

List No 13

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
091242/FO/2009/N2	23rd Sep 2009	17th Dec 2009	Ardwick Ward

**Proposal** Erection of a part single storey, part 2 storey, part 3 storey building with glazed ground and first floor link to neighbouring St Thomas Centre to form conference, meeting, office and community facilities in association with existing use.

**Location** St Thomas Centre, Ardwick Green North, Ardwick, Manchester, M12 6FZ,

**Applicant** St Thomas Centre , Greater Manchester Centre for Voluntary Organisation, Ardwick Green North, Manchester, M12 6FZ

**Agent** Mr Griff Evans, Ombler Iwanowski Architects, 8-10 Tariff Street, Manchester, M1 2FF

### **Description**

The application site is bound by Ardwick Green North and overlooks Ardwick Green, amongst a cluster of listed buildings (at 27 to 31 Ardwick Green North and 21 - 27 Manor Street). To the east of the site is the Church Inn public house at the junction of Ardwick Green North and Cotter Street and the former Park Inn, which has been converted into a residential house and is situated at the junction of Cotter Street and Niven Street. The north of the site is Niven Street which comprises of a number of red brick Victorian buildings, including the former St Thomas Primary School. An alleyway runs to the west of the site adjacent to the site boundary linking Ardwick Green North, Thirsk Street and Niven Street. 31 Ardwick Green North, a Grade II listed building, lies beyond the alleyway.

The St Thomas Centre was constructed as a 2-storey church in 1741. The church building was listed as Grade II in 1974 and was declared redundant and de-consecrated as a place of worship in 1978. The building was purchased by the City Council in 1980 and subsequently re-opened as a centre for the voluntary and community use. The GMCVO took control of the facility in 2001 and obtained a 25 year lease from the City Council in 2004.

St Thomas Centre functions as an office for Greater Manchester Centre for Voluntary Organisation and provides accommodation for other local and national voluntary and community sector groups. The centre provides associated conference, meeting and training events. The development will add 1,000 sq metres of gross floorspace (producing a combined floorspace of 1880 sq metres when added to the existing building) consisting of conference facilities, community resource space 6 offices and ancillary accommodation.

The application site has been the subject of a number of planning and listed building consent applications. However, the current proposals seek to address the concerns

express by the City Council which led to the refusal of the following planning application 26th September 2006: 079939/FO/2006/N2 relating to the erection of a 2-storey extension to front of St Thomas Centre to form conference and office facilities with associated landscaping.

The reasons for refusal related to:

- i. The size, scale and orientation of the extension and its impact on the setting of the listed building.
- ii. The impact on the visual quality of the graveyard and the setting of the listed building and character of the church.

The associated listed building consent application referenced 079940/LO/2006/N2 was also refused on 26th September 2009.

The application site incorporates a space adjacent to the existing St Thomas Centre and its eastern boundary and part of the car park associated with the Church Inn Public House. The proposed development relates to the erection of a 3-storey building with 2-elements to its north and south elevations with an adjoining single storey element sited adjacent to the eastern boundary. The proposed building projects beyond the forward building line of the listed building by 15 metres thereby forming a partially enclosed setting for the retained graveyard. The proposed development incorporates a pair of glazed links the eastern elevation of the existing listed building following the removal of two circular steel fire escapes.

The applicant has amended the scheme during the life of the planning application. The development proposals now comprise of a building, which is set back from the southern boundary with Ardwick Green North by approximately 17.5 metres (at its nearest point) thereby producing a projection of 13 metres from the forward building line of the existing listed building. The rear (northern) elevation is constructed to the back of the footpath along Niven Street (thereby projecting by 3.5 metres beyond the rear building line of the existing building). Although the built form has a staggered configuration adjacent to the eastern boundary, a minimum distance of 1 metre is maintained to the proposed building.

The building runs along a north-south axis and has a rectangular massing with a maximum width of 12.6 metres and overall length of 36.5 metres. The proposed building is situated 5 metres from the eastern elevation of the existing building. These two elements are abridged by separate glazed links at ground and first floor level. The respective glazed links also incorporate the main entrance to the building from Ardwick Green North and a secondary entrance from Niven Street.

The 3-storey element of the building comprises of a pitched roof with a central ridge forming a rooflight rising to a maximum height of 12 metres. Gable elevations are formed at the north and south 'ends' of the building at its third storey. The third storey is also constructed up to, but not beyond, the line of the northern and southern elevations of the existing building. The 2-storey elements project from the central 3-storey core of the building as it faces towards Ardwick Green North (by 12.8 metres) and Niven Street (by 3.8 metres) respectively. The 2-storey elements, which

incorporate roof terraces and parapets, have a maximum height of 8 metres. A flat roof single storey element, with a height of 4.4 metres, adjoins the side elevation of the 2-storey part of the building and is positioned adjacent to the eastern boundary.

At the front of the building the 2-storey element wrap around the building, returning towards the glazed link forming a partial court yard with the retained graveyard. At ground floor level, a colonnade is formed to the west of the building, which faces towards the graveyard and is glazed below the 2-storey element and forms an open canopy as it proceeds towards the main entrance. The colonnade is demarcated by a series of piers.

The contemporary design is related to the listed building through the use of brick in its elevational treatment and the use of Flemish bond. The 2-storey western elevation is has a louvered composition as it faces towards the graveyard. The eastern elevation has a central 'living wall' at first floor with a glazed band above rising to the eaves beneath the proposed pitched roof. The linear, 3-section window design is replicated at each end of the building facing Ardwick Green North and Niven Street respectively.

The applicant has indicated that the existing centre is supported by 12 car parking spaces situated in a secure car park to the north of the site at the junction of Cotter Street and Paddock Street. The application is not supported by any additional off street car parking.

The impact of the proposed works on the listed building is considered as part of the following associated (listed building) application, which is elsewhere on the agenda:

091243/LO/2009/N2: LISTED BUILDING CONSENT - Elevational alterations and works affecting the setting of the listed St Thomas Centre associated with the erection of a part single storey, part 2 storey, part 3 storey building and adjoining glazed link at ground and first floor level.

### **Consultations**

**Local Residents** - The following comments have been received in respect of the original scheme.

- i. Concern is expressed regarding the accuracy of the representation of the neighbouring 17 Cotter Street and the resulting failure of the proposals to accurately relate the loss of daylight and sunlight to the above property, thereby exacerbating existing difficulties. The conversion of the property from its former use as a public house was undertaken on the basis that adjoining site had remained undeveloped for a number of years. It is considered the development effectively introduces a new circumstance, which adversely affects residential amenity.
- ii. The height, scale and massing of the proposed building is considered to be excessive resulting in an overbearing impact on a residential property. A particular concern is the proximity of the proposed building to the common boundary and the resulting adversely impact on outlook from habitable room windows.

- iii. Existing difficulties attributed to overlooking from a neighbouring beer garden would be potentially exacerbated by the positioning of the proposed building and windows on the elevation adjacent to the shared boundary.
- iv. The submitted site boundary is contested and it is considered that the proposed development will prevent the neighbouring resident's right to park within part of the neighbouring car park.
- v. Concern is expressed regarding a lack of car parking in association with the proposed conferencing facilities thereby exacerbating existing on-street car parking.
- vi. The local area experiences significant problems with crime and anti-social behaviour, which is, in part, attributed to the unauthorised congregation of people in and around the St Thomas Centre particularly at night. The insecure and unsupervised nature of the site is attributed as the cause of significant local difficulties. There is concern that the proposed development, if not appropriately managed, will attract people into area and worsen the current situation.
- vii. The need for conferencing facilities is questioned, given the proximity of the City Centre. There are concerns regarding the future maintenance of the building.

Any further comments in respect of the revised proposals will be reported.

**South Manchester Regeneration** - Have been involved in dialogue with the applicants regarding the scheme and have no objections to it.

**Travel Change Team** - The detail of the travel plan is considered to be acceptable subject to future co-ordinated work with the City Council Travel Change Team and the continued monitoring and re-surveying of the sustainable travel arrangements.

**Greater Manchester Police (Design for Security)** - Expressed support for the original scheme, subject to minor elevational amendments discussed relating to:

- i. A reduction in the extent of the recessed areas;
- ii. Restrictions to the accessibility of the colonnade space out of hours.

GM Police Design for Security have been reconsulted in respect of the revised scheme and any further comments will be reported.

**Head of Highways Services** - The following comments have been received:

- i. The key issue for the site is the very limited availability of parking. Technically the parking provision conforms to the GMLTP2 and PPG13 guidance, by providing minimum disabled parking. However, the number of standard parking bays is limited to on-street provision and less than 10 spaces off-street.
- ii. Conference and assembly facilities will increase the number of people requiring parking spaces, having potential to cause some parking congestion around Ardwick Green North. Ardwick Green currently experiences high levels of commuter

parking, due to its proximity to the city centre and despite relatively high levels of car crime.

iii. The travel plan highlights that an action plan will be implemented. This needs to be as soon as possible after first occupation (if permission is granted) and should include realistic and hard-edged measures to reduce impact on the local streets.

iv. Any adjustments to accesses on to the adopted highway need to be carried out in liaison with City Council Highways Engineers

**Head of Enforcement and Regulatory Services (Environmental Health)** - Any approval should be restricted to the hours applied for, i.e,

i. B1 (office use) - Monday to Saturday: 8.00 am to 6.00 pm;

ii. D1 (meeting/conferencing facilities) - Monday to Saturday: 8.00 am to 10.00 pm, Sunday: 10.00 am to 10.00 pm.

### **Issues**

**Unitary Development Plan** - The following policies are relevant:

E1.5 - The Council will contribute towards energy conservation by:-

a) ensuring where practicable that new major development is located where it can be easily served by public transport; and

b) encouraging high standards of energy efficiency in new development.

E1.6 - The Council will require the building materials used in new development and refurbishment schemes to be environmentally friendly wherever this is possible.

E2.7 - The Council wishes to ensure that buildings and areas of special architectural or historic interest are retained, maintained and, where necessary, restored. It will seek to preserve and enhance the setting of such buildings and areas by appropriate control over the design of new development in their vicinity, control over the use of adjacent land and, where appropriate, by the preservation of trees and landscape features.

E3.5 - The Council will promote measures, which will lead to a safer environment for all people living in and using the City. These measures will include:-

a) ensuring that the layout of new development is designed with safety in mind and does not lead to the creation of isolated areas;

b) designing landscaping schemes so as to minimise the risk of attack;

c) that community facilities are located where they are easy and safe to get to;

d) providing safe places for children to play;

e) improving road safety.

T2.6 - The Council will expect adequate car parking provision to be made for disabled people so that they can get easy access both to existing and new facilities in the City.

DC 19 - Relates to development affecting listed buildings. Whilst these issues are discussed in detail in the accompanying listed building consent application, the detail of this policy is relevant to the following analysis of the proposed development and the reasoned justification of recommended conditions.

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

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

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

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

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

The following policies are of particular relevance:

Policy 2.3 - Recognises that different parts of the City, its neighbourhoods and streets have distinct or individual characters, which are a product of the design of their buildings, the nature of the streets, the quality of the landscape or the nature of their activities. Such positive characteristics should be recognised and enhanced by new development. Each new development should be designed having full regard to its context and the character of the area.

Policy 2.7 - The layout of the scheme and the design, scale, massing and

Orientation of its buildings should achieve a unified urban form, which blends in with, and links to, adjacent areas. The most appropriate form of development is encouraged to enliven neighbourhoods and sustain local facilities. Increased development density can be appropriately accommodate where it reinforces community identity amongst other things. However, density levels must be informed by the characteristics of an area and the specific circumstances of the proposals.

Policy 2.13 - The scale, position and external appearance of new buildings should respect their setting and relationship to adjacent buildings, enhance the street scene and consider their impact on the roof line and skyline.

Policy 2.14 - It is important that new developments are of an appropriate height having regard to location, character of the area and specific site circumstances and local effects, such as microclimatic ones.

Policy 2.15 - Although a street can successfully accommodate buildings of differing heights, extremes should be avoided unless they provide landmarks of the highest quality and are in appropriate locations.

Policy 2.30 - At an early stage, before submitting a planning application, developers should consult with the Council to determine whether a Travel Plan is required in line with PPG13. A Travel Plan is a package of measures and actions aimed at reducing the need to travel by car by providing alternative choices and encouraging walking, cycling, and public transport use.

Policy 2.31 - Developers should have regard to the impact a new development may have on the local traffic network and on the nature and number of likely movements arising from it.

Policy 2.54 - Encourages the retention of buildings to accommodate new uses, particularly where they contribute to the character and appearance of an area and reinforce its sense of place. Accommodation accessibility is also emphasised.

Policy 2.57 (and Policies 4.10 and 4.11) - Outline the requirements for waste management.

Policy 4.8 - To demonstrate energy efficiency in non-residential developments, the City Council would encourage developers to use the Building Research Establishment Environmental Assessment Method (BREEAM) which is used to assess environmental performance. Developments should be achieving a design and post-construction rating of "very good." However, using alternative modelling tools that enable the developer to exceed the requirements of BREEAM is also encouraged.

Policy 6.1 - Developers will be expected to submit Travel Plans where appropriate to encourage and support walking, cycling and public transport use. It is understood that new developments may also need to have some car parking for the users' needs. This section provides more detailed guidance on how the need for car parking can be accommodated in the context of ensuring that priority is still given to the non car user.

Policy 6.6 - Where streets have mixed and competing demands, on-street parking must ensure that pedestrian, public transport and cyclist movements are properly accommodated, that the safety of disabled people is not compromised, and that emergency vehicle access is protected.

Policy 6.8 - Whatever form car parking takes, adequate provision is required for disabled people, elderly people and people with young children.

Policy 8 - Promotes community safety and crime prevention

**Design for Access 2 (DfA2)** - The City Council's best practice guidance of inclusive design standards. Whilst the full weight of the Guide can only be applied to land in which the City has an interest, it can be generally related to the consideration of the internal layouts arrangements of access and manoeuvrability and the design of car parking spaces. DfA2 is related to Guide to Development in Manchester Supplementary Planning Document and Planning Guidance.

**Planning Policy Statement 1: Delivering Sustainable Development (PPS1)** - Encourages the promotion of urban and rural regeneration to improve the well being of communities, improve facilities, promote high quality and safe development and create new opportunities for the people living in those communities. In addition to this PPS1 clearly outlines the importance of creating sustainable communities.

Planning Policy Guidance Note 13 (PPG 13): Transport - This guidance seeks to integrate planning and transport at the national, regional, strategic and local level and thereby:

- i. Promote more sustainable transport choices for both people and for moving freight;
- ii. Promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and
- iii. Reduce the need to travel, especially by car.

**Planning Policy Guidance 15: Planning and the historic environment (PPG 15)** - Provides a full statement of Government policies for the identification and protection of historic buildings, conservation areas, and other elements of the historic environment. The following paragraphs are considered to be relevant:

Paragraph 1.2 - The function of the planning system is to regulate the development and use of land in the public interest. It has to take account of the Government's objective of promoting sustainable economic growth, and make provision for development to meet the economic and social needs of the community.

Paragraph 1.4 - Most historic buildings can still be put to good economic use in, for example, commercial or residential occupation. They are a valuable material resource and can contribute to the prosperity of the economy, provided that they are properly maintained.

Paragraph 2.16 - The setting (of a listed building) is often an essential part of the building's character, especially if a garden or grounds have been laid out to complement its design or function. Also, the economic viability as well as the character of historic buildings may suffer and they can be robbed of much of their interest, and of the contribution they make to townscape or the countryside, if they

become isolated from their surroundings, e.g. by new traffic routes, car parks, or other development.

Paragraph 3.8 - States that the best way of securing the upkeep of historic buildings and areas is to keep them in active use. For the great majority this must mean economically viable uses if they are to survive, and new, and even continuing, uses will often necessitate some degree of adaptation. The range and acceptability of possible uses must therefore usually be a major consideration when the future of listed buildings or buildings in conservation areas is in question.

Paragraph 3.13 - States that many listed buildings can sustain some degree of sensitive alteration or extension to accommodate continuing or new uses. Indeed, cumulative changes reflecting the history of use and ownership are themselves an aspect of the special interest of some buildings, and the merit of some new alterations or additions, especially where they are generated within a secure and committed long-term ownership, should not be discounted.

**The Regional Spatial Strategy (RSS) for North West England** - The RSS was adopted in September 2008 and replaces the previously published Regional Planning Guidance. The RSS provides a framework for development and investment in the region over the next fifteen to twenty years.

Policy DP 1 - Spatial Principles - Identifies the principles underpinning RSS (incorporating RTS). All may be applicable to development management in particular circumstances: promote sustainable communities; promote sustainable economic development; make the best use of existing resources and infrastructure; manage travel demand, reduce the need to travel, and increase accessibility; marry opportunity and need; promote environmental quality; mainstreaming rural issues; reduce emissions and adapt to climate change.

Policy DP 2 - Promote Sustainable Communities - Building sustainable communities - places where people want to live and work - is a regional priority in both urban and rural areas. Sustainable Communities should, amongst other things, meet the diverse needs of existing and future residents, promote community cohesion and equality and diversity, be sensitive to the environment, and contribute to a high quality of life.

Policy DP 3 - Promote Sustainable Economic Development - It is a fundamental principle of this Strategy to seek to improve productivity, and to close the gap in economic performance between the North West and other parts of the UK. Sustainable economic growth should be supported and promoted, and so should reductions of economic, environmental, education, health and other social inequalities between different parts of the North West, within the sub-regions, and at local level.

Policy DP 4 - Make the Best Use of Existing Resources and Infrastructure

Priority should be given to developments in locations consistent with the regional and sub-regional spatial frameworks as set out in Chapter 5 (notably policy RDF1) and sub-regional policies in Chapters 10-13 which:

build upon existing concentrations of activities and existing infrastructure and do not require major investment in new infrastructure

Policy DP 5 - Manage Travel Demand; Reduce the Need to Travel, and Increase Accessibility - Development should be located so as to reduce the need to travel, especially by car, and to enable people as far as possible to meet their needs locally. A shift to more sustainable modes of transport for both people and freight should be secured, an integrated approach to managing travel demand should be encouraged, and road safety improved.

**Principle** - The application site lies close to the City Centre and has easy and convenient access to one of its main radial routes (Ardwick Green South). Residential use has been introduced to a former public house at 17 Cotter Street and further residential uses are well established to the north-east of the site. Notwithstanding the above, the area surrounding the site is predominantly commercial and light industrial in nature and generates an associated level of pedestrian and vehicular activity.

The proposed building will be linked to the Grade II listed former church of St Thomas, which is currently occupied by the Greater Manchester Centre for Voluntary Organisations (GMCVO). The applicant maintains that the existing building inhibits the future development of facilities at the centre due to the inflexibility of the existing internal layout, which also adversely affects accessibility. It is not intended that the accommodation will be made available for general letting to the private sector but will be directed towards social enterprise associated with the voluntary sector.

The proposed development would not only facilitate the future growth of the GMCVO and the work of its partners, providing a 'hub' for social enterprise and potential employment opportunities. These enterprises would also allow an additional income to be generated through the rental of office, conference and meeting space. The resulting benefits may be shared with the wider community through the managed availability of the centre as a community resource.

The proposed development has been considered in terms of:

- i. The desirability of securing a long, sustainable and viable use for an important listed building, which contributes considerably to a streetscene and a cluster of other historically and architecturally important listed buildings;
- ii. The proposed built form of the development and its relationship to and impact on the surrounding locality;
- iii. The function of the building and the capability of the surrounding area to absorb the additional pedestrian and vehicular activity, noise and disturbance associated with the more intensive use of the substantive site, i.e. the combined impact of the use of the existing and proposed buildings.

**Impact on residential amenity** –The particular characteristics of the site and its context predominantly comprises of a concentration of commercial and industrial type uses with pockets of residential uses. In such circumstances the levels of residential amenity cannot be readily compared to more conventional residential situations.

The siting, height and massing of the building will impact upon the Church Inn Public House. However, the most significant impact will relate to the rear windows and garden area to 17 Cotter Street, in terms of loss of sunlight and overshadowing. The objector relates that the positioning of the existing building impacts upon the amount of sunlight reaching the rear of 17 Cotter Street. The applicants have attempted to avoid the exacerbation of these circumstances by reducing the projecting elements of the building to two storey and single storey adjacent to the eastern boundary. This approach has allowed the retention of a break between the proposed built form and the Church Inn; thereby allow sunlight to continue to reach the rear of 17 Cotter Street.

The proposals introduce a number of windows to the eastern elevations. A condition is recommended to ensure that these windows are suitably obscurely glazed. A further condition is recommended to ensure the approval and installation of blinds, together with a schedule for their operation when internal lights are in operation. These measures should reduce undue light spillage.

A condition has also been recommended to limit the extent to which the roof to the 2-storey element of the proposed building can be used as a terrace. By limiting the use of this area it is considered that the undue overlooking of the neighbouring residential garden can be avoided. The bulk and massing of the proposed building is also reduced by the inclusion of a 'green', living wall to its eastern elevation.

**The sustainable use of a listed building** - The development will provide an income source to enable the GMCVO to undertake phased refurbishment and adaptation of the listed St Thomas Centre. The applicants have indicated their intention to respect the historic character and architectural fabric of the building with a commitment to securing its long term and viable use. This is an objective of PPG 15 and represents the most effective way of ensuring the maintenance and retention of listed buildings. It is the case that with the additional accommodation the ability of the GMCVO to develop and expand the range of facilities it provides to voluntary and community groups will be severely limited and may lead to a re-evaluation of their continued occupation of the St Thomas Centre. In the absence of such a committed occupant the future maintenance and future active use of the building cannot be guaranteed.

**Noise and Activity** – The nature and activity associated with the existing uses also have an impact on the quality of residential amenity. The existing Church Inn and the St Thomas Centre itself have the most immediate impact on 17 Cotter Street. However, the following analysis recommends that the opening hours of the proposed building are restricted to avoid undue noise disturbance. Further conditions are recommended to control the use of external terraces and limit overlooking and light pollution through the use of obscured glazing and blinds.

**Amount of accommodation** – The development will add 902 sq metres of net internal floorspace (producing a combined floorspace of 1782 sq metres when added to the existing building). The proposed floorspace comprises of:

- i. Ground floor - Sub -dividable meeting and office space for approximately 80 people would supplement existing conference space within the St Thomas Centre. The current facilities accommodate a maximum of 140 people. Whilst the average

conference/meeting attracts up to 18 people, there are approximately 20 conferences each year which attract more than 60 people

ii. First and second floors - Rentable office space over two floors. The applicant has estimated the number of staff accommodated within this space based on various scenarios of how the space may be let and potential occupancy rates. Based on an occupancy rate of 95 per cent it is anticipated that an additional 40 to 60 staff could be employed within the proposed accommodation. The applicant emphasise that a significant number of these staff will be part time. This assumption is based on the current operation of the centre, which would continue to employ a maximum of 25 full-time and 7 part- time staff at any one time.

Although the use of the building will also increase activity in the area, any resultant or potential impact needs to be balanced against the benefits that may be drawn from the development. The existing Centre is visited by around 10,000 people each year and the proposed development would attract a further 6,000 people to its facilities. The existing centre provides space and accommodation for a number of key a voluntary sector organisations working on a city-wide and regional basis. The additional floorspace will support existing activities, to provide 'start up space' for small businesses with links to the voluntary sector and conference facilities.

**Siting** - The proposals present a substantial building with a significant impact on the streetscene and buildings situated adjacent to the eastern boundary of the site. The relationship of the building to neighbouring properties, particularly 17 Cotter Street, has been carefully considered. The applicant has demonstrated that, albeit historically, the surrounding area was far more densely developed.

Significantly, the application site formerly accommodated a warehouse building with a comparable height and footprint to the proposals. The proposals therefore re-introduce a building with a comparable relationship to the listed building and its setting. Clearly the residential conversion of 17 Cotter Street took place many years after the demolition of the former warehouse building and therefore, to some extent, represents a change in circumstances. However, it is the case that the existing listed building projects beyond the furthest point of the rear building line of 17 Cotter Street by 13 metres (i.e. from the rear wall of its single storey extension). The siting of the highest part of the proposed building reflects an existing relationship to neighbouring properties, albeit closer to the eastern boundary. The impact of the additional built form is attenuated by the variation in the height of the building. The 'projecting' built form is limited to 2-storey and limited single story element adjacent to the eastern boundary. The impact of the built form is further reduced by the formation of a 'green wall', which relieves the expanse of brickwork and introduces a more 'organic' presence adjacent to the shared boundary.

The applicant has demonstrated that the built environment to the east of the existing St Thomas Centre has been punctuated over time by the demolition of, not only the warehouse building but also, terraced housing on Cotter Street. Despite this, the surrounding area has remained densely developed, particularly along Niven Street (to the north of the site) where buildings are constructed adjacent and up to the back of footpath. This relationship to the streetscene is reflected in the siting of the proposed building.

**Height, scale and massing** - As previously outlined the applicant has introduced variation in the height of the building. The use of a pitched roof has also allowed the built form to be drawn away from the eastern boundary. The use of the resulting roof space has allowed the formation of required office space without necessity to increase in the overall building height. This not only reduces the potentially adverse impact on residential amenity but secures a built form that is more closely related to the proportions of the existing building, i.e. the bulk of the new building is contained within the parameters of the forward and rear building lines of the listed building. The projecting 2-storey elements, and their slightly offset positioning, produce a more subservient relationship to the 'composite' proposed and existing built form as it moves along a western / eastern axis. The expanse of the elevations along the eastern boundary has been discussed. The use of vertical window design to the north and south elevation (spanning the ground and first floors), gives the building additional character and definition when viewed from the streetscene.

**Design** - The proposed design reflects the rectangular form of the former warehouse building within the site, supplemented with a pitched roof and gable elevational design, which echoes the style of Victorian buildings in the area. The formation of a detached building with minimal glazed links limits the degree of intervention to the listed building. This approach also allows a distinction to be made between the complementary and yet differing styles of the proposed and existing buildings. It is considered that the use of vertical windows helps to secure a cohesive relationship the listed building and its historic use.

Whilst the specifications of the materials palette has not been defined at this stage, the applicant has indicated an intention to use a soft textured brick in a Flemish bond configuration to ensure a compatible relationship to the existing listed building. The brickwork is given visual interest by the insertion of windows with composite aluminium and timber frames. The Victorian influence of the roof design is given further emphasis through the use of a dark grey pre-patinated zinc with a standing seem. A condition is recommended requiring the submission and approval of materials.

**Disabled Access** - By physically linking the existing and proposed buildings, access for disabled people will also be greatly improved. The pedestrian access to the site from Ardwick Green North is re-configured to form a sloping approach to a shared entrance to the building. The formation of glazed links secures level access between to the proposed and existing buildings. The introduction of lift within the new building not only secures movement between its own floors but also, allows movement and circulation to first floor level of the listed building. This circulation routes between the buildings allows accessible WC to be utilised. Although the development does not involve any City -Council owned land, the applicant has related the development to 'Design for Access 2' and it is considered that the development provides satisfactory access for disabled people.

**Secured by Design** - A condition has been recommended to ensure that the development achieves a 'Secured by Design' accreditation. GM Police 'Design for Security' were generally supportive of the original scheme subject to certain concerns relating to a reduction in the extent of the recessed areas and restrictions to the accessibility of the colonnade space out of hours periods.

Although the colonnade feature has been revised to incorporate glazing, it remains 'open' adjacent to the main entrance. The applicant has been advised that this area needs to be secured and that some form of 'shuttering' needs to be incorporated for use during the 'out of hours' periods. GM Police 'Design for Security' have been re-consulted regarding the amended scheme and any further comments will be reported.

**Car Parking** - It is the case that the area surrounding the site, particularly along Ardwick Green North, has significant on street car parking problems. The proposal will result in the loss of a proportion of the car parking to the Church Inn, Public House (Ardwick Green North). The proposed building will cover approximately 70 per cent of the existing car park area to the Church Inn. The remaining 200 sq metres of hardsurfacing is to be retained as car parking and as servicing area to be used in association with the continued use of the Church Inn. It is not apparent that this car parking is extensively used and the retained car park will be sufficient to support the public house. The existing use is supported by a 12 parking spaces are located in a satellite car park at the junction of Cotter Street and Paddock Street; access to these spaces is to be retained. Accessible spaces are located on-street and to the front of the building, but are not exclusively available for use by the St Thomas Centre.

In order to address the lack of dedicated car parking, the applicant has submitted a detailed travel plan, which is supported by the City Council Travel Plan Co-ordinator. The travel plan reflects the applicant's commitment to sustainable transportation and relates their wish to encourage the use of public transport by their visitors and staff.

Travel plan incorporates measures to:

- i. Increase the numbers of staff and visitors travelling to the centre by public transport and sustainable methods of transport.
- ii. Facilitate the use of sustainable travel by the display and circulation of information and the provision of appropriate facilities, e.g. the provision of showers for cyclists.
- iii. Increase staff and visitors of the existence and aims of the travel plan.
- iv. Encourage car sharing.
- v. The above details have been considered by the City Council Travel Co-ordinator and are considered to be acceptable subject to their full implementation and future monitoring.

Given the proximity of the site to the City Centre and its relationship to transport links, it is considered that the site is well placed to achieve the transportation goals laid out in the travel plan. A condition is recommended, which will relate the development to the travel plan and its future monitoring and review in response to the implementation of the development.

The applicant is pursuing arrangements for access to spaces within nearby car parking for use by delegates to larger conferences. The use of these spaces would

be infrequent. Whilst such arrangements may be beneficial to the applicant, it is considered that the most appropriate means of managing transportation is through the implementation of the travel plan.

**Protection of Graveyard areas** - The grave yard has not been used for burials since 1854. The applicant maintains that there is no evidence to suggest that it has been formally closed under a 'Burial Order' and therefore, technically, remains open. The graveyard is considered to be historically and architecturally important, providing a setting for the listed building. A condition is recommended which requires the submission and approval of a detailed method statement for all works in the graveyard area prior to the commencement of works. This statement shall include:

- i. An accurate survey of the external areas identifying the position and condition of individual gravestones;
- ii. A detailed methodology of the realignment of the grave stones and their incorporation into the hard landscaping scheme and laying out of pathways;
- iii. Measures to safeguard gravestones during the various phases of the development. (Details of the future maintenance of the grave yard may be included within the landscaping (maintenance) scheme).

**BREEAM and sustainability** - The applicant's have submitted a BREEAM Offices Design and Procurement Pre-Assessment Estimator, which details the anticipated environmental performance of the building, if constructed. The submission indicates the building would achieve a 'Very Good' rating. A condition is recommended to ensure that the predicted level of environmental performance is realised through the implementation of the development.

**External Ventilation and other plant** - The applicant has not indicated the provision of any externally mounted ventilation, fume extraction or air conditioning units. A condition has been recommended to ensure that the provision of any such equipment is submitted and approved as part of a detailed scheme detailing positioning and technical specification of any external units and associated equipment prior to their implementation. The scheme shall include details of maintenance arrangements and timescale for implementation.

**Landscaping and its maintenance** - There are a number of trees which are to be retained within the graveyard. Whilst not directly affected by the development of the proposed building, the future protection of the trees is considered to be important. A condition is therefore considered by condition to detailed a methodology to ensure that the root system is unaffected by the laying out of footpaths and the re-alignment of headstones as part of the substantive development. These trees are also retained as part of a recommended landscaping condition. This condition also requires:

- i. Planting specifications and maintenance details for the 'green wall' to the eastern elevation of the proposed building;
- ii. A maintenance strategy for the hardsurfaced landscaping area, which includes the re-aligned gravestones and pathways.

**Waste Management** - A condition has been recommended, which relates the development to the submitted waste management strategy. This condition also supplements the above details by requiring the submission and approval elevational details of an external bin store, which must be provided within the curtilage of the application site. The scheme shall also indicate a timescale for the implementation of the scheme.

**Contaminated land** - Given the historically high levels of industrial uses in the locality it has been considered necessary to recommend a condition to address issues related to land contamination. This approach is consistent with the advice of Head of Regulatory Services (Contaminated Land).

**Opening Hours** - The existing building opens between 8.00 am and 6.00 pm, Monday to Friday, but is being increasingly used in the evenings and at weekends. This is reflected in the following proposed opening hours:

- i. B1 (office use) - Monday to Saturday: 8.00 am to 6.00 pm;
- ii. D1 (meeting/conferencing facilities) - Monday to Saturday: 8.00 am to 10.00 pm, Sunday: 10.00 am to 10.00 pm.

**Land Ownership** - The details of land ownership at the time that the planning application was submitted have been verified with the Land Registry and found to be correct. The planning application is therefore valid. Any disputes regarding access rights, boundary positions or restrictive covenants cannot be addressed through planning legislation and should be dealt with by the parties involved through civil legislative processes.

**Advertising** - The submission of revised plans has necessitated the re-notification of residents. The recommendation of 'Minded to Approve' is required to allow the re-notification period to expire and allow the submission of any further comments.

**Conclusion** - The development is substantial. However it is considered that the contemporary design of the building has been satisfactorily related to the listed building. The applicant has amended to the proposals to restrict the height of the building and the resulting impact on neighbouring properties. Whilst recognising that the development will affect residential amenity, it is considered that this impact is satisfactorily mitigated against by a series of stringent conditions relating to the implementation of the development and its subsequent use. On balance the development is therefore considered to be acceptable.

**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 Unitary Development Plan,

the Head of Planning 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. He 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 MINDED TO APPROVE**

Subject to the expiry of the required period for the site advertisement and that no new issues arise from that advertisement and on the basis that the proposal is in accord with the City Council's Unitary Development Plan in particular policies E1.5; E1.6; E2.7; E2.7; E3.5; H2.2; T2.6; DC26.1 and DC26.5 and other material considerations of weight including policies 2.3, 2.7, 2.13, 2.14, 2.15, 2.30, 2.31,2.54,2.57, 4.10, 4.11, 6.1 and 8 of the Guide to Development in Manchester 2: Supplementary Planning Document and Planning Guidance policies 2.57; 4.10; 4.11 and 8 RSS policy DP1; DP2; DP3; DP4;DP5; PPG13; PPG15; PPG24 and PPS1 and in that the development would: positively contribute to the local economy, the provision of local community facilities and secure a sustainable use for a building of historic and architectural importance to the benefit of the social and economic sustainability of the locality and the broader community thereby promoting its continuing regeneration.

### **Conditions and/or Reasons**

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 unless otherwise agreed in writing by the City Council as Local Planning Authority: L(10)001/A, 002, 003, 004 (received 15th September 2009); L(10) 100, 101, 102, 103, 200/A; L(20) 001A, 002A, 003A, 004A (received 30th November 2009); L(20) 100/A, 101/A, 102/A, 103/A (received 30th November 2009); L(20) 200 (received 15th November 2009), L(20) 201, 202, 203 (received 23rd November 2009)P/1000/A,P/1001/A, P/1002/A (received 30th November 2009); P/1020/A, P/1021/A, P/1022/A (received 30th November 2009); Design and Access Statement Revision A (received 30th November 2009).

Reason - To ensure that the development is carried out in accordance with the approved plans pursuant to policy H2.2 and DC19 of the Manchester Unitary Development Plan.

3) No development that is hereby approved shall commence unless and until samples and specifications of all materials to be used on all external elevations of the development have been submitted to and approved in writing by the City Council as

local planning authority. The development shall be constructed only using the approved materials unless otherwise agreed in writing by the City Council as local planning authority.

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 policy H2.2 and DC19 of the Unitary Development Plan for the City of Manchester.

4) The development hereby approved shall achieve a post-construction Building Research Establishment Environmental Assessment Method (BREEAM) rating of at least 'Very Good' sustainability rating. A post construction review certificate shall be submitted to and approved in writing by the City Council as local planning authority before any of the buildings hereby approved are first occupied unless otherwise agreed in writing.

Reason - In order to minimise the environmental impact of the development pursuant to policies E1.5 and E1.6 in the Unitary Development Plan for the City of Manchester, policies ER13 and DP3 of Regional Planning Guidance for the North West (RPG13) and the principles contained within The Guide to Development in Manchester 2 SPD and Planning Policy Statement 1.

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

Reason - To reduce the risk of crime pursuant to Policy E3.5 of the Unitary Development Plan of the City of Manchester and to reflect the guidance contained in Planning Policy Statement "Delivering Sustainable Development".

6) No development shall commence until a scheme for specification of obscured glazing windows to the eastern elevation of the proposed building has been submitted to and approved in writing by the City Council as local planning authority. The approved glazing shall be installed prior to the first occupation of the authorised building and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of residential amenity pursuant to policy H2.2 of the Unitary Development Plan for the City of Manchester.

7) No development shall commence until a scheme for specification, installation and operation of blinds to all windows to the eastern elevation of the proposed building has been submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development prior to the first occupation of the authorised building and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of residential amenity pursuant to policy H2.2 of the Unitary Development Plan for the City of Manchester.

8) The premises shall not be open outside the following hours, unless otherwise agreed in writing by the City Council as local planning authority:

B1 (office use) - Monday to Saturday: 8.00 am to 6.00 pm;

D1 (meeting/conferencing facilities) - Monday to Saturday: 8.00 am to 10.00 pm,  
Sunday: 10.00 am to 10.00 pm.

Reason - In interests of residential amenity in order to reduce noise and general disturbance in accordance with Policies H2.2 and DC26 and the Unitary Development Plan for the City of Manchester.

9) No development shall commence until elevational details of the provision of a scheme for the storage (including segregated waste recycling) and disposal of refuse, including elevational and siting details of a structure for the enclosed storage of associated containers, has been submitted to and approved in writing by the City Council as local planning authority. The details of the approved scheme shall be implemented as part of the development and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of residential amenity pursuant to policy H2.2 of the Unitary Development Plan for the City of Manchester and policies 2.57 and 4.11 of the Guide to Development in Manchester Supplementary Planning Document and Planning Guidance.

10) No development shall commence until a scheme has been submitted to and approved in writing by the City Council as local planning authority, detailing measures to ensure the submission of an accurate survey of the external areas identifying the position and condition of individual gravestones; a detailed methodology of the realignment of the grave stones and their incorporation into the hard landscaping scheme and laying out of pathways, including an excavation strategy with the graveyard area and individual graves and measures to safeguard gravestones during the various phases of the development. The approved scheme shall be implemented in full prior as part of the authorised development unless otherwise agreed in writing.

Reason - In the interests of residential amenity pursuant to policy H2.2 and E3.5 of the Unitary Development Plan for the City of Manchester. The approved scheme shall be implemented in full prior to the first occupation of the authorised building and shall remain in situ whilst the use or development is in operation unless otherwise agreed in writing.

11) No development shall commence until a hard and soft landscaping treatment scheme has been submitted to and approved in writing by the City Council as local planning authority, shall incorporate retained trees within the site and include details of the planting specification and maintenance of the 'living wall' to the eastern elevation of the authorised building and the maintenance of retained gravestones

which shall be included as part of the hard landscaping scheme. The approved scheme shall be implemented not later than 12 months from the date the buildings are first occupied. If within a period of 5 years from the date of the planting of any tree or shrub, that tree or shrub or any tree or shrub planted in replacement for it, is removed, uprooted or destroyed or dies, or becomes, in the opinion of the local planning authority, seriously damaged or defective, another tree or shrub of the same species and size as that originally planted shall be planted at the same place, unless otherwise agree in writing by the City Council as local planning authority.

Reason - To ensure that a satisfactory landscaping scheme for the development is carried out that respects the character and visual amenities of the area, in accordance with policy H2.2 and E3.5 of the Unitary Development Plan for the City of Manchester.

12) Before the commencement of the proposed use a scheme shall be submitted to and approved by the City Council relating to the arrangements for the implementation, monitoring and review of the Travel Plan received on 15th September 2009 as an appendix to the Transport Assessment in order to ensure that measures are identified to improve the effectiveness of the Travel Plan its implementation within an agreed timescale and its maintenance whilst the use continues.

Reason - Reason - In the interests of residential amenity and to promote measures to promote alternatives to the use of private transport pursuant to Policy H2.2 of the Unitary Development Plan and Policy 2.30 of the Guide to Development in Manchester 2: Supplementary Planning Document and Planning Guidance.

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

In the event of the Preliminary Risk Assessment identifying risks which in the written opinion of the Local Planning Authority require further investigation, the development shall not commence until a scheme for the investigation of the site and the identification of remediation measures (the Site Investigation Proposal) has been submitted to and approved in writing by the City Council as local planning authority.

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

b) When the development commences, the development shall be carried out in accordance with the previously agreed Remediation Strategy and a

Completion/Verification Report shall be submitted to and approved in writing by the City Council as local planning authority.

In the event that ground contamination, groundwater contamination and/or ground gas, not previously identified, are found to be present on the site at any time before the development is occupied, then development shall cease and/or the development shall not be occupied until, a report outlining what measures, if any, are required to remediate the land (the Revised Remediation Strategy) is submitted to and approved in writing by the City Council as local planning authority and the development shall be carried out in accordance with the Revised Remediation Strategy, which shall take precedence over any Remediation Strategy or earlier Revised Remediation Strategy.

Reason - 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 H2.1, H2.2 and E3.5 of the Unitary Development Plan for the City of Manchester.

14) No development shall commence until a scheme detailing measures for the enclosure of the ground floor colonnade the western elevation of the authorised building has been submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented in full prior to the first occupation of the authorised building and shall remain in situ whilst the use or development is in operation unless otherwise agreed in writing.

Reason - In the interests of residential amenity pursuant to policy H2.2 and E3.5 of the Unitary Development Plan for the City of Manchester.

15) No development shall commence until a scheme detailing measures to demarcate and restrict the use of the roof of the any part of the building hereby approved as an external terrace in association with the permitted use of the building has been submitted to and approved in writing by the City Council as local planning authority. The approved scheme shall be implemented in full prior to the first occupation of the authorised building and shall remain in situ whilst the use or development is in operation unless otherwise agreed in writing.

Reason - In the interests of residential amenity pursuant to policy H2.2 and E3.5 of the Unitary Development Plan for the City of Manchester.

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

Reason - In the interest of pedestrian and highway safety, as specified in policy H2.2 of the Unitary Development Plan for the City of Manchester.

17) The details of an emergency telephone contact number for the site manager shall be displayed in a publicly accessible location on the site from the commencement of development until construction works are complete unless otherwise agreed in writing by the City Council as local planning authority.

Reason - To prevent detrimental impact on the amenity of nearby residents and in the interests of local amenity in order to comply with Policy H2.2 of the Unitary Development Plan for the City of Manchester.

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

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 091242/FO/2009/N2 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:**

Greater Manchester Police  
South Manchester Regeneration  
Travel Change Team  
Greater Manchester Police  
Engineering Services  
Environmental Health  
Manchester Leisure  
21 Thirsk Street, Manchester, M12 6FW  
25 - 41 Paddock Street, Manchester, M12 6HT  
17 Cotter Street, Manchester, M12 6EY  
31 – 39 Cotter Street, Manchester, M12 6EY  
88 -96 Cotter Street, Manchester, M12 6HQ  
2 – 20 Billing Avenue, Manchester, M12 6EZ  
1 – 13 Billing Avenue, Manchester, M12 6EZ  
50 – 80 Cotter Street, Manchester, M12 6EY  
29 Ardwick Green North, Manchester, M12 6DL  
29a, Ardwick Green North, Manchester, M12 6DL  
St. Thomas Rectory, Ardwick Green North, Manchester, M12 6FZ  
Photo Link, St. Thomas Parish Rooms, Niven Street, Manchester, M12 6PQ  
Greater Manchester Centre For Voluntary Organisation, St. Thomas Centre, Ardwick Green North, Manchester, M12 6FZ  
Geoff Smith Photography, Old School House, Thirsk Street, Manchester, M12 6FW  
Photolink, Old School House, Thirsk Street, Manchester, M12 6PN  
The Church Inn, 45-47, Ardwick Green North, Manchester, M12 6FZ

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

South Manchester Regeneration  
Travel Change Team  
Greater Manchester Police  
Engineering Services  
Environmental Health  
17 Cotter Street, Manchester, M12 6EY

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

### Listed Building Consent report follows

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#### List No 14

<b>Application Number</b>	<b>Date of Appln</b>	<b>Committee Date</b>	<b>Ward</b>
091243/LO/2009/N2	23rd Sep 2009	17th Dec 2009	Ardwick Ward

**Proposal** LISTED BUILDING CONSENT - Elevational alterations and works affecting the setting of the listed St Thomas Centre associated with the erection of a part single storey, part 2 storey, part 3 storey building and adjoining glazed link at ground and first floor level.

**Location** St Thomas Centre, Ardwick Green North, Ardwick, Manchester, M12 6FZ,

**Applicant** Ms Alison Crush , GMCVO, Greater Manchester Centre For , Voluntary Organisation, St. Thomas Centre, Ardwick Green North, Manchester, M12 6FZ

**Agent** Mr Griff Evans, Ombler Iwanowski Architects, 8-10 Tariff Street, Manchester, Greater Manchester, M1 2FF

#### Description

The application site is bound by Ardwick Green North and overlooks Ardwick Green, amongst a cluster of listed buildings (at 27 to 31 Ardwick Green North and 21 - 27 Manor Street). To the east of the site is the Church Inn public house at the junction of Ardwick Green North and Cotter Street and the former Park Inn, which has been converted into a residential house and is situated at the junction of Cotter Street and Niven Street. The north of the site is Niven Street which comprises of a number of red brick Victorian buildings, including the former St Thomas Primary School. An alleyway runs to the west of the site adjacent to the site boundary linking Ardwick Green North, Thirsk Street and Niven Street. 31 Ardwick Green North, a Grade II listed building, lies beyond the alleyway.

The St Thomas Centre was constructed as a 2-storey church in 1741. Over time, the building has been widened and extended eastwards through the formation of a pair of bays. The building has a relatively simple Georgian style of red brick punctuated with 7 vertically aligned windows at ground and first floor levels. The 'Italianate' campanile tower to the west elevation of the building has also been added to the original structure (in 1836). The building incorporates has moulded cornice and a brick parapet concealing a shallow pitched roof.

The building is set back from its southern boundary (with Ardwick Green North) by a graveyard comprising of gravestones that have been laid flat. The southern and western boundaries are defined by brick walls and railings, with a brick wall along the eastern boundary. The northern elevation has a shallow set back from the back of footpath to Niven Street. The southern boundary is punctuated by pedestrian access points to the east and west. The 'western' access has been adapted to provide an accessible route to the main entrance to the building on the western elevation.

The church building was listed as Grade II in 1974 and was declared redundant and de-consecrated as a place of worship in 1978. The building was purchased by the City Council in 1980 and subsequently re-opened as a centre for the voluntary and community use. The GMCVO took control of the facility in 2001 and obtained a 25 year lease from the City Council in 2004. St Thomas Centre functions as an office for Greater Manchester Centre for Voluntary Organisation and provides accommodation for other local and national voluntary and community sector groups.

The application site incorporates a space adjacent to the existing St Thomas Centre and its eastern boundary and part of the car park associated with the Church Inn Public House. The proposed development relates to the erection of a 3-storey building with 2-elements to its north and south elevations with an adjoining single storey element sited adjacent to the eastern boundary. The 3-storey element of the building comprises of a pitched roof with a central ridge forming a rooflight rising to a maximum height of 12 metres. Gable elevations are formed at the north and south 'ends' of the building at its third storey. The third storey is also constructed up to, but not beyond, the line of the northern and southern elevations of the existing building. The 2-storey elements project from the central 3-storey core of the building as it faces towards Ardwick Green North (by 12.8 metres) and Niven Street (by 3.8 metres) respectively. The 2-storey elements, which incorporate roof terraces and parapets, have a maximum height of 8 metres. A flat roof single storey element, with a height of 4.4 metres, adjoins the side elevation of the 2-storey part of the building and is positioned adjacent to the eastern boundary.

This application is specifically concerned with the impact of the development on the listed building and the siting of the proposed building in relation to its setting, including the graveyard. All other issues relating to the development and use of the proposed building are considered under:

091242/FO/2009/N2: Erection of a part single storey, part 2 storey, part 3 storey building with glazed ground and first floor link to neighbouring St Thomas Centre to form conference, meeting, office and community facilities in association with existing use.

This listed building consent application primarily relates to the abridgement of the existing and proposed buildings with separate glazed links at ground and first floor level with openings formed through the expansion of existing doorways. The first floor doorways currently relate to fire escapes comprising a pair of spiral steel stairways, which are to be removed as part of the development. The respective glazed links also incorporate the main entrance to the building from Ardwick Green North and a

secondary entrance from Niven Street. At the front of the building the 2-storey element wrap around the building, returning towards the glazed link forming a partial court yard with the retained graveyard. At ground floor level, a colonnade is formed to the west of the building, which faces towards the graveyard and is glazed below the 2-storey element and forms an open canopy as it proceeds towards the main entrance. The colonnade is demarcated by a series of piers.

Miscellaneous external works, including the removal of air condition units, fire escapes and lighting, are also proposed. The setting of the listed building is affected by the re-alignment of gravestones and laying out of footpaths. The formation of a ramped access to the proposed entrance also involves the removal of existing steps to the pedestrian access from Ardwick Green North (adjacent to the eastern boundary). Stone steps are to be re-instated to the secondary pedestrian access adjacent to the western boundary.

### **Consultations**

**Local Residents** - One letter of objection has been received in relation to the accompanying planning application (091242/FO/2009/N2). Specific reference is not made to the impact of the development on the listed building.

**English Heritage (NW Region)** - . Originally objected to the proposals and recommended that the scale and massing of the building be reduced, in order to improve the relationship of the development to the neighbouring listed building. English Heritage specific concerns relate to:

- a) The proportions and form of the proposed addition are in significant contrast to the existing building resulting in unduly domineering views of the church from Ardwick Green North.
- b) The form of the proposed building is industrial character. The light-weight link appears as a deliberate contrast the existing building. However, this is not considered to be achieved due to the substantial mass of the built form and the extent of the projection to enclose the burial ground.
- c) The 'industrial' appearance of the built form detracts from the residential character of the historic suburb.

It is understood that the applicants have had direct discussions with English Heritage with the view to addressing their concerns. English Heritage have been re-consulted in respect of the revised scheme and any further comments will be reported.

### **Issues**

**Unitary Development Plan** - The following policies are relevant:

E2.7 - The Council wishes to ensure that buildings and areas of special architectural or historic interest are retained, maintained and, where necessary, restored. It will

seek to preserve and enhance the setting of such buildings and areas by appropriate control over the design of new development in their vicinity, control over the use of adjacent land and, where appropriate, by the preservation of trees and landscape features.

DC 19.1 - In determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:

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

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

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

d. seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;

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

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

DC20.1 The Council will give particular careful consideration to development proposals which affect scheduled Ancient Monuments and sites of archaeological interests, to ensure their preservation in place. In particular:

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

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

The following policy is particularly relevant:

Policy 2.54 - Encourages the retention of buildings to accommodate new uses, particularly where they contribute to the character and appearance of an area and reinforce its sense of place. Accommodation accessibility is also emphasised.

**Planning Policy Guidance 15: Planning and the historic environment (PPG 15) -**

Provides a full statement of Government policies for the identification and protection of historic buildings, conservation areas, and other elements of the historic environment. The following paragraphs are considered to be relevant:

Paragraph 1.2 - The function of the planning system is to regulate the development and use of land in the public interest. It has to take account of the Government's objective of promoting sustainable economic growth, and make provision for development to meet the economic and social needs of the community.

Paragraph 1.4 - Most historic buildings can still be put to good economic use in, for example, commercial or residential occupation. They are a valuable material resource and can contribute to the prosperity of the economy, provided that they are properly maintained.

Paragraph 2.16 - The setting (of a listed building) is often an essential part of the building's character, especially if a garden or grounds have been laid out to complement its design or function. Also, the economic viability as well as the character of historic buildings may suffer and they can be robbed of much of their interest, and of the contribution they make to townscape or the countryside, if they become isolated from their surroundings, e.g. by new traffic routes, car parks, or other development.

Paragraph 3.8 - States that the best way of securing the upkeep of historic buildings and areas is to keep them in active use. For the great majority this must mean economically viable uses if they are to survive, and new, and even continuing, uses will often necessitate some degree of adaptation. The range and acceptability of possible uses must therefore usually be a major consideration when the future of listed buildings or buildings in conservation areas is in question.

Paragraph 3.13 - States that many listed buildings can sustain some degree of sensitive alteration or extension to accommodate continuing or new uses. Indeed, cumulative changes reflecting the history of use and ownership are themselves an aspect of the special interest of some buildings, and the merit of some new alterations or additions, especially where they are generated within a secure and committed long-term ownership, should not be discounted.

**Principle of the development** - The proposed works will secure the long term viability of the authorised use, i.e. and active use for an architecturally and historically important listed building will be maintained. The revenue generated by the development will also provide finance for the future phased refurbishment of the listed building. Such an approach to sustainable development and the maintenance of listed buildings is consistent with both City Council policy and PPG 15.

**Impact of the proposed works on the listed building** - The proposed interventions are limited to the extension of existing apertures to the eastern elevation of the

building The lightweight nature of the glazed links are not considered to detract from the character of the listed building itself. Conditions are recommended to ensure the submissions, approval and implementation strategy for the proposed interventions to the listed building, including 'making good' brick work and plaster following the expansion openings at ground and first floor levels and the means of affixing the glazed link to the listed building. Miscellaneous external works, including the removal of air condition units, fire escapes and lighting, are considered to be beneficial and an improvement to the appearance of the listed building.

**Impact on the setting of the listed building** - The accompanying planning application has a series of recommended conditions that seek to control development within the graveyard area. These conditions will safeguard and maintain the historic setting to the listed building works, including its boundaries. It is not considered that the siting of the proposed building adversely affects the listed building but helps to define, reinforce and contextualise its relationship to the graveyard area.

**Protection of graveyard areas** - The grave yard has not been used for burials since 1854. The applicant maintains that there is no evidence to suggest that it has been formally closed under a 'Burial Order' and therefore, technically, remains open. The graveyard is considered to be historically and architecturally important, providing a setting for the listed building. A condition is recommended in respect of the associated planning application, which requires the submission and approval of a detailed method statement for all works in the graveyard area prior to the commencement of works. This statement shall include:

- i. An accurate survey of the external areas identifying the position and condition of individual gravestones;
- ii. A detailed methodology of the realignment of the grave stones and their incorporation into the hard landscaping scheme and laying out of pathways;
- iii. Measures to safeguard gravestones during the various phases of the development. (Details of the future maintenance of the grave yard may be included within the landscaping (maintenance) scheme).

**Advertising** - The recommendation of 'Minded to Approve' relates the to allow the expiry period for advertising to elapses and for further representations to be received in respect of revisions to the submitted development.

**Conclusion** - It is considered that the works to the listed building have a minimal impact on the listed building itself. Furthermore, the relationship of the proposed building to the listed building is deferential since presence of the former church to the streetscene has been maintained. The development is thereby considered to be consistent with the requirements of City Council policy relating to listed building and the advice contained within PPG15.

**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 Unitary Development Plan, the Head of Planning 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. He 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 MINDED TO APPROVE (Subject to the expiry of site notices and that no new issues are raised prior to the expiry of the re-notification).**

### **Conditions and/or Reasons**

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

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

2) The development hereby approved shall be carried out in accordance with the following drawings and documents unless otherwise agreed in writing by the City Council as Local Planning Authority: L(10)001/A, 002, 003, 004 (received 15th September 2009); L(10) 100, 101, 102, 103, 200/A; L(20) 001A, 002A, 003A, 004A (received 30th November 2009); L(20) 100/A, 101/A, 102/A, 103/A (received 30th November 2009); L(20) 200 (received 15th November 2009), L(20) 201, 202, 203 (received 23rd November 2009)P/1000/A,P/1001/A, P/1002/A (received 30th November 2009); P/1020/A, P/1021/A, P/1022/A (received 30th November 2009); Design and Access Statement Revision A (received 30th November 2009) and Planning and Heritage Statement Revision A (received 30th November 2009).

Reason - To ensure that the development is carried out in accordance with the approved plans pursuant to policy H2.2 and DC19 of the Manchester Unitary Development Plan.

3) No development shall commence until a scheme has been submitted to and approved in writing by the City Council as local planning authority relating to the specification of remedial works to external brickwork and internal plaster work to the bridge link openings to the ground and first floor of the eastern elevation of the listed building, together with the means of affixing the glazed bridge links to the listed building. The development shall be fully implemented in accordance with the approved details unless otherwise agreed in writing.

Reason - To maintain the appearance of the building in the interests of visual amenity and because proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect its character and appearance pursuant to Policy DC19.1 of the Unitary Development Plan for the City of Manchester.

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

Reason - To provide a record of any archaeological remains and of the listed building's appearance and condition before works commence, in accordance with Policy DC19 and DC20 of the Unitary Development Plan for the City of Manchester.

5) No rainwater goods nor pipes shall be installed nor affixed other than rainwater goods and pipes constructed of cast iron and coloured black. All such goods shall kept coloured black unless agreed otherwise by the City Council as local planning authority.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building in accordance with policy DC19 and E2.7 of the Unitary Development Plan for the City of Manchester.

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

The documents referred to in the course of this report are either contained in the file(s) relating to application ref: 091243/LO/2009/N2 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:**

English Heritage (NW Region)  
21 Thirsk Street, Manchester, M12 6FW  
25 - 41 Paddock Street, Manchester, M12 6HT  
17 Cotter Street, Manchester, M12 6EY  
31 – 39 Cotter Street, Manchester, M12 6EY  
88 -96 Cotter Street, Manchester, M12 6HQ  
2 – 20 Billing Avenue, Manchester, M12 6EZ  
1 – 13 Billing Avenue, Manchester, M12 6EZ  
50 – 80 Cotter Street, Manchester, M12 6EY  
29 Ardwick Green North, Manchester, M12 6DL  
29a, Ardwick Green North, Manchester, M12 6DL  
St. Thomas Rectory, Ardwick Green North, Manchester, M12 6FZ

Photo Link, St. Thomas Parish Rooms, Niven Street, Manchester, M12 6PQ  
Greater Manchester Centre For Voluntary Organisation, St. Thomas Centre, Ardwick  
Green North, Manchester, M12 6FZ  
Geoff Smith Photography, Old School House, Thirsk Street, Manchester, M12 6FW  
Photolink, Old School House, Thirsk Street, Manchester, M12 6PN  
The Church Inn, 45-47, Ardwick Green North, Manchester, M12 6FZ

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

English Heritage (NW Region)

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