



Planning Department,
Strategic Development Directorate
Manchester City Council
P O Box 532
Manchester
M60 2LA

BY EMAIL AND POST

29th March 2022

Dear Sir/Madam

APPLICATION FOR PLANNING PERMISSION FOR CHANGE OF USE FROM COMMERCIAL, BUSINESS AND SERVICE USE (CLASS E) TO RESIDENTIAL DWELLING (CLASS C3) AT 39 GREAT ANCOATS STREET, MANCHESTER, M4 5AE

Please find enclosed a planning application for the change of use of the above property to residential use, alongside limited associated alterations to extend and remodel the property.

The following is submitted as part of the application:

- Application Form;
- Location Plan;
- Site Plan;
- Parking Arrangement Plan
- Existing Floor Plans and Elevations;
- Proposed Floor Plans, Sections and Elevations; and
- Application Fee Cheque of £462 (+Planning Portal fee of £25.00)

Proposal

The planning application proposes the change of use to residential, and associated extension and refurbishment works, as follows:

Great Ancoats Street Frontage

- Replacement of the original dormer
- Installation of two conservation type rooflights at third floor level
- Replacement and repair of windows and door

Gun Street (rear) Frontage

- Removal of existing two storey lean-to type extensions and replacement with enlarged two storey extension with roof garden
- Laying out of single car parking space, boundary fencing and hardstanding to rear yard area

A Location plan and site area plan are included within Appendix 1 and 2 respectively.

The proposals seek to maintain the appearance of the building from the main Great Ancoats Street frontage, and the restoration of a previously installed dormer on this frontage is the only material alteration. The dormer is thought to be an original feature of the construction, and certainly present on the building in the following images.

Aerial Image of Great Ancoats St, August 1939



Site Image: Dated 1946 or earlier (Source: Manchester Police Museum)



Site Image: dated from 1967 (Manchester Library)



Site and Surroundings

The application site comprises a single building, over 4 stories. The building is of a tradition a red brick construction, under slate roof.

Fronting to Great Ancoats Street, at first floor level, that building features an attractive timber bay window, again under a slate roof. There are decorative fenestration details and stained-glass panels features to both the bay and second floor windows. These alongside the brick detailing to the eaves contribute to the character and appearance of the area.

The rear of the property features a small yard area, laid to hardstanding with a dropped kerb access to Gun Street. The rear frontage provides for a similar bay window arrangement over two storeys, as well as a number of one and two storey lean-to extensions, which appear to have been added historically.

The building, to which the application relates, was last used in association with the construction of the neighbouring apartment building to the south. The building was used for a mix of equipment and material storage, and welfare for the construction workers associated with the construction activities on the site. This activity was begun within the building from mid-2017.

The surrounding area is a mix of commercial uses to the ground floor, with relatively new, high density residential apartment blocks above.

Planning History

There is a current application for consideration of Prior Approval (MCC Ref: 133330/P3MAP/2022) for change of use of building from commercial, business and service (Class E) to dwellinghouse (Class C3a).

The application building had previously been a residential dwelling. The change of use from residential to office was granted permission in December 2005 (MCC Ref: 077142/FU/2005/N1). This change was not however implemented. In the recent past the building has been used by the construction firm erecting the neighbouring residential block to the south.

Importantly, permission for the neighbouring block was granted (MCC Ref: 112256/FO/2016) at a time when the building subject of this application was in residential use, albeit with a historic/lapsed permission for a change to office use. This should aid the assessment of residential impacts, specifically noise, overlooking and sunlight.

The application site is within the Ancoats Conservation Area but is not listed.

Planning Policy

For the purposes of S38(6) of the Town and Country Planning Act (1990), the development plan for the area comprises the following documents:

- Core Strategy
- Extant (remaining) Unitary Development plan policies
- Greater Manchester Joint Waste DPD
- Greater Manchester Joint Minerals DPD
- The Associated Interactive Proposal Map

. The Proposal Map shows the site lying within the following designations:

- East Manchester (EC5, H4)
- Regional Centre - Policy Number: EC3
- East Manchester Sub Areas: Policy Number EM8

I consider each of these policies in turn.

Policy EC5: East Manchester

This policy provides that East Manchester is expected to provide a quantum of 80-85ha of employment development. The policy specifically identifies the City Centre Fringe Great Ancoats Street, as offering the opportunity to extend City Centre employment opportunities. The policy then goes on to provide a number of criteria to which the Council will seek to promote such development.

Policy H4: East Manchester

The policy provides that East Manchester, over the lifetime of the Core Strategy, will accommodate around 30% of new residential development in the city. The policy makes it clear that priority will be given to family housing and other high value, high quality development where this can be sustained.

Policy EC3: Regional Centre

Provides that the Regional Centre is the appropriate location for largescale office and leisure development, as well as that Housing will also be an appropriate use within the Regional Centre, although this should complement the development of mixed use employment areas. Subject to site and location details, the Regional Centre will generally be a location where higher density residential development is appropriate.

Also of relevance are a series of general development management policies of the Local Plan, such as the following:

Policy CC3: Housing

Sets out that the city centre will see the most intensive development of housing in the City, as well as the fact that the Council will encourage accommodation of a high standard which offers accommodation which is large enough to suit a range of occupants, in terms of both the number of rooms and their size.

Policy CC9: Design and Heritage

Specifically in relation the Design and Heritage matters this policy provides that the design of new buildings will need to be of the highest standard in terms of appearance and function. Development proposals should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments.

It is clear that the Council will support high density and mixed-use development in the City Centre, but also that developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form.

Policy CC10: A Place for Everybody

The policy makes it clear that the City Centre will develop as a location which appeals to a wide range of residents and visitors. As well as the fact that development which promotes this objective will be supported by the Council.

Issues

That main issues raised by the proposal are as follows:

- Principle of Residential use
- Heritage Impact
- Residential Amenity
- Transport and Highways Impact

I consider each of these in turn below.

Principle of Residential use

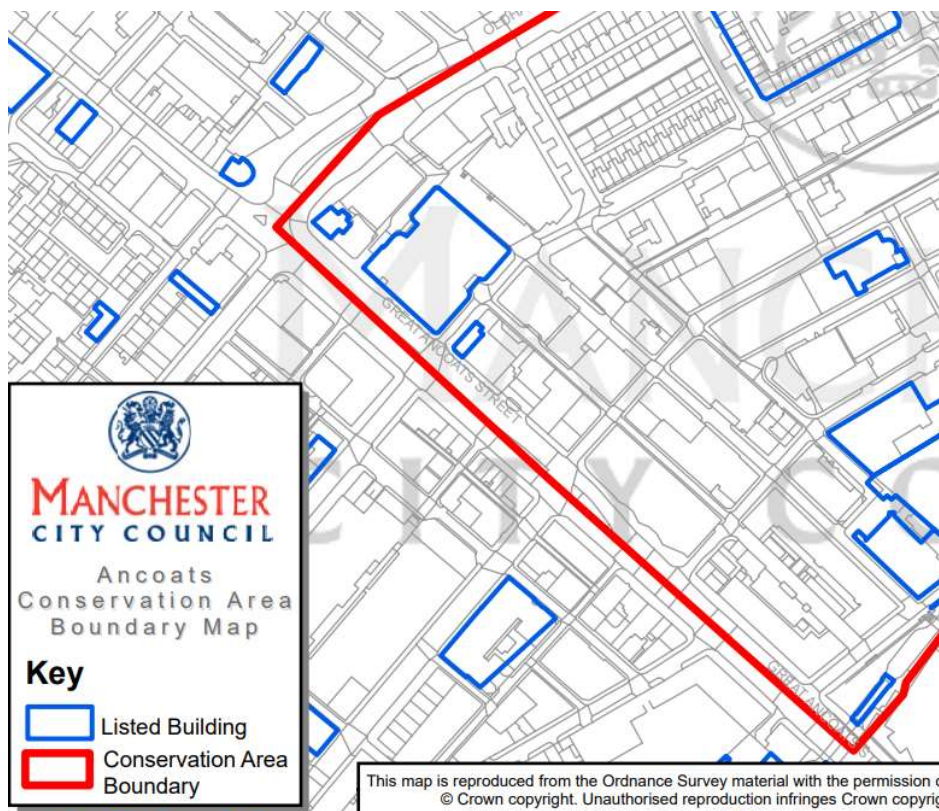
Consideration of the principle of the change of use in this area is led by the development plan policies that consider the mix of uses in this area of East Manchester. In particular, the policies EC3 and CC3 both provide for an appropriate mix of housing and employment use in this area of the city.

In this regard the site falls within a mixture of land uses at ground level from commercial office and retail space to gyms and restaurants. The upper floors are dominated by residential accommodation in the form of flats within both converted buildings and new build blocks. A number of entrance lobbies and ancillary ground level accommodation are also present in the area.

The reinstatement of a further residential dwelling in this location would provide an appropriate and commensurate use, which fully reflects the aims and objective of development plan policy in ensuring that an appropriate mix of uses within the area of the city. The proposal therefore complies with policies EC3 and CC3 of the development plan.

Heritage Impact

The site is located within the Ancoats Conservation Area which was designated in June 1989. The application site is located on the western edge of the Conservation Area, but does not adjoin any Listed Buildings. The area surrounding the application is set out below.



The streets pattern currently present was set out in the latter part of the 18th Century, with little development taking place other than small houses and shops along Great Ancoats Street and Oldham Road until the Rochdale Canal was created in 1765. It is considered that the application property was likely constructed at this time. The development that followed the establishment of the Rochdale Canal was dominated by groups of large Mill buildings. The application site, together with the older non-listed buildings in the area, provide a contrast of architectural styles with the scale and size of the surviving mill buildings.

The character of the area remains largely industrial, the retention of this key component of the value of the Conservation Area through appropriate detailing and the use of compatible materials is important.

The more recent regeneration efforts in the area mean that the beneficial use of unused and under-used buildings and spaces for appropriate purposes will generally be considered as a priority in order to ensure continued activity in the area and its local economy.

In recognising that the area in general, and the mills in particular, will become important tourist attractions as well as a focus for students of industrial history it is important to ensure that the character and quality of both buildings and spaces is retained and enhanced. To this end the Council encourages owners repair, refurbish and improve buildings in a way which rectifies unsympathetic works carried out in the past.

Having regard to the above considerations, the requirements of policy CC9 of the Local Plan are fully reflected in the proposal to reuse and refurbish the building and bring it back into active residential use.

Residential Amenity

The reasonable amenity of any new residents in the application building is of course an important consideration in the determination of this proposal. It is also useful to acknowledge that the building was originally designed and used as a residential dwelling, and that the effects of the neighbouring building (to the south) were assessed with regard the lawful use of the building as a dwelling.

In relation to the recently completed development of residential uses to the south, the relevant planning application was granted following a thorough assessment at planning application stage of the noise environment, requirement for mitigation measures and assessment of the appropriateness of residential uses in this location.

The noise impact assessment for this neighbouring proposal concludes that:

“A Level 2 ProPG assessment is provided setting out how the acoustic design has mitigated noise levels as far as possible, both internally and for external amenity areas. The ultimate recommendation to the planning Decision Maker is that permission should be granted, subject to standard conditions relating to internal ambient noise levels and plant noise emission levels.”

Extracts of the Noise Survey are attached for reference at Appendix 3. Given that the noise environment remains unchanged it is reasonable to conclude that the residential use of 39 Great Ancoats St would similarly be acceptable.

It is therefore considered that there are no grounds for refusing this application on the account of noise impact from commercial premises.

In relation to natural light, Appendix 4 includes an assessment of the shadow/sunlight that is anticipated to directly hit the existing windows of the building. This appraisal demonstrates that the direct ‘sunlight’ is focussed on the main frontage of the building and that the rear is largely in shadow for the majority of a typical day. This shadow is largely down to the proximity and size of the neighbouring flats, which were granted planning permission when the subject building was in residential use.

For reference a sunlight assessment was submitted to support that application for the now constructed residential building to the south of the site. For reference the planning application (MCC Ref: 112256/FO/2016) was granted in Jan 2017. The Sunlight Assessment notes that:

“4.2.3 39 Great Ancoats Street is a three storey, pitched roof, building located to the immediate northwest of the site. It has windows in its various rear or Gun St elevations through which the site can be seen. The building is identified as residential use by virtue of a council tax band. However, the building is unoccupied and appears to be in a mothballed condition. Floor plans confirmed the windows serve a mixture of non-domestic and habitable rooms.”

In assessing the impact of the proposed new building on the amenity of residents within 39 Great Ancoats Street the assessment concludes as follows:

“7.1.19 There are 9 windows in the rear elevations of 39 Great Ancoats St, many of which do not achieve the alternative VSC targets in the existing or baseline condition. The proposed scheme will reduce daylight and amenity further to the extent that can be categorised as a possibly significant to significant impact.

7.1.20 However there are mitigating factors that justify the further flexible interpretation of the technical analysis results in determining the significance of impact of the proposed scheme on this neighbouring property. Many of the windows are located beneath projecting structure or within nooks and crannies and recesses within the building elevations. The BRE warn of the effects of projecting structure above windows and this sentiment can equally be applied to elevation recesses - see section 5.4 of this report.

7.1.2 That many of the windows have low existing VSC values means that even small reductions in sky light will result in an exacerbated magnitude of change which has the effect of placing an unfair and increased daylight burden on the site.”

As such the property at 39 Great Ancoats St has been assessed as a sensitive receptor (residential use) and whilst some impacts are noted as a result of the recent development to the south, there are also a number of mitigating factors identified. In essence the assessment concludes that the elevation of the building is constructed in such a way that the BRE (Building Research Establishment) cautions that such design features can place an unfair and increased daylight burden on a neighbouring site.

Extracts of the Sunlight Assessment are attached at Appendix 5 for reference.

It is therefore considered that there are no grounds for refusing this application on the account of inadequate daylight.

In relation to overlooking the subject property is not over looked at either the front (Great Ancoats Street) or rear (Car Park) by other accommodation.

Having regard to all of the above considerations the application proposal will provide a satisfactory level of amenity for future occupiers, and the proposal meets the requirements of policy CC9 and CC10 of the adopted development plan.

Transport and Highways Impact

The planning application site is located on the main route of St Ancoat's Street, Manchester. Pedestrian access is directly from the frontage of the property on to a recently re-laid and refurbished footpath alongside the carriageway. There is no interference in the operation of the highway from the use of this building as a dwelling.

Vehicular access is via the rear of the property on to Gun Street. A single car parking space has been marked out on the attached plans to show the proposed parking arrangements for residents. The plans also show a vehicle track to show a large car stopping on Gun Street, and reversing into the car parking space, and then driving in a forward gear back onto Gun Street as it exists the site. The drawing also shows the visibility splay available to the diver of the vehicle when parked with the

This level of parking provision and arrangements for entry and egress and typical of similar sized dwellings within the city centre. These dwelling of course benefit from the wide variety of services and facilities that are within walking distance of the dwelling, as well as the local and strategic public transport nodes in the area.

On the basis of the above, it is considered that the proposed development is acceptable on transport and highways grounds and would not give rise to a material increase or a material change in the character of traffic in the vicinity of the site.

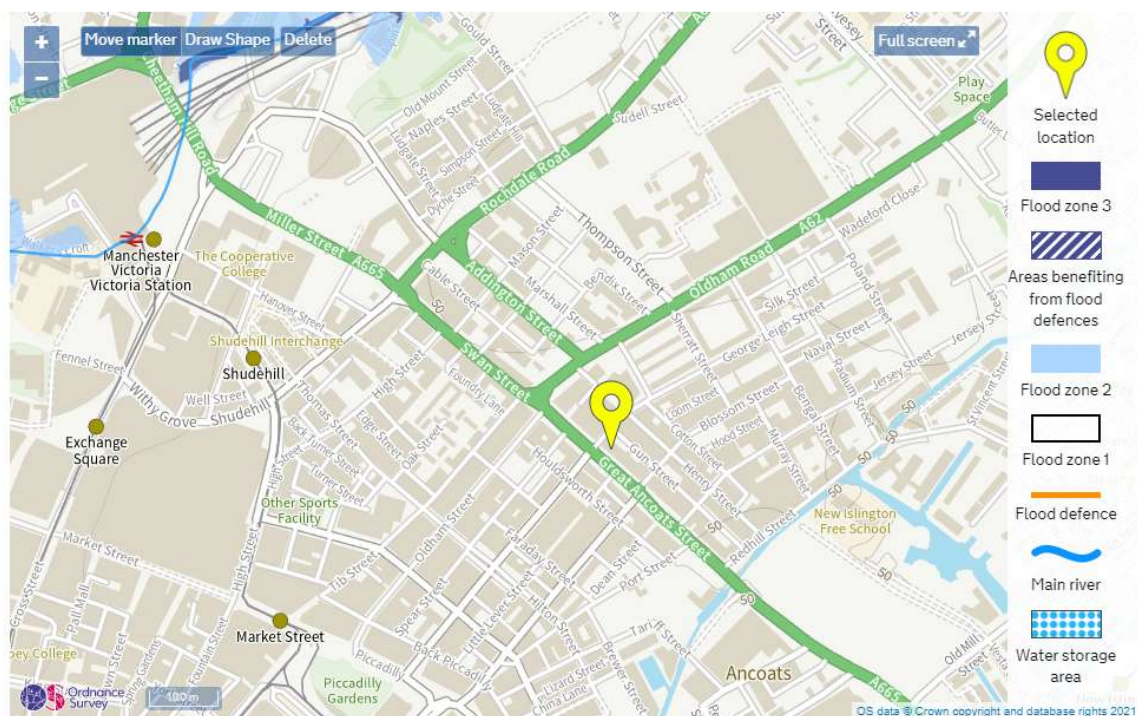
Contamination

An environmental search has not identified the site to be Part 2A land or at risk of being impacted by contamination. Any historic contamination of the site will remain undisturbed as a result of the change of use. A copy of the Landmark Enviroreport dated 8th March 2022 is attached for reference at Appendix 6.

On the basis of the above, it is therefore considered that contamination should not constitute a reason for refusing this application.

Flood Risk

With reference to the Environment Agency's map, the property is identified as being in Flood Zone 1 (corresponding to a less than 1 in 1000 chance of flooding occurring each year). An extract of the Environment Agencies flood maps for the site is set out below.



The property is also not known to be in an area with critical drainage issues. At Appendix 7 the attached Drainage and Water Enquiry confirms that the site is not at risk of internal foul flooding due to overloaded public sewers.

On the basis of the above, it is therefore considered that flood risk impact should not constitute a reason for refusing this application.

Summary

The proposal entails the change of use of existing Class E floor space to a Residential Dwelling (Class C3) with associated external works and extension. As demonstrated above, in my view, it would not give rise to impacts which conflict with the provisions of the adopted development plan. I am unaware of any material considerations that dictate a decision other than in accord with the development plan should be made and therefore consider that planning permission should be granted by the local planning authority without delay.

I look forward to your consideration of this application. If you have any queries in relation to the property or proposal, please do not hesitate to contact me as agent on behalf of the building owner.

Yours sincerely

A handwritten signature in black ink, appearing to read 'Stuart', with a stylized flourish at the end.

STUART VENDY, DIRECTOR

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Encl.