

Application Number	Date of Appln	Committee Date	Ward
113569/FO/2016	28 Sep 2016	20 Oct 2016	Ancoats and Clayton Ward

Proposal Erection of basement, ground, first and part second floor extension to form rehearsal and practice facilities and archive (Class D2) together with ground floor cafe (Class A3)

Location Halle St. Peter's, 40 Blossom Street, Manchester M4 6BF

Applicant Mrs Val Hawkin , Halle Concerts Society, The Bridgewater Hall, Lower Mosley Street, Manchester M1 5HA

Agent Mr John Boardman, Stephenson Studio, 3 Riverside Mews, 4 Commercial Street, Manchester M15 4RQ

Description

The Application site is located within the Ancoats area of Manchester, is approximately 0.13 hectares, and is bounded by Blossom Street to the north west, Murray Street to the north east, Hood Street to the south east, and public open space, Cutting Room Square, to the south west.

The site contains the permanent home of the Halle Concerts Society, within the grade II Listed former St. Peter's Church. The Halle completed the conversion of this former Anglican church in 2013. The building is known as Halle St. Peter's.

The space within Halle St. Peter's is used as permanent rehearsal and recording space for the Halle's youth and adult ensembles, and for education and community outreach work. Space can also be hired out for use by, for example, other music ensembles, for wedding services and receptions, and for corporate use.

Located between the southwestern building line of Halle St. Peter's and Cutting Room Square, the site contains an area currently bounded in black weldmesh fencing, which was identified as the location of a potential extension to St. Peter's at the time of the Halle's conversion of St. Peter's. The area is currently used as a temporary, informal parking and waste management area for the Halle.

The site is located within the Ancoats Conservation Area, which was designated in 1989, and contains a number of buildings and structures that mark the area's history as part of the Industrial Revolution, including the Murrays cotton mill complex, and canal waterways.

The Halle St. Peter's building is an attractive, landmark grade II Listed, red brick and slate building, with a tall eccentrically located campanile tower with flinted pyramidal slate roof, a feature rose window within the Cutting Room Square gable elevation, and an apsidal east end to Murray Street.

The area surrounding Halle St. Peter's is an emerging mixed residential and commercial area, as established by the Ancoats and New Islington Neighbourhood Development Framework (2014). Office and apartment buildings, with active café, bar and shop uses at ground floor, surround Halle St. Peter's, and the adjacent Cutting Room Square, which is a public square, containing seating and art installations.

Further significant developments are set to be constructed on adjacent sites to Halle St. Peter's. The Manchester Life Development Company has commenced work to develop residential and mixed use schemes on sites off Hood Street, Murray Street and Blossom Street (ref.s 111742/FO/2016/N1, 110077/FO/2015/N1, and 109593/FO/2015/N1).

The former church of St. Peter was designated a grade II Listed Building in 1974, as a disused church dating from 1859-60 by Isaac Holden and Son. St. Peter's was built for members of the local Anglican community, including mill workers and their families, to hold a congregation of approximately 1,350 people, and was consecrated in 1860.

The plan form of the building has not altered significantly, however, the surrounding townscape has altered, including the demolition of two-storey buildings that previously abutted the southwestern elevation, which contains the rose window, and where the area currently bounded by black weldmesh fencing exists.

Following the terminal decline of the cotton industry in the 1950's, St. Peter's closed shortly after its centenary in 1960. The vast majority of the interior of the church, including plasterwork to ceilings and walls, and timber work, including the timber floor and pews were lost through theft, water ingress, fire and vandalism between 1960 and 1997. A small section of front gallery panelling remains, and is currently incorporated into the balustrade to an internal access ramp. Cast iron work columns, which divide the building into a nave and two aisles, also significantly remain, along with one gasoliers.

Roofing slates were also stripped from parts of the roof, and the external railings stolen. The building was described during this time to be a symbol of neglect and dereliction in Ancoats.

The Ancoats Buildings Preservation Trust, established in 1996 to save significant buildings within Ancoats, acquired St. Peter's in 1997. Enveloping works commenced in 1998 in order to reinstate the fabric of the building, to protect the building from further decay. The Heritage Lottery Fund and the North West Development Agency funded further works to the building.

Further to the Halle's conversion of St. Peter's in 2013, the Halle Concerts Society is now applying for Planning Permission upon the area of the site currently enclosed by weldmesh fencing, adjacent to Cutting Room Square, together with an adjoining section of Cutting Room Square, for the erection of a basement, ground, first and part second floor extension, to form rehearsal and practice facilities, and archive (Class D2), together with ground floor cafe (Class A3).

The extension will have a total floor area of 914 square metres, and is designed to operate in conjunction with the current operations within Halle St. Peter's. An area of 35 square metres of Cutting Room Square, which is owned by the Homes and Communities Agency, and maintained by the City Council is also included within the Application site, in order to allow for the provision of a disabled access ramp with a 1500mm wide internal clear width, and ambulant disabled steps, with tactile paving to top and bottom of steps.

The design for the proposed extension was chosen through a RIBA (Royal Institute of British Architects) competition. The winning design submitted by Stephenson Studio, Manchester, is that currently under consideration through this Application.

Spaces created within the extension are designed for orchestral and choral practice for both adult and children's choirs and orchestras; they will also provide green rooms, storage/archive spaces, community engagement workshop and visiting artist space. The concept is to create a diverse and flexible facility within an enlarged Halle St. Peter's building, which can be used in several modes, and can be hired out. The café is an integral proposal to the use of the building, as it will be available to people hiring the Halle, staff and visitors to the Halle, and members of the public.

It is proposed that the enlarged building will continue to operate within the opening hours and servicing hours of the existing Halle St. Peter's operation. The building being open 7:30 to 22:00 Sunday to Thursday and 7:30 to 00:30 Friday and Saturday. The café is proposed to be open 07:30 to 23:00 in line with surrounding food and drink uses, and the Ancoats and New Islington Neighbourhood Development Framework (2014).

In terms of use, the Halle explains there is not a typical week, due to the flexibility of the use. The Orchestra is the principle user of the venue, and the Orchestra's activities therefore, set the schedule and availability of spaces for other users. A typical week will involve in the region of 1000 people visiting the site. Private functions could involve up to 350 guests.

This Planning Application should be read in conjunction with Listed Building Consent Application 113662/LO/2016.

Planning History:

Listed Building Consent was sought by the Ancoats Buildings Preservation Trust and granted in 1998 ref. 054928/LO/NORTH2/98 for the temporary installation of new trusses and metal profiled decking to side aisles.

Listed Building Consent was sought by the Ancoats Buildings Preservation Trust and granted in 2002 ref. 063870/LO/NORTH1/01 for an extension to the temporary listed building consent for installation of new trusses and metal profiled decking to side aisles (approved under ref.054928/LO/NORTH2/98) for a further period of two years.

Listed Building Consent was sought by the Ancoats Buildings Preservation Trust and granted in 2004 ref. 070880/LO/2004/N1 for external repairs and the re-instatement of windows, doors and other materials. The internal re-instatement of lost detail

including first floor, gallery and ceiling. The Addition of an internal disabled access lift and toilets.

Listed Building Consent, Planning Permission and Conservation Area Consent were sought by the Embroiderers Guild and granted in 2006 for the erection of a three storey extension to St Peters Church following the demolition of 9-13 Hood Street, together with alterations to St Peters Church to create an exhibition centre (ref. s 078485/LO/2006/N1, 078484/FO/2006/N1 and 078486/CC/2006/N1).

Planning Permission was sought by the Halle Concerts Society and granted in 2012 for the change of use of the former church building to rehearsal and performance use, with associated internal and external alterations (ref. 098781/FU/2012/N1).

Listed Building Consent was sought by the Halle Concerts Society and granted in 2012 for works including installation of acoustic treatments, installation of secondary glazing, creation of welfare facilities within vestry, creation of first floor within South porch, alterations to walls and doors, installation of new flooring, together with other associated works, in connection with change of use to rehearsal and performance space (ref. 098780/LO/2012/N1).

Listed Building Consent and Planning Permission were sought by the Halle Concerts Society and granted in 2014 for the installation of replacement external stained glass window panes to western façade Rose Window (ref.s 106039/FO/2014/N1 and 106040/LO/2014/N1).

Consultations

Local residents/public opinion - One objection has been received in respect of this planning application. The comments can be summarised as follows:

The City of Manchester is trading its history in return for very little. The building is grade II Listed and in the heart of the Ancoats Conservation Area (which is supported financially by local residents).

The submitted reports pay little attention to the overall area and its historic value in the National history. As we erode each building little by little the area is losing its character. I accept the need to develop to make spaces usable to modern tenants, but I do not accept that making such fundamental changes to historic buildings can be justified.

The proposal is an enormous extension, which totally obliterates the building from the main viewing point of Cutting Room Square. The extension is too high, and permission should not be granted for any extension that conceals the rose window.

I know that this objection will carry little weight, as the Council has already shown its judgement in granting permission for the monstrous building on Hood Street. This is the most unique historic area of Manchester being as it is the cradle of the Industrial Revolution. Once the character has gone, it will be lost for ever.

Highway Services - The adopted highway extends to the back of footway along Hood Street and Blossom Street. Cutting Room Square also appears to be adopted highway.

In support of the application, the building is considered suitably accessible by public transport with Bus, Rail and Metrolink services all located a short walking distance and the development is also set within a controlled parking zone, where on-street parking is appropriately managed.

Given the expected numbers to events, there should be an Event Management Plan conditioned to ensure that vehicles and pedestrians are well managed at the start and end of events. This should consider pick up/drop offs, disabled parking, directing pedestrians, queue management etc.

Cycle racks are provided on the Hood Street side of the building. It appears that there is circa 5 Sheffield type stands are provided. To better encourage sustainable travel it is recommended that the stands are covered / weatherproofed. If there is an expected uplift in visitors/staff it is recommended that the usage of the stands is monitored and increased as required.

Presently there are 8 on site car parking spaces at the church but it is proposed that these will be removed and the proposed extension constructed on the area currently used for car parking. Should staff/visitors require parking, there are a number of off-street facilities nearby as well as on-street pay and display bays in Blossom Street.

Due to various site restrictions it is proposed that a disabled access ramp be provided outside of the building in Cutting Room Square. Cutting Room Square is adopted highway and the area to be used for the disabled access would have to be stopped up. The proposed ramp should comply with MCC Design for Access 2. Confirmation is sought that all footways around the building will be maintained at a minimum 2m width.

Presently loading is undertaken from Hood Street. It is proposed that the loading entrance will be relocated and subsequently a new dropped kerb is proposed adjacent to the new entrance on Hood Street. The necessary works to install the proposed dropped kerb will be required to be taken forward under section 184 pursuant to the Highways Act 1980. The subsequent works will also be required to be managed by Manchester Contracts.

The fire doors are OK to open outwards (direction of travel), but the refuse store doors should not open onto the adopted highway.

The submitted framework travel overall is considered acceptable, however, it is recommended that a Travel Plan Co-ordinator is named in the plan. It is also recommended that the framework plan is extended and produced to a full travel plan within the first six months of the extension coming into use. A suitable planning condition setting out this requirement is therefore recommended.

A construction management plan is required to be submitted for the approval of the LPA prior to any construction works commencing which may impact on the adopted highway and this is also requested to be set as a planning condition.

Should there be any proposed works to the adopted highway/footway and/or material changes, a S278 agreement will be required.

Environmental Health - In the interests of residential amenity, conditions are required regarding the hours of operation and servicing, and to ensure the building is sufficiently acoustically treated regarding break out of noise, and that externally mounted plant is sufficiently attenuated.

The Acoustic Report submitted by Arup, Halle St Peters - Phase 2, RIBA Stage 3 Acoustic Design, Reference 249263-00, Dated: 29 July 2016 states the design target for plant noise emissions (Table 6), however, the exact plant is unknown, and so it cannot be demonstrated at this stage that the stated criteria will be met, therefore, a condition is required.

Regarding management of noise break out, the noise survey method is agreed with Arup (including measurements taken at 23.00hrs would be indicative of those of 00.30 hours on Friday and Saturday Night, therefore no requirement for further measurements to be taken in the night-time period). The design criteria are also agreed with Arup (music noise levels should be 10dB below background in each octave band). A condition is required to allow a further acoustic report is to be issued and agreed after the detailed design stage is completed, in order to demonstrate fully how the building will be sufficiently attenuated, including any required mitigation measures.

The proposed segregated waste management strategy is required to be conditioned, in the interests of recycling and amenity. A full and detailed scheme for the extraction of fumes, vapours and odours is required to be conditioned for the proposed A3 Café use, in the interests of amenity.

Regarding land contamination, a condition is required, in the interests of health and amenity, regarding the submission of further details, results and analysis for the Site Investigation Study; final details of the risk assessment and remediation strategy; and, following the completion of site works, a verification report.

Flood Risk Management Team - Based on the provided evidence, we recommend no drainage condition for this application. The drainage of the site can be approved and we have the following informative:

The applicant should design and construct drainage system to prevent the increased risk of flooding, to improve and protect water quality and ensure future maintenance of the surface water drainage system pursuant to policies EN08, EN14 and EN17 of the Core Strategy.

Historic England - Specialist staff have considered the information received and we do not wish to offer any comments on this occasion. This Application should be determined in accordance with national and local policy guidance, and on the basis of your expert conservation advice.

Design for Security at Greater Manchester Police - A Crime Impact Statement has been compiled by Greater Manchester Police Design for Security and concludes in section 3.3 of the report that the following will need to be addressed for Design for Security to support the proposed scheme. The entrance, access to staff-only areas, and any cash offices will need to be secure. Features of the building should not form a climbing aid onto the building, and it is essential that specified physical security measures are incorporated into the scheme.

Electricity North West - The development is shown to be adjacent to or affect Electricity North West operational land or electricity distribution assets. Where the development is adjacent to operational land the applicant must ensure that the development does not encroach over either the land or any ancillary rights of access or cable easements. If planning permission is granted the applicant should verify such details by contacting Electricity North West.

Greater Manchester Ecology Unit - No objections to the planning application on ecological grounds.

Manchester Conservation Areas and Historic Building Panel - To be provided further to publication of the minutes of the meeting.

Greater Manchester Archaeology Advisory Service - Agree with the findings of the archaeological desk based assessment by Paul Butler Associates, in that there is no especial archaeological interest or potential here, as the plot was developed quite late on in the 19th Century, and does not have the social or industrial archaeological research interest of some of the adjacent plots where we have had considerable archaeological success. Therefore, GMAAS recommend that no further archaeological mitigation is required for this scheme.

United Utilities - Any representations received will be reported.

Other matters:

Publicity - As the proposal relates to grade II Listed Halle St. Peter's, located within the Ancoats Conservation Area, the Application has been advertised in the local press (Manchester Evening News), as being of public interest, affecting the Listed Building and the Conservation Area. A site notice was displayed at the Application site for the reasons the Application was advertised in the local press. In addition, notification letters have been sent to local residents and businesses within the surrounding area.

Policy

The Development Plan

The Development Plan consists of:

- o The Manchester Core Strategy (2012); and
- o Saved policies of the Unitary Development Plan for the City of Manchester (1995)

The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) and sets out the long term strategic planning policies for Manchester's future development.

A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents as directed by the National Planning Policy Framework (NPPF).

Manchester Core Strategy Development Plan Document (July 2012)

The relevant policies within the Core Strategy are as follows:

Policy SP1 'Spatial Principles' states that one of the key spatial principles is the emphasis on the creation of neighbourhoods of choice, providing high quality and diverse housing around district centres which meet local needs, all in a distinct environment.

All development should have regard to the character, issues and strategy for each regeneration area - in this case East Manchester. In addition, new development will be encouraged that maximises the potential of the City's transport infrastructure, in particular promoting walking, cycling and the use of public transport. The extension to the Metrolink network through the Oldham and Ashton lines will create key corridors for new development.

The policy goes onto to state that development in all parts of the City should:

- o Make a positive contribution to neighbourhoods of choice including;
- o Creating well designed places that enhance or create character.
- o Making a positive contribution to the health, safety and well being of residents;
- o Considering the needs of all members of the community;
- o Protect and enhance the built and natural environment.
- o Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible;
- o Improve access to jobs, services, education and open space by being located to reduce the need to travel and provide good access to sustainable transport provision.

The proposal complies with policy SP1 in that it will enhance the provision of an internationally renowned cultural use, within a well designed extension to a landmark Listed building, which, prior to the Halle's conversion and occupation, was a building at risk, having been vacant for a prolonged period of time. Halle St. Peter's is of historical significance, and the proposal will ensure that the building will remain for future generations. The application site is located within a highly sustainable location where there is access to a range of public transport facilities.

Policy T1 'Sustainable Transport' seeks to deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses and to prepare for carbon free modes of transport. The Council will support proposals that:

- o Improve choice by developing alternatives to the car;
- o Promote regeneration and economic vitality by relieving traffic congestion and improving access to jobs and services, particularly for those most in need and for those without a car;
- o Improve access to transport services and facilities in order to enable disabled people and people with mobility impairments to participate fully in public life;
- o Improve pedestrian routes and the pedestrian environment;
- o Improve and develop further Manchester's cycle network;
- o Contribute to improvements to the extent and reliability of the public transport network through safe and attractive waiting facilities, better priority and information provision,
- o Would reduce the negative impacts of road traffic.

Policy T2 'Accessible areas of opportunity and needs' states that the Council will actively manage the pattern of development to ensure that new development:

- o Is located to ensure good access to the City's main economic drivers, including the regional centre and to ensure good national and international connections;
- o Is easily accessible by walking, cycling and public transport; connecting residential to jobs, centres, health, leisure, open space and educational opportunities. Particular priority will be given to providing all residents access to strategic employment sites including - links with East Manchester to employment locations such as Eastlands.

Applications should include appropriate Traffic Impact Assessments and Travel Plans for all major applications and for any proposals where there are likely to be access or transport issues.

In accordance with policies T1 and T2, the proposal has a detailed Travel Plan in place, which promotes the fact that there is no car parking provision at Halle St. Peter's. On-street parking restrictions enforce the provision of no car parking. Travel to the site is via public transport options within the adjacent City Centre, by foot and cycle, with car parking provision in City centre car parks.

Policy EN1 'Design principles and strategic character areas' states that all development in Manchester will be expected to follow the seven principles of urban design. Opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial and orbital road and rail routes. Proposals for new development must clearly detail how the proposed development addresses the design principle, reinforces and enhances the local character of that part of the City and supports the achievement of the Core Strategic objectives.

Policy EN3 'Heritage' states that throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre.

New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

The proposal complies with policies EN1 and EN3 in that the overall design of the building promotes good modern design, which contributes positively to the historic and special character and appearance of St. Peter's and the Ancoats Conservation Area. The provision of the renowned cultural facility of Halle St. Peter's supports the achievement of Core Strategic Objectives.

The works will preserve Halle St. Peter's in situ, and the new extension will enhance the setting of the Listed Building in the Conservation Area. The extension will provide an award winning piece of complementary modern architecture, in place of the current vacant area between Cutting Room Square and St. Peter's. A conservation approach will be taken as regards works to St. Peter's to enable the construction of the extension, ensuring that minimal intervention is made to the historic fabric.

EN4 'Reducing CO2 emissions by enabling low and zero carbon development' states that the Council will seek to reduce fuel poverty and decouple growth in the economy, growth in CO 2 emissions and rising fossil fuel prices, through the following actions:

All development must follow the principles of the energy hierarchy being designed to:

- Reduce the need for energy through design features that provide passive heating, natural lighting and cooling;
- To reduce the need for energy through energy efficient features such as improved insulation and glazing;
- To meet residual energy requirements through the use of low or zero carbon energy generating technologies

This scheme addresses policy EN4 by implementation of passive energy efficiency design measures to reduce the demand for energy; enhanced building fabric design; and use of renewable energies, including heating and cooling provided by air source heat pumps. There is also the potential to install photovoltaics to the roof of the new extension.

Policy EN6 'Target framework for CO 2 reductions from low or zero carbon energy supplies' states that developments over 1000 sqm will be expected to meet targets shown with the policy unless this can be shown not to be viable.

Regarding policy EN6, it is unfeasible to implement CHP/district heating or to connect to existing local distributed systems. A Part L 2010 analysis to ascertain the measures required in order to obtain a 15% increase on Part L 2010 is being conducted.

Policy EN14 'Flood Risk' states that all new development should minimise surface water run off. In addition, an appropriate Flood Risk Assessment (FRA) will also be required for all development proposals on sites greater than 0.5ha within critical drainage areas.

The surface water implications of the proposal will be considered as part of the application in order to minimise the risk of flooding in this Critical Drainage Area.

Policy EN15, 'Biodiversity and Geological Conservation', states that developers will be expected to identify and implement reasonable opportunities to enhance, restore or create new biodiversity, either on site or adjacent to the site contributing to linkages between valuable or potentially valuable habitat areas where appropriate.

Regarding policy EN15, Halle St. Peter's already has features with moderate suitability for roosting bats, and the features will not be affected by the proposed works.

Policy EN17 'Water Quality' states that developments should minimise surface water run off and minimise ground contamination into the watercourse.

Policy EN18, 'Contaminated Land', states that any proposal for development of contaminated land must be accompanied by a health risk assessment.

The ground conditions of the site have been considered. Further investigation work is required, with a corresponding risk assessment and remediation strategy to be finalised.

EN19 'Waste' states that the Council will require all developers to demonstrate the proposals consistency with the principles of the waste hierarchy (prevention, reduction, re-use, recycling, energy recovery, and disposal). Developers will be required to submit a waste management plan to demonstrate how construction and demolition waste will be minimised and recycled.

There is a comprehensive strategy to deal with waste at the development, and to encourage Halle St. Peter's to comply with the recycling hierarchy. Waste will be stored in a designated refuse store within the extension, to be accessed directly off Hood Street.

Policy DM1 'Development Management' all development should have regarded the following specific issues:-

- o Appropriate siting, layout, scale, form, massing, materials and detail;
- o Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area;
- o Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise;
- o Community safety and crime prevention;
- o Design for health;
- o Adequacy of internal accommodation and external amenity space;
- o Refuse storage and collection;
- o Vehicular access and car parking;
- o Effect on biodiversity, archaeological or built heritage;
- o Green infrastructure;
- o Flood risk and drainage.

The proposal complies with policy DM1 in that the scheme will respect the built heritage at the site through careful consideration of the historic fabric and its preservation for future generations. The former St. Peter's church building will be altered, and the view of the rose window from outside of the site will be obscured, however, the interventions to the existing building fabric are minimal, and the extension will enhance the character and appearance of the Listed Building within the Conservation Area, due to the design and siting.

It is considered that this is part of a new chapter in the building's life and will ensure that St. Peter's is retained for the future, enabling it to have a positive impact on the Conservation Area. The new extension is sited appropriately, and responds to St. Peter's in terms of scale, mass and design.

For the reasons given below, it is considered that the proposal is consistent with the policies contained within the Core Strategy.

The Unitary Development Plan for the City of Manchester (1995)

The Unitary Development Plan for the City of Manchester was adopted in 1995. However, it has now been largely replaced by the Manchester Core Strategy. There are some saved policies which are considered relevant and material, and therefore, have been given due weight in the consideration of this planning application. The relevant policies are as follows:

Saved policy DC18 'Conservation Areas' states that the Council will give particularly careful consideration to development proposals within Conservation Areas.

a. The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:

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

b. The Council will not normally grant outline planning permission for development within Conservation Areas.

c. Consent to demolish a building in a conservation area will be granted only where it can be shown that it is wholly beyond repair, incapable of reasonably beneficial use, or where its removal or replacement would benefit the appearance of character of the area.

d. Where demolition is to be followed by redevelopment, demolition will be permitted only where there are approved detailed plans for that redevelopment and where the Council has been furnished with evidence that the development will be undertaken.

e. Development proposals adjacent to Conservation Areas will be granted only where it can be shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of Conservation Areas.

The proposal will comply with saved policy DC18 in that the scheme will preserve and enhance the character of the Ancoats Conservation Area. The scheme secures the retention of the landmark listed St. Peter's church, enhances the vacant site adjoining Halle St. Peter's, and retains the gridiron pattern of development.

Saved policy DC19 'Listed Buildings' states that in determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:

a. not grant Listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;

b. not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;

c. not permit any external or internal alteration or addition to a Listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;

d. seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of

adjacent land, and where appropriate, by the preservation of trees and landscape features;

e. permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;

f. not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

The proposal complies with policy DC19 in that appropriate and sensitive work will be undertaken in relation to Halle St. Peter's. The works will preserve St. Peter's in situ, and the extension will enhance the setting of the Listed Building in the Conservation Area. A conservation approach will be taken.

Saved policy DC20 'Archaeology' states the Council will give particular careful consideration to development proposals which affect scheduled Ancient Monuments and sites of archaeological interests, to ensure their preservation in place. In particular:

a. Applications for consent to alter scheduled Ancient Monuments or sites of archaeological interest or their settings should be accompanied by an evaluation and assessment of the implications of the proposal.

b. The Council will have special regard to the desirability of securing the preservation of Ancient Monuments and other sites of archaeological interest and their setting in place. It will not permit development that, in its opinion, would adversely affect scheduled Ancient Monuments, or other sites of archaeological interests, and their settings, In exceptional cases where development is inevitable, the Council will look at the scope for combining preservation in place with limited investigation and recording.

c. Where the preservation of scheduled Ancient Monuments and sites of archaeological interest in place is not appropriate, the Council will seek to gain full and proper recording of the site through early consultation between the applicant and approved archaeological organisation.

Further to the compilation of an Archaeological Assessment, no further archaeological mitigation is required for this scheme.

For the reasons given below, it is considered that the proposal is consistent with the policies contained within the UDP.

Policy 26 Development and Noise states:

DC26.1 The Council intends to use the development control process to reduce the impact of noise on people living and working in, or visiting, the City. In giving effect to this intention, the Council will consider both:

a. the effect of new development proposals which are likely to be generators of noise; and

b. the implications of new development being exposed to existing noise sources which are effectively outside planning control.

DC26.2 New noise-sensitive developments (including large-scale changes of use of existing land or buildings), such as housing, schools, hospitals or similar activities, will be permitted subject to their not being in locations which would expose them to high noise levels from existing uses or operations, unless the effects of the noise can realistically be reduced. In giving effect to this policy, the Council will take account both of noise exposure at the time of receiving a planning application and of any increase that may reasonably be expected in the foreseeable future.

DC26.3 Developments likely to result in unacceptably high levels of noises will not be permitted:

- a. in residential areas;
- b. near schools, hospitals, nursing homes and similar institutions;
- c. near open land used frequently for recreational purposes.

DC26.4 Where the Council believes that an existing noise source might result in an adverse impact upon a proposed new development, or where a new proposal might generate potentially unacceptable levels of noise, it will in either case require the applicant to provide an assessment of the likely impact and of the measures he proposes to deal satisfactorily with it. Such measures might include the following:

- a. engineering solutions, including reduction of noise at source, improving sound insulation of sensitive buildings or screening by purpose-built barriers;
- b. layout solutions, including consideration of the distance between the source of the noise and the buildings or land affected by it; and screening by natural barriers or other buildings or non-critical rooms within a building; and
- c. administrative steps, including limiting the operating times of the noise source, restricting activities allowed on the site or specifying an acceptable noise limit. Any or all of these factors will be considered appropriate for inclusion in conditions on any planning permission.

DC26.5 The Council will control noise levels by requiring, where necessary, high levels of noise insulation in new development as well as noise barriers where this is appropriate.

DC26.6 Exceptions to the general policy will be considered on their merits. The Council accept, as an example, that the occasional use of outdoor facilities such as sports stadia for concerts can be acceptable in certain circumstances. Any such proposal will be considered in the light of consultation with local residents and others, and the practicability of appropriate conditions on any approval.

Reasons :- It has become increasingly accepted that noise is a major source of environmental pollution, affecting peoples' physical and mental health. The Council considers that the planning process has a role to play in reducing noise levels generally and, through the development control system, to consider carefully the relationship between different land-uses from the point of view of noise generation and impact. Reaching judgments on what is or is not an acceptable amount or type of noise is a complex matter, consideration of which will depend on the particular circumstances on the ground.

Other material policy considerations

The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (Adopted 2007)

This document provides guidance to help develop and enhance Manchester. In particular, the SPD seeks appropriate design, quality of public realm, facilities for disabled people (in accordance with Design for Access 2), pedestrians and cyclists. It also promotes a safer environment through Secured by Design principles, appropriate waste management measures and environmental sustainability. Sections of relevance are:

- o Chapter 2 'Design' - outlines the City Council's expectations that all new developments should have a high standard of design making a positive contribution to the City's environment;
- Paragraph 2.7 states that encouragement for "the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing and orientation of its buildings should achieve a unified form which blends in with, and links to, adjacent areas.
- Paragraph 2.8 suggests that in areas of significant change or regeneration, the future role of the area will determine the character and design of both new development and open spaces. It will be important to ensure that the development of new buildings and surrounding landscape relates well to, and helps to enhance, areas that are likely to be retained and contribute to the creation of a positive identity.
- Paragraph 2.14 advises that new development should have an appropriate height having regard to the location, character of the area and specific site circumstances. Although a street can successfully accommodate buildings of differing heights, extremes should be avoided unless they provide landmarks of the highest quality and are in appropriate locations.
- Paragraph 2.17 states that vistas enable people to locate key buildings and to move confidently between different parts of the neighbourhood or from one area to another. The primary face of buildings should lead the eye along important vistas. Views to important buildings, spaces and landmarks, should be promoted in new developments and enhanced by alterations to existing buildings where the opportunity arises.
- o Chapter 8 'Community Safety and Crime Prevention' - The aim of this chapter is to ensure that developments design out crime and adopt the standards of Secured by Design;
- o Chapter 11 'The City's Character Areas' - the aim of this chapter is to ensure that new developments fit comfortably into, and enhance the character of an area of the City, particularly adding to and enhancing the sense of place.

Ancoats and New Islington Regeneration Framework (2014)

This framework was adopted by the City Council's Executive in October 2014, and forms a material planning consideration in the determination of planning applications in the area.

The framework sets out a number of character areas. This site falls within the Ancoats core, which represents the historic core of Ancoats, and is comprised of a mix of building types structured around a grid network of streets.

The key objective for the Ancoats core is to build on the distinct character of the area through the restoration and re-use of historic buildings, and the addition of new buildings on vacant or underutilised pieces of land.

The restoration of St. Peter's Church, as a rehearsal space for the Halle Orchestra and event space, is stated in the Framework to be part of the delivered and committed investment in infrastructure to achieve regeneration.

East Manchester Strategic Regeneration Framework (2008-2018)

The Eastlands Strategic Regeneration Framework (SRF) was revised in November 2007. It identified the progress made in East Manchester since 2001, but also sets out the strategic direction for the next 10 years, in order to continue the holistic regeneration of the area.

A key objective of the framework is to increase local employment opportunities by attracting investment. East Manchester is seen as a major investment location with a key role in the development of a complete City region, in order to become one of the premier destinations for new investment and leisure visitors in the North West.

Investment in the public realm, and creation of high quality buildings, assists in improving the image of the area.

National Planning Policy Framework

The central theme to the NPPF is to achieve sustainable development. The Government states that there are three dimensions to sustainable development: an economic role, a social role and an environmental role (paragraphs 6 & 7).

Paragraph 8 of the NPPF goes on to state that these roles should not be undertaken in isolation:

"to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system"

Paragraph 9 of the NPPF states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment as well as in people's quality of life. This includes making it easier for jobs to be created in cities.

Section 4 outlines the Governments objectives in respect of promoting sustainable transport, in particular developments should be supported that exploit opportunities for the use of sustainable transport modes for the movement of goods or people.

Section 7 'Requiring Good Design' outlines the Governments expectations in respect of new developments:

"The Government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people" (paragraph 56)

Paragraph 58 states that local plans should develop robust and comprehensive policies that set out the quality of development that will be expected for the area. In particular, planning policies and decisions should aim to ensure that developments:

- o Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- o Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit;
- o Respond to local character and history, and reflect the identity of local surroundings and materials, whilst not preventing or discouraging appropriate innovation;
- o Are visually attractive as a result of good architecture and appropriate landscaping.

Paragraph 59 goes on to state that:

"Local planning authorities should "concentrate in guiding the overall scale, density, massing, height, landscape, layout, materials and access of new development in relation to neighbouring buildings and the local area more generally"

Paragraph 63 of the NPPF also states that great weight should be given to outstanding or innovative design which helps raise the standard of design more generally in the area.

Paragraph 65 goes onto to state that buildings which are incompatible with an existing townscape but are of high level of sustainability in general can be supported if mitigated by good design.

Paragraph 9 of the NPPF states that pursuing sustainable development involves seeking positive improvements in the quality of the built, natural and historic environment as well as in people's quality of life. This includes making it easier for jobs to be created in cities.

Section 12 outlines the Governments objectives in terms of conserving and enhancing the historic environment. Paragraph 128 states that in determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes or has the

potential to include heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation.

Local planning authorities should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal.

Where there is evidence of deliberate neglect of or damage to a heritage asset the deteriorated state of the heritage asset should not be taken into account in any decision.

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 goes on to state that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

Substantial harm to or loss of a grade II listed building, park or garden should be exceptional. Substantial harm to or loss of designated heritage assets of the highest significance, notably scheduled monuments, protected wreck sites, battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Paragraph 133 states that where a proposed development will lead to substantial harm to or total loss of significance of a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- the nature of the heritage asset prevents all reasonable uses of the site; and
- no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and

- conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and
- the harm or loss is outweighed by the benefit of bringing the site back into use.

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

Local planning authorities should not permit loss of the whole or part of a heritage asset without taking all reasonable steps to ensure the new development will proceed after the loss has occurred.

Local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites and within the setting of heritage assets to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to or better reveal the significance of the asset should be treated favourably.

Promoting healthy communities is an integral part of delivering the Government sustainable vision, this includes creating safe and accessible environments where crime and disorder do not undermined quality of life. In addition, there should be high quality public spaces.

Meeting the challenge of climate change is also important part of the NPPF. This includes supporting energy efficient developments as part of a low carbon future. In addition, areas at risk of flooding should be avoided. Conserving and enhancing the natural environment is also a key consideration and efforts should be made to increase biodiversity at development sites.

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 and where the development is absent or relevant policies are out-of-date, to grant planning permission unless any adverse impacts of doing so would significantly and demonstrably outweigh the benefits when assessed against the NPPF.

National Planning Policy Guidance (NPPG)

The relevant sections of the NPPG are as follows:

Open space, sports and recreation facilities, public rights of way and local green space states that open space should be taken into account in planning for new development and considering proposals that may affect existing open space.

Noise states that Local planning authorities' should take account of the acoustic environment and in doing so consider:

- o whether or not a significant adverse effect is occurring or likely to occur;
- o whether or not an adverse effect is occurring or likely to occur; and
- o whether or not a good standard of amenity can be achieved.

Mitigating the noise impacts of a development will depend on the type of development being considered and the character of the proposed location. In general, for noise making developments, there are four broad types of mitigation:

- o engineering: reducing the noise generated at source and/or containing the noise generated;
- o layout: where possible, optimising the distance between the source and noise-sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings;
- o using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and;
- o mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building.

Design states that where appropriate the following should be considered:

- o layout - the way in which buildings and spaces relate to each other
- o form - the shape of buildings
- o scale - the size of buildings
- o detailing - the important smaller elements of building and spaces
- o materials - what a building is made from

Health and well being states opportunities for healthy lifestyles have been considered (e.g. planning for an environment that supports people of all ages in making healthy choices, helps to promote active travel and physical activity, and promotes access to healthier food, high quality open spaces and opportunities for play, sport and recreation);

Travel Plans, Transport Assessments in decision taking states that applications can positively contribute to:

- o encouraging sustainable travel;
- o lessening traffic generation and its detrimental impacts;
- o reducing carbon emissions and climate impacts;
- o creating accessible, connected, inclusive communities;
- o improving health outcomes and quality of life;
- o improving road safety; and
- o reducing the need for new development to increase existing road capacity or provide new roads.

Conserving the historic environment states that consideration is given to the decision taking in determining applications of a historic nature, in particular the weight given to viable uses that may be harmful to a Listed Building. The NPPG states that Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused provided the harm is minimised. The policy in addressing substantial and less than substantial harm is set out in paragraphs 132 - 134 of the National Planning Policy Framework.

The NPPG also provides guidance on how to assess if there is substantial harm as a result of a proposal, that is, if a proposal causes substantial harm on the significance of the heritage asset.

In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm.

Policy on substantial harm to designated heritage assets is set out in paragraphs 132 and 133 to the National Planning Policy Framework.

The NPPG also considers how proposals can avoid or minimise harm to the significance of a heritage asset. This states that a clear understanding of the significance of a heritage asset and its setting is necessary to develop proposals which avoid or minimise harm. Early appraisals, a conservation plan or targeted specialist investigation can help to identify constraints and opportunities arising from the asset at an early stage. Such studies can reveal alternative development options, for example more sensitive designs or different orientations, that will deliver public benefits in a more sustainable and appropriate way.

Further guidance is also given on the definition of public benefits. Such benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.

Public benefits may include heritage benefits, such as:

- o sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- o reducing or removing risks to a heritage asset
- o securing the optimum viable use of a heritage asset in support of its long term conservation

Issues

Principle:

The application site is located within the Regional Centre, as allocated on the Proposals Map contained within the Manchester Core Strategy (2012), and forms part of the East Manchester Regeneration area. Policy SP1 states that this area will

be the focus for economic and commercial development, retail, leisure and cultural activity along side high quality city living.

Policy SP1 seeks to encourage development on previously developed land, and the conversion and re-use of vacant buildings to create neighbourhoods of choice. The application site, within the key regeneration area of Ancoats and New Islington, includes a recently refurbished and converted landmark building, and a vacant site upon which an RIBA award winning extension is proposed.

The restoration of St. Peter's Church, as a rehearsal space for the Halle Orchestra and event space, is stated in the Ancoats and New Islington Neighbourhood Development Framework to be part of the delivered and committed investment in infrastructure to achieve regeneration.

Further to the Halle's conversion of St. Peter's in 2013, the Halle Concerts Society is now applying for Planning Permission upon the area of the site currently enclosed by weldmesh fencing, adjacent to Cutting Room Square, together with an adjoining section of Cutting Room Square, for the erection of a basement, ground, first and part second floor extension, to form rehearsal and practice facilities, and archive (Class D2), together with ground floor cafe (Class A3).

This proposal is considered to be acceptable in principle, as it accords with the growth principles identified within policy SP1 of the Core Strategy along with the principles and aspirations outlined in the Ancoats and New Islington Development Framework.

Siting/layout:

Policies EN1 and DM1 of the Core Strategy along with the Guide to Development in Manchester, require that consideration be given to layout of new developments ensuring that they respond to the surrounding context, and maximise frontages with the street scene and other important features of sites.

The proposed extension will be located upon a currently vacant site, upon which two-storey buildings were historically located. The proposed building will be located to the back of the Blossom Street and Hood Street footways, as is the character of development in the area. The layout of development will result in an active and open frontage to Cutting Room Square, including a main entrance and Cafe.

At ground floor, a singular dramatic main entrance is provided as a triple height volume with glass roof to offer full views of the campanile tower on entry.

Scale/massing:

The Guide to Development in Manchester SPD advises that consideration should be given to the scale of new developments, and to ensure they are informed by their context. Where buildings are of different scale to their surroundings they should be of the highest quality and be of landmark status.

The scale and massing of the extension is designed to relate to the context of adjoining Halle St. Peter's, and the surrounding buildings. The extension is subservient in terms of height in comparison with surrounding buildings, and in terms

of the relationship with St. Peter's, the Architect advises that the extension is conceived as a classically proportioned contemporary metaphor of the existing proportions of St. Peter's. The square volume to Cutting Room Square relates to the eaves height of St. Peter's. In terms of quality, the proposed extension has won a RIBA competition, and will be attached to a landmark Listed Building.

Appearance/Visual amenity:

Policy EN1 of the Core Strategy states that opportunities for good design, which enhance the overall image of the City, should be fully realised. This is reiterated within the Guide to Development in Manchester SPD along with the NPPF.

The Architect explains that the form of the extension is generated by the stringent acoustic requirements and use of the spaces. The brick plinth with expansive glazing to the ground floor café and brick extrusion to Blossom Street conceals the second performance/multi-use space and the triple height entrance volume.

The brick plinth references the vernacular of the area of red brick, whilst providing a proportional contrast to the existing brickwork of St. Peter's. The brickwork plinth also provides the cradle upon which the bronze /Cor-Ten steel box sits. The box is conceived as a ribbed profiled form, which takes inspiration from the industrial context of the area. Rooflight separation allows internal views to St. Peter's and the stained glass rose window.

A condition is required to enable the agreement of the detail of materials to be used in the elevational treatment of a small area of the extension between the campanile tower and the main body of the extension to the Blossom Street elevation. This is in the interests of visual amenity, and the character and appearance of the building, the streetscenes, and the Ancoats Conservation Area, pursuant to policies DM1 and SP1 of Manchester's Core Strategy.

The elevational treatment between the campanile tower and the main body of the extension to the Blossom Street elevation is currently proposed to be an area of recessed brick, with glazing above. The concern is that the recessed brick area does not work sufficiently in terms of urban design and visual amenity, and has the potential to have a much more positive relationship with the streetscene. A condition will permit the exploration of options.

Regarding this section of the Blossom Street elevation, the Architect states (paraphrased), "our proposal has been very carefully thought out to subtly orchestrate a happy marriage between old and new, with both elements remaining true to themselves. The plinth of redbrick is intended to grow from the church, giving formal continuity. The plinth continues to be a cradle to the main event performance space. The panel of brickwork is recessed back from the face of the tower. It is also of a similar height. A disconnect is further enhanced by the panel of glass above. This is a much more subtle transition than, for example, a fully glazed slot, which we believe to be something of a cliché."

A further condition to enable the agreement of samples of all other proposed materials is required, in the interests of the character and appearance of the building

and Conservation Area, and the integrity of the design, pursuant to policies EN1, EN3, DM1, SP1, DC18 and DC19.

Impact on Heritage:

Policy EN3 of the Core Strategy, along with saved Policy DC19 of the Unitary Development Plan and section 12 of the NPPF, states that consideration must be given to the impact of new developments on heritage assets. In this instance, the application site is located within the Ancoats Conservation Area and includes grade II Listed Halle St. Peter's.

The following impacts on heritage assets must be considered. The direct impact of development on St. Peter's church, including removal of fabric and alteration works. The indirect impact caused by development on the setting of St. Peter's and on the setting of the Ancoats Conservation Area.

The applicant has prepared a Heritage Assessment in support of their Applications. As outlined within the submitted Heritage Assessment, the former church of St. Peter was designated a grade II Listed Building in 1974, as a disused church dating from 1859-60 by Isaac Holden and Son. St. Peter's was built for members of the local Anglican community, including mill workers and their families, to hold a congregation of approximately 1,350 people, and was consecrated in 1860.

The plan form of the building has not altered significantly; however, the surrounding townscape of the Ancoats Conservation Area, designated in 1989, has altered, including the demolition of two-storey buildings that previously abutted the southwestern elevation, which contains the rose window, and where the area currently bounded by black weldmesh fencing exists.

Following the terminal decline of the cotton industry in the 1950's, St. Peter's closed shortly after its centenary in 1960. The vast majority of the interior of the church, including plasterwork to ceilings and walls, and timber work, including the timber floor and pews were lost through theft, water ingress, fire and vandalism between 1960 and 1997. A small section of front gallery panelling remains, and is currently incorporated into the balustrade to an internal access ramp. Cast iron work columns, which divide the building into a nave and two aisles, also significantly remain, along with one gasoliers.

The Ancoats Buildings Preservation Trust, established in 1996 to save significant buildings within Ancoats, acquired St. Peter's in 1997. Enveloping works commenced in 1998 in order to reinstate the fabric of the building, to protect the building from further decay. The Heritage Lottery Fund and the North West Development Agency funded further works to the building.

The Halle Concerts Society completed the conversion of this former Anglican Church in 2013. The building is the permanent home for the Halle, and is known as Halle St. Peter's.

The listed building entry (3/10/1974), the starting point for assessment of significance, describes the building as follows:

'Former Church of St. Peter, now disused. 1859-60, by Isaac Holden & Son. Red brick with dressings of white brick, slate roofs. Romanesque style. Nave with apsidal east end, north and south aisles and transepts, north-west tower. Tall square campanile tower with very tall first stage and belfry stage divided by a cornice, short set-back top stage; panelled sides to the 1st stage with Lombard friezes, large round-headed doorway on north side with set-in shafts, keystone and double-doors with ornamental strap hinges, round-headed lancet above doorway and very small lancet near top; round-headed 2-light louvered belfry windows, stylised and polychrome frieze; small round-headed window with flanking lancets to top stage; swept pyramidal roof. Four-bay aisles with sill-band to round-headed windows with imposts linked to raised panels pendent from Lombard frieze; low gabled transepts with stepped tripartite windows in similar style. Arcaded clerestory with coupled windows between blind arches. All windows have white brick heads and most were boarded at time of survey. Interior not inspected but reported (by Pevsner) to have 5 lofty bays with thin cast-iron columns and semi-circular brick arches, superb roof: segmental plaster vault with slight coffers divided into bays by four elegant cast-iron trusses with enriched spandrels; bench ends also cast-iron.'

The Planning (Listed Buildings and Conservation Areas) Act 1990 under Section 66 of the Act sets out the authority's general duty in respect of listed buildings in exercise of its planning functions. It states that in considering whether to grant planning permission for development which 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 in which it possesses.

The above statutory framework is to be read in conjunction with Section 12 of the National Planning Policy Framework (NPPF), which relates to conserving and enhancing the historic environment. Paragraph 131 states 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 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 goes on to outline that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation. The more important the asset, the greater weight it should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification. Finally, Paragraph 134 has particular reference to this case, as it relates to where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset. It states that this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

In this case, the development proposals include the erection of a three storey extension to a grade II listed building, within a Conservation Area, and therefore, the

development will have an impact on the character and setting of this listed building and the Ancoats Conservation Area. The Local Planning Authority must decide the level of the harm caused from these impacts, and whether they are considered to be substantial or less than substantial. Planning Practice Guidance states that what matters in assessing if a proposal causes substantial harm, is the impact on the significance of the heritage asset, and significance derives not only from a heritage asset's physical presence, but also from its setting. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed.

The direct impact of development on St. Peter's church, including removal of fabric and alteration works:

It is assessed that St. Peter's has a medium-high significance as a purpose built church to accommodate a rapidly expanding population. The building has retained much original form and fabric, including cast iron fabric, and the design is influenced by John Ruskin. The building is an important contributor to the streetscape and Conservation Area.

The works to the Cutting Room Square western elevation of St. Peter's, including removal of fabric and alteration works, will have a direct impact on the fabric of the Listed Building. As analysed within the submitted Heritage Assessment, the majority of the works will have either a neutral or minor negative impact on the fabric and significance of St. Peter's, and no works will have a high negative impact, as confirmed as follows.

Ground floor:

A new main entrance doorway opening, to allow access through into St. Peter's from Cutting Room Square, is proposed to be created within the base of the campanile. The opening to be made to the building will be 1800mm by 2100mm. This intervention is assessed to have a neutral impact, as this section of the building was not intended to be visible, as built form historically abutted this elevation of the campanile.

A double-doorway opening 2750mm by 2100mm, is also proposed to be created between the church and extension. This will involve the removal of the lower part of the arched headed window to the southern aisle, retaining the upper portion of window. This intervention is assessed to have a moderate negative impact, as the fenestration and secondary glazing is not original, the detail can be recorded and the opening could be reinstated.

It is also proposed to insert new steps to a raised level within the campanile, to attach loading doors to the listed building, with associated ramp, and to install a secondary escape stair to the southern entrance. It is assessed that these interventions have a neutral impact upon the listed building, as works are reversible, and in the case of the steps, the works do not involve historic fabric.

The remaining timber panel section of part of the 1860 western seating gallery, which carries the lettering 'Te Deum Laudamus', was incorporated into the existing ramped access as part of the conversion of St. Peter's for the Halle. As the scheme for the extended Halle St. Peter's includes the removal of this ramped access, it is proposed this surviving timber panel section will be fixed as dado and backlit to the wall of the

main rehearsal space. It is assessed that this will be of neutral impact to the building, as the panel was historically displaced, and will remain visible within the building.

First Floor:

The control room is to be relocated from its current position in the southern porch to a new room created in the service void of the tower. It is proposed to insert a doorway into the campanile 1100mm by 2100mm, to provide access to the control room. It is also proposed to insert a new doorway 1100mm by 2100mm in the western elevation of the entrance to provide an escape route from the new secondary escape stair in the southern entrance. It is considered these works will have a minor negative impact, as works are reversible, and will not impact upon fenestration or architectural detailing.

The glazed roof of the extension will join the listed building at first floor level. It is assessed that the installation of the roof will have a neutral impact on the building, as the roof structure will not cut across or obscure fenestration and the works are reversible.

The basement and second floor of the extension will not connect to the listed building.

It is concluded that none of the works will substantially harm the overall significance of the listed building. The form of the building and remaining detail, including cast iron work and timber balcony panel, will remain for future generations. The works are generally to the western elevation, which was obscured by built form, and not intended to be visible.

The indirect impact caused by development on the setting of St. Peter's and on the setting of the Ancoats Conservation Area:

The site of the proposed extension, to the western elevation of the building, was formerly occupied by two-storey adjoining built form, and it was not the intention that this elevation should be viewed in the streetscenes. The site currently consists of an informal area bounded by weldmesh fencing, and a 35 square metre paved section of Cutting Room Square, which currently contains lighting columns, mobile planters and services.

The proposed development will alter the appearance of the streetscenes surrounding St. Peter's, as has previously historically happened, as demonstrated by the submitted Archaeological report. It is considered that the removal of the informal area bounded by weldmesh fencing will benefit the character and appearance of the Conservation Area, as these are detracting non-historic elements.

Views of the site towards the East along Blossom Street are of the western elevation of St. Peter's, the area bounded by weldmesh fencing, and Cutting Room Square. The campanile tower and rose window are prominent features of this streetscene. As the western elevation of the building was generally hidden by built form, this part of the building lacks architectural detail, and uses less expensive brick than the other elevations of the building. The proposed extension will reduce the visibility of the western elevation, as has historically been the case, and will remove the rose window from view from outside of the site, however, the rose window will remain in

situ, and will remain visible from within the building, and the tower will remain as a prominent landmark feature in the streetscene. It is assessed that, on balance, the extension will have a minor negative impact upon this streetscene, as the view of the rose window will be obscured from outside the site.

Views of the extension looking south along Sherratt Street from long range will not be possible, as the new development being constructed on land between Blossom Street and Loom Street will obscure views of the extension. At closer range, the extension will appear subservient to St. Peter's, and will appear in place of the current detracting fencing. It is assessed that the extension will accordingly have a minor positive impact upon this streetscene.

A restricted view of the extension will appear looking eastwards along Blossom Street towards Cutting Room Square, and again the extension will appear subservient to St. Peter's. The extension will reinstate views of built form lost following the removal of the buildings previously attached to the western elevation. On balance, it is assessed that the extension will accordingly have a minor positive impact upon this streetscene.

Looking west along Hood Street, the new extension will be visible, but not dominant, above the southern porch. On balance, it is assessed that the extension will accordingly have a minor positive impact upon this streetscene.

Looking eastwards along Hood Street, the extension will be visible, and views of the southern porch will be obscured by the extension, however, the extension will return views of built form to the western elevation, and the campanile tower will continue to be the prominent feature of the building. On balance, it is assessed that the extension will accordingly have a minor positive impact upon this streetscene.

Conclusion:

On the basis of the assessment of the direct impact of development on St. Peter's church, including removal of fabric and alteration works, and the indirect impact caused by development on the setting of St. Peter's and on the setting of the Ancoats Conservation Area, the Local Planning Authority considers that the development in this case will cause less than substantial harm to the listed building and the Ancoats Conservation Area.

Paragraph 134 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal. Planning Practice Guidance outlines that public benefits may follow from many developments and could be anything that delivers economic, social or environmental progress as described in the National Planning Policy Framework (Paragraph 7). However, benefits do not always have to be visible or accessible to the public in order to be genuine public benefits. Public benefits may include heritage benefits, such as sustaining or enhancing the significance of a heritage asset and the contribution of its setting, and reducing or removing risks to a heritage asset. Historic England guidance summarises that all grades of harm, including total destruction, minor physical harm and harm through change to the setting can be justified on the grounds of public benefits that outweigh that harm.

The less than substantial harm to the heritage assets must be given considerable importance and weight in this case, and to the desirability of preserving St. Peter's and the setting of St. Peter's and the Ancoats Conservation Area. However, it is necessary to strike the balance between this harm and the other planning benefits that may arise from the regeneration of the application site, and the significant visual improvement to this area that the development would bring.

The public benefits of the proposal, which are considered to outweigh the minor harm identified, and to demonstrate compliance with paragraph 134 of the NPPF, include the following.

The economic and social benefits of the internationally renowned Halle Concerts Society both developing and continuing to operate the former landmark derelict building of St. Peter's, which is an objective of the Ancoats and New Islington Regeneration Framework (2014). The significant investment in Manchester generated by this development. The safeguarding of employment, and creation of local jobs. The siting of a RIBA award winning extension in place of an informal area with security fencing adjacent to a public square, which has been created to facilitate and encourage regeneration. The creation of a café with an active frontage to the public square.

Archaeology:

Policies EN3 and DM1 of the Core Strategy require that new developments should take account of heritage assets and possible preservation. Extant policy DC20 of the UDP states that where remains cannot be kept in place proper recording shall be made.

Further to the compilation and interrogation of an Archaeological Assessment, no further archaeological mitigation is required for this scheme.

Landscaping/public realm:

An area of 35 square metres of Cutting Room Square, which is owned by the Homes and Communities Agency, and maintained by the City Council, is included within the Application site, in order to allow for the provision of a disabled access ramp with a 1500mm wide internal clear width, and ambulant disabled steps, with tactile paving to top and bottom of steps.

The impacts of the inclusion of this land are that a strip of land within the public square will be lost and lighting columns, services and planters will need to be relocated.

On balance it is considered, in Planning terms, that the proposed incorporation of the space into the Halle site is acceptable. The loss of this small area of space from the square will not unduly affect the provision, or the vitality of available public space, and the development will accordingly provide the Halle with the optimum fully accessible design.

An Application to stop up this area of the public highway will be required to be made prior to the incorporation of the land into the Halle's domain.

Transport/highways:

Policy T1 and T2 of the Core Strategy seeks to encourage modal shifts away from the car and locate new development that is accessible by walking, cycling and public transport. Policy DM1 provides that traffic generation and road safety must be considered as part of new developments.

The location of Halle St. Peter's allows staff, musicians and visitors to make full use of the wide range of public transport options available to and from Manchester City Centre. There are also public car parks nearby, and park and ride options via Metrolink and buses, should people travelling to and from St. Peter's wish to travel by car.

Detailed travel plan information has been submitted in support of the existing and proposed Halle St. Peter's use. The submitted framework travel plan overall is considered acceptable, however, it is recommended that a Travel Plan Co-ordinator is named in the plan. It is also recommended that the framework plan is extended and produced to a full travel plan within the first six months of the extension coming into use. A suitable planning condition setting out this requirement is therefore, required in accordance with policies T2, T1 and DM1 of Manchester's Core Strategy.

In terms of the level of use, and numbers of people at Halle St. Peter's, the main use of Halle St. Peter's is, and will be, by the orchestra, which, it is stated, involves approximately 85 people at one time. The Halle Children's Choir rehearsals, for example, involve approximately 100 young people, plus parents and guardians late afternoon once a week. A private function/event on a Thursday, Friday or Saturday could involve up to a maximum of 350 guests.

Given the projected maximum number of people that might attend events, it is considered an Event Management Plan be required by condition, to ensure that vehicles and pedestrians are well managed at the start and end of events, the definition of which to be agreed as part of the discharge of the condition. This should consider pick up/drop offs, disabled parking, directing pedestrians, queue management etc.

Five Sheffield type cycle stands are provided externally on the Hood Street side of the building. It is noted that to better encourage sustainable travel, stands should be covered/weatherproofed, and that there if there is an expected uplift in visitors/staff, it is recommended that the usage of the stands is monitored and increased as required. In response to this, it is necessary to condition that cycle stand provision be monitored through Travel Planning, explored and provided. It is not necessarily suitable to increase the level of external provision, as, given the sensitive setting of the building, standalone covered stands may not be appropriate.

As discussed, the area of the site it is proposed to locate the extension upon is currently used for informal parking. The Application form states that 8 spaces are currently available. It is not considered that the loss of this informal parking area will result in issues with on-street parking. This is due to the extensive availability of travel options as regards this location, the existence of the Travel Plan, and as the development is set within a controlled parking zone, where on-street parking is

appropriately managed, therefore, parking, pick-up and drop-off on nearby streets where parking is controlled is prohibited and enforced.

In terms of deliveries and vehicles expected to visit the site, the Halle Orchestra lorry will continue to visit approximately 50 times per year to Hood Street. It is anticipated that the café will receive daily deliveries. Refuse/recycling collections will be twice weekly, with hygiene and cleaning suppliers visiting monthly.

Presently loading is undertaken from Hood Street. It is proposed that the loading entrance will be relocated along Hood Street, and subsequently a new dropped kerb is proposed adjacent to the new entrance on Hood Street. An off-site highways works condition is required to ensure that the correct facilities are available for loading and unloading, in the interests of highway and pedestrian safety. The necessary works to install the proposed dropped kerb, and any works to the adopted highway, will also be required to be taken forward separately under the Highways Act 1980.

Further to analysis of the scheme, the refuse store doors to Hood Street have been altered to sliding doors, in order that the doors do not open onto the adopted highway and cause a hazard to pedestrians. A fire door does open outwards to Hood Street, however, this is considered acceptable given the frequency of usage, as it will open in the direction of travel, and as it is necessary in the interests of fire safety.

Noise/disturbance:

A noise assessment has been provided in support of this application to consider the noise insulation requirements for the proposed uses. The consideration of such matters is a key requirement for policy DM1 of the Core Strategy, along within saved policy DC26 of the Unitary Development Plan. This approach is also outlined within the NPPF, which seeks to avoid noise giving rise to significant adverse impacts on health and quality of life as a result of new developments.

The main noise issues as regards this development are as follows:

- noise emissions from plant associated with the development
- acoustic specification of the building to limit noise break-out

In the interests of residential amenity, conditions are required regarding the hours of operation and servicing, and to ensure the building is sufficiently acoustically treated regarding break out of noise, and that externally mounted plant, including air source heat pumps, is sufficiently attenuated.

The Acoustic Report submitted by Arup, Halle St Peters - Phase 2, RIBA Stage 3 Acoustic Design, Reference 249263-00, Dated: 29 July 2016 states the design target for plant noise emissions (Table 6), however, the exact plant is unknown, and so it cannot be demonstrated at this stage that the stated criteria will be met, therefore, a condition is required.

Regarding management of noise break out, the noise survey method is agreed with Arup (including measurements taken at 23.00hrs would be indicative of those of 00.30 hours on Friday and Saturday Night, therefore no requirement for further measurements to be taken in the night-time period).

The design criteria are also agreed with Arup (music noise levels should be 10dB below background in each octave band). A condition is required to allow a further acoustic report is to be issued and agreed after the detailed design stage is completed, in order to demonstrate fully how the building will be sufficiently attenuated, including any required mitigation measures.

It is proposed that the enlarged building will continue to operate within the opening hours and servicing hours of the existing Halle St. Peter's operation. The building being open 7:30 to 22:00 Sunday to Thursday and 7:30 to 00:30 Friday and Saturday. The café is proposed to be open 07:30 to 23:00, which is in line with surrounding food and drink uses, and the Ancoats and New Islington Neighbourhood Development Framework (2014). It is confirmed that no consent is either sought or granted through this Planning Application for the provision of any external café seating.

A full and detailed scheme for the extraction of fumes, vapours and odours is required to be conditioned for the proposed A3 Café use, in the interests of visual and environmental amenity.

Amenity:

Overall it is not considered that the proposed development will have an unduly unacceptable impact on surrounding residential amenity or the amenity of surrounding businesses, in accordance with policy DM1 of Manchester's Core Strategy, and saved policy DC26 of the Unitary Development Plan.

Halle St. Peter's is already in operation, and the proposed development is an extension of the current operation, within a modern purpose built extension. Break out of sound has not been found to be an issue with the converted Listed Building, and due to the stringent requirements of the Halle, as regards sound break-in as well as break-out, this issue will be designed out of the extension, as advised by acousticians at Arups.

The extended Halle St. Peter's will attract many users, approximately 1,000 people a week. This is a significant number of people, however, the character of this area of Manchester is mixed commercial and residential, as established within the Ancoats and New Islington Neighbourhood Development Framework (2014). As also established by the Framework, Halle St. Peter's is intrinsic to the renaissance of Ancoats. Visitors, staff and musicians will be well managed in terms of travel, and also as to when they will be on site, in the interests of amenity, through monitored travel plans and specified hours of operation. Deliveries, including refuse and event equipment collections will also be well managed in terms of permitted hours of activity, in the interests of amenity.

Contextual scale drawings have been submitted, which demonstrate the relationship between the surrounding existing buildings and the proposed extension. The Ice Plant mixed residential and commercial development, is located to the north of the proposed extension to Halle St. Peter's, along Blossom Street. Ice Plant is high rise, and undulates in scale, ranging from 23.5 up to 30 metres high adjacent to the Halle St. Peter's campanile tower. The front building line of the Ice Plant development is situated approximately 8.5 metres away from the Blossom Street elevation of the

proposed extension. The residential accommodation within Ice Plant is located above the double height ground floor. The proposed extension to Halle St. Peter's will be located opposite a section of four floors of residential accommodation within Ice Plant for a distance of approximately 14.5 metres from the existing rear building line of the campanile tower.

The 16 metre high office building Jactin House is located to the south of the proposed extension to Halle St. Peter's, along Hood Street. The front building line of Jactin House is situated approximately 9.5 metres away from the Hood Street elevation of the proposed extension. The proposed extension will be located opposite Jactin House for a distance of approximately 8 metres from the rear building line of the existing southwest porch of Halle St. Peter's at a maximum height of approximately nine metres. The extension will then step up to the eaves height of Jactin House for a distance of approximately 12 metres.

The proposed extension will also be located adjacent to the proposed Manchester Life development adjacent to Hood Street. Consent has been granted adjacent to Jactin House for the erection of part 9, part 8 and part 5 storey building to form ground floor commercial floor space (Use Classes A1, A2, A3, B1 D1 (excluding place of worship) (149 sqm) at ground floor facing Cutting Room square along with 3 residential town houses and 28 residential apartments (Use Class C3) to form 31 residential units in total and creation of 115 space residential car park with access from Jersey Street along with boundary treatment and other associated works (ref. 109593/FO/2015/N1).

In terms of scale, the extension to Halle St. Peter's is subservient to the former Church building, Ice Plant, Jactin House and the Manchester Life development. The proposed built form of the extension will have impacts upon adjacent existing and proposed residential and commercial buildings, however, it is not considered that the impacts, including any overshadowing or loss of light will be unduly over bearing, or out of context. It must also be noted that buildings originally occupied the Application site, and an extension to the Church has historically been granted in the same location as the extension now being proposed (ref. 078485/LO/2006/N1, 078484/FO/2006/N1 and 078486/CC/2006/N1).

Roads will provide separation between the extension and surrounding buildings, as is the character of other developments in Ancoats, as design responds to the dense and historic urban grid iron pattern of development. The Manchester Life scheme to Hood Street, at a maximum height of nine storeys to the south of Cutting Room Square and Ice Plant, has been assessed to have an acceptable impact upon adjacent buildings, and will by virtue of the development's height, create more of an impact in terms of overshadowing than the proposed extension to Halle St. Peter's.

It is specifically not considered that the proposed extension to Halle St. Peter's will unduly affect the residential amenity of the occupiers of residential units in Ice Plant or the Manchester Life scheme to Hood Street, in accordance with policy DM1 of Manchester's Core Strategy. This is as the design of the proposed extension will not result in privacy issues between window openings, and as there will be separation between the proposed three storey building and residential units, in keeping with the dense character of development in the Ancoats Conservation Area.

Ecology/habitats:

The planning application has been accompanied by an ecological appraisal, which assesses the potential impact of the development on local ecology and nature conservation. This is a key requirement of policies EN15 and DM1, which seeks to ensure that applicants identify, enhance and restore impacts from developments on local habitats.

Greater Manchester Ecology Unit has confirmed that Halle St. Peter's already has features with moderate suitability for roosting bats, and the features will not be affected by the proposed works. The proposal does not present any other potential ecological constraints.

Flood risk/surface water:

The application site is located in flood zone 1 'low probability of flooding'. However, the site lies within a critical drainage area (an area where there are complex surface water flooding problems from ordinary watercourses, culverts and flooding from the sewer network). These areas are particularly sensitive to an increase in rate of surface water run off and/or volume from new developments which may exasperate local flooding problems. As such, policy EN14 states that developments should seek to minimise the impact on surface water run off in a critical drainage area.

The City Council's flood risk management team consider that, in this case, an informative should be applied to a planning consent that provides that the Applicant should design and construct drainage systems to prevent the increased risk of flooding, to improve and protect water quality and ensure future maintenance of the surface water drainage system.

Sustainability:

Policy DM1 states that subject to scheme viability, developers will be required to demonstrate that new development incorporates sustainable construction techniques in terms of Code for Sustainable Homes and BREEAM.

Policies SP1 and EN4 to EN6 of the Core Strategy focus on reducing emissions and achieving low and zero carbon developments. As the application site is located in the regional centre, the development is expected to demonstrate its contribution to this objective (policy EN5).

Policy EN4 particular, requires the application of the energy hierarchy to ensure that passive measures, energy efficiency and low and zero carbon generation options are considered. This includes:

- minimising energy demands - consider passive design measures and optimise building envelope in terms of orientation, air tightness and insulation; and
- meet demands efficiency - specify energy efficient plant, heating, ventilation, lighting and system controls to facilitate efficient operation.

Policy EN6 of the Core Strategy requires developments of this nature to achieve at least a 15% improvement over the target emissions required by Part L of the Building Regulations. This equates to a 9% reduction over part L. However, Listed Buildings and buildings in a Conservation Area are exempt from energy efficiency

requirements where their compliance will unacceptably alter their character or appearance.

Notwithstanding this, the applicant has provided an environmental standards statement with their application. Within this, the applicant has sought to meet standards.

This scheme addresses policy EN4 by implementation of passive energy efficiency design measures to reduce the demand for energy; enhanced building fabric design; and use of renewable energies, including heating and cooling provided by air source heat pumps. There is also the potential to install photovoltaics to the roof of the new extension.

Regarding policy EN6, it is unfeasible to implement CHP/district heating or to connect to existing local distributed systems. A Part L 2010 analysis to ascertain the measures required in order to obtain a 15% increase on Part L 2010 is being conducted.

It is required that the energy standards form part of the conditions of planning approval.

Designing out crime:

Policy DM1 of the Core Strategy requires that consideration be given to community safety and crime prevention. The planning application is supported by a Crime Impact Statement (CIS), prepared by Design for Security at Greater Manchester Police, which assess the proposal in terms of crime prevention and safety.

In terms of positive contribution to the prevention of crime and fear of crime, the building is highly visible from the surrounding streets and Cutting Room Square, therefore, the building will benefit from good levels of natural surveillance and overlooking. The principle entrance will be located in a prominent position, which will be clearly seen from the public realm, and approaches for pedestrians are along routes with good sightlines. The entrance foyer will have a staffed reception desk providing surveillance over people leaving and arriving. Glazed façades offer both surveillance and artificial light into the public realm. Unauthorised access to the roof will be difficult, due to the design and scale of the building. Security features can be integrated into the design.

Points for further consideration include, the remote operation of the main entrance to control and secure access; access controls to rooms; and the avoidance of any external features which could be used as climbing aids. It is essential that all required physical security measures, including as regards the layout of the café, be incorporated into the scheme. A condition is accordingly required to enable full details of compliance with the approved CIS to be submitted.

Ground conditions:

Policy EN18 of the Core Strategy requires that consideration should be given to potential sources of ground contamination and the effect on new developments. Initial site investigation work has been carried out by the applicant.

The submitted desk top study and initial site investigation report has been considered by Environmental Health.

Regarding land contamination, a condition is required, pursuant to policy EN18, in the interests of health and amenity, regarding the submission of further details, results and analysis for the Site Investigation Study; final details of the risk assessment and remediation strategy; and, following the completion of site works, a verification report.

Waste management:

Policies EN19 and DM1 of the Core Strategy require that applicants show consistency with the waste hierarchy, which principally seeks re-use and recycling of waste.

There is a comprehensive strategy to deal with waste at the development, and to encourage Halle St. Peter's to comply with the recycling hierarchy. Small bins will be placed in administrative offices for general waste and paper recycling. General waste, food waste and mixed recycling bins will be placed in the basement kitchen, adjacent to the brew stations in the main space and the orchestra lounge area. General waste, paper and mixed recycling bins will be placed in the public café area for visitor/customer use. General waste, food waste, paper and mixed recycling bins will be placed in the café/kitchen area.

All of the waste will be moved for deposit to external bins within the proposed designated integral bin store to the Hood Street elevation of the proposed extension. This bin store will be locked, will have a tap for wash down, and the doors will have high level fixed louver natural ventilation.

General waste will be collected twice a week. Pulpable recycling (paper/cardboard), mixed recycling (glass/cans), food waste, and hygienic waste will be collected weekly. Frequencies of collection will be increased as required.

The proposed Waste Management Strategy has been assessed to be acceptable in terms of policies EN19 and DM1 of Manchester's Core Strategy. A condition to require the implementation and maintenance of the approved strategy is required.

Construction management:

In order that construction activities are in accordance with policies SP1 and DM1 of the Core Strategy, and extant policy DC26 of the Unitary Development Plan, a condition is required in order that the details can be agreed prior to commencement.

Details of construction management are required as follows:

- o Hours of working;
- o Details of Wheel Washing;
- o Dust suppression measures;
- o Compound locations where relevant;
- o Location, removal and recycling of waste;
- o Routing strategy and swept path analysis for construction vehicles;

- o Parking of construction vehicles and staff; and
- o Sheeting over of construction vehicles.

Conclusion:

The proposed RIBA competition winning extension to Halle St. Peter's is supported by National and local Planning policies, as explored within this report. The scheme will complete the Halle Concert Society's headquarters in Manchester, with an extension designed to provide both the accommodation the Halle requires, to a scale commensurate in terms of built form and activity with the mixed commercial and residential grid iron character of development in the area. The development will have less than substantial harm to the designated heritage assets, and the public benefits outweigh the harm, to secure the future of the landmark grade II Listed St. Peter's for future generations, and to support the regeneration of the Ancoats Conservation Area, through providing this renowned cultural facility, with active frontage to Cutting Room Square.

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 polices 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

Article 35 Declaration

Officers have worked with the Applicant / Agent in a positive and proactive manner in order to guide the Application through all stages of the Planning process, and have resolved issues that have arisen whilst dealing with the Application.

Conditions to be attached to the decision

- 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:

Application for Planning Permission and Listed Building Consent form, received 5/08/16, as amended by revised Certificate B, received 28/9/16
Drawing AL(05)0007 with Application site edged in red, received 27/9/16
Drawing SK-0003, received 3/10/16
Drawings AL(05)0001 P02, AL(05)0003 P01, AL(05)0004 P01, AL(05)0005 P01, AL(05)0007 P01, AL(05)0010 P01, AL(05)0011 P01, AL(05)0012 P01, AL(05)0020 P01, AL(05)0021 P01, AL(05)0022, and AL(05)0023 P01, received 5/8/16
Drawings AL(05)0002 P02 and AL(05)0006 P02, received 6/10/16

Stephenson Studio Design and Access Statement, received 5/8/16
Paul Butler Associates Heritage Assessment, received 3/10/16
Paul Butler Associates Archaeological Desk Based Assessment, received 5/8/16
Crime Impact Statement (CIS) Version A:01/07/16, ref.2016/0484/CIS/01, received 5/8/16
TEP Ecological Assessment, received 5/8/16
Max Fordham Energy Statement, received 5/8/16
Halle Concerts Society Travel Plan and Policy document, received 5/8/16
Waste Management Strategy, received 5/8/16

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies SP1 and DM1 of Manchester's Core Strategy.

3) Notwithstanding the approved plans listed within Condition 2, prior to the commencement of above ground works, details of the materials to be used in the elevational treatment of the extension between the campanile tower and the main body of the extension to the Blossom Street elevation, as depicted in drawing AL(05)0021, received 5/8/16, shall be submitted to and agreed in writing with the City Council as local planning authority. The approved materials shall be implemented as part of the construction of the scheme, and shall be so maintained.

Reason - In the interests of visual amenity, and the character and appearance of the building, the streetscenes, and the Ancoats Conservation Area, pursuant to policies DM1 and SP1 of Manchester's Core Strategy.

4) Notwithstanding the Phase 1 Geoenvironmental Desk Study and Preliminary Phase 2 Assessment, by NX Consulting, ref. 288, 27/7/16, received 3/10/16, a) 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.

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 - There is evidence of site contamination at the application site, which requires further consideration and examination. In particular, details of outstanding gas monitoring is required to be submitted for consideration, and an appropriate remediation strategy prepared. This is pursuant to policy EN18 of Manchester's Core Strategy.

5) Prior to the commencement of the development hereby approved, a detailed construction management plan outlining working practices during development shall be submitted to and approved in writing by the local planning authority, which for the avoidance of doubt shall include:

- o Hours of working;
- o Details of Wheel Washing;
- o Dust suppression measures;
- o Compound locations where relevant;
- o Location, removal and recycling of waste;
- o Routing strategy and swept path analysis for construction vehicles;
- o Parking of construction vehicles and staff; and
- o Sheeting over of construction vehicles.

The development shall be carried out in accordance with the approved construction management plan.

Reason - In the interests of residential amenity, the safe flow of traffic on the highway, and pedestrian safety, pursuant to policies SP1 and DM1 of Manchester's Core Strategy.

6) Prior to the commencement of above ground works to implement the development hereby approved, samples of the materials to be used for the construction of the exterior of the development, including any hard landscaping and boundary treatments, shall be submitted to and approved in writing by the local planning authority. The development shall be constructed only using the approved materials.

Reason - In the interests of the character and appearance of the building, the streetscenes, and the Ancoats Conservation Area, pursuant to policies DM1 and SP1 of Manchester's Core Strategy.

7) The development hereby approved shall be carried out in accordance with the Energy Statement prepared by Max Fordham, received 5/8/16. A post construction review certificate/statement shall be submitted for approval, within a timescale that has been previously agreed in writing, to the City Council as Local Planning Authority.

Reason - In order to minimise the environmental impact of the development pursuant to policies SP1, T1-T3, EN4-EN7 and DM1 of Manchester's Core Strategy, and the principles contained within The Guide to Development in Manchester SPD (2007) and the National Planning Policy Framework.

8) Prior to the installation of any externally mounted ancillary plant, details of the proposed externally mounted ancillary plant, equipment and servicing shall be submitted for approval. For the avoidance of doubt, the plant, equipment and servicing shall be designed so as to achieve a rating level of 5dB (LAeq) below the typical background (LA90) level at the nearest noise sensitive location. The plant shall be installed in accordance with the approved scheme, and thereafter maintained whilst the plant is in operation.

Reason - In the interests of amenity, pursuant to policies SP1 and DM1 of Manchester's Core Strategy, and saved policy DC26 of the Unitary Development Plan for the City of Manchester.

9) Prior to the commencement of above ground works, a scheme of acoustic insulation and treatment for the building to limit the break out of noise, in accordance with a noise study of the premises, shall be submitted to and approved in writing by the City Council as local planning authority.

For the avoidance of doubt, where entertainment noise is proposed the LAeq (entertainment noise) shall be controlled to 10dB below the LA90 (without entertainment noise) in each octave band at the facade of the nearest noise sensitive location.

The premises shall be acoustically insulated and treated in accordance with the approved scheme before the use commences, and the scheme shall be so maintained whilst the use is in operation.

Reason - In the interests of residential amenity, pursuant to policy DM1 of Manchester's Core Strategy and saved policy DC26 of the Unitary Development Plan.

10) The development hereby approved shall be carried out in accordance with the Waste Management Strategy, received 5/8/16. The refuse arrangements shall be put in place prior to the first use of the development, and shall remain in situ whilst the development is in use.

Reason - In the interests of amenity, and the safe flow of traffic and pedestrians on the highway, pursuant to policies EN19 and DM1 of Manchester's Core Strategy.

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

Waste collections shall not take place outside the following hours: 07:30 to 20:00 Monday to Saturday, (no waste collections on Sundays/Bank Holidays).

Deliveries, Collections and Servicing shall not take place outside the following hours: 07:30 to 20:00 Monday to Saturday, other than the following exceptions:

1. Weekday collection by the Halle van approximately 10 occasions a year following orchestral rehearsals no later than 22:00.
2. Occasional Sunday delivery by the Halle van for orchestral rehearsal not before 9:00 and not after 20:00.
3. Sunday Term time delivery and collection by the Halle van not before 9:00 and not after 20:00.
4. Sunday Events collection not before 9:00 and not after 20:00.

Reason - In the interest of residential amenity, pursuant to policies SP1 and DM1 of Manchester Core Strategy, and saved policy DC26 of the Unitary Development Plan.

12) The Use Class A3 Cafe shall not be open outside the following hours:
Daily: 7:30am to 23:00pm

All other parts of the building shall not be open outside the following hours:
Sunday to Thursday: 7:30am to 22:00pm
Friday and Saturday: 7:30am to 00:30am

Reason - In the interests of the amenities of the occupiers of neighbouring residential properties, in accordance with policy DM1 of Manchester's Core Strategy, and saved policy DC26 of the Unitary Development Plan for the City of Manchester.

13) The development shall be carried out in accordance with the Crime Impact Statement (CIS) Version A:01/07/16, ref.2016/0484/CIS/01, received 5/8/16, and shall be so maintained whilst the use is in operation. Prior to the first use of the development hereby approved, full details of compliance with the approved CIS shall be submitted to the City Council as local planning authority for approval in writing.

Reason - To reduce the risk of crime, pursuant to policies SP1, EC1 and DM1 of Manchester's Core Strategy, and the National Planning Policy Framework.

14) Prior to the first use of the enlarged building, the details of a named Travel Plan Coordinator shall be submitted to the City Council as Local Planning Authority, and the development hereby approved shall be carried out in accordance with the Halle Concerts Society Travel Plan and Policy document, received 5/8/16, in conjunction with the named Travel Plan Coordinator.

Within six months of the first use of the enlarged building, a Travel Plan which takes into account the information about travel patterns gathered pursuant to item 1 below shall be submitted for approval 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.

In this condition a Travel Plan is a document which includes:

- 1) a commitment to surveying the travel patterns of visitors and staff during the first three months of the first use of the enlarged building and thereafter from time to time
- 2) mechanisms for the implementation of the measures to reduce dependency on the private car
- 3) measures for the delivery of specified travel plan services
- 4) measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car

Reason - To assist promoting the use of sustainable forms of travel for staff and visitors, pursuant to policies T1, T2 and DM1 of Manchester's Core Strategy.

15) Prior to the commencement of the use of the building, an Event Management Plan, with review mechanism, shall be submitted to the City Council as local planning authority for approval in writing. The Event Management Plan shall include any pick up and drop off, disabled parking, directing pedestrians, and queue management. The approved Event Management Plan shall be adopted for the first event, and shall be so maintained and reviewed whilst the use is in operation.

Reason - To ensure that vehicles and pedestrians are well managed at the start and end of events, in the interests of highway and pedestrian safety, and residential amenity, pursuant to policies DM1 and T2 of Manchester's Core Strategy.

16) Prior to the first use of the enlarged building, full details of space and facilities for secure and covered bicycle parking shall be submitted to and approved in writing by the City Council as local planning authority. The approved space and facilities shall be made available, retained and permanently reserved for bicycle parking prior to the first use of the enlarged building.

Reason - To ensure that adequate provision is made for bicycle parking, in order that staff and visitors have a range of options in relation to modes of transport, in order to comply with policies SP1, T1, T2 and DM1 of Manchester's Core Strategy.

17) Prior to the first use of the building hereby approved, full details of the required off-site highway works shall be submitted to the City Council as local planning authority for approval in writing. The off-site highway works shall include:

Stopping up of an area of Cutting Room Square to accommodate the access ramp, ambulant steps and tactile paved area.

Installation of dropped kerb for temporary loading area to Hood Street highway.

The off-site highway works shall be implemented as approved, shall be in place prior to first use of the building, and shall be so maintained whilst the use is in operation.

Reason - In the interests of accessibility and the safe flow of traffic on the highway, pursuant to policy DM1 of Manchester's Core Strategy.

Local Government (Access to Information) Act 1985

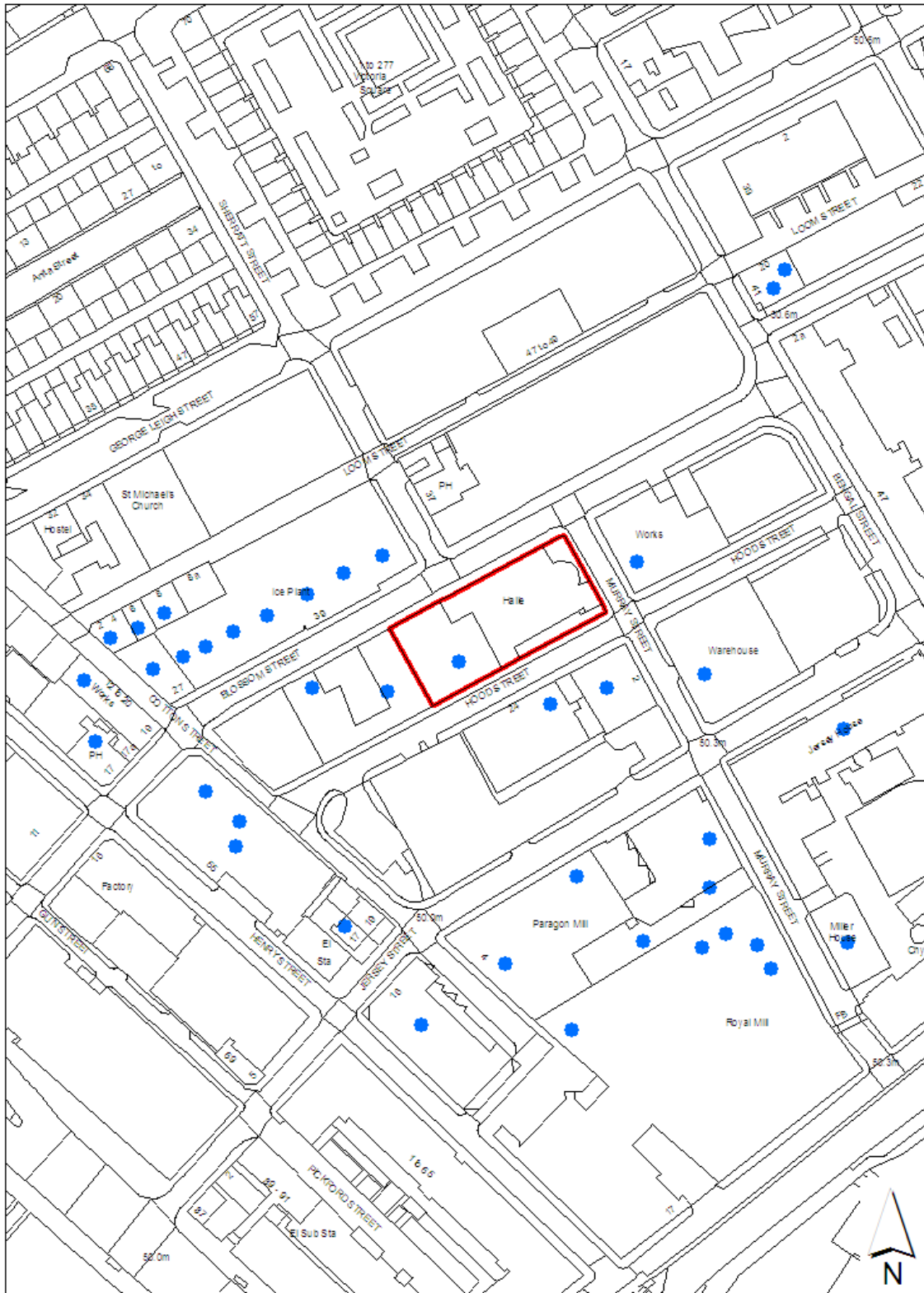
The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 113569/FO/2016 held by planning or are City Council planning policies, the Unitary Development Plan for the City of Manchester, national planning guidance documents, or relevant decisions 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:

Environmental Health
MCC Flood Risk Management
Highway Services
Greater Manchester Ecology Unit
Greater Manchester Archaeological Advisory Service
Greater Manchester Police
Historic England (North West)
United Utilities Water PLC
Electricity Northwest

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

Relevant Contact Officer : Helen Hodgett
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Email : h.hodgett@manchester.gov.uk



 Application site boundary  Neighbour notification
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