

Application Number	Date of Appln	Committee Date	Ward
115686/LO/2017	21st Mar 2017	27th Apr 2017	Bradford Ward

Proposal LISTED BUILDING CONSENT relating to works in connection with change of use of former school (Class D1) to a mixed use facility involving: the formation of artists studios, exhibition and performance space, dance studios and creative workshops following the partitioning of internal rooms (Sui Generis use); laying out of external car parking area and retained residential use of former caretakers house (Class C3)

Location Former School Buildings, Barrass Street, Manchester, M11 1WP

Applicant Mr Martin Nash , Rogue Artists Studios, 72 Chapeltown Street, Crusader Mill, Manchester, M1 2WH,

Agent Mr Stephen Leighton, Leighton Architects, 21 Chandos Road, Chorlton, Manchester, M21 0SS,

Description

Members of the Committee are advised that the City Council has an interest in the application has land owner. However, the Committee must disregard this interest and discharge its duty as Local Planning Authority only.

This planning application relates to the buildings comprising the former Varna Street School buildings and caretaker's house. The Grade II listing came into effect in June 2012 and specifically relates to the main 3-storey school building. However, the single storey school building and caretaker's house are integral components of its setting. The buildings are currently vacant following the relocation of staff and pupils to a new school. The buildings were also temporarily occupied by Rodney House special needs school; a facility that subsequently moved to an alternative site.

The application buildings are currently owned by the City Council but are to be transferred to the applicants, an artists' co-operative known as Rogue Artists, subject to the granting of planning and listed building consent (which has been considered under application ref: 115685/LO/2017 and included within this agenda). Rogue Artists are seeking to relocate to the application buildings as their lease within Crusader Mill is to imminently expire. The implementation of the proposed uses would be undertaken on a phased basis. Phase 1 would relate to the initial occupation of the building by existing artists currently located within Crusader Mill. Subsequent phases of the development would lead to the introduction of other art and performance activities subject to the undertaking of noise assessments and managements plans as discussed in the related planning application 115685/FO/2017, which is included within this committee agenda.

This report specifically concerns the impact of works on the character, appearance and composition of the listed school, which was constructed by the Manchester Board of Schools using designs by Potts, Son and Pickup. This Victorian school

opened in 1897 and provided educational accommodation for 2000 boys, girls and infants.

The internal configuration of the building has a relatively simple form and many of its original features have been retained. However, its appearance has been affected by the introduction of electrical and IT cabling, formation of suspended ceilings and installation of internal storage units. The basement areas reflect the original configuration and use for storage and the location of plant and equipment.

Whilst school buildings are substantially in tact some vandalism has occurred resulting in the occurrence of broken windows. It is also understood that maintenance works have been necessary to the roof to arrest water ingress into the building, which has resulted in damage affecting ceilings, plasterworks and timber panel floors. This has particularly affected the second floor of the main building, which would require more significant refurbishment prior to its future occupation. Cold weather following discontinuance of occupation has resulted in movement, warping and uplift of some of the original timber panel floors within the main building.

The proposed works to the listed building would comprise of:

- i. Replacement of broken window panes and necessary works to existing frames;
- ii. Repair and reinstatement of displaced timber floor panels;
- iii. Construction of partitions to form cellular artists' studios;
- iv. Application of treatments to the exposed iron framed structure to provide enhanced protection.

Internally, the building has limited architectural features. However, as far as possible, the applicant proposes to work closely within the configuration of existing space, which is characterised by wood and glazed partitions and sliding partitions between classrooms. Where partitioning is proposed it would comprise of stud partitioning rising 2.4 metres from floor level and affixed respectively to the face of internal walls and partitioning (with cut away sections to avoid impacting upon original features). A maximum of 79 artist studios would be formed within former classrooms with the corridors and assembly halls retained as shared spaces. A small group of artists undertaking larger sculptural work would be located in the basement area. Repairs to the floor would involve the removal of raised floorboards and their re-setting and making good. Future refurbishment phases may involve the removal of sections of existing suspended ceilings. Externally, the building would be maintained as existing apart from any requirement to undertake weather proofing that may emerge. The existing hard-surfaced playground would be retained as existing and used as car parking for 83 cars and servicing.

The planning and listed building consent application were advertised in the Manchester Evening News 28 March 2017 with the related press notice expiring on 18 April 2017. The proposals were also advertised through a site notice, which was posted 4 April 2017 and expired on 25 April 2017. The proposals were also subject to the appropriate neighbour and statutory consultation.

Consultations

Local residents - One email of objection has been received and refers to issues pertinent to the planning application. These comments are set out in the report to 115685/FO/2017.

Manchester Historic Building and Conservation Panel - Have considered the proposed work and are supportive of the introduction of a new and active use for the listed building. However, it was requested that efforts be made to seek the restoration of original features of the listed building.

Historic England - Have indicated that they do not wish to comment.

Issues

Section 16 (2) of the Planning (Listed Building and Conservation Areas) Act 1990 (the 'Listed Building Act') - Provides that 'in considering whether to grant listed building consent for any works to a listed building, the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'.

Section 66(1) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (General duty as respects listed buildings in exercise of planning functions) - Is relevant to the consideration of the proposed development given its relationship to the Grade II listed school buildings and states that: 'in considering whether to grant planning permission for development which affects a listed building or its setting, the local planning authority or, as the case may be, the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.' This requires more than a simple balancing exercise and considerable importance and weight should be given to the desirability of preserving the setting. Members should consider whether there is justification for overriding the presumption in favour of preservation.

National Planning Policy Framework: This Framework came into effect on 27th March 2012 and sets out the Government's planning policies for England and how these are expected to be applied. It defines the Government's requirements for the planning system 'only to the extent that it is relevant, proportionate and necessary to do so. It provides a mechanism through which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities'. The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point for decision making. However, paragraph 14 states that 'at the heart of the Framework is a presumption in favour of sustainable development'. There are three dimensions to sustainable development, economic, social and environmental. In this case the economic role of the building in terms of its function and use has been exhausted, and no future viable use can be found for it.

National Policy Framework has been related to the proposed development, with particular emphasis given to the following:

Core planning principles - Within the overarching roles that the planning system ought to play, a set of core land-use planning principles should underpin both plan making and decision-taking.

The following specific policies are considered to be particularly relevant to the proposed development:

Chapter 7: Requiring good design - Reflects upon the importance of design to the built environment and its contribution to sustainable development and making places better for people.

Chapter 12. Conserving and enhancing the historic environment - Sets out the requirements to assessing new development with a potential impact on the historic environment. In the case consideration has been given to the potential impact of the development on the setting of the neighbouring Grade II listed school building. The following paragraphs (of Chapter 12) have been related to the proposed development:

Paragraphs 126 and 131- States that local planning authorities (LPA) should set out in their Local Plan a positive strategy for the conservation and enjoyment of the historic environment, including heritage assets most at risk through neglect, decay or other threats. In doing so, they should recognise that heritage assets are an irreplaceable resource and conserve them in a manner appropriate to their significance. In developing this strategy, local planning authorities should take into account:

- a. The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b. The wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- c. The desirability of new development making a positive contribution to local character and distinctiveness;
- d. Opportunities to draw on the contribution made by the historic environment to the character of a place.

The above considerations have been related to the assessment of the potential impact of the proposed development on the character and appearance of the listed building. Particular reference has been related to the following NPPF paragraphs:

Paragraph 128: Is relevant as the site is given heritage asset status as it is located in a conservation area. Consequently, there is a requirement for local planning authorities to 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. A

comprehensive heritage assessment forms part of the documentation supporting this proposal, which provides historic information and an assessment of the building, and its architectural and cultural merit. This has been set out in the submitted heritage report.

Paragraph 129 - States that LPA should identify and assess the particular significance of any heritage asset that may be affected by a proposal taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage assets conservation and any aspect of the proposal. In this case the proposed development and its effect on the listed building have been assessed by the Design and Conservation Officer and Manchester Historic Buildings and Conservation Panel and the proposed works were considered to be limited and appropriate to the formation of a new sustainable use.

Paragraph 131- States that, in determining planning applications, local planning authorities should take account of:

- a. The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- b. The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality and
- c. The desirability of new development making a positive contribution to local character and distinctiveness

Paragraph 132 - States 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, including its setting. The proposed works would have little impact of the extent of the buildings beyond relatively minor repairs and the setting of hard surface areas would be retained.

Paragraph 134 - 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, including securing its optimum viable use. It is considered the proposed development would facilitate future sustainable use thereby securing the retention and phased maintenance of the listed building.

Chapter 12 has been related to the potential impact of the development on the character and setting of the adjacent listed building . This assessment has been related to the acknowledgment to the changing nature of the relationship of the proposed uses to the surrounding context and their compatibility to the configuration of the original building.

National Planning Policy Guidance - On 6 March 2014 the Department for Communities and Local Government (DCLG) launched this planning practice guidance web-based resource. The NPPG seeks to both simplify and clarify planning guidance easier and simpler. It is intended to be read in conjunction with the National Planning Policy Framework (NPPF) and is relevant to key planning issues of

significance to applicants and local authorities. In the following assessment of the proposed development has been given to the following aspects of the NPPG:

- i. Consultation and pre-decision matters - The NPPG reasserts that local planning authorities are required to undertake a formal period of public consultation, prior to deciding a planning application.
- ii. Design - Good quality design is considered to be an integral part of sustainable development.
- iii. Conserving and enhancing the historic environment - Advises that the risks of neglect and decay of heritage assets are best addressed through ensuring that they remain in active uses that is consistent with their conservation. It is considered that the proposed development is consistent with this advice.

Manchester's Local Development Framework: Core Strategy - 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) as the document that 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.'

The following policies are relevant to the proposed development:

Policy SP 1 - Sets out the key spatial principles which will guide the strategic development of Manchester to 2027. Policy SP 1 states, amongst other things, that:

- i. There will be an emphasis is on the creation of neighbourhoods of choice;
- ii. All development should have regard to the character, issues and strategy for each regeneration area, in this case the Strategic Regeneration Framework for Central Manchester;
- iii. New development will maximise the potential of the City's transport infrastructure, in particular promoting walking, cycling and use of the public transport.

Policy SP 1 specifies the Core Development Principles for parts of the City. In this case the relevant principles relate to the extent to which the development:

- a. Makes a positive contribution to neighbourhoods of choice including the creation of well designed places that enhance or create character; making a positive contribution to the health, safety and wellbeing of residents, considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income and to protect and enhance the built and natural environment;
- b. Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible;
- c. 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.

Policy EN 3 Heritage - Is relevant given the listed status of the building and states that advantage should be taken of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre. The policy states that 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. The proposed development has been assessed to determine the extent to which the proposed development meets these objectives.

Policy DM1 - States that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document. Relevant considerations in respect of the listed building consents application are:

- a. Appropriate siting, layout, scale, form, massing, materials and detail;
- b. Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development to ensure that development has regard to the character of the surrounding area;
- c. Accessibility: buildings and neighbourhoods should be fully accessible to disabled people with new development providing access to all via sustainable transport modes;
- d. Community safety and crime prevention;
- e. Design for health;
- f. Adequacy of internal accommodation and external amenity space;
- g. Refuse storage and collection.

Unitary Development Plan Saved Policies - The following policies are considered to be relevant:

Policy DC19.1 (Listed Buildings) - 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.

Guide to Development in Manchester: Supplementary Planning Document and Planning Guidance - The Guide aims to support and enhance the on-going shaping of the City by providing a set of reasoned principles which will guide developers, designers and residents to the sort of development we all want to see in Manchester.

The above considerations have been taken into account when assessing the proposed development with regard to the associated impact on the listed building and the policies contained within the NPPF, Core Strategy and saved UDP policies. For the reasons outlined below, it is considered that these matters have been appropriately and satisfactorily addressed.

Positive and proactive engagement with the applicant - An amendment to the DMO, which came into effect on 1st December 2012, requires every decision notice relating to planning permission and reserved matters application to include an explanation as to how the local planning authority have worked with the applicant in a positive and proactive manner based on seeking solutions to problems which arise during the determination of the planning application.

In this case, the applicant engaged with officers in pre-application discussions to identify issues presented by the proposed developments and the range of potential uses. The discussion were framed around the need to safeguard residential amenity whilst securing and active and sustainable use for an important listed building. This has resulted in an agreed understanding that the first phase of the development should be related to works to facilitate the relocation of the applicants, Rogue Artists, from their existing premises. Based on the submitted information it is considered that this objective can be achieved. By considering the full range of potential uses, at this early stage, subsequent phases of the development can be brought forward with satisfactory details and, where necessary, appropriate attenuation and mitigation measures; thereby securing compliance with Core Strategy policies SP1, EN3, EN19, T2 and DM1, saved UDP policies DC18, DC19 and DC26 and the NPPF.

Principle of the development - The development presents an opportunity to secure an active and sustainable use of the listed building, which is a particularly significant example of a historically important board school. The initial phase of the development would have a minimal intervention on the composition of the building with the proposed reconfiguration related to the form of the original internal layout. The design of the proposed partitioning would allow future removal to allow the reinstatement to reflect the original internal arrangement. Future phases of occupation, which may require further alterations to the buildings would need to be the subject of subsequent planning / listed building consent applications.

The development would be undertaken with a minimal intervention to the configuration of the listed buildings. This is related to the need to facilitate the relocation of the existing artists from their existing studios and the immediate

availability of funds for refurbishment. It is considered that the proposals would facilitate the occupation of the building thereby securing its active occupation and thereby arresting further decline in its condition. The active use of the building would also reduce the potential for the building to be a focus for vandalism and anti-social behaviour, which would thereby positively benefit the character and amenities of the area.

It is therefore considered that Phase 1 of the proposed development and related works would be appropriately related to NPPF guidance by securing an alternative and active use for the listed building (and or buildings defining its setting). The nature of the proposed use would also maintain the link between the building and the community. On this basis, it is considered the building and its socio-historic significance would thereby be safeguarded by the development.

Heritage assessment - The Grade II listing of the 3-storey school building came into effect on 1 June 2012 was made on the following basis:

- i. Design - The listed building incorporates innovative and 'industrial' inspired construction methods that reflected the style of neighbouring mill buildings;
- ii. Socio- historic - The scale of the development reflects the aspiration to the Manchester Board of Schools to maximise its social impact on the locality;
- iii. Degree of survival - The majority of the fixtures and fittings remain in situ, including stain glass windows and specialist teaching rooms that embody civic pride;
- iv. Rarity - It was one of seven of the remaining board schools (40 were constructed in total). It also the only surviving 3-storey board school building.

It is considered that the scope of the proposed works has been a reflection of the funds currently available to the applicants. However, it is considered that the applicant has been mindful of the significance of the building and the need to respect its configuration and maintenance of its principle features. This has resulted in the exterior of the building being under affected by the proposals apart from minor and necessary repair. The interventions to the interior of the building are set out below.

Schedule of works and methodology - The applicants have confirmed that the following in respect of proposed works:

- i. No demolition or structural alterations are proposes to any of the buildings comprising the development site;
- ii. The works to the listed building relate to the repair of timber floors within the main building where the component panels have been significantly affected by warping. A detailed method statement relating to the removal of warped and damaged timber panels, stabilisation of the floor and its reinstatement has been submitted;
- iii. The formation of light weight and removable panels would be affixed to walls with minimum attachment and awareness to ensure tailored fitting to safeguard window openings, dado and skirting features. These screens would be lifted with the context of retained timber and glazed partitions and sliding partitions within the classroom;

iv. Whilst the applicant has indicated that formation of studios within the parts of the second floor building, which are in a poor condition and further preparatory works would need to be undertaken before occupation could occur. As a stabilising measure it is proposed that plywood flooring is fitted within the central section of the second floor;

v. It will be necessary to protect exposed iron works against fire and it is likely that this may be best achieved through the application of flame retardant paint;

Works affecting the exterior of the building would be limited to repair of broken window panes. No external flues or ventilation systems are proposed as part of the development.

On the basis of the above, it is considered that the essential configuration of the building would be retained and the design of the screening would allow their future removal should it be necessary to reinstatement original features.

External enclosures - A related planning application includes a recommended condition requiring the submission of elevational details of the proposed bin enclosures and cycle stores. These details will ensure that any external structures are appropriately related the setting of the listed building.

Conclusion - It is considered that the proposed uses and related works to the building would secure a sustainable and active use for the former school buildings and caretaker's house. The development would thereby secure the managed retention of an architecturally and historically significant listed building and ensure its lasting contribution to the locality and the city as a whole. The associated works would have a limited impact on the interior of the building with works to its exterior restricted to repair and reinstatement. It is therefore considered that from a heritage and urban design perspective the development would be appropriately related to policies SP1, EN1, EN3 and DM1, saved UDP policy DC19. The proposed development would also deliver positive outcomes relating the future uses of the listed building that would be consistent with the advice contained in Chapter 12 of the NPPF.

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

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

benefits of approval and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation APPROVE

Article 35 Declaration

In this case, the applicant engaged with officers in pre-application discussions to identify issues presented by the proposed developments and the range of potential uses. The discussion were framed around the need to safeguard residential amenity whilst securing and active and sustainable use for an important listed building. This has resulted in an agreed understanding that the first phase of the development should be related to works to facilitate the relocation of the applicants, Rogue Artists, from their existing premises. Based on the submitted information it is considered that this objective can be achieved. By considering the full range of potential uses, at this early stage, subsequent phases of the development can be brought forward with satisfactory details and, where necessary, appropriate attenuation and mitigation measures; thereby securing compliance with Core Strategy policies SP1, EN3, EN19, T2 and DM1, saved UDP policies DC18, DC19 and DC26 and the NPPF.

Reason for recommendation

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 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents: The development hereby approved shall be carried out in accordance with the following drawings and documents stamped as received by the City Council as local planning authority on 21 March 2017: Planning application forms; Letter from Leighton Architects dated 20 March 2017; Initial Travel Plan dated March 2017; Schedule of works and methodology; Heritage Report by Leighton Architects; Historic elevation drawings: 1774/E/01,1774/E/02; Location plan with a red edge 1774/LP/01; Proposed internal layout drawings: 1774/P/01, 1774/P/02,11774/P/03: 1774/P/04, Site layout drawing 11774/P/05: Typical stud partition to former classroom 1774/P/06 and Timber flooring repair details 1774/P/07.

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

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

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

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

Local Government (Access to Information) Act 1985

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 115686/LO/2017 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:

Historic England (North West)

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

Representations were received from the following third parties:

22 Varna Street, Manchester, M11 1WP

Relevant Contact Officer : Carl Glennon
Telephone number : 0161 234 4530
Email : c.glennon@manchester.gov.uk



 Application site boundary  Neighbour notification
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