

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
115200/FO/2017 & 115201/LO/2017	10th Apr 2017	1st Jun 2017	City Centre Ward

**Proposal** Erection of an 8 storey building to form ground floor commercial (619 sqm) (Use Classes A1, A2, A3, A4 or A5) and upper offices (4055 sqm) (Use Class B1) with associated car parking, plant and other associated work

Listed Building Consent for the erection of an 8 storey building to form ground floor commercial (619 sqm) (Use Classes A1, A2, A3, A4 or A5) and upper offices (4055 sqm) (Use Class B1) with associated car parking, plant and other associated work

**Location** Land Adjacent Manchester Hall, 44 - 48 Bridge Street, Manchester

**Applicant** Mr Stephen Cliff , Vision Developments / East Lancashire Masonic Trust, C/o Vision Developments ONE Ltd, Manchester Hall, 36 Bridge Street , Manchester , M3 3BT,

**Agent** Mr Richard Moffat, Lambert Smith Hampton, 3 Hardman Street, Spinningfields, Manchester, M3 3HF

## **Description**

The application site is 0.068 ha and bounded by Bridge Street to the north and Wood Street to the south. It is used for surface car parking associated with the Masonic Hall. The site has been clear since the 1960s, prior to which a three storey building occupied the site. There is a low masonry wall to Bridge Street to prevent access into the site. The topography is relatively flat although there is a slight downward slope from east to west.

The site is within the Deansgate Conservation Area and opposite the Parsonage Gardens Conservation Area, and is immediately adjacent to the John Rylands Library (Grade I) and the Masonic Hall (Grade II).

Bridge Street is a busy vehicular and pedestrian route and connects with Deansgate. Buildings on Bridge Street mainly have active ground floor uses with upper floors used for offices. The older buildings date from the 19<sup>th</sup> Century and vary between 3 and 5 storeys. Higher and more modern buildings are located within Spinningfields to the south and west.

Wood Street, is a narrow road comprising a mix of building styles and scales. It is essentially an access and servicing routes to buildings in Spinningfields. A mix of larger buildings including John Rylands Library were developed here in the nineteenth Century. Wood Street contains some more modern development including the Magistrates Court built in 2004 to the rear of the site.

The application proposes the erection of an 8 storey office building (4055 sqm) with commercial use (619 sqm) on the ground floor, with basement car parking, plant and other associated work.

The building has an expressed vertical and horizontal emphasis that relates to the characteristics of adjacent buildings which would create a simple and consistent rhythm to the elevation. It has a clear tripartite arrangement with a distinct top, middle and bottom which reflects the character of a number of buildings within the Conservation Area. There would be a large window to the ground floor commercial unit and with the office entrance at ground floor. The basement of the building will provide an 18 space car park and 22 space cycle store.

A clear waste management arrangement and strategy would be put in place including segregation and recycling.

## Consultations

**Local residents/public opinion** – The proposal has been advertised as a major development, as being of public interest and affecting the setting of a Conservation Area and Listed Buildings. A site notice was displayed. Notification letters have been sent to local residents and businesses.

**First notification** – 3 letters of objection have been received together with comments from the University on behalf of the John Rylands Library. The comments can be summarised as follows:

- This is a gross overdevelopment of the site;
- The immediately adjacent building is less than half the height of the proposal and the rest of the buildings on both sides of the road in this Conservation Area;
- The building would destroy the existing street line on Bridge Street which should not be allowed;
- 63 Bridge Street sells audio equipment and the proposal is directly opposite. There will be unwanted noise pollution which will affect the business. A wall should be built around the site during construction to reduce the noise impact on this premises;
- 50-56 Bridge Street and 24- 26 Wood Street welcomes the redevelopment of the site but is concerned about the scale which should match the height of the surrounding buildings given the immediate locality is sensitive in architectural terms. The scale and massing is completely out of context and therefore detrimental to the street scale and character.
  - o The objector is also concerned that there is no day light and sun light report and therefore the impact on the residential accommodation cannot be assessed. There are windows to the lightwell immediately adjacent to the proposal which serve residential accommodation which will suffer a very significant impact from the proposed development particularly in respect of loss of privacy and overlooking. The windows on the east elevation will also preclude any future development at this site. These windows should be reduced particularly given the amount

of light that the development will receive from the front and rear elevations;

- The scale of the development so close to residential accommodation will result in noise disturbance;
- The developer should comply with all relevant matters in respect of party wall agreements and maintain clean roads during the construction works.

University of Manchester – The building is to immediate back of pavement – Wood Street involves a narrow road width of 4 metres. The proposed building height exceeds that of both adjoining properties, in one case by some four storeys.

The John Rylands Library is a grade I Listed Building and is regionally and nationally important. Its full northern elevation sits alongside Wood Street and is within 20 metres of the proposed nine storey development. The library is also a key City Centre visitor attraction and significant heritage asset, located within the Deansgate Conservation Area.

The proposal will have a significant detrimental effect on both the building as a heritage asset and the visitor experience. On that basis, the University of Manchester wishes to object on the following grounds:

- Noise and disturbance – the documents accompanying the application appear not to consider noise impacts to a highly sensitive receptor within 20 metres (both construction of and scheme in use);
- Negative impact on Grade 1 Listed Building, with the scheme conflicting with setting – notably scale, massing and design (excessive building height);
- Overall harmful effect on the Conservation Area – The heritage report itself acknowledges harm to the street scene whilst also confirming the presences of 24 Listed Buildings within 250 metres;
- Adverse impact on amenity – including additional implications from ground floor uses;
- Flood Risk – notwithstanding the technical report findings, the library has experienced surface water ingress in recent years;
- Access/transport issues – considerable potential for disruption and implications for extant servicing/access to the library (both construction of and scheme in use). The library is serviced from Wood Street.
- Pedestrian safety – notably on Wood Street, given the increased traffic and servicing along narrow road with very limited footpaths.

There have been an increasing number of planning applications in Spinningfields area. Therefore the subject application also represents an adverse cumulative impact on the Library.

**Second notification** – A second notification was carried out following the receipt of revised plans and additional information. This included the omission of glazing to the eastern elevation and information that addressed comments received.

A further letter has been received which states that the revised plans do not overcome the fact the proposal is a gross overdevelopment of the site.

**Manchester Conservation Areas and Historic Buildings Panel** – The panel felt that: the building was too tall and would have a negative impact on the adjacent buildings; the fenestration does not relate well to that of the Freemason's Hall and the façade would be prominent and should respond better to the street scene; the stepping back should start at a lower level and the plant enclosure would look awkward; the windows on the side elevation would create issues with the neighbouring development and draw attention to the side elevation; the design could be a good starting point but should be reduced in height; and, the materials should be natural.

**Highway Services** – Have no objection and note that this is a sustainable location where there are opportunities to access a variety of modes of transport.

**Environmental Health** – Have no objection in principle. Conditions are required to control discharge of fumes, vapours and odours, and the opening hours of the commercial unit and final details of the acoustic and plant equipment treatment.

The commercial ground floor unit can only play low-level background entertainment noise.

The waste management strategy submitted has been assessed and is acceptable in principle subject to further minor details.

There are 18 car parking spaces and electric charging points would be available.

**Flood Risk Management Team** – No mitigation is required on the site as the building covers the footprint this not requiring any further attenuation with regards to surface water run off.

**Design for Security at Greater Manchester Police** – The proposed development should be carried out in accordance with the submitted Crime Impact Statement.

**Historic England** – The application relates to a long vacant site within the Conservation Area next to the grade II Masonic Hall. While they welcome the redevelopment, which would generally enhance the local environment, their remit is the impact on the setting of the Rylands Library. The heritage statement and impact assessment considers a number of views which are considered to be acceptable and the impact on the setting would be acceptable. The applicant has provided details of a view along Wood Street from Deansgate and Historic England are satisfied that the development would not be seen and would remain hidden behind the Rylands.

**Environment Agency** – No objection to the proposal. The site is situated in a sensitive location with respect to controlled waters. The site may be contaminated by previous industrial uses, infilled basements and from the car park. The submitted preliminary risk assessment report is acceptable and further details should be provided in a remediation strategy and verification report.

**Greater Manchester Archaeological Advisory Service (GMAAS)** – An archaeological desk based assessment concludes that the most significant remains are likely to have been the 18<sup>th</sup> Century housing fronting Wood Street and blind back

and back to back houses in Bradleys Court. Any remains of the 19<sup>th</sup> Century double depth houses along Bridge Street are likely to be of lesser archaeology interest, as this type of property has been investigated archaeologically in Manchester previously.

GMAAS agree that there is potential for archaeological remains relating to early workers housing and targeted archaeological trenching is required. Should this confirm the presence of significant remains that would be destroyed by development, a further more detailed programme of archaeological investigation and recording will be required, together with post excavation analysis, production of a report on the result and deposition of the site archive, and dissemination of the results to the local and wider community. The planning application should be conditioned accordingly.

**Greater Manchester Ecology** – No significant ecological constraints were identified within the ecology report. Minor issues relating to nesting birds and bats were identified which can be resolved via informative.

The proposed development has the potential to block access to any existing bat roosts associated with the adjacent buildings. However, the consultants assessed the adjacent wall as having negligible bat roosting potential. There is no reason to doubt these findings.

The site was assessed as being of negligible risk for nesting birds.

## **ISSUES**

### **Relevant National Policy**

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

Paragraph 12 states that:

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

The proposed development is considered to be consistent with sections 1, 2, 4, 6, 7, 8, 10, 11 and 12 of the NPPF for the reasons outlined below.

**Section 1 - Building a strong and competitive economy** - The proposals would deliver a new office development close to Spinningfields, which the Core Strategy identifies as having a primary focus for employment growth in B1 office use. The site is in a highly sustainable location with easy access on foot to a range of services and facilities and has excellent access to all means of public transport. The scheme

would create employment during construction along with permanent employment from the proposed offices and associated uses.

Section 2 - Ensuring the Vitality of Town Centres – the proposal would redevelop a key site close to Spinningfields and create more employment in the city centre.

Section 4 - Promoting Sustainable Transport -- The site can be easily accessed by sustainable transport methods, being close to Salford Central and Victoria Train Stations, Metrolink stations and close to bus stops on Deansgate. The site is also easily accessible by walking and cycling.

The scheme would therefore help to facilitate sustainable development and contribute to sustainability and health objectives and give people a real choice about how they travel.

Section 7 - Requiring Good Design - The proposed scheme has been the subject of significant design consideration, consultation and evolution. The building would be of a high quality in terms of design, appearance and materials and would complement the high standard of design generally in the area. The development would be integrated into the natural and built environment and its scale and form, although large, is considered to be acceptable within its overall context.

Section 8 Promoting healthy communities – The creation of activity at street level would help to integrate the site with its locality and increase levels of natural surveillance.

Section 10 - Meeting the challenge of climate change, flooding and coastal change - The application site is in the City Centre and is therefore in a highly sustainable location.

Section 11 - Conserving and enhancing the natural environment - the documents submitted with this application have considered the potential risk of various forms of pollution, including ground conditions, air quality, noise and lighting, and the impact on ecology. These documents demonstrate that the application proposals would not have any significant adverse impacts in respect of the natural environment.

Section 12 - Conserving and Enhancing the Historic Environment - This sets out the criteria that should be taken into account when assessing the impact of development on heritage assets when determining planning applications. Any harm caused to a heritage asset has to be justified in terms of the social and economic benefits of the proposal.

Paragraph 128 - advises that local planning authorities should require an applicant to submit sufficient information to describe the significance of any heritage assets affected, including any contribution made by their setting.

Paragraph 131 advises that, in determining planning applications, local planning authorities should take account of the desirability of sustaining and enhancing the significance of heritage assets.

Paragraph 132 advises 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 and, the more important the asset, the greater the weight should be.

Paragraph 134 advises that where proposals will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal.

The scheme has been designed to complement and respect the character and appearance of the nearby heritage assets and it is considered that the proposed works are in general accordance with the requirements of the NPPF. The impact on the settings of the listed buildings and the conservation areas is considered in detail later in this report.

## **Relevant Local Policies**

### Local Development Framework

The relevant development plan in Manchester is the Core Strategy Development Plan Document 2012-2027 (the "Core Strategy"), adopted in July 2012, and the saved policies from the Manchester Unitary Development Plan (UDP), adopted July 1995. The Core Strategy is the key document 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.

The proposals are considered to be consistent with the following Core Strategy Policies SP1, EC1, EC3, CC1, CC5, CC6, CC7, CC8, CC9, T1, T2, EN1, EN3, EN6, EN8, EN15, EN16, EN17, EN18, EN19, DM1 and for the reasons set out below.

## **Strategic Spatial Objectives**

The adopted Core Strategy contains a number of Strategic Spatial Objectives that form the basis of the policies contained therein, as follows:

SO1. Spatial Principles The development would be in a highly accessible location and reduce the need to travel by private car and therefore support the sustainable development of the City and help to halt climate change.

SO2. Economy The scheme would provide new jobs during construction along with permanent employment and facilities in a highly accessible location. The development would employment opportunities and therefore help to support the City's economic performance, reduce economic, environmental and social disparities, and help to create inclusive sustainable communities.

S05. Transport The development would be highly accessible, reduce the need to travel by private car and make the most effective use of public transport facilities. This would help to improve physical connectivity through the use of sustainable transport networks and help to enhance the functioning and competitiveness of the city and provide access to jobs, education, services, retail, leisure and recreation.

S06. Environment The development would be consistent with the aim of seeking to protect and enhance both the natural and built environment and ensure the sustainable use of natural resources in order to: mitigate and adapt to climate change; support biodiversity and wildlife; improve air, water and land quality; and, ensure that the City is inclusive and attractive to residents, workers, investors and visitors.

Policy SP 1 (Spatial Principles) - This sets out the key special principles which will guide the strategy. 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 regardless of disability; and, protect and enhance the built and natural environment”

The development would be highly sustainable and be consistent with the aim of bringing forward economic and commercial development within the Regional Centre. It would complement Spinningfields, be accessible by all forms of sustainable transport and therefore maximise the potential of the City’s transport infrastructure. It would contribute to creating an attractive neighbourhood by: enhancing the built and natural environment; helping to create a well-designed place that would enhance and create character; re-using previously developed land; and, reducing the need to travel.

Policy EC1 – Land for Employment and Economic Development – The proposals would support the City’s economic performance by developing a highly accessible site within a key location for employment growth. It would help to spread the benefits of growth across the City and thereby help to reduce economic, environmental and social disparities and help to create an inclusive sustainable community. The application site is well connected to existing transport infrastructure and as such the development would help to encourage walking, cycling and public transport use.

The City Centre is a key location for major employment growth and the proposal would create new jobs during the construction phase and when in operation, and this would contribute to economic growth. The design would use the site efficiently and enhance the sense of place within the wider area. It would provide users and employees with easy access to a range of transport modes and create a safer place by reducing opportunities for crime.

Policy EC3 The Regional Centre – The development would be in an appropriate location within the Regional Centre which has excellent sustainable transport facilities. The scale and type of office development would not undermine delivery of employment space elsewhere within the City Centre.



Policy CC1 – Primary Economic Development Focus (City Centre and Fringe). - The proposals would deliver a high quality new office building, providing office floorspace within a part of the City Centre identified in Policy CC1 as a focus for primary economic development.

Policy CC5 Transport - The proposed development, due to its location would contribute to improving air quality by being accessible by a variety of modes of sustainable transport.

Policy CC6 City Centre High Density Development - The proposals would be a high density development and maximise the efficient use of land available within the challenging constraints of the site.

Policy CC7 Mixed Use Development – The proposal would create an active ground floor with the potential for A1, A2, A3 or A4 uses.

Policy CC8 Change and Renewal - The proposed development would create temporary employment during construction.

Policy CC9 Design and Heritage - The development would be of a high quality design. It would have an impact on the settings of nearby listed buildings and conservation areas. This is discussed in more detail later in the report.

Policy CC10 A Place for Everyone – The proposals would complement the ongoing wider regeneration of Spinningfields. It would be fully accessible.

Policy T1 Sustainable Transport – The proposed development would encourage modal shift away from car travel to more sustainable alternatives and include improvements to pedestrian routes and the pedestrian environment which would prioritise pedestrian and disabled people, cyclists and public transport.

Policy T2 Accessible Areas of Opportunity and Need – The proposed development would be easily accessible by a variety of sustainable transport modes and would help to connect residents to jobs, local facilities and open space.

Policy EN1 Design Principles and Strategic Character Areas - The proposal involves a high quality design, and would result in development which would enhance the character of the conservation area and the overall image of Manchester. The design responds positively at street level and would enhance the City's permeability. The positive aspects of the design of the proposals are discussed in more detail below.

Policy EN3 Heritage – The proposal would have an impact on the settings of the nearby listed buildings and conservation areas. This is discussed in more detail later in the report.

Policy EN6 Target Framework for CO2 reductions from low or zero carbon energy supplies - being over 1,000 sq.m., the development would be expected to comply with the target framework for CO2 reductions from low or zero carbon energy supplies. The application is supported by an Energy Statement, which sets out how the proposals would meet the requirements of this policy.

Policy EN8 - Adaptation to Climate Change - The application is supported by a BREEAM Assessment and Sustainability Report, which identifies measures that will ensure that the development would reach a target rating of "Excellent".

Policy EN15 - Biodiversity and Geological Conservation – The application site is not considered to be of high quality in ecology terms and therefore no mitigation is required.

Policy EN16 - Air Quality The proposal would be highly accessible by all forms of public transport and reduce reliance on cars and therefore minimise emissions from traffic generated by the development. The proposal is not considered to compromise air quality. Car parking levels at the site are lower and there is provision to encourage cycling. Dust suppressions measures will be used during the course of the construction process.

Policy EN17 – Water Quality – An assessment of the site's ground and groundwater conditions has been conducted, including an assessment of the effects of the construction and operation of the proposed development. The assessment shows it would be unlikely that the site would cause contamination to surface watercourses and it is considered that the impact of the development on water quality can be controlled through an appropriate condition.

Policy EN18 - Contaminated Land and Ground Stability - A desk study which identifies possible risks arising from ground contamination has been submitted with the application and, as under Policy EN17 above, it is considered that the impact of the development can be controlled through an appropriate condition.

Policy EN19 Waste - The development would be consistent with the principles of waste hierarchy. In addition the application is accompanied by a Waste Management Strategy which details the measures that will be undertaken to minimise the production of waste both during construction and operation. The Strategy states that coordination through the onsite management team will ensure the various waste streams throughout the development are appropriately managed.

Policy DM1 Development Management - This sets out the requirements for developments in terms of BREEAM and outlines a range of general issues that all development should have regard to. Of these, the following issues are or relevance to this proposal:

- Appropriate siting, layout, scale, form, massing, materials and detail;
- Design for health;
- Adequacy of internal accommodation and amenity space.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development;
- That development should have regard to the character of the surrounding area;
- Effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation;
- Accessibility to buildings, neighbourhoods and sustainable transport modes;

- Impact on safety, crime prevention and health; adequacy of internal accommodation, external amenity space, refuse storage and collection, vehicular access and car parking; and
- Impact on biodiversity, landscape, archaeological or built heritage, green infrastructure and flood risk and drainage.

These issues are considered full, later in this report.

### **Saved UDP Policies**

The following saved UDP policies need to be considered in relation to the application.

DC18.1 Conservation Areas – It is considered that the proposal would maintain the character and appearance of the conservation area. This is discussed in more detail later in the report.

DC19.1 Listed Buildings – It is considered that the proposal would have an impact on the settings of the nearby listed buildings. This is discussed in more detail later in the report.

Policy DC20 Archaeology – An archaeological desk based assessment has been carried out for the site and it is considered that the development would not have an impact on any potentially significant remains on the site.

DC26.1 and DC26.5 Development and Noise – The application is supported by acoustic assessments and it is considered that the proposal would not have a detrimental impact on the amenity of surrounding occupiers through noise. This is discussed in more detail later on in this report.

**Guide to Development in Manchester Supplementary Planning Document (SPD) and Planning Guidance (April 2007)** Part 1 of the SPD sets out the design principles and standards that the City Council expects new development to achieve, i.e. high quality developments that are safe, secure and accessible to all.

The SPD states that proposals should seek to ensure that the use of the building reflects their purpose and the place in which they are located. Development should enliven and define neighbourhoods and promote a sense of place. Development should have regard for the location of sustainable public transport and its proximity.

In relation to crime issues, the SPD requires that prevention measures should be demonstrated, and include the promotion of informal surveillance, CCTV, good lighting and stewardship.

### City Centre Strategic Plan 2015-2018 (March 2016)

On the 2 March 2016 the City Council's Executive approved the City Centre Strategic Plan which seeks to provide an up-to-date vision for the City Centre within the current economic and strategic context along with outlining the key priorities for the next few years for each City Centre neighbourhood. This document seeks to align itself with the Manchester Strategy (January 2016) along with the Greater Manchester

Strategy. Overall the City Centre plan seeks to “*shape the activity that will ensure that the City Centre continues to consolidate its role as a major economic and cultural asset for Greater Manchester and the north of England*”.

According to this document, the application site falls within the ‘Spinningfields’ part of the City Centre. Spinningfields is a prime location for professional, commercial and legal sectors to locate. The City Centre plan goes on to state that ‘*this dynamic business location combines stunning architecture and high quality urban design to create mixed use, modern and distinctive quarter of the City Centre that is a prime attractor for high calibre organisations represented globally*’.

The document goes on to highlight a number of key priorities for the area. These include continuing to develop the area, creating a truly mixed quarter focusing on ensuring continued long term success, providing links to the St Johns Quarter and continuation of events to further animate the area.

The proposed development of the application site will contribute to the continued development and growth of the Spinningfields area by redeveloping a vacant site and providing high quality office accommodation and an active ground floor use in order to add animation to the street scene. The building has a high quality design and will respect the historic context and importance of nearby Listed Buildings.

#### Manchester Strategy (January 2016)

The strategy sets the long term vision for Manchester’s future and how this will be achieved. An important aspect of this strategy is the City Centre and how it will be a key driver of economic growth and a major employment centre. Furthermore, increasing the centre for residential is fundamental along with creating a major visitor destination.

#### **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.

## **Conservation Area Designations**

### *Deansgate Conservation Area*

Deansgate is one of Manchester's most historic streets. During the Roman occupation it formed the route between two river crossings, the fords of the River Medlock to the south and the River Irwell to the north.

Land on either side of the road was used for agricultural purposes until the encroachment of urban development, which accelerated in the 1730s, around the time when Edward Byrom built a substantial quay on the River Irwell.

The area is predominantly one of commercial buildings, but it also contains a significant number of places of assembly, such as a church, theatre, concert hall, opera house, synagogue and Masonic temple.

Many other buildings of architectural interest lie within the conservation area, most of them being offices, and Bridge Street in particular is a well preserved example of a Victorian and Edwardian shopping street. The completeness of the street wall; with individual buildings of architectural quality, e.g. Wood Street Mission, creates a memorable piece of urban design.

### *Parsonage Gardens Conservation Area*

The Gardens are bordered by large and impressive buildings, most are in orange-red brick or terracotta. Arkwright House (1929) is 7 storeys and clad in Portland stone. It has gigantic 3-storey Corinthian pilasters, cornices and arched windows on the ground floor.

Kendal's was built in the 1930's and is a prime example of the Modern Movement, with its plain facades of vertical glass brick windows divided by flat ribs and without any external expression of the intermediate floors.

62-66 Deansgate, Hayward's Building (1875) is probably Manchester's most complete shop of the period, with elliptical arches over the windows and some of the original mahogany fittings and showcases inside. The front is elaborately carved stonework in Italian Palazzo style with paired windows, stone mullions and figurehead key-blocks, plus a balustrade over the projecting cornice.

The conservation area extends as far south as Bridge Street, which is a busy shopping street of small-scale Victorian and Edwardian shops, providing a variety of height, material and detail of high architectural and aesthetic quality. Few streets of this kind in Manchester have been preserved in such good condition.

The oldest building remaining in the area was originally built as a pair of 3-storey Georgian houses, at numbers 31 and 33 on King Street West. The building was constructed around 1800 in red brick with two pairs of stone pilasters and a central pediment. The ground floor has been replaced by modern shopfronts. The present appearance would be enhanced if the building were to be restored to its original state.

It includes a frontage to the River Irwell and the stone bridge on Blackfriars Street built in 1820. In 1991, the parapet was replaced with stone-clad reinforced concrete, which restored the exterior, river face of the bridge, close to its original appearance.

## **Issues**

### **Principle of the redevelopment of the site and contribution to regeneration**

Regeneration is an important planning consideration. Over the past fifteen years the City Council has had a considerable amount of success in terms of regenerating the City Centre. Piccadilly, Spinningfields, the commercial core, Manchester Central, Northern Quarter and Castlefield are all good examples of this.

However, much remains to be done if the City Centre is to remain competitive and it will be important to ensure that investment in Manchester continues. Manchester City Centre is the primary economic driver in the City Region and as such is crucial to its longer term economic success. Given this, it is essential for the City Centre to continue to meet occupier requirements in terms of office provision.

The application site is close to Spinningfields, which is recognised as a key asset in adopted planning and economic development policy, including the Manchester City Strategic Plan, the City Centre Strategy, the Adopted Core Strategy and the Spinningfields Masterplan.

The proposed offices would contribute to the on-going regeneration of Spinningfields by delivering a high quality office building which would create new jobs. There is an acknowledged shortage of good quality office accommodation within the regional centre and, as occupational demand continues to grow, good quality product must be brought forward in sustainable locations such as this.

The proposal supports the strategic objectives Spinningfields and would contribute to the regeneration of the City Centre. The development would be consistent with the City Centre Strategic Plan and would complement and build upon the City Council's current and planned regeneration initiatives and as such would be consistent with sections 1 and 2 of the National Planning Policy Framework, and Core Strategy policies SP1, EC1, CC1, CC6, CC7, CC8, CC9, CC10, EN1 and DM1. As such, it is necessary to consider the potential impact of the development.

### **Impact on the historic environment**

The application is located within the Deansgate Conservation Area and lies opposite Parsonage Gardens Conservation Area. The significance of this part of the Deansgate Conservation Area (and the opposite side of the road within Parsonage Gardens) is the well preserved nature of Bridge Street. The small scale Victorian and Edwardian shops provide a varied street scape in terms of building heights, materials and architectural and aesthetic detail.

The development will affect the setting of the following Listed Buildings:

John Rylands Library (Grade I). This gothic revival building was built in the 1890's. The main frontage to Deansgate is considered to be its most important and has the most architectural interest. The development of Spinningfields has enabled its south side to be opened up and appreciated which has enhanced its setting.

Masonic Hall (Grade II). This was built in the 1920s and its principal face is a stone façade to Bridge Street. The south elevation to Wood Street is a secondary red brick elevation.

The applicant has provided a heritage statement and a detailed design and access statement which specifically examines the impact of and the contribution the proposal will have on the historic environment.

### *John Rylands*

When the library was erected, the built form around it was dense. The vacant nature of the application site has opened up its setting than would have otherwise have been appreciated. The vacant nature of the application site has a neutral impact on the setting of the grade I Listed Building.

The proposal would reinstate built form along Wood Street at the rear of Library. Which would be appropriate and would respond to other developments in the street scene. The closure of the view from Bridge Street would not unduly harm to the setting of the building.

It would be 8 storeys along Wood Street, with the upper two floors set slightly back. The top of the building would not be visible over the front elevation of Rylands and therefore its impact is considered to be acceptable. Historic England have raised no objections to the proposal.

The scale of the building would create a degree of harm to the setting of the Grade I Listed Building. However, this modest level of harm would be overcome through the re-instatement of the built form to Wood Street. The scale is minimised through the setting back of the two upper floor elements and the use of materials. On this basis, the harm is considered to be '*less than substantial*' as defined by paragraph 134 of the NPPF in that the Wood Street elevation would remain understood and not obscured from view.

### *Masonic Hall*

The vacant site creates a significant gap within the street scene and the Conservation Area but has a neutral impact on the setting of the Grade II Listed Building. A three storey building previously occupied the site and this proposal would reinstate built form along Bridge Street and would respond positively to the grain and character of the street scene.

A visual impact assessment shows that the proposal would about the side elevation of the Hall, would exceed its height and obscure high level windows and two light-wells. 5 high level windows would be obscured but high level gable end windows are non-original. The loss of the view of the side elevation, particularly at the upper levels

would result in an alteration to the setting of the Listed Building as would the loss of the windows. However, the impact is of less than substantial harm.

It is recommended that as part of the conditions of Listed Building Consent, that if there is still evidence of where the window openings were from internal to the building, details should be submitted for approval.

The upper two floors would be back and the 6 storey element to Bridge Street is approximately the same height as the upper set back element of the Hall. The upper floor elements would be subservient to the main building and would ensure that the Hall remains the dominate feature in the street scene.

The 6 storey element would have a pale pre-cast expressed concrete grid to create a solid appearance which would complement the stone of the hall. The upper levels would largely be glazed to create a lighter component to the roof. The scale would create a degree of harm to the setting of the Listed Building but this would be minimised through the setting back of the two upper floor elements and the use of complementary materials. On this basis, the harm is considered to be '*less than substantial*' as defined by paragraph 134 of the NPPF in that the historic environment, the Hall would remain largely legible and understood but the development would be taller than the Listed Building and would result in window detailing either being lost or obscured.

It is considered that the public benefits derived from the elimination of a poor quality site in a prominent location adjacent to two important Conservation Areas and Listed Buildings outweighs the harm that would be caused.

#### *Conservation Areas*

The site has a negative impact on the setting of the Deansgate and Parsonage Gardens Conservation Areas and the development of the site would inevitably change the Conservation Area.

The proposal would enhance the Conservation Areas by reinstating the built form to Bridge and Wood Street. Careful consideration has been given to the use of materials and how this, along with the massing of the building, can be used to minimise its overall impact. Whilst it would taller than many of the immediately surrounding buildings, it would be of a quality and have a positive impact.

Any harm to the Conservation Area is considered to be less than substantial and the public benefits derived from the removal of the vacant site with a high quality building mitigates against an harmful effects.

The development would be large in its context and would be seen in context of nearby Listed Buildings. However, it would be a positive addition to the street scene adding to the variety of building scales along Bridge St and Wood St. There are some smaller buildings on these Streets but the resultant relationships would add to the characteristics of buildings of differing scale in the Conservation Area. All the nearby Listed Building would remain appreciated and their setting respected.



The impact on the Conservation Areas and nearby Listed Buildings is therefore considered to be '*less than substantial*' as defined by paragraph 134 of the NPPF in that the historic environment would remain largely legible and understood but due to the overall scale of the development, and its relationship to the historic environment, there would be some impact on views and the character of the area.

It is considered that, notwithstanding the considerable weight that must be given to preserving the setting of the listed buildings and conservation areas as required by virtue of S66 and 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 the sustaining and enhancing the significance adjacent heritage assets and would make a positive contribution to local character and distinctiveness and therefore meets with the requirements of paragraph 131 of the NPPF.

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 to the regeneration of this area.

#### b) Archaeology

A desk based archaeology statement concludes that there are likely to be significant remains associated with 18<sup>th</sup> Century housing fronting Wood Street and blind back and back to back house in Bradley's court. There may also be remains of 19<sup>th</sup> Century double depth houses along Bridge Street but these are likely to be of lesser interest as they have been investigated previously in other parts of Manchester.

GMAAS concur archaeology is likely to be present and recommend that there should be targeted trenching to confirm the presence of any significant remains that would be destroyed by the proposal. Following the investigation work, there should be post excavation analysis and production of the results and this archaeological work should form part of the conditions of any approval.

#### **Appearance**

The application proposes a comprehensive development, providing built form to both street frontages. Bridge Street would be activated by a ground floor commercial unit, together with the main office entrance. This would provide a positive response to this busy commercial street. Wood Street would be built to the street edge and provide the entrance to the basement car parking area.

Large open plan office floor plates would be created on the upper floors. There would be large window openings along the Bridge Street and Wood Street elevations and would return onto the eastern side of the building. External terraces would be

provided on level 6 to Bridge and Wood Street. There would be internal and external plant areas on the roof.

The development would abut the side elevations of the Masonic Hall and 50 Bridge Street/20 Wood Street. As a result a series of high level windows and lightwells to the side elevation of the hall would be obscured and any views across the site would be lost.

The scale of the building respects and relates positively to adjacent buildings, particularly the Grade II Listed Masonic Hall and Grade I listed John Rylands Library. Whilst there may be scope to develop higher than the Masonic Hall, the overall height and scale should not dominate either this building or the Library.

The proposed 6 storey component to Bridge Street, would relate well to the height of the Masonic Hall. The upper levels would be set back by 8m to Bridge Street and 1.5m to Wood Street to minimise their impact and help to reduce the apparent height of the building. The roof top plant element is set back further ensuring it would barely be visible from street level.

The height of buildings does vary in the Deansgate Conservation Area and this would clearly be a high quality modern addition. It would be taller than the smaller buildings to Bridge and Wood Street but the setting back of the highest elements along with the use of lighter weight materials would ensure that the building does not appear over dominant in the street scene.

The building has a strong vertical and horizontal emphasis through an expressed grid that would create a simple and consistent rhythm and relate to the characteristics of adjacent buildings. It has a clear tripartite arrangement with a distinct top, middle and bottom and reflects the character or a number of buildings within the Conservation Area.

The ground floor has large glazed window openings to the active uses and the entrance to the offices. The 'middle element' has smaller window openings in a regular pattern with 5 vertical bays, reflecting historic buildings in the street scene. Regular mullions in each bay create a vertical element. The window openings would be deeply recessed to create a highly modelled appearance.

The set-back upper floors would be fully glazed to provide a lightweight element and provide a contrast to the solid levels beneath. The middle section of the building would be formed from acid etched pre-cast concrete. This would provide a solidity to the façade whilst referencing the use of Portland stone found on several historic buildings in the immediate context.

Vertical bronze fins are proposed on each mullion to create an additional layer of detail and provide solar control. This also has the effect of reinforcing the vertical rhythm along the façade.

The proposal is therefore considered to be in accordance with policies SP1, EN1 and DM1 of the Core Strategy along with the aspirations in the SPD and the East Manchester SRF. It is recommended that a condition of the planning approval is that

all materials are agreed by planning conditions to ensure that they are of a suitable high quality for this site.

## **Ecology**

An ecological appraisal has concluded that there are no significant ecological constraints. There is some minor potential for disturbance of bat and bird habitats, however, the impact is considered to be negligible and can be dealt with via an informative of the planning approval. Greater Manchester Ecology Unit has considered the details provided within the report and concur with the approach identified.

## **Effect of the development on the local environment and existing residents**

### a) Sunlight, daylight, overshadowing and overlooking

A daylight and sunlight assessment has been provided in line with the BRE guidelines. The site is within a dense urban area which inevitably impacts on natural light and overlooking. Such circumstances often arise in city centre locations where sites are vacant or adjacent to lower level buildings.

The BRE guidelines are an industry standard, but they were developed for the use in low density suburban environments and the approach has to be applied flexibly in a City Centre context. A flexible approach is important as the City Centre is a location where high density development is necessary and encouraged.

There are a number of windows that are close to or overlook the site. The Masonic Hall has windows that directly abut the site. Some of these would be blocked up or enclosed within a lightwell which would be created to allow some natural light to the internal spaces. The windows affected serve back of house room associated with the commercial operations at the Hall. The applicant also owns the Masonic Hall and whilst there would be some on these windows, no unduly harmful affects would arise.

The buildings on the eastern edge of the application site, at 50-56 and 20 -26 Wood Street have windows on the rear or the side elevations of their outriggers. None of these are on the party wall and none would be totally obscured. The proposal would be affect these to varying degrees.

The windows on the rear of 50-56 Bridge Street and 20-22 and 24-26 Wood Street are positioned on the rear elevations of the building. There is a high boundary wall/side elevation which obscures much of the large window opening to the rear of 22 Wood Street. The rear windows to 50 Bridge Street are situated above the wall. These windows would be affected by the development and they would lose an outlook across the site. However, it is understood that these windows are not associated with residential accommodation and the gap between the rear elevations of these properties would allow natural light to enter the window.

A window in the side of the outrigger of 20-26 Wood Street does serve residential accommodation. The development would reduce the amount of natural light into this space/window, but this is not considered to be unduly harmful due to the gap

between the two buildings. The day-light and sun-light report submitted by the applicant concurs with this approach.

The report considered that in a City Centre context, a bedroom use is a low sensitivity receptor for daylight. As the rear windows of 20-26 Wood Street do not overlook the site directly, the application site is not the only or primary source of daylight to these windows. Access to sky visibility and daylight would continue to be received over those neighbouring lands and buildings to the immediate north of the rear elevation.

The main concern about the impact on these windows was overlooking from the glazing on the eastern side elevation. The scheme has been amended to remove a large component of this glazing to prevent potential for overlooking.

b) TV reception

A TV reception survey concludes that there would be minimal impact of the tv signal in the area due to the presence of other high rise buildings in the area. These are of a similar or greater height than the proposal. The report also confirmed that there would be minimal impact on satellite signals which come from the opposite direction.

However, it is recommended that a post construction survey is undertaken to determine whether any mitigation is required once the development is complete.

c) Air quality

An air quality assessment has considered whether the proposal would change the air quality during both the construction and operational phases of the development. The application site lies within an Air Quality Management Area (AQMA).

There would be dust for the construction process but this would be minimised as no demolition is required. A dust management plan would ensure that the dust and air quality impacts during the construction phase will not be significant and this should remain in place for the duration of the construction period.

The development would provide 18 car parking spaces and the majority of occupants would use other transport modes. All 18 car parking spaces would be fitted with a power supply for an electric charging point and 22 secure cycle spaces are proposed.

### **Effect of the development on the proposed residents**

The hours of the commercial unit would be restricted by a condition. A noise assessment has been provided in support of this application. The main sources of noise from the development are noise from plant and noise break out from the building.

Noise during construction would be temporary in nature and controlled through the construction management plan. The plant specification is required prior to the first use of the development and an appropriate condition is recommended. Noise out

break from the ground floor and upper floor accommodation can be controlled through detailed specification and conditions are recommended.

On that basis, provided that construction activities are carefully controlled and the plant equipment and commercial accommodation are appropriately insulated the proposed development is considered to be in accordance with policy DM1 of the Core Strategy, extant policy DC26 of the UDP and the NPPF.

### **Waste management**

The waste strategy includes a ground floor refuse store which would be serviced off Wood Street. The precise requirements is dependent to some extent on the tenants requirements but the applicant has provided an indicative strategy which includes:

- 5 x 1100 litre Eurobins for the office use which would be emptied twice a week;
- 1 x 1000 litre Eurobin for the ground floor commercial collected on a daily basis.

It is recommended that a condition is included to ensure that an appropriate waste management strategy, including recycling, is agreed for the site in order that the proposal accords with policies DM1 and EN19 of the Core Strategy in this regard.

#### **a) Accessibility**

The proposal would be accessible. A disabled car parking space would be in close proximity to the lift core. There is level access into the commercial unit and office entrance lobby off Bridge Street.

### **Impact on the highway network/car parking**

A transport statement has concluded that the proposed number of trips generated would not have a detrimental impact on the local highway network. There would be 18 car parking space and 22 secure cycle spaces and shower facilities would be located on the ground floor. Access to the car and cycle areas will be via a ramped access off Wood Street. Highways services consider the layout of the entrance and car park to be acceptable.

A draft travel plan encourages the use of sustainable forms of travel and conditions would require the production and implementation of a full travel plan. A draft construction management plan demonstrates that there would be minimal impact on the local highway network. A detailed plan would be produced as part of the conditions of any planning approval.

Overall, it is considered that the development would have a minimal impact on the local highway network and there would be adequate car and cycle provision to serve the needs of the development. Travel planning would help take advantage of the sustainable location of the application site in order to further reduce the reliance on the car to the site. Servicing and construction requirements can also adequately met

at the site. The proposal therefore accords with policies SP1, T1, T2 and DM1 of the Core Strategy

### **Flood Risk/surface drainage**

The application site is located in flood zone 1 '*low probability of flooding*'. However, the site lies within a critical drainage area (an area where there are complex surface water flooding problems from ordinary watercourses, culverts and flooding from the sewer network). These areas are particularly sensitive to an increase in rate of surface water run off and/or volume from new developments which may exasperate local flooding problems. The applicant has prepared a drainage statement in support of their planning application. The Flood Risk Management Team have considered the information and given the development would cover the entire footprint no further consideration of drainage is necessary.

### **Sustainability and energy efficiency**

An energy and environmental standards explains that the proposed development would minimise its carbon footprint by using a highly efficient air source heat pumps to meet its heating and cooling requirements.

The development incorporates water management and water resilience measures, waste and construction management and biodiversity. Low zero carbon generating technologies which would seek to minimise energy use and associated CO2 emissions. A BREEAM pre-assessment demonstrates that the development would achieve a 'Very Good' rating.

The energy performance of the development is satisfactory and there would be an overall reduction in emissions as prescribed by policy EN6 of the Core Strategy. The development performs well, and on balance, broadly complies with the spirit of the Core Strategy policies given the high quality building fabric and systems that that are being incorporated into the buildings. It is recommended that the energy standards form part of the conditions of the planning approval along with evidence that the Very Good BREEAM rating is achieved upon completion of the development.

### **Designing out crime**

The CIS recognises that the development would bring vitality to a partially derelict site and would present a more active frontages to improve natural surveillance. It is recommended that a condition of the planning approval is that the CIS is implemented in full as part of the development in order to achieve Secured by Design Accreditation.

### **Ground conditions**

Initial site investigation work has found a large amount of made ground at the site and further investigation works are required. The Environment Agency have requested that any pilling has no impact on surrounding water courses. It is recommended that this is addressed in detail via planning conditions. The approved remediation strategy shall be implemented and a verification report submitted on

should be provided. Subject to this it would comply with policy EN18 of the Core Strategy.

### **Demolition and Construction management**

A construction management plan has been submitted which details how the process would be managed, particularly in respect of the operating hours, dust suppression, security and waste.

There are no buildings on the site, but considerable earth works and above ground works would be necessary. This work would take place on a constrained site with limited opportunity for on-site storage, welfare facilities and parking. The comings and goings would take place in close proximity to existing commercial buildings who also need to remain serviceable throughout the construction process.

The construction management plan indicates that construction activities, including deliveries, would take place during the hours of 07:30 to 18:00 Monday to Friday and 08:00 to 14:00 on Saturdays with no operations on Sundays. Nearby premises would be kept up to date with activities in the form of a monthly news letter. It is understood that the construction of the building will take appropriately 23 months. Disruption from construction activity would be relatively short term in nature and largely predictable.

The contractor would adhere to good practice in terms of dust suppression, wheel washing, site hoardings and plant being turned off when not needed and no waste or material would be burned on site. Deliveries would principally be from Bridge Street. A secondary servicing entrance would be created off Wood Street for smaller vehicles which would not block access to the Library or the Law Courts.

The section of Wood Street near to the library does widen which facilitates servicing to the library. This should enable the use of Wood Street for both servicing of the application site whilst maintaining access to the library. The applicant has been provided with the servicing requirements of the library which would help inform the final construction management plan which would be a condition of any planning approval.

Provided the initiatives outlined above are adhered to, it is considered that the construction activities are in accordance with policies SP1 and DM1 of the Core Strategy and extant policy DC26 of the Unitary Development Plan. However, it is recommended that a condition of the planning approval is that the final construction management plan is agreed in order to ensure the process has the minimal impact on surrounding residents and the highway network.

### **Public opinion**

A number of comments have been received including that the proposal would result in the overdevelopment of the site, overlooking/privacy/light issues and impact from construction activities. The proposed building is considered to be a high quality addition to the local area and has been designed to minimise any impact on the surrounding street scene and historic environment.

Matters relating to overlooking/privacy and loss of light have been carefully considered resulting alterations to the scheme in the form of the removal of some of the glazing to the eastern elevation to remove and overlooking.

The construction management requirements of this development will need to be carefully considered given the constrained nature of the application site. The draft construction management plan indicates that it will be possible to constrict the development whilst minimising any impacts on the surrounding buildings.

**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 siting/layout, scale, design and appearance of the development along with noise and traffic impacts. Further work and discussion have taken place with the applicant through the course of the application, particularly in respect of the appearance of the building, particularly to overcome matters of privacy, impacts from the construction and servicing of the development. The proposal is considered to be acceptable and therefore determined within a timely manner.

### **Reason for recommendation**

### **Conditions to be attached to the decision 115200/FO/2017**

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



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

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

#### Drawings

PL(00)005, PL(00)010 and PL(00)011 stamped as received by the City Council, as Local Planning Authority, on the 3 February 2017

PL(00)012, PL(00)013, PL(00)015 and PL(00)100 stamped as received by the City Council, as Local Planning Authority, on the 7 February 2017

PL(00)003 Rev A, PL(00)04 Rev A, PL(00)006 Rev A, PL(00)007 Rev A, PL(00)008 Rev A, PL(00)009 Rev A, PL(00)014 Rev A and PL(00)050 Rev A stamped as received by the City Council, as Local Planning Authority, on the 28 April 2017

#### Supporting Information

Crime Impact Statement (Version A), Environmental Standards Statement, Desk top study, TV reception study, Flood risk and drainage assessment, noise assessment, Ecology report, Heritage statement and Transport statement stamped as received by the City Council, as Local Planning Authority, on the 3 February 2017

Air Quality statement (ref. 101473) and preliminary risk assessment statement stamped as received by the City Council, as Local Planning Authority, on the 8 March 2017

Daylight and Sunlight report and updated transport information statement stamped as received by the City Council, as Local Planning Authority, on the 28 April 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) (a) Prior to the commencement of the development, details of a local labour agreement in order to demonstrate commitment to recruit local labour for both the construction and operations element of the development shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved document shall be implemented as part of the construction and occupation phases of the development. (b) Within six months of the first occupation of the development details of the results of the scheme shall be submitted for consideration.

Reason - The applicant has demonstrated a commitment to recruiting local labour pursuant to policies SP1 of the Manchester Core Strategy (2012).

4) No development shall take place until the applicant or their agents or their successors in title has secured the implementation of a programme of archaeological works to be undertaken in accordance with a Written Scheme of Investigation (WSI),

prepared by the appointed archaeological contractor. The WSI should be submitted to and approved in writing by the local planning authority.

The WSI shall cover the following:

(a) A phased programme and methodology of site investigation and recording to include:

- Evaluation through trial trenching;
- informed by the above, more detailed targeted excavation and historic research (subject to a new WSI).

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

- analysis of the site investigation records and finds
- production of a final report on the significance of the archaeological and historical interest represented.

(c) A scheme to commemorate the site's heritage' commensurate with their significance

(d) Dissemination of the results commensurate with their significance;

(e) Provision for archive deposition of the report and records of the site investigation

(f) Nomination of a competent person or persons/organisation to undertake the works set out within the approved WSI.

The development shall be undertaken in line with the approved WSI.

Reason - To investigate the archaeological interest of the site and record and preserve any remains of archaeological interest, pursuant to saved policy DC20.1 of the Unitary Development Plan for the City of Manchester and guidance in the National Planning Policy Framework.

5) Notwithstanding the preliminary risk assessment, LKC, ref LKC-16-1392 (dated 30 January 2017) stamped as received by the City Council, as Local Planning Authority, on the 8 March 2017, a) the development shall not commence until a scheme for the investigation of the site and the identification of remediation measures (the Site Investigation Proposal) has been submitted to and approved in writing by the City Council as local planning authority.

The measures for investigating the site identified in the Site Investigation Proposal shall be carried out, before the development commences and a report prepared outlining what measures, if any, are required to remediate the land (the Site Investigation Report and/or Remediation Strategy) which shall be submitted to and approved in writing by the City Council as local planning authority.

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

In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before the development is occupied, then development shall cease and/or the development shall not be occupied until, a report outlining what measures, if any, are required to remediate the land (the Revised Remediation Strategy) is submitted to and approved

in writing by the City Council as local planning authority and the development shall be carried out in accordance with the Revised Remediation Strategy, which shall take precedence over any Remediation Strategy or earlier Revised Remediation Strategy.

Reason - To ensure that the presence of or the potential for any contaminated land and/or groundwater is detected and appropriate remedial action is taken in the interests of public safety, pursuant to policies DM1 and EN18 of the Core Strategy.

6) Notwithstanding the construction management plan prepared by Marshall Construction Group stamped as received by the City Council, as Local Planning Authority on the 24 April 2017, (a) prior to the commencement of the development a detailed construction management plan outlining working practices during development shall be submitted to and approved in writing by the local planning authority, which for the avoidance of doubt should include;

- Display of an emergency contact number;
- Details of Wheel Washing;
- Dust suppression measures;
- Compound locations where relevant;
- Location, removal and recycling of waste;
- Routing strategy and swept path analysis;
- Parking of construction vehicles and staff; and
- Sheeting over of construction vehicles.

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

Reason - To safeguard the amenities of nearby residents, highway safety and air quality, pursuant to policies SP1, EN9, EN19 and DM1 of the Manchester Core Strategy (July 2012).

7) 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.

8) The development hereby approved shall be carried out in accordance with the Environmental Standards statement and energy statement (including BREEAM

assessment) prepared by QED stamped as received by the City Council, as Local Planning Authority, on the 3 February 2017. A post construction review certificate/statement shall be submitted for approval, within a timescale that has been previously agreed in writing, to the City Council as Local Planning Authority.

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

9) Notwithstanding the noise impact assessment prepared by Sandy Brown (ref. 16472-R01-A) stamped as received by the City Council, as Local Planning Authority, on the 3 February 2017, prior to the first use of the development hereby approved, details of any externally mounted ancillary plant, equipment and servicing shall be submitted for approval. The approved scheme shall be implemented prior to the first use of the development and thereafter retained and maintained in situ.

Reason - To minimise the impact of plant on the occupants of the development and the surrounding area pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

10) Notwithstanding the noise assessment prepared by prepared by Sandy Brown (ref. 16472-R01-A) stamped as received by the City Council, as Local Planning Authority, on the 3 February 2017, prior to the first use of the development, a scheme of acoustic insulation of the building shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved scheme shall be implemented and remain in place for as long as the development is in use.

Reason - In order to limit the outbreak of noise from the development pursuant to policies SP1 and DM1 of the Core Strategy (2007) and saved policy DC26 of the Unitary Development Plan for the City of Manchester (1995).

11) Notwithstanding waste management strategy and drawing PL(00)004 Rev A stamped as received by the City Council, as Local Planning Authority, on the 28 April 2017, prior to the first use of the development hereby approved, details of an appropriate waste management strategy shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved details shall then be implemented and be in place prior to the first use of the development hereby approved and thereafter retained and maintained in situ for as long as the development remains in use.

Reason - To ensure adequate refuse arrangement are put in place for the development pursuant to policies EN19 and DM1 of the Manchester Core Strategy.

12) Prior to the first use of each of commercial unit, as indicated on drawing PL(00)004 Rev A stamped as received by the City Council, as Local Planning Authority, on the 28 April 2017, details of a scheme to extract fumes, vapours and odours from the premises shall be submitted for approval in writing by the City Council, as Local Planning Authority. The approved scheme shall then be

implemented prior to the first occupation of each of the commercial units and thereafter retained and maintained in situ.

Reason - To ensure appropriate fume extraction is provided for the commercial unit pursuant to policies SP1 and DM1 of the Manchester Core Strategy and saved policy DC10 of the Unitary Development Plan for the City of Manchester (1995).

13) Prior to the first use the commercial unit as indicated on drawing PL(00)004 Rev A stamped as received by the City Council, as Local Planning Authority, on the 28 April 2017 details of any roller shutters to the ground floor of the premises shall be submitted for approval in writing by the City Council, as Local Planning Authority. For the avoidance of doubt the shutters shall be fitted internally to the premises. The approved details shall be implemented prior to the first occupation of the commercial units and thereafter retained and maintained in situ.

Reason - To ensure that the roller shutters are appropriate in visual amenity terms pursuant to policies SP1, EN1 and DM1 of the Manchester Core Strategy (2012).

14) The development hereby approved shall include a building and site lighting scheme and a scheme for the illumination of external areas during the period between dusk and dawn. Full details of such a scheme shall be submitted for approval in writing by the City Council, as Local Planning Authority before the first occupation of the development hereby approved. The approved scheme shall be implemented in full prior to the first use of the development and shall remain in operation for so long as the development is occupied.

Reason - In the interests of amenity, crime reduction and the personal safety of those using the proposed development in order to comply with the requirements of policies SP1 and DM1 of the Core Strategy.

15) If any lighting at the development hereby approved, when illuminated, causes glare or light spillage which in the opinion of the Council as local planning authority causes detriment to adjoining and nearby residential properties, within 14 days of a written request, a scheme for the elimination of such glare or light spillage shall be submitted to the Council as local planning authority and once approved shall thereafter be retained in accordance with details which have received prior written approval of the City Council as Local Planning Authority.

Reason - In order to minimise the impact of the illumination of the lights on the occupiers of nearby residential accommodation, pursuant to policies SP1 and DM1 of the Core Strategy.

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

Monday to Saturday 07:30 to 20:00

Sundays (and Bank Holidays): No deliveries/waste collections

Reason - In the interest of amenity pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

17) The commercial unit hereby approved, as indicated on drawing PL(00)004 Rev A stamped as received by the City Council, as Local Planning Authority, on the 28 April 2017, shall not be open outside the following hours:-

Monday to Saturday	08.00hrs - 23.00hrs
Sundays	09.00hrs - 23.00hrs

There shall be no amplified sound or any amplified music at any time within the units.

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

18) The commercial unit as shown on drawing PL(00)004 Rev A stamped as received by the City Council, as Local Planning Authority, on the 28 April 2017 shall remain as one unit and shall not be sub divided or amalgamated without the benefit of planning permission being secured.

Reason- In the interests of amenity and to ensure the future viability and vitality of the commercial unit pursuant to saved policy DC26 of the Unitary Development Plan for the City of Manchester and policies DM1 and SP1 of the Manchester Core Strategy.

19) The commercial unit, as indicated on drawing PL(00)004 Rev A stamped as received by the City Council, as Local Planning Authority, on the 28 April 2017, can be occupied as A1 (excluding convenience retail), A2, A3 and A4. The first use of the commercial unit to be implemented shall thereafter be the permitted use of that unit and any further change of use may be the subject of the requirement of a new application for planning permission or subject to the requirements of the Town and Country Planning (General Permitted Development) Order 2015.

Reason - For the avoidance of doubt and in order to secure a satisfactory form of development due to the particular circumstance of the application site, ensuring the vitality of the units and in the interest of residential amenity, pursuant policy DM1 of the Core Strategy for Manchester .

20) In the event that any of the commercial unit, as indicated on drawing PL(00)004 Rev A stamped as received by the City Council, as Local Planning Authority, on the 28 April 2017, is occupied as a A3 or A4 use, prior to their first use the following details must be submitted and agreed in writing by the City Council, as Local Planning Authority. These details are as follows:

- Management of patrons and control of external areas. For the avoidance of doubt this shall include:
  - Dispersal policy;
  - Mechanism for ensuring windows and doors remain closed after 9pm

The approved scheme shall be implemented upon first use of the premises and thereafter retained and maintained.

Reason - To safeguard the amenities of nearby residential occupiers as the site is located in a residential area, pursuant to policies SP1, DM1 and C10 of the Manchester Core Strategy and to saved policy DC26 of the Unitary Development Plan for Manchester.

21) The development shall be carried out in accordance with the Crime Impact Statement (Version A) prepared by Design for Security at Greater Manchester Police stamped as received by the City Council, as Local Planning Authority, on the 3 February 2017. The development shall only be carried out in accordance with these approved details. The development hereby approved shall not be occupied or used until the Council as local planning authority has acknowledged in writing that it has received written confirmation of a Secured by Design accreditation.

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

22) The development hereby approved shall be carried out in accordance with the Transport Statement stamped as received by the City Council, as Local Planning Authority, on the 27 September 2016.

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

- i. the measures proposed to be taken to reduce dependency on the private car by those living at the development;
- ii. ii) a commitment to surveying the travel patterns of residents/staff during the first three months of the first use of the building and thereafter from time to time
- iii. iii) mechanisms for the implementation of the measures to reduce dependency on the private car
- iv. iv) measures for the delivery of specified travel plan services
- v. v) measures to monitor and review the effectiveness of the Travel Plan in achieving the objective of reducing dependency on the private car

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

Reason - To assist promoting the use of sustainable forms of travel for residents, pursuant to policies T1, T2 and DM1 of the Manchester Core Strategy (2012).

23) Prior to the first use of the building, the provision of 22 cycle spaces and shower facilities, as indicated on drawings PL(00)003 Rev A and PL(00)004 Rev A stamped as received by the City Council, as Local Planning Authority, on the 28 April 2017 shall be implemented prior to the first use of the B1 office element of the development hereby approved and retained and maintained in situ for as long as the development remains in use.

Reason - To ensure there is sufficient cycles stand provision at the development and the residents in order to support modal shift measures pursuant to policies SP1, T1, T2 and DM1 of the Manchester Core Strategy (2012).

24) Prior to the first use of the B1 office element of the development hereby approved, the car parking layout, as indicated on drawing PL(00)003 Rev A stamped as received by the City Council, as Local Planning Authority, on the 28 April 2017, shall be laid out, demarcated and made available. The car parking layout shall be retained and maintained for as long as the development remains in use.

Reason - To ensure sufficient car parking is available for the development pursuant to policies SP1, T1, and DM1 of the Manchester Core Strategy (2012).

25) Notwithstanding the TV reception survey prepared by Astbury, stamped as received by the City Council, as Local Planning Authority, on the 3 February 2017, within one month of the practical completion of the development or before the residential element of the development is first occupied, whichever is the sooner, and at any other time during the construction of the development if requested in writing by the City Council as local planning authority in response to identified television signal reception problems within the potential impact area a study shall identify such measures necessary to maintain at least the pre-existing level and quality of signal reception identified in the survey carried out above. The measures identified must be carried out either before the building is first occupied or within one month of the study being submitted to the City Council as local planning authority, whichever is the earlier.

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

26) Notwithstanding the Air Quality Assessment (ref. 101473) prepared by Miller Goodhall stamped as received by the City Council, as Local Planning Authority, 8 March 2017 prior to the first use of the office element details of the electric charging points within the basement car park, as indicated on drawing PL(00)003 Rev A shall be submitted for approval. The approved details shall then be implemented and be in place prior to the first use of the office element of the development and thereafter retained and maintained in situ.

Reason - in the interest of the residential amenity of the occupants of the development due to the air quality surrounding the development pursuant to policies SP1, EN16 and DM1 of the Manchester Core Strategy (2012).

### **Informatives**

- 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 developments



and routes to it may require consent under the Town and Country Planning (Control of Advertisements) (England) Regulations 2007.

- Externally mounted ancillary plant, equipment and servicing shall be selected and/or acoustically treated in accordance with a scheme designed so as to achieve a rating level of 5dB (LAeq) below the existing background (LA90) at the nearest noise sensitive location.

- Defra have published a document entitled 'Guidance on the Control of Odour and Noise from Commercial Kitchen Exhaust Systems'. It describes a method of risk assessment for odour, guidance on minimum requirements for odour and noise control, and advice on equipment selection. It is recommended that any scheme should make reference to this document (particularly Annex B). Details should also be provided in relation to replacement air. The applicant will therefore need to consult with a suitably qualified ventilation engineer and submit a kitchen fume extract strategy report for approval.

### **Conditions to be attached to the decision 115201/LO/2017**

- 1) The development must be begun not later than the expiration of three years beginning with the date of this permission.
- 2) Reason - Required to be imposed pursuant to Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.
- 3) The development hereby approved shall be carried out in accordance with the following drawings and documents:

Drawing PL(00)100 stamped as received by the City Council, a Local Planning Authority, on the 7 February 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.

- 4) Notwithstanding drawing PL(00)100 stamped as received by the City Council, a Local Planning Authority, on the 7 February 2017, prior to the works to remove/block up the windows in the eastern elevation of the Masonic Hall, a method statement shall be submitted detailing the removal and making good of the internal elevations to the hall shall be submitted for approval in writing by the City Council, as Local Planning Authority. This method statement shall include relevant cross sections and materials. The approved method statement shall then be implemented.

Reason – In the interest of ensuring appropriate work to a suitable standard is undertaken to the Listed Building including ensuring that there remains a legible understanding of the window positions internal to the building once the windows have been removed pursuant to policies SP1, EN1, EN3 and DM1 of the Manchester Core Strategy (2012) and saved policy DC19 of the Unitary Development Plan for the City of Manchester (1995).

## **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: 115200/FO/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:**

Highway Services  
Environmental Health  
Strategic Development Team  
MCC Flood Risk Management  
Greater Manchester Police  
Historic England (North West)  
Environment Agency  
Transport For Greater Manchester  
Greater Manchester Archaeological Advisory Service  
Greater Manchester Ecology Unit

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:**

64 Bridge Street Manchester  
19 Old High Street Headington Oxford  
50-56 Bridge Street and 24-26 Wood Street Manchester  
University of Manchester Oxford Road Manchester

**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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