

Application Number	Date of Appln	Committee Date	Ward
114921/LO/2017	14th Feb 2017	1st Jun 2017	Ancoats And Clayton Ward

Proposal Listed Building Consent for the erection of a roof extension to block fronting Naples Street, installation of glazed atrium and elevational alterations associated with the change of use from offices (Use Class B1) to 59 residential apartments (Use Class C3a)

Location 23 New Mount Street, Manchester, M4 4DE

Applicant Capital New Mount Ltd , 8 Weymouth Mews, London, W1G 7EA,

Agent Mrs Fiona Flint, CBRE, Belvedere, 12 Booth Street, Manchester, M2 4AW,

Description

The application site measures approximately 0.15 ha and comprises three former printing works buildings associated with the Cooperative Society together with a former residential dwellinghouse. The buildings are arranged around Naples Street to the north, Ludgate Street to the west, School Street to the east and New Mount Street to the south.

The buildings are Grade II Listed and date from 1870, 1906 and 1920s. The buildings are currently predominately occupied as B1 serviced offices. Some of the internal spaces are currently unoccupied, namely the former dwellinghouse on the corner of School Street and Naples Street.

The application site is located within a predominantly residential area. There are a number of older buildings which have been converted into residential accommodation together with new build developments. There is a car parking area to the south of the application site which has recently been granted planning permission for a 6 storey building to form 66 residential apartments (108455/FO/2015/N1).

Beyond the application site to the north are Angel Meadows, a large area of park land which provides recreational space for local residents to enjoy within the heart of the City Centre. To the west of the site is the NOMA area which comprises of the headquarters of the Coop and will also comprise a series of other residential and commercial buildings as part of the ongoing regeneration of the local area. Rochdale Road is located to the south of the application site which provides access to the north of the City.

The application site is located close to Manchester Victoria Train Station which provides access to train and tram services together with local bus services. Beyond this area is the heart of Manchester's shopping district which provides access to a range of retail, commercial and leisure outlets.

The applicant is seeking Listed Building Consent for the erection of a roof extension to block fronting Naple Street, installation of glazed atrium and elevational alterations associated with the change of use from offices (Use Class B1) to 59 residential apartments (Use Class C3a).

This application should be read in conjunction with planning application 114920/FO/2017.

Consultations

Local Residents/public opinion – The proposal is seeking Listed Building Consent and has therefore been advertised in the local press (Manchester Evening News) as works to a Listed Building.

Site notices were displayed at various locations around the application site. In addition, notification letters have been sent to an extensive area of local residents and businesses.

No comments have been received on the Listed Building element of the scheme. However, comments were received as part of the planning application.

Manchester Conservation Areas and Historic Buildings Panel – The panel observed that the proposed new apartments looked very small and there was no heritage reason why they couldn't be bigger. There should be more exposed columns and beams which are a key feature of the building. The panel noted that far too many are currently shown with partitions up against these features.

Consideration should be given to the layout of the development as some of the apartments would be very dark, particularly in the basement. The lightwell should be used as a means of accessing the apartments.

The panel were pleased that the small buildings on the site were being retained but felt that all of their character has been taken out of them. It was suggested that the elevations should be re-visited to provide a more considered response that is appropriate to the buildings period.

There are also a lack of opening lights in the basement rooms and advised that a typical details of the vents and windows will need to be agreed.

The panel felt that using grey for the roof top extension would make it stand out and commented that it looked too bulky and needed some finesse. It was suggested that it should be very well detailed and be more lightweight and fully glazed and be set back much further from the parapet.

The Development Plan

The Development Plan consists of:

- The Manchester Core Strategy (2012); and

- 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:

- Make a positive contribution to neighbourhoods of choice including;
 - Creating 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;
 - Protect and enhance the built and natural environment.
- Minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible;
- 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 seek the retention of an important Listed Buildings which will ensure that it make a positive contribution to the local area for future generations.

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 policy EN3 in that it will undertake appropriate and sensitive work to these important Listed Buildings. The works will preserve the buildings in situ and the new extension will enhance the setting of the Listed Building in the Conservation Area. A conservation approach will be taken to the removal, alteration, repair and reinstatement to the buildings ensuring that historic fabric is retained and incorporated into the development.

Policy DM1 '*Development Management*' states that all development should have regard to a number of specific issues, including: -

- Appropriate siting, layout, scale, form, massing, materials and detail;
- 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;
- Effect on biodiversity, archaeological or built heritage;

The proposal complies with policy DM1 in that it will respect the built heritage at the site through careful consideration of the historic fabric and its repair for future generations. Clearly alterations will need to be made to the building and the open floor plates of the building will be lost. However, it is considered that this is part of a new chapter in the building's life and will ensure that it is retained for the future enabling it to have a positive impact on the Conservation Area. The new extension is sited appropriately. Any harm that does arise is minimal and is outweighed by the public benefit of retaining the building.

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 DC7a '*Large buildings of historic and/or architectural interest*' states that the re-development of large buildings of local historic/architectural interest in extensive grounds will only be permitted where there is no loss of the visual character and amenity of the site, nor to the visual quality and interest of the local area.

The proposal complies with policy DC7a in that it will retain this large historic building and there will be no major loss of the visual character and amenity of the site.

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 it will undertake appropriate and sensitive work to these important Listed Buildings. The works will preserve the buildings in situ and the new extension will enhance the setting of the Listed Building in the Conservation Area. A conservation approach will be taken to the removal, alteration, repair and reinstatement to the buildings ensuring that historic fabric is retained and incorporated into the development.

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.

The proposal will enable a scheme of archaeological investigations to take place along with recording any finds.

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

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.

11.43 "Design" is not just about architectural style, but includes the footprint size, shape and positioning of a building within its site, its height, scale, form and architectural massing, and the material used in its construction.

11.44 Proposals in conservation areas both for the demolition of existing buildings and for the construction of new buildings will be assessed in accordance with national legislation.

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 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 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.

Other legislative requirements

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 Listed Building Act requires the local planning authority to have special regard to the desirability of preserving the setting of listed buildings. 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.

Section 72 of the Listed Building Act provides that in the exercise of the power to determine planning applications for land or buildings within a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

National Planning Policy Guidance (NPPG)

The relevant sections of the NPPG are as follows:

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:

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

Issues

Impact on the heritage asset

Policies EN3 and DM1 of the Core Strategy states that the Council will encourage development that takes advantage of the City's heritage. New development should preserve or enhance the historic environment and proposal which re-use heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

The NPPF defines '*significance*' as the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence but also from its setting.

The NPPG goes on to state that what matters in assessing if proposal causes substantial harm is the impact on the significance of the heritage asset.

The applicant has undertaken a heritage significance assessment of the building on the following grounds.

The application site is a Grade II Listed Building comprising three main former printing works buildings (which are connected internally) and a vacant former dwellinghouse. The buildings were formally operated by Co-operative printing and represent a series of buildings which were constructed in different times as the Society's needs expanded.

The earliest building on site dates from the 1870s which is the five storey building fronting on to New Mount Street. The significance of the building the 1870s building was its open plan layout which, remains largely in tact despite the subdivision of the spaces to offices. There are original cast iron columns which are also still evidence. External to the building are carved stone features inset in relatively simple, regular window pattern

In 1906, an extension was made to this building to with the five storey element of the building on the corner of New Mount Street and Ludgate Street. This building is constructed of brick and buff terracotta and has some highly decorative external and internal features which remain in place.

By the 1920s, further accommodation was required and a further three storey extension was added to Naples Street. The building is built from red brick and poured concrete dressings such as window sills, window heads and moulded sill courses.

The former domestic cottage on the corner of School Street and Naples Street is an early addition to the site built around 1850. The building was largely altered in the 1980s but does retain its original roof, internal walls and floors. Although the building has been substantially altered, particularly externally, its significance is based on its considerable historic and communal value as a result of its early date and previous domestic use and therefore marks an important development in the understanding the historical pattern of development in the area.

There are also more modern additions within the central parts of the site which are not considered to be of any significance.

The applicant is seeking Listed Building Consent for the following works:

- Erection of a new glazed atrium along the centre of the building and accessed from School Street;
- Roof top extension to the 1920s block along Naples Street;
- Elevational alterations including the formation repair of window openings, installation of rooflight and roof repairs;
- Repair and restoration of masonry;
- Elevational alterations to the cottage and single storey elements to Naples Street;
- Internal subdivision work to form the apartments including incorporation of significant features such as columns and beams.

Although the principle of the conversion building is accepted within the report associated with planning application 114920/FO/2017, this report will consider the impact of the works on the significance of the heritage asset.

With regards to the exterior of the building, there is limited works which are required to take place. This will ensure the appearance of the building will remain largely unchanged. The modern entrance door from New Mount Street will be removed and a window reinstated which matches the existing window fenestration.

The unsympathetic guard bars to the basement level windows, CCTV and plant equipment will all be removed and the masonry made good.

In terms of the masonry and existing windows, the exterior is in relatively good condition and therefore the work will be limited to cleaning, repair/patch work and painting to freshen the elevations. There are some cills which require repair on the 1920s block which will be repaired with concrete repair mortar to match existing.

Method statements shall be agreed for this work and should therefore form part of the conditions of the planning approval.

It is known the roof is leaking in parts and therefore this will require repair works. The applicant has indicated that a condition survey is required which will be submitted for consideration. The detail of this should be a condition of the planning approval to ensure that the roof is appropriately repaired.

To the Naples Street elevation, the main changes will be to the original Co-operative goods entrance. The unsympathetic brick infill will be removed and the modern pedestrian entrance installed. The terracotta archway will be retained, restored and cleaned by specialists.

The only significant demolition works that will take place is the removal of the passenger and goods lifts and shafts. Whilst this will result in the loss of an original feature of the building, it will allow sympathetic and matching window details to be installed allowing light into the internal spaces.

The cottage and single storey link building will be remodelled with new windows. With regards to the cottage, this has taken influence from the original fenestration of the building but is considered appropriate. The single storey element will have a modern treatment which, given the limited significance of this element of the building, in this instance is appropriate as it will provide a modern appearance to the elevation.

In terms of the internal modifications to the building, all of the existing modern partitions, load bearing walls, suspended ceilings, timber steps and modern toilets which form the layout of the spaces shall be removed. As these are non-original fabric this work is considered acceptable subject to a method statement detailing how this work will be undertaken and the Listed Building repaired in order to minimise the impact on the Listed fabric.

In order to create the new residential apartments, new partitions will be required which follow the window pattern in order to allow respect and reveal internal features. Existing columns and beams will also be exposed within the apartments. Whilst the new partitions will not reveal the open spaces that once formed the printing works, the removal of the unsympathetic partitions of the office including suspended ceilings, will allow a better appreciation and volume of the internal spaces.

It is recommended that method statements are agreed for the installation of the new partitions together with the restoration of the beams and columns.

Within the 1906 building there are some significant surviving features such as Art Nouveau stained glass screens, decorative tiles and hardwood doors/glazing. These will all be retained and incorporated into the scheme.

The roof top extension and new glazed atrium will all require modern interventions into the Listed Building. The impact of these new additions has been considered in detail as part of planning application 114921.

A new glazed atrium will be installed in between the 1870s/1906 and 1920/cottage buildings. This will allow for the restoration of the entrance off School Street and allow for enhance connectively between all the buildings. The atrium has been set back further during the course of the application to ensure that it is a subservient element to the original fabric together with increasing the amount of glazing to provide a lightweight structure. The remainder of the structure will be zinc to complement the other modern elements of the scheme.

To the roof of the 1920s extension, a new roof top extension will be added. This new structure will not penetrate the existing concrete flat roof of the 1920s building. This addition will be a modern addition to the building which is evidenced in the use of zinc cladding to provide a clear contrast with the original fabric. The use of set backs, which were increased during the course of the application, will ensure that the addition is subservient to the original listed fabric.

Overall it is considered that the proposal will result in some minor adverse impact on the Listed Building as a result of its conversion to residential accommodation. Whilst the large open plan floor plates across the full length of the floors has already been removed as a result of the buildings use as serviced offices, there remains examples throughout the complex of larger open plan office spaces which provides an understanding of the space of the building. The proposal will result in further subdivision and partition which will diminish this sense of space further.

However, the applicant has laid out the internal aspects of the development to enable all remaining features to be exposed within the apartments. In addition, alterations sought during the course of the application have sought to create dual aspect apartments on the ground floor level of the development which helps to provide an understanding of the space.

The proposals consist of a full programme to restore and repair all internal and external features of the buildings such as the roof, windows, columns and beams. There is also the opportunity to repair masonry work and existing tiles. In addition, the vacant cottage will be retuned to its original use and refurbished. This approach is welcomed. The extension work has also been limited to a roof top extension and new atrium which allows a continued understanding of the group value of the buildings.

Whilst the proposed development results in the further subdivision of the internal space, it is considered that the programme of works to retain and restore the key features of the building, together with limiting the external alterations to the building, will retain the group value of the Listed Building and therefore their overall significance.

The impact on the Listed Buildings is therefore considered to be '*less than substantial*' as defined by paragraph 134 of the NPPF in that the historic environment will remain largely legible and understood but due to the conversion works, minor demolition/removal of historic fabric and extensions, certain historical features will be lost or will no longer be legible or understood.

It is considered that the proposed development suitably mitigates against this low level harm that would arise through the public benefits to be derived from the high quality restoration of the buildings and the preservation of internal and external features.

It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the setting of Listed Building, as required by virtue of S72 of the Listed Buildings Act, any harm caused by the proposed development would be less than substantial and would be outweighed by the public benefits of the scheme and meet the requirements set out in paragraphs 132 and 134 of the NPPF.

In addition for the reasons set out above it is considered that the proposed development has been designed with regard to sustaining and enhancing the significance Listed Building and would make a positive contribution to local character and distinctiveness and therefore meets with the requirements of paragraph 131 of the NPPF.

Indeed, it is considered that the proposal makes a positive contribution to the setting of the Listed Building thereby better revealing its significance (as directed by paragraph 137 of the NPPF and S72 of the Act).

It is therefore concluded that the proposal complies with policy EN3 and saved policies DC18 and DC19 of the UDP in that the development will broadly enhance the historic environment and where there is a degree of harm this is outweighed by the overriding positive impacts this development will bring.

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

Officers have worked with the applicant in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Pre application advice has been sought in respect of this matter where early discussions took place regarding the alteration to the Listed Buildings in particular partitions, removal and alteration of historic fabric.

Further work and discussion have taken place with the applicant through the course of the application, particularly in respect of the removal of some of the historic features and justification of certain changes to the building. The proposal is considered to be acceptable and therefore determined within a timely manner.

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:

Drawings

Drawings 27005(04)20 Rev A 27005(04)21 Rev A, 27005(04)22 Rev A and 27005(04)23 Rev A stamped as received by the City Council, as Local Planning Authority, on the 7 April 2017

27005(02)21, 27005(02)22 Rev A, 27005(02)23 Rev A, 27005(02)24, 27005(02)25 and 27005(02)26 stamped as received by the City Council, as Local Planning Authority, on the 14 February 2017

27005(02)04 Rev E and 27005(04)04 Rev D stamped as received by the City Council, as Local Planning Authority, on the 19 May 2017

27005(02)01 Rev L and 27005(02)02 Rev G stamped as received by the City Council, as Local Planning Authority, on the 17 May 2017

27005(SK)04 Rev C, 27005(05)01 Rev H, 27005(04)02 Rev H, 27005(04)03 Rev G and 27005(02)05 Rev D stamped as received by the City Council, as Local Planning Authority, on the 8 May 2017

27005(04)31 Rev A and 27005(04)32 Rev A stamped as received by the City Council, as Local Planning Authority, on the 5 May 2017

27005(04)01 Rev A, 27005(02)03 Rev C stamped as received by the City Council, as Local Planning Authority, on the 14 February 2017

27005(02)123 and 27005(02)06 Rev A stamped as received by the City Council, as Local Planning Authority, on the 3 January 2017

Supporting Information

Heritage Statement prepared Stephen Levrant stamped as received by the City Council, as Local Planning Authority, on the 3 January 2017

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) Prior to the commencement of the development, a programme of recording features, fixtures, fittings and any other items of interest, in situ, at the development shall be submitted for approval in writing by the City Council, as Local Planning Authority. The works to the Listed Building hereby approved shall not be undertaken until the recording works have been completed in accordance with this programme of works. For the avoidance of doubt the programme of works shall cover the following:

(a) A programme and methodology for the recording of any internal and external features/fixtures/fittings/structures, in situ.

(b) A programme for post investigation assessment to include:

- Time scale for the submission and approval of the details prior to the commencement of the works;
- analysis of the site investigation records and a scheme/strategy for the features to be incorporated into the development;
- production of a final report on the significance of the historical interest represented.

(c) Provision for publication and dissemination of the analysis and report on the site investigation.

(d) Provision for archive deposition of the report, finds and records of the site investigation.

Reason - To investigate the historical interest of the site and record and preserve any remains of historical interest, pursuant to policy EN3 of the Manchester Core Strategy and saved policy DC19 of the Unitary Development Plan for the City of Manchester and guidance in the National Planning Policy Framework.

4) Prior to any above ground works, a) a programme for the issue of samples and specifications of all material to be used on all external elevations of the development shall be submitted for approval in writing by the City Council, as Local Planning Authority, the programme shall include timings for the submission of samples and specifications of all materials to be used on all external elevations of the development along with jointing and fixing details, details of the drips to be used to prevent staining in and a strategy for quality control management.

b) All samples and specifications shall be submitted to and approved in writing in accordance with the programme as agreed under part a). The approved materials shall then be implemented as part of the development.

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

5) Prior to the commencement of works associated with the atrium and roof top extension a detailed method statement and specification for the works shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt this shall include details of the junction and method of fixing to the Listed Building. The approved details shall be implemented as part of the development. Should any parts of the Listed Building become damaged as a consequence of the extension/alterations then such damage should be made good following a method of works previously agreed in writing by the City Council, as Local Planning Authority.

Reason – To ensure the extension ties in appropriately to the fabric of the Listed Building and that any damaged to the building which result as a consequence is repaired to a satisfactory standard pursuant to policy EN3 of the Manchester Core Strategy (2012) and saved policy DC19 of the Unitary Development Plan for the City of Manchester (1995).

6) Prior to the commencement of works associated with the installation of any new windows and doors in the development, a detailed method statement and specification (including sections) for the installation of the windows and doors, including any alteration and repair works, shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall be implemented as part of the development and be completed prior to the first occupation of the development. The windows shall thereafter be retained and maintained in situ.

Reason – To ensure that the proposed windows/doors are appropriate in terms of appearance and position in the elevations of the Listed Building pursuant to policy EN3 of the Manchester Core Strategy (2012) and extant policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

7) Prior to the commencement of repair, restoration and cleaning works to the existing windows a detailed method statement and specification (including material specification) for the repair, cleaning and painting of the windows shall be submitted for approval in writing by the City Council, as Local Planning Authority.

The approved details and method statement shall be implemented as part of the development and completed prior to the first occupation of the development.

Reason - To ensure that a satisfactory restoration and repair of the existing windows in order to ensure that the historic fabric is retained and repaired where possible and appropriate materials used in the restoration of the Listed Building pursuant to policy

EN3 of the Manchester Core Strategy (2012) and extant policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

8) Prior to the commencement of the proposed works to repair and restore the existing roof, a detailed method statement and specification (including sections and materials) for the removal, alteration and repairs to the roof, including timber works, shall be submitted for approval.

The approved details shall be carried out in accordance with the agreed method statement and be in place prior to the first occupation of the development. Thereafter the roof alterations shall be maintained and retained in situ for as long as the development remains in use.

Reason – To ensure that the alterations to the roofs of the building are appropriate and respect and reinstate the historic fabric as much as possible pursuant to policy EN3 of the Manchester Core Strategy (2012) and extant policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

9) Prior to the installation of the roof lighting within the existing roof a detailed method statement and specification shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt the method statement shall include details/speciation of the conservation style rooflight, sections and making good of the roof following the installation of the windows.

The approved details and method statement shall be implemented as part of the development and completed prior to the first occupation of the development.

Best endeavours shall be made to use salvage roof material wherever possible in the works associated with the conversion. Should it not be possible to use salvage material in the restoration then notification shall be made to the City Council, as Local Planning Authority, prior to the starting of the works. Suitable materials shall then be agreed with the City Council, as Local Authority, and used where necessary.

Reason - To ensure that a satisfactory works are undertaken to the listed building in the interest of visual amenity and to ensure the Listed Building is repaired accordingly pursuant to policy EN3 of the Manchester Core Strategy (2012) and extant policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

10) Prior to the commencement of repair and cleaning works to the exterior masonry, decorative stone work and cills of the development a detailed method statement and specification (including material specification) for the removal, alteration, repair, re-pointing, pinning, cleaning and replacement works shall be submitted for approval in writing by the City Council, as Local Planning Authority.

The approved details and method statement shall be implemented as part of the development and completed prior to the first occupation of the development.

Best endeavours shall be made to use salvage brick work and cills and other materials wherever possible in the works associated with the conversion. Should it

not be possible to use salvage material in the restoration then notification shall be made to the City Council, as Local Planning Authority, prior to the starting of the works. Suitable materials shall then be agreed with the City Council, as Local Authority, and used where necessary.

Reason - To ensure that a satisfactory restoration and repair of the building in order to ensure that the historic fabric is retained where possible and appropriate materials used in the restoration of the Listed Building pursuant to policy EN3 of the Manchester Core Strategy (2012) and extant policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

11) Prior to the commencement of the development, detailed plans, method statement and specification showing the location, profile, fixing, sections and suitable samples, where necessary, of all the proposed internal and external mechanical and Electrical (M & E) installations shall be submitted for approval in writing by the City Council, as Local Planning Authority. This shall include details of the removal, alterations and repair of the historic fabric of the building.

The development shall then be carried out in accordance with the details approved and thereafter be retained as approved throughout the life of the development. Should the M & E no longer be required, they should be removed and the elevations should be made good following a scheme previously approved in writing by the City Council, as Local Planning Authority.

Reason:- To ensure the M & E at the development does not harm the Listed Building and is attached appropriately to the building pursuant to policy EN3 of the Manchester Core Strategy (2012) and extant policy DC19 of the Unitary Development Plan for the City of Manchester (1995).

12) Prior to the commencement of works associated with the removal of the suspended ceilings, partitions, toilet blocks and other modern interventions a detailed method statement shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt this method statement shall detail how the modern fabric will be removed and the impact on the fabric of the Listed Building minimised and repaired/reinstated. The removal of the modern fabric shall be carried out in accordance with this method.

Reason – To ensure there is no resulting harm to the Listed Structure in the removal of the floorboards and other timber work pursuant to policy EN3 of the Manchester Core Strategy (2012)

13) Prior to the commencement of works associated with the installation of the new floorboards/joists, internal partitions, plasterboard ceilings, circulation cores and internal wall insulation of the development, a detailed method statement and specification (including sections, elevations and materials) in association with the installation works (including the removal, alteration and repair of the historic fabric), shall be submitted for approval in writing by the City Council, as Local Planning Authority.

The works shall then be carried out in accordance with this method statement and specification as part of the development and be completed prior to the first occupation of the development.

Reason - To ensure that a satisfactory interventions into the Listed Building and retention/repair of as much of the Listed fabric as possible along with appropriate use of materials in the restoration of the Listed Buildings pursuant to policy EN3 of the Manchester Core Strategy (2012) and extant policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

14) Prior to the commencement of work associated with the Coop Goods entrance on School Street a detailed method statement associated with the removal, alteration and repair of the structure shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt the method statement shall include appropriate elevations, sections, materials and specifications.

The works shall then be carried out in accordance with this method statement and specification as part of the development and be completed prior to the first occupation of the development.

Reason - To ensure that a satisfactory interventions into the Listed Building and retention/repair of as much of the Listed fabric as possible along with appropriate use of materials in the restoration of the Listed Buildings pursuant to policy EN3 of the Manchester Core Strategy (2012) and extant policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

15) Prior to the commencement of repair works to the existing timbers present and to be retained in the development, a details method statement and specification (including material specification) for the removal, alteration, repair, replacement works shall be submitted for approval in writing by the City Council, as Local Planning Authority.

The approved detailed and method statement shall be implemented as part of the development and completed prior to the first occupation of the development.

Best endeavours shall be made to use salvage existing timbers wherever possible in the works associated with the conversion. Should it not be possible to use salvage material in the restoration then notification shall be made to the City Council, as Local Planning Authority, prior to the starting of the works. Suitable materials shall then be agreed with the City Council, as Local Authority, and used where necessary.

Reason - To ensure that a satisfactory restoration and repair of the building in order to ensure that the historic fabric is retained where possible and appropriate materials used in the restoration of the Listed Building pursuant to policy EN3 of the Manchester Core Strategy (2012) and extant policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

16) Prior to the commencement of works to remove the existing floor boards, joists, and any other ancillary timber removal in association with this work, a detailed method statement, specification and repair strategy for the removal of the floorboards

and associated timbers from the development shall be submitted for approval in writing by the City Council, as Local Planning Authority. The removal of the floorboards, and associated repair works, shall be carried out in accordance with this method statement.

Reason – To ensure there is no resulting harm to the Listed Structure in the removal of the floorboards and other timber work pursuant to policy EN3 of the Manchester Core Strategy (2012)

17) Prior to the commencement of the demolition works associated with the goods lift, a detailed method statement and specification for the demolition, alteration and repair of this building, and the elevations of the building that will be revealed, shall be submitted for approval in writing by the City Council, as Local Planning Authority. This shall include methods for dismantling the building, salvage and re-use of historic fabric. The demolition must be carried out in accordance with this method statement and specification.

The approved details shall then be implemented as part of the development and be completed prior to the first occupation of the development.

Reason – To ensure that the demolition of the lift is done so in a manner which does not harm the fabric of the Listed Building which abut it and to ensure that the resulting condition of the buildings which will be revealed is repaired appropriately within a suitable time frame and that the new interventions are appropriate to the Listed Building pursuant to policy EN3 of the Manchester Core Strategy (2012) and extant policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

18) Prior to the commencement of the works to the Art Nouveau Screens, a detailed method statement and specification for the repair and restoration of the screens shall be submitted for approval in writing by the City Council, as Local Planning Authority. The works must be carried out in accordance with this method statement and specification and be completed prior to the first occupation of the development.

Reason – To ensure that the works to the screens is appropriate and is done so in a manner which does not harm the fabric of the Listed Building and to ensure that the resulting condition of the buildings which will be revealed is repaired appropriately within a suitable time frame pursuant to policy EN3 of the Manchester Core Strategy (2012) and extant policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

19) Prior to the commencement of works to remove, repair and reinstate and rainwater goods, a detailed method statement, specification and repair strategy for the works shall be submitted for approval in writing by the City Council, as Local Planning Authority. The removal, repair and reinstatement of the rainwater, shall be carried out in accordance with this method statement.

Reason – To ensure there is no resulting harm to the Listed Structure in the removal of the floorboards and other timber work pursuant to policy EN3 of the Manchester Core Strategy (2012)

20) Prior to the commencement of works to the existing columns within the building detailed method statement and specification of the alteration, repair and reinstatement of the columns shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved scheme shall be implemented as part of the development and the works completed prior to the first occupation of the development.

Reason – To ensure an appropriate repair and maintenance to the columns pursuant to policy EN3 of the Manchester Core Strategy (2012). Saved policy DC19 of the Unitary Development Plan for the City of Manchester (1995) and the NPPF/NPPG.

Informative

Any signage, wayfinding, banners or any other advertisements to be installed in and around the application site for the purpose of the promotion of the Murraby complex and routes to it may require consent under the Town and Country Planning (Control of Advertisements) (England) Regulations 2007 and will require Listed Building Consent. Discussions should be held with the City Council, as Local Planning Authority, in this regard at the earliest opportunity.

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: 114921/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:

Strategic Development Team
Historic England (North West)
Greater Manchester Archaeological Advisory Service

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

Representations were received from the following third parties:

Flat 601, 25 Simpson Street, Manchester, M4 4AS
Flat 21, Angel Meadows, 23 Naples Street, Manchester, M4 4HA
The Linx Building, Manchester, M4 4AR
603 The Linx, 25 Simpson Street, Manchester, M4 4AS
Apartment 310,10,Naples St, Manchester, M4 4AR
35 Anegl Meadows, 23 Naples Street, Manchester, M4 4HA
The Linx Building, 10 Naples Street, M4 4AR
310, The Linx, 10 Naples Street, Manchester, M44AR

Relevant Contact Officer : Jennifer Atkinson
Telephone number : 0161 234 4517
Email : j.atkinson@manchester.gov.uk



 Application site boundary  Neighbour notification
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