to the refuse stores on each floor after they are emptied by the council. A refuse tow-tug (PT4000) will be used to facilitate movement of the heavier bins through the site and will be stored in the refuse store to building 4 when not in use.

Block 4 makes its own storage provision on the ground floor only and has level, direct access to Chapeltown Street (red arrow) with an integral door from the main circulation areas providing direct access.

Recycling bins would be collected fortnightly (alternating between brown and blue bins). Recycling placed in blue bins is taken to the materials recovery facility (MRF) where it automatically gets separated in different types of recycling material. It is anticipated that the collection point would be located on Chapeltown Street to the north of the shared street area between buildings 2, 3 and 4.

Compliance with this Waste Strategy by the completed development would ensure that there is sufficient waste storage areas across the development to enable residents to segregate their recyclables and waste, and provide appropriate access for refuse collection vehicles (RCVs).

In view of the above the proposals are considered to be consistent with policy DM1 of the Core Strategy.

### **Flood Risk and Sustainable Urban Drainage Strategy**

The application sites lie within Flood zone 1 and is deemed to be classified as a low risk site for flooding from rivers and sea and ground water. The site also lies within the Core Critical Drainage Area within Manchester City Council's Strategic Flood Risk Assessment which requires a 50% reduction in surface water run-off as part of any brownfield development. The Government has strengthened planning policy on the provision of sustainable drainage systems (Suds) for major planning applications which was being introduced from in April 2015. As per the guidance issued by the Department of Communities and Local Government (DCLG), all major planning applications being determined from 6 April 2015, must consider sustainable drainage systems.

The applicant has prepared a drainage statement which details how foul flows will discharge to the existing combined sewers in the vicinity of the Site. However further consideration should be given to how the drainage systems at the site would work in order to prevent surface water run off along with examination of the implementation of sustainable urban drainage principles at the site along with their future management

Conditions could be imposed on this planning application which require provision of details on the surface water drainage and requiring agreement of details of a maintenance and management of the system to be submitted for approval. In view of the above the proposals are consistent with section 10 of the National Planning Policy Framework and Core Strategy policy EN14.

The Environment Agency have no objections but have recommended conditions in relation to ensuring the risks to adjacent ground and controlled waters.

Given the above the development would on balance be consistent with section 10 of the National Planning Policy Framework and Core Strategy policy EN14.

### **Contaminated Land Issues**

A phase 1 Desk Study & Phase 2 Geo- environmental Report have been provided which assesses geo-environmental information based on desktop / published sources, a site walkover survey and a review of intrusive investigation and remediation reports. Issues of Ground Contamination and any necessary mitigation have been dealt with in the application relating to the remedial works on the site as detailed above and on this basis the proposal is considered to be consistent with policy EN18 of the Core Strategy.

### **Disabled access**

Fully inclusive access would be provided into and around all new, existing buildings and external spaces allowing residents to use them safely, easily and with dignity. The shared street to the east of the site between buildings 2/3 and 4 would lead to easy-to-find entrances serving the existing and new buildings and level thresholds would be provided to both. Entrance gates would provide good visual accessibility into the courtyard and would accommodate an access control system suitable for the use of disabled and ambulant users (AD), and a variety of surfaces will announce their locations along with the use of colour and architectural lighting.

A disabled parking space would be provided on Chapeltown Street along with a car pool space.

Blocks 1-3 would provide 126 no. units meeting Building Regulations Part M1 visitable standard whilst Building 4 provides 75 no. units meeting Building Regulations Part M2 accessible standard. All the apartments in building 4 will be designed to category 2 of Part M of the building regulations. This equates to 37% of total units being fully accessible across the whole development.

All apartments within buildings 1-3 will be designed to M4(1) of Part M of the building regulations. It should be noted that the existing east/west retained staircases serving buildings 1-3 are to be retained and do not meet current AD standards but will be upgraded to accommodate new handrails, nosings, lighting etc. The circulation strategy is at the heart of the layout which is optimised for level access around a central courtyard contained by the existing buildings. All thresholds to the apartments within Blocks 1 to 3 would have level access. Cloisters on all floors would have slip resistant floor surfaces, good wayfinding signage and architectural lighting that creates an attractive homely ambience. All bridgelinks would be level with the

exception of 1 which is required to be gently ramped to accommodate existing floor levels. No steps will be encountered anywhere with the scheme without provision of ramps to provide alternative access.

Building 4 utilises 2 passenger lifts within a central core and accommodates 75 accessible apartments designed to part M (2) of the building regulations. The new staircase to building 4 has been designed to Part M 2015.

Changes of levels are essential to deal with the existing topography across the site and is addressed via the use of gently sloping ramps. These ramps would occur within the landscape and cloistered areas to the ground floor only and utilise handrails / balustrades as required under AD M of the building regulations. Clear wayfinding / contrasting materials will be employed to demarcate / delineate changes of level, thresholds and stairs.

In view of the above the proposals are consistent with Core Strategy policy DM1.

### **Response to Places Matters Comments**

The majority of the comments raised have been addressed above but in addition the following is noted:

The courtyard design is simple and underpins the presence of the externalised cores. The shape of the space would be emphasised by a pool that reflects the courtyard elevations. The vision for a central courtyard is not dependant on direct daylight and in the main will flourish as a contemplative shade garden.

The issue about the level of daylighting to the north facing apartments of building 2 has been reviewed. and in particular the suggestion that the duplex apartments could be introduced. The review concluded that large existing windows already deliver good levels of diffused north light to the principal living areas. Developing duplex apartments would add complexity to the servicing arrangement and compromise the cloister concept and its visual relationship to the courtyard landscape.

It was suggested that private front doors could be incorporated on the south elevation of building 3 which would improve it's relationship with metrolink. It was considered apartments in this area would not suit independent entrances.

### **Response to Panels comments**

The majority of the comments raised have been addressed above but in addition the following is noted:

In terms of the impact of weather on the cloisters, any rainwater filtering into the cloister through the window openings would drain through the open joints in the finishes. A sub-floor would be detailed like a simple flat roof with a membrane seamlessly being dressed in with minimum joints used. The cloisters would be significantly sheltered behind thick enclosing walls so rainwater ingress should be minimal.

The landscaping and soft landscaping is intended to enhance the living environment. It seeks to define a human scale and well positioned trees would provide a filter through which to appreciate the courtyard elevations and define a space for residents. The greening of the space at ground level provides a foundation for the greening of the cloister openings to the courtyard elevations. A quality communal garden space is key to the success of such developments and would instil a shared sense of pride and neighbourliness.

The existing bridge links are modern structures added in the 20th century to connect parts of the complex. It is considered that their removal is one of the heritage benefits of the proposed development. Currently the bridge links, together with modern signage, roller shutters, canopies and derelict steel structures detract from the simple architectural character of the complex.

## **CONCLUSION**

The proposals would be consistent with a number of the GM Strategy's key growth priorities by delivering appropriate housing to meet the demands of a growing economy and population, adjacent to the city centre. It would therefore help to promote sustainable economic growth.

The conversion scheme and new build element would be a sustainable development, of a high quality, and would help to raise the standard of design more generally in the area whilst making a positive contribution to the townscape.

The HS2 Masterplan and SRF's aims to create a high quality urban neighbourhood containing a mix of commercial, residential leisure and retail uses with high quality public open space. The proposed development should contribute positively to the delivery of these strategic regeneration objectives and increase connectivity between the City Centre and communities to the east. The proposed development would be consistent with these objectives and continue the transformation of the Piccadilly Area whilst complementing the stable and successful residential accommodation at Piccadilly Village, Quantum and New Islington.

The conversion of Blocks 1 to 3 and demolition of Block 4 to create 201 residential apartments would result in the loss of historic fabric and character which would result in harm to the significance of the listed buildings not least in terms of the proposed demolition of Block 4. However it is considered that overall, and given the curtilage status of that Block, the proposed development would have a positive impact on the architectural and industrial character of the buildings. Given the status of Building 4, it is considered that the level of harm that would result from its demolition and indeed from the overall proposals would be less than substantial

The application submission includes a Heritage Appraisal and this notes that the condition of the site has a negative impact on the character of the heritage assets. The proposed reuse of the building complex and, the demolition of building 4 and the replacement building, would have a positive impact on the character, fabric and setting of the listed buildings. This is considered to be acceptable when balanced by the beneficial aspects of the overall improvements to the current negative image of the site.

It is considered, therefore, that, notwithstanding the considerable weight and special regard that must be given to the impact of development on the preservation of a listed building and features of special architectural or historic interest which it possesses, and to the preservation of its setting, as required by virtue of S66 of the Listed Buildings Act, the harm caused by this development would be less than substantial and would be outweighed by the public benefits of the scheme and it would therefore meet the requirements set out in paragraphs 132 and 134 of the NPPF. In addition, for the reasons set out above, it is considered that the proposed development would sustain and enhance the significance of adjacent heritage assets and would make a positive contribution to local character and distinctiveness and therefore meets with the requirements of paragraph 131 of the NPPF.

**Human Rights Act 1998 considerations** – This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have the right to a fair hearing and to this end the Committee must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Head of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the approval of the application is proportionate to the wider benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

**Recommendation APPROVE application ref no's 113363/FO/2016 and 113364/LO/2016**

### **Article 35 Declaration**

Officers have worked with the applicant in a positive and pro-active manner to seek solutions to problems arising in relation to dealing with the planning application. This has included on going discussions about the form and design of the developments and pre application advice about the information required to be submitted to support the application.



## Conditions to be attached to the decisions

### 113363/FO/2016

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

(A) Buildings 1, 2 and 3

(a) Site and location plan CW SKM (00)001 and 004

(b) Dwgs CW SKM (00) 002, CW SKM (00) 110, CW SKM (00) 111, CW SKM (00) 112, CW SKM (00) 113, CW SKM (00) 114, CW SKM (00) 115, CW SKM (00) 116, CW SKM (00) 117, CW(00)401, CW(00)402, CW(00)403, CW(00)404, CW(00)405, CW(00)406, CW(00)407, CW(00)408, CW(00)409, CW(00)410, CW(00)411, CW(00)412, CW(00)413, CW(00)414, CW(00)415, CW(00)416, CW(00)417 and CW(00)418;

(c) Dwgs CW SKM (00) 140b, CW SKM (00) 141c, CW SKM (00) 142b, CW SKM (00) 143b, CW SKM (00) 144b, CW SKM (00) 145b, CW SKM (00) 146b, CW SKM (00) 147, CW SKM (25) 220, CW SKM (25) 221, CW SKM (25) 222, CW SKM (25) 223, CW SKM (25) 224, CW SKM (25) 225, CW SKM (25) 226 and CW SKM (25) 227;

(d) CW SKM (00) 205b, CW SKM (00) 206b, CW SKM (00) 207b, CW SKM (00) 208, CW SKM (00) 310, CW SKM (21) 500, CW EXG SKM (22) 500, CW EXG SKM (22) 501, CW SKM (31) 201 and CW SKM (31) 203, CW SKM (00) 176, CW SKM (00) 177, CW SKM (00) 178, CW SKM (00) 179, CWSKM(26)100 and CWSKM(26)110; and

(e) Recommendations in Crime Impact Assessment Version A : 26th April 2016  
REFERENCE: 2016/0223/CIS/01;

(B) Building 4

(a) CW SKM (00) 001 and CW SKM (00) 004;

(b) CW NBD (00) 100 and CW NBD (00) 201a;

(c) CW SKM (00) 002;

(d) CW NBD (00) 140, CW NBD (00) 141, CW NBD (00) 142, CW NBD (00) 143, CW NBD (00) 144, CW NBD (00) 145, CW NBD (00) 205a and CW NBD (00) 206a; and

(e) CWSKM(20)200, CWSKM(20)201, CWSKM(20)202, CWSKM(20)203, CW NBD (00) 300a and CW SKM (00) 180,

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy SP 1, CC3, H1, H8, CC5 , CC6 , CC7, CC9 , CC10, T1, T2 , EN1, EN2 , EN3 , EN6 , EN 8, EN9, EN11, EN14, EN15, EN 16 , EN17, EN18, EN19, DM 1 and PA1 saved Unitary Development Plan polices DC19.1 , DC20 and DC26.1.

3) The demolition of Block 4 (Phase 2) shall not commence unless and until a Demolition Method Statement including the boundary treatment to the site during and following demolition has been submitted to and approved in writing by the City Council as Local Planning Authority.

The approved Method Statement shall be adhered to throughout the Demolition period.

For the avoidance of doubt the demolition of the buildings would not constitute commencement of development.

Reason: To ensure that the appearance of the development is acceptable and in the interests of the amenity of the area, pursuant to policies EN15, EN16, EN17 and EN18 of the Core Strategy and Guide to Development 2 (SPG)

4) Before any works necessary to implement the approval in relation to Blocks 1, 2 and 3 commence a methodology and specification for any associated scaffolding including its location, means of affixing to the building, location of any associated fixings to the building, details of how the building fabric would be protected from potential damage as a result of the erection of the scaffolding and details of making good to the building fabric following removal shall be submitted to and approved in writing by the City Council as local planning authority. No development shall commence unless and until the above details have been agreed.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

5) Notwithstanding the details as set out in condition 2 above no development shall commence in relation to the following items unless and until final details (including where appropriate specification and method statement) of the following have been submitted to and approved in writing by the City Council as Local Planning Authority:

(a) Detailed schedule of repairs and specification for all of the repair works to the building to include the gate piers, chimney and all of the cast iron features on the building which should be retained and repaired and a method statement for those works.

(b) A detailed audit of all internal and external features of historic and industrial interest that and details of how these will be reused, refurbished or reinstated

(c) A detailed design of the new timber gates.

(d) Interface of new stair cores / bridges within the courtyard with the existing building

(e) Details of window linings with the 'cloisters';

(f) Final details of the roof terraces including the balcony details.;

(g) A detail for the location and detailing of all building services including electrics and plumbing, telecommunications, fire/security alarms, door intercom from the main entrance to each apartment, communal tv/satellite connections and aerials CCTV cameras (and associated cabling and equipment) and internal mail boxes;

(h) Details including method statement of cleaning of (a) external elevations and (b) external;

(i) A schedule of removal of redundant signs and external fixtures and fittings and details and including method statements for repair work and making good to external elevations;

All of the above shall be implemented in accordance with the approved details before the development is first occupied: and

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

6) Conditions 7 to 34 inclusive of this planning permission shall apply separately to the different phasing zones of the site as defined on a drawing CW SKM (00)004a

Reason - For the avoidance of doubt to allow the development to be carried out in a phased manner, pursuant to Policy DM1 of the Core Strategy.

7) The development hereby approved shall not commence unless and until a Construction Management Plan, including details of the following:

\*Hours of site opening / operation

\* A Site Waste Management Plan,

\* Air Quality Plan;

\*A plan layout showing areas of public highway agreed with the Highway Authority for use in

association with the development during construction;

\*The parking of vehicles of site operatives and visitors;

\*Loading and unloading of plant and materials;

- \*Storage of plant and materials used in constructing the development;
- \*Construction methods to be used, including the use of cranes;
- \*The erection and maintenance of security hoarding;
- \*Measures to control the emission of dust and dirt during construction and;
- \*A scheme for recycling/disposing of waste resulting from demolition and construction works;
- \*Details of and position of any proposed cranes to be used on the site and any lighting;
- \*A detailed programme of the works and risk assessments;
- \*Temporary traffic management measures to address any necessary bus re-routing and bus stop closures.
- \*Details on the timing of construction of scaffolding,
- \*A Human Impact Management Plan including Noise and Vibration and Dust Emission,
- \*Details of how access to adjacent premises would be managed to ensure clear and safe routes into Buildings are maintained at all times.
- \*Management of flood risk and pollution;
- \*Proposal of surface water management during construction period; and

Safe methods of working adjacent to the Metrolink Hazard Zone and shall be adhered to throughout the construction period. The CMP shall provide for: -

- \* the parking of vehicles of site operatives and visitors;
- \* loading and unloading of plant and materials;
- \* storage of plant and materials used in constructing the development;
- \* construction and demolition methods to be used; including the use of cranes
- \* the erection and maintenance of security hoarding;
- \* measures to control the emission of dust and dirt during construction and;
- \* a scheme for recycling/disposing of waste resulting from demolition and construction works

has been submitted to and approved in writing by the City Council as local planning authority in consultation with TFGM. The approved CMP shall be adhered to throughout the construction period. The development shall thereafter be fully implemented in accordance with these details.

Reason: To ensure that the appearance of the development is acceptable and in the interests of the amenity of the area, pursuant to policies DM1, EN14 EN15, EN16, EN17 and EN18 of the Core Strategy and Guide to Development 2 (SPG)

8) The wheels of contractors vehicles leaving the site shall be cleaned and the access roads leading to the site swept daily in accordance with a management scheme submitted to and approved in writing by the City Council as local planning authority prior to any works commencing on site.

Reason - In the interest of pedestrian and highway safety, as specified in policies SP1 and DM1 of Core Strategy.

9) The details of an emergency telephone contactor number for shall be displayed in a publicly accessible location on the site from the commencement of development until construction works are complete.

Reason - To prevent detrimental impact on the amenity of nearby residents and in the interests of local amenity in order to comply with policies SP1 and DM1 of the Core Strategy

10) Notwithstanding the details submitted with the application, prior to the commencement of development, a schedule of materials, preliminary samples (to include the proposed PV's) and a programme for the issue of samples and specifications of all materials to be used within the external elevations shall be submitted for approval in writing by the City Council, as Local Planning Authority. Samples and specifications of all materials to be used on all external elevations of the development along with jointing and fixing details, details of the drips to be used to prevent staining and a strategy for quality control management shall then be submitted and approved in writing by the City Council as local planning authority in accordance with the programme as agreed above.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Core Strategy.

11) Before the development hereby approved commences, a report (the Preliminary Risk Assessment) to identify and evaluate all potential sources and impacts of any ground contamination, groundwater contamination and/or ground gas relevant to the site shall be submitted to and approved in writing by the City Council as local planning authority. The Preliminary Risk Assessment shall conform to City Council's current guidance document (Planning Guidance in Relation to Ground Contamination).

In the event of the Preliminary Risk Assessment identifying risks which in the written opinion of the Local Planning Authority require further investigation, the development shall not commence until a scheme for the investigation of the site and the identification of remediation measures (the Site Investigation Proposal) has been submitted to and approved in writing by the City Council as local planning authority. (a) The measures for investigating the site identified in the Site Investigation Proposal shall be carried out, before the development commences and a report prepared outlining what measures, if any, are required to remediate the land (the Site Investigation Report and/or Remediation Strategy) which shall be submitted to and approved in writing by the City Council as local planning authority.

b) When the development commences, the development shall be carried out in accordance with the previously agreed Remediation Strategy and a Completion/Verification Report shall be submitted to and approved in writing by the City Council as local planning authority.

In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before

the development is occupied, then development shall cease and/or the development shall not be occupied until, a report outlining what measures, if any, are required to remediate the land (the Revised Remediation Strategy) is submitted to and approved in writing by the City Council as local planning authority and the development shall be carried out in accordance with the Revised Remediation Strategy, which shall take precedence over any Remediation Strategy or earlier Revised Remediation Strategy.

Reason - To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected and appropriate remedial action is taken in the interests of public safety, pursuant to Section 11 of the National Planning Policy Framework and policy EN18 of the Core Strategy.

12) No development shall commence until details of the measures to be incorporated into the development (or phase thereof) to demonstrate how secure by design accreditation will be achieved have been submitted to and approved in writing by the City Council as local planning authority. The development shall only be carried out in accordance with these approved details. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a secured by design accreditation.

Reason - To reduce the risk of crime pursuant to policies SP1 and DM1 of the Core Strategy and to reflect the guidance contained in the National Planning Policy Framework

13) Prior to commencement of development a scheme for dealing with the discharge of surface water and which demonstrates that the site will be drained on a separate system, with only foul drainage connected into the foul sewer, shall be submitted to and approved in writing by the City Council as Local Planning Authority.

Reason - Pursuant to National Planning Policy Framework policies (PPS 1 (22) and PPS 25 (F8))

14) No development shall take place until the applicant or their agents or successors in title has secured the implementation of a programme of archaeological works. The works are to be undertaken in accordance with a Written Scheme of Investigation (WSI) submitted to and approved in writing by Manchester Planning Authority. The WSI shall cover the following:

1. A phased programme and methodology of investigation and recording to include:
  - archaeological evaluation trenching
  - dependent on the above, targeted excavation and recording
2. A programme for post investigation assessment to include:
  - analysis of the site investigation records and finds
  - production of a final report on the significance of the archaeological and historical interest represented.
3. Dissemination of the results commensurate with their significance.
4. Provision for archive deposition of the report and records of the site investigation.
5. Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

Reason: In accordance with NPPF Section 12, Paragraph 141 - To record and advance understanding of heritage assets impacted on by the development and to make information about the archaeological heritage interest publicly accessible. GMAAS will continue to monitor the implementation of the archaeological programme set out in the agreed WSI on behalf of Manchester Planning Authority

15) No development shall take place until surface water drainage works have been implemented in accordance with SuDS National Standards and details that have been submitted to and approved in writing by the local planning authority.

In order to avoid/discharge the above drainage condition the following additional information has to be provided:

- Surface water drainage
- Details of surface water attenuation that offers a reduction in surface water runoff rate in line with the Manchester Trafford and Salford Strategic Flood Risk Assessment, i.e. at least a 50% reduction in runoff rate compared to the existing rates, as the site is located within Conurbation Core Critical Drainage Area;
- Runoff volume in the 1 in 100 year, 6 hours rainfall shall be constrained to a value as close as is reasonable practicable to the greenfield runoff volume for the same event, but never to exceed the runoff volume from the development site prior to redevelopment;
- Evidence that the drainage system has been designed (unless an area is designated to hold and/or convey water as part of the design) so that flooding does not occur during a 1 in 100 year rainfall event in any part of a building;
- Assessment of overland flow routes for extreme events that is diverted away from buildings (including basements);
- Hydraulic calculation of the proposed drainage system;
- Long and cross sections for the proposed drainage system and finished floor levels;
- Construction details of flow control and SuDS elements.
- Proposal of surface water management during construction period.

Reason - The application site is located within a critical drainage area and in line with the requirements in relation to sustainable urban drainage systems, further consideration should be given to the control of surface water at the site in order to minimise localised flood risk pursuant policies EN14 and DM1 of the Core Strategy for Manchester.

16) No development hereby permitted shall be occupied until details of the implementation, maintenance and management of the sustainable drainage scheme have been submitted to and approved by the local planning authority. The scheme shall be implemented and thereafter managed and maintained in accordance with the approved details. Those details shall include:

- Verification report providing photographic evidence of construction as per design drawings;
- As built construction drawings if different from design construction drawings;
- Management and maintenance plan for the lifetime of the development which shall include the arrangements for adoption by any public body or statutory

undertaker, or any other arrangements to secure the operation of the sustainable drainage scheme throughout its lifetime.

Reason - To prevent the increased risk of flooding and to ensure the future maintenance of the surface water drainage system, pursuant to policy EN8 of the Manchester Core Strategy.

17) Prior to development commencing a local labour agreement, relating to the construction phase of development, shall be submitted to and agreed in writing with the City Council as local planning authority. The approved scheme shall be in place prior to the commencement of the development, and shall be kept in place thereafter.

Reason - To safeguard local employment opportunities, pursuant to policies EC1 of the Core Strategy for Manchester.

18) Prior to the commencement of development a programmes for submission of final details of the landscaping works as shown in dwg CW SKM (00) 700b

shall be submitted and approved in writing by the City Council as Local Planning Authority to include an implementation timeframe and details of when the following details will be submitted:

- (a) Details of the proposed hard landscaping materials;
- (b) Details of the materials, including natural stone or other high quality materials to be used for the footpaths and for the areas between the pavement and the line of the proposed building
- (c) Details of the proposed tree species within the public realm including proposed size, species and planting specification including tree pits and design;
- (d) Details of measures to create potential opportunities to enhance and create new biodiversity within the development to include bat boxes and brick, bird boxes (specifically kestrels) and appropriate planting;
- (e) Details of the proposed furniture including seating and lighting; and
- (f) Details of external ramps and handrails;

and shall then be submitted and approved in writing by the City Council as local planning authority in accordance with the programme as agreed above

The approved scheme shall be implemented not later than 12 months from the date the proposed building is first occupied. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place,

Reason - To ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policies R1.1, I3.1, T3.1, S1.1, E2.5, E3.7 and RC4 of the Unitary Development Plan for the City of Manchester and policies SP1, DM1, EN1, EN9 EN14 and EN15 of the emerging Core Strategy.



19) Notwithstanding the Residential Management Strategy, prepared by Urban Bubble stamped as received by the City Council, as Local Planning Authority, on 18-07-16, prior to the first use of the development hereby approved, a detailed management plan including:

\*Details of the strategy for the letting of the residential accommodation

\*Details of how 24 hour management of the site in particular in relation to servicing and refuse (storage and removal) and noise management of communal areas shall be submitted to and agreed in writing by the City Council as Local Planning Authority.

\*full details of a maintenance strategy for the areas of public realm adjacent to the site including surfaces, planting and litter collection and details of where maintenance vehicles would park shall be submitted to and agreed in writing by the City Council as Local Planning Authority.

\*details of how 24 hour management of the site in particular in relation to servicing and refuse (storage and removal) and noise management of communal

The approved management plan shall be implemented from the first occupation of the residential element and be retained in place for as long as the development remains in use.

Reason - In the interests of residential amenity, to safeguard the character of the area and to maintain the sustainability of the local community through provision of accommodation that is suitable for people living as families pursuant to policies DM1 and H11 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework.

20) The development hereby approved shall include a building lighting scheme for the period between dusk and dawn. Full details of such a scheme, including how the impact on occupiers of nearby properties will be mitigated, shall be submitted to and approved in writing by the City Council as local planning authority before the development is completed. The approved scheme shall be implemented in full before the development is first occupied.

Reason - In the interests of amenity, crime reduction and the personal safety of those using the proposed development, pursuant to policy E3.3 of the Unitary Development Plan for the City of Manchester DM1 of the Core Strategy

21) The development hereby approved shall be carried out in accordance with the Travel Plan Framework prepared by SK Travel Planning stamped as received by the City Council on 18-07-16. In this condition a travel plan means a document that includes the following:

- i) the measures proposed to be taken to reduce dependency on the private car by residents and those [attending or] employed in the development
- ii) a commitment to surveying the travel patterns of residents during the first three months of use of the development and thereafter from time to time
- iii) mechanisms for the implementation of the measures to reduce dependency on the private car
- iv) measures for the delivery of specified travel plan services

v) measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car

Within six months of the first use of the development, a revised Travel Plan which takes into account the information about travel patterns gathered pursuant to item (ii) above shall be submitted to and approved in writing by the City Council as local planning authority. Any Travel Plan which has been approved by the City Council as local planning authority shall be implemented in full at all times when the development hereby approved is in use.

Reason - To assist promoting the use of sustainable forms of travel , pursuant to policies SP1, T2 and DM1 of the Core Strategy and the Guide to Development in Manchester SPD (2007).

22) Before the development commences a scheme for acoustically insulating and mechanically ventilating (apartments indicated in section 7.2 of the Hann Tucker Report dated 04-07-16) the residential accommodation against noise from adjacent roads and the Metrolink shall be submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall achieved 45dB LAmax F<15 times at night

The approved noise insulation scheme shall be completed before any of the dwelling units are occupied. Prior to occupation a post completion report to verify that all of the recommended mitigation measures have been installed in the residential accommodation shall be submitted and agreed in writing by the City Council as local planning authority and any non compliance suitably mitigated in accordance with an agreed scheme prior to occupation.

Reason - To secure a reduction in noise in order to protect future residents from noise nuisance, pursuant to policies SP1, H1 and DM1 of the Core Strategy.

23) Prior to occupation of the development a scheme for the acoustic insulation of any externally mounted ancillary equipment to ensure that it achieves a background noise level of 5dB below the existing background (La90) in each octave band at the nearest noise sensitive location and the target noise levels as set out in the Hann Tucker Report dated 04-07-16 shall be submitted to and approved in writing by the City Council as local planning authority in order to secure a reduction in the level of noise emanating from the equipment. The approved scheme shall be implemented prior to occupancy and shall remain operational thereafter.

Reason - To safeguard the amenities of the occupiers of nearby residential accommodation, pursuant to policies SP1 and DM1 of the Core Strategy

24) The development hereby approved shall be carried out in accordance with the Environmental Standards and Energy Statements prepared by PSD stamped as received by the City Council, as local planning authority on 18th July 2016. A post construction review certificate/statement shall be submitted for approval, within a timeframe that has been previously agreed in writing by the City Council as local planning authority.

Reason - In order to minimise the environmental impact of the development, pursuant to policies SP1, DM1, EN4 and EN8 of Manchester's Core Strategy, and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework.

25) No part of the development shall be occupied unless and until details of a parking management strategy for residents has been submitted to and approved in writing by the City Council as Local Planning Authority. All works approved in discharge of this condition shall be fully completed before the residential element of the development hereby approved is first occupied.

Reason - The development does not provide sufficient car parking facilities and in order to provide alternative arrangements (e.g. parking leases with car parking companies; car sharing; or car pool arrangement) for the needs of future residents whom may need to use a motorcar and Policies DM1 and T1.

26) The apartments hereby approved shall be used only as private dwellings (which description shall not include serviced apartments/apart hotels or similar uses where sleeping accommodation (with or without other services) is provided by way of trade for money or money's worth and occupied by the same person for less than ninety consecutive nights) and for no other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1995, or any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason: To safeguard the amenities of the neighbourhood by ensuring that other uses which could cause a loss of amenity such as serviced apartments/apart hotels do not commence without prior approval pursuant to Core Strategy policies SP1 and DM1 and to ensure the permanent retention of the accommodation for normal residential purposes.

27) Before development commences a scheme for the storage (including segregated waste recycling) and disposal of refuse shall be submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - In order to ensure that adequate provision is made within the development for the storage and recycling of waste in accordance with policies DM1 and EN19 of the Core Strategy for the City of Manchester

28) Notwithstanding the TV reception survey, by Astbury dated 16th March 2016 within one month of the practical completion of the development and at any other time during the construction of the development if requested in writing by the City Council as local planning authority in response to identified television signal reception problems within the potential impact area a study shall identify such measures necessary to maintain at least the pre-existing level and quality of signal reception identified in the survey carried out above. The measures identified must be carried out either before the building is first occupied or within one month of the study being submitted to the City Council as local planning authority, whichever is the earlier.

Reason - To provide an indication of the area of television signal reception likely to be affected by the development to provide a basis on which to assess the extent to which the development during construction and once built, will affect television reception and to ensure that the development at least maintains the existing level and quality of television signal reception - In the interest of residential amenity, as specified in Core Strategy Policies DM1 and SP1

29) Deliveries, servicing and collections, including waste collections shall not take place outside the following hours:

07:30 to 20:00 Monday to Saturday  
10:00 to 18:00 Sundays and Bank Holidays

Reason - In interests of residential amenity in order to reduce noise and general disturbance in accordance with saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies SP1 and DM1 of the Core Strategy.

30) Before development commences, a full photographic record of the site and the building (internally and externally) including all areas where physical changes are proposed, shall be submitted to and approved in writing by the City Council as local planning authority.

Reason - To provide a record of any archaeological remains and of the listed building's appearance and condition before works commence, in accordance with saved policy DC20 of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 and DM1 of the Core Strategy.

31) If during works to convert the building to the use hereby permitted any sign of the presence of bats is found, then all such works shall cease until a survey of the site has been undertaken by a suitably qualified ecologist and the results have been submitted to and approved by the Council in writing as local planning authority. Any recommendations for the protection of bats in the submitted document shall be implemented in full and maintained at all time when the building is in use as hereby permitted.

Reason - for the protection of bats and in order to comply with the Habitats Directive and pursuant to Core Strategy Policy EN15

32) No externally mounted telecommunications equipment shall be mounted on any part of the buildings hereby approved, including the roofs.

Reason - In the interest of visual amenity pursuant to Core Strategy Policies Dm1 and SP1.

33) The development hereby approved shall include for full disabled access to be provided to the main residential entrances to the floors above.

Reason - To ensure that satisfactory disabled access is provided by reference to the provisions Core Strategy policy DM1

34) No infiltration of surface water drainage into the ground on land affected by contamination is permitted other than with the express written consent of the local planning authority, which may be given for those parts of the site where it has been demonstrated that there is no resultant unacceptable risk to controlled waters. The development shall be carried out in accordance with the approval details.

Reason - To prevent pollution of controlled waters from potential contamination on site. Infiltration methods on contaminated land carries groundwater pollution risks and may not work in areas with a high water table. Where the intention is to dispose to soakaway, these should be shown to work through an appropriate assessment carried out under Building Research Establishment (BRE) Digest 365.

### **113364/LO/2016**

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

(a) Site and location plan CW SKM (00)001 and 004;

(b) Dwgs CW SKM (00) 002, CW SKM (00) 110, CW SKM (00) 111, CW SKM (00) 112, CW SKM (00) 113, CW SKM (00) 114, CW SKM (00) 115  
CW SKM (00) 116, CW SKM (00) 117, CW(00)401, CW(00)402, CW(00)403,  
CW(00)404, CW(00)405, CW(00)406, CW(00)407, CW(00)408,  
CW(00)409, CW(00)410, CW(00)411, CW(00)412, CW(00)413, CW(00)414,  
CW(00)415, CW(00)416, CW(00)417 and CW(00)418;

(c) Dwgs CW SKM (00) 140b, CW SKM (00) 141c, CW SKM (00) 142b, CW SKM (00) 143b, CW SKM (00) 144b, CW SKM (00) 145b, CW SKM (00) 146b, CW SKM (00) 147, CW SKM (25) 220, CW SKM (25) 221, CW SKM (25) 222, CW SKM (25) 223, CW SKM (25) 224, CW SKM (25) 225, CW SKM (25) 226 and CW SKM (25) 227; and

(d) CW SKM (00) 205b, CW SKM (00) 206b, CW SKM (00) 207b, CW SKM (00) 208, CW SKM (00) 310, CW SKM (21) 500, CW EXG SKM (22) 500, CW EXG SKM (22) 501, CW SKM (31) 201 and CW SKM (31) 203, CW SKM (00) 176, CW SKM (00) 177, CW SKM (00) 178, CW SKM (00) 179, CWSKM(26)100 and CWSKM(26)110.

Reason - To ensure that the development is carried out in accordance with the approved plans and pursuant to Core Strategy SP 1, CC3, CC9, EN3, DM 1 and saved Unitary Development Plan policies DC19.1 and DC20.

3) The demolition of Block 4 (Phase 2) shall not commence unless and until a Demolition Method Statement including the boundary treatment to the site during and following demolition has been submitted to and approved in writing by the City Council as Local Planning Authority.

The approved Method Statement shall be adhered to throughout the Demolition period.

For the avoidance of doubt the demolition of the buildings would not constitute commencement of development.

Reason: To ensure that the appearance of the development is acceptable and in the interests of the amenity of the area, pursuant to policies EN15, EN16, EN17 and EN18 of the Core Strategy and Guide to Development 2 (SPG)

4) Before any works necessary to implement the approval in relation to Blocks 1, 2 and 3 commence a methodology and specification for any associated scaffolding including its location, means of affixing to the building, location of any associated fixings to the building, details of how the building fabric would be protected from potential damage as a result of the erection of the scaffolding and details of making good to the building fabric following removal shall be submitted to and approved in writing by the City Council as local planning authority. No development shall commence unless and until the above details have been agreed.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

5) Notwithstanding the details submitted with the application, prior to the commencement of development, a schedule of materials, preliminary samples (to include the proposed PV's) and a programme for the issue of samples and specifications of all materials to be used within the external elevations shall be submitted for approval in writing by the City Council, as Local Planning Authority. Samples and specifications of all materials to be used on all external elevations of the development along with jointing and fixing details, details of the drips to be used to prevent staining and a strategy for quality control management shall then be submitted and approved in writing by the City Council as local planning authority in accordance with the programme as agreed above.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Core Strategy.

6) Notwithstanding the details as set out in condition 2 above no development shall commence unless and until final details (including where appropriate specification and method statement) of the following have been submitted to and approved in writing by the City Council as Local Planning Authority

(a) Final details of M and E including that required for mechanical ventilation.

(b) A justification in terms of cost in relation to final details of the treatment of the existing windows to include, to be agreed following consideration of that justification,

details of the profile of new window frames and extent of removals, replacement, refurbishment / repair and relocation of existing windows;

(c) Final details of the layout of the bathrooms and corridor areas within the apartments and positions and depth of the party walls.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

7) Notwithstanding the details as set out in condition 2 above no development shall commence in relation to the following items unless and until final details (including where appropriate specification and method statement) of the following have been submitted to and approved in writing by the City Council as Local Planning Authority:

(a) Details of the repair and reinstatement of the existing cornices;

(b) Detailed schedule of repairs and specification for all of the repair works to the building to include the gate piers, chimney and all of the cast iron features on the building which should be retained and repaired and a method statement for those works;

(c) A detailed audit of all internal and external features of historic and industrial interest that and details of how these will be reused, refurbished or reinstated;

(d) A detailed design of the new timber gates;

(e) Interface of new stair cores / bridges within the courtyard with the existing building;

(f) Details of how retained staircases are to be dealt with and repaired;

(g) Details of window linings with the 'cloisters';

(h) Final details of the roof terraces including the balcony details;

(i) A detail for the location and detailing of all building services including electrics and plumbing, telecommunications, fire/security alarms, door intercom from the main entrance to each apartment, communal tv/satellite connections and aerials CCTV cameras (and associated cabling and equipment) and internal mail boxes;

(j) Details including method statement of cleaning of (a) external elevations and (b) external;

(k) A schedule of removal of redundant signs and external fixtures and fittings and details and including method statements for repair work and making good to external elevations; and

(l) Details of the shadow gaps between existing and new building fabric;

All of the above shall be implemented in accordance with the approved details before the development is first occupied: and

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

### **Local Government (Access to Information) Act 1985**

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 113363/FO/2016 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions on other applications or appeals, copies of which are held by the Planning Division.

### **The following residents, businesses and other third parties in the area were consulted/notified on the application:**

Highway Services  
Environmental Health  
Corporate Property  
MCC Flood Risk Management  
City Centre Regeneration  
Travel Change Team  
Housing Strategy Division  
Greater Manchester Police  
Historic England (North West)  
Environment Agency  
Transport For Greater Manchester  
Greater Manchester Ecology Unit  
Wildlife Trust  
United Utilities Water PLC  
Greater Manchester Archaeological Advisory Service

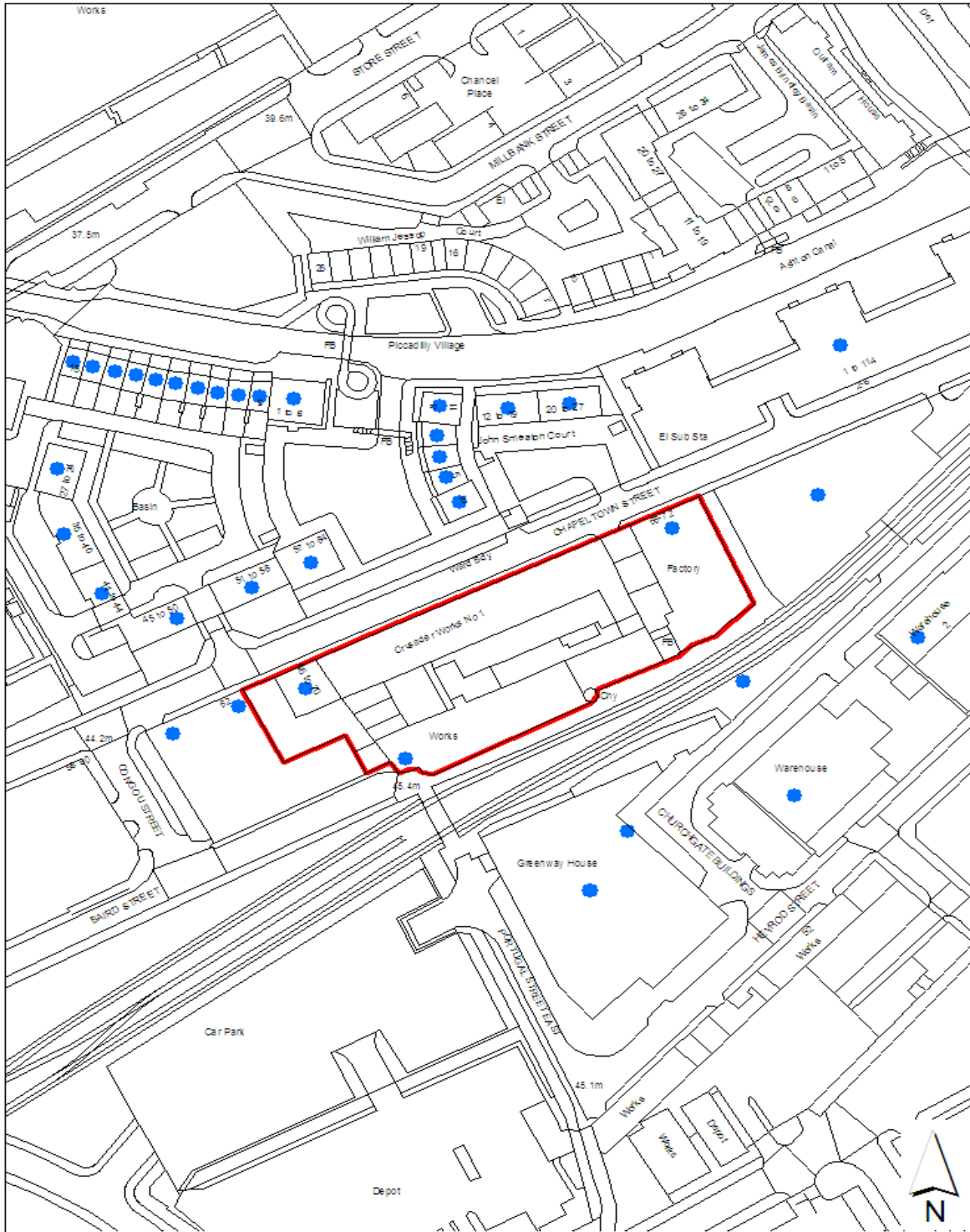
A map showing the neighbours notified of the application is attached at the end of the report.

### **Representations were received from the following third parties:**

17 Quantum, 2 Chapeltown Street, Manchester, M1 2BJ  
Flat 17, 2 Chapeltown Street, Manchester, M1 2BJ  
Association for Industrial Archaeology  
Manchester Raptor Group



**Relevant Contact Officer** : Angela Leckie  
**Telephone number** : 0161 234 4651  
**Email** : a.leckie@manchester.gov.uk



Application site boundary    ● Neighbour notification  
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