

Application Number/s: 131789/FO/2021 and 131790/LO/2021

Applicant: Zerum Construction Management

Agent: Zerum Consult

Location: 23 St. John Street, Manchester, M3 4DT

Proposal: Internal and external alterations to Grade II listed building to facilitate change of use from medical consulting rooms (to single residential dwelling (C3).

Ward: Deansgate

Description of Site and Surrounding Area

The application relates to 23 St. John Street, a three storey mid-terrace building located on the south side of St. John Street. The building was constructed in approximately 1820 and is one of seven townhouses. The building is adjoined to no.21 St. John Street to the east and no.25 St. John Street to the west.

The building is a listed building, with the following description available on Historic England's website:

21-25 ST JOHN STREET

Details

GV II

Row of 3 town houses, now offices. Late C18; altered. Red brick in Flemish bond with some sandstone dressings, slate roof. Double-depth plan, each house single-fronted, with various back extensions. Three storeys over cellars, 6-bays, with a plinth, 1st-floor sill-band, plain frieze and modillioned cornice, each house 2 bays. The doorways are round-headed, and have set-in doorcases with slender engaged Ionic columns and Greek-key friezes, and semi-circular fanlights; the windows are 4-pane sashes (except those at 2nd floor which are 6-pane sashes with shallow upper leaves), those at 1st floor with shallow panelled aprons and otherwise all with raised sills and flat-arched heads. The roof has large lateral chimney stacks crossing the ridge. Interiors not inspected. Matches Nos.11 to 17 (q.v.), forming west end of terrace which is uniform except for No.19 (q.v.).

Listing NGR: SJ8337897920

As well as being listed, the building is located within the St. John Street Conservation Area, designated in 1970.

Description of Proposal

The application seeks planning permission for a change of use of the building from medical consulting rooms (Class E) to a single residential dwelling (Class C3). To facilitate this, a variety of internal and external alterations are proposed to the property.

Note: During the course of the application, a number of amendments and changes were agreed. The below list sets out the changes following the agreed amendments and changes and sets out what this planning assessment shall be based:

Basement

- Retention of west chimney breast
- Retention of nibs following removal of two internal walls

- Installation of tanking system
- Retention of coal hole

Ground Floor

- Retention of west chimney breast
- Covering of original stone flags to hallway with new floor covering to extend across entire ground floor level
- Construction of small, single-storey utility room extension across rear yard, including removal of WC external wall and sealing shut original door retaining door and architrave from hallway side.
- Insertion of lobby to entrance and new back wall infill to existing extension
- Retention and refurbishment of existing door furniture
- Retention of northwest fire surround
- Alterations to timber floorboards in kitchen to accommodate M&E
- Retention of all internal doors
- Retention of staircase

First Floor

- Retention of west chimney breast and fire surround
- Retention of useable original door into toilets and removal of the proposed new entrance into toilet from adjacent bedroom
- Retention of internal doors to east and west rooms

Second Floor

- Retention of west chimney breast
- Reconfiguration of 2nd floor to create separate bedroom, walk-in wardrobe and bathroom
- Retention of internal doors
- Alterations to floorboards to provide M&E for kitchen

Exterior Appearance

- Retention and redecoration of original windows and installation of secondary glazing to window reveals
- Installation of new sensitive lighting scheme throughout
- All original features, joinery, doors, staircase, windows and cornices will be redecorated and repaired where necessary

Publicity LBC

Site Notice/s Posted and Dates: Posted 22/10/21, Expires 12/11/21

Press Adverts Published and Dates: Published 15/10/21, Expires 09/11/21

Neighbour Notification: Notified 14/10/21, Reply by date 04/11/21

Representations Received: None

Consultations

Urban Design & Conservation

A site visit was held with the LPA's Urban Design & Conservation team. It was established that there were elements of the proposal that would be discouraged and various parts of the proposal that would require further information. Amendments were secured to this effect and it was agreed where further information would be required, a full and final details condition could be added to any approval.

Historic England

No comments received. Comments received from the LPA's Urban Design & Conservation team shall be relied upon.

Highway Services

No objection subject to the inclusion of informatives and the addition of a Construction Management Plan (CMP) condition.

Environmental Health

No objection subject to the inclusion of informatives and conditions relating to acoustic insulation, external plant acoustics, air quality and waste management.

Ward Councillors

No comments received. Comments from ward councillors not required.

Greater Manchester Police

No objection subject to the inclusion of informatives and recommended security measures to be taken.

Save Unitary Development Plan Policies:

- Residential Extensions (1)

In determining planning applications that include extensions to residential properties, the LPA will have regard to the character of the property, amenity of neighbouring occupiers, desirability of enabling people to adapt their homes, overall appearance of the proposal in the street scene and effect of an loss of on-site car parking. Extensions will be allowed so long as they are not excessively large or bulky, do not create a loss of sunlight, daylight or privacy, are not out of character by virtue of design or materials, the would not result in a loss of off-street car-parking.

- Conservation Areas (18)

The LPA shall give particularly careful consideration to development proposals within Conservation Areas. The council will seek to preserve and enhance the character of Conservation Areas.

- Listed Buildings (19)

The LPA will have regard to the desirability of securing the retention, restoration, maintenance and continued use of listed buildings. LBC would not generally be granted for demolition of a listed building, for changes to a listed building where they

would have a detrimental impact on the character or appearance nor the internal/external alteration or addition to the listed building where there would be an adverse effect on its architecture or character.

- Development and Noise (26)

The LPA shall use the development control process to reduce the impact of noise on people living, working and visiting the city. The LPA shall consider the effect of new development proposals that are likely to be generators of noise, as well as new development that may be exposed to existing noise sources which are effectively outside of planning control.

Core Strategy Policies:

- Spatial Principles (SP1)

Development in all parts of the city shall make a positive contribution to neighbourhoods by creating well designed places that enhance or create character, make a positive contribution to the health/safety/wellbeing of residents, consider the needs of all members of the community, protect and enhance the built and natural environment whilst minimising emissions.

- Housing (CC3)

Residential development in the city centre will mostly comprise apartment schemes. 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.

- Design & Heritage (CC9)

Development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas etc.

- Heritage (EN3)

Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

- Development Management (DM1)

All development should have regard to a variety of specific issues, including but not limited to:

- Appropriate siting, layout, scale, form, massing, materials and detail
- Impact on surrounding areas in terms of design, scale, appearance and character
- Effects on amenity including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation including development that would be sensitive to existing noise sources
- Accessibility including in terms of disabled access and sustainable transport
- Community safety and crime prevention
- Design for health

- Adequate internal accommodation
- Refuse storage and collection
- Vehicular access and parking
- Biodiversity, landscape and built heritage
- Flood risk and drainage

National Planning Policy Framework (NPPF):

The NPPF sets out the Government's planning policies for England and how these should be applied. Planning law requires that applications for planning permission be determined in accordance with the development plan, unless material considerations indicate otherwise. The NPPF is a material consideration in planning decisions.

Decisions should apply a presumption in favour of sustainable development. This means approving development proposals that accord with an up-to-date development plan without delay.

Principle of Development

The application seeks permission for a change of use from a building used for medical consulting (Use Class E) to a single, private dwellinghouse (Use Class C3). The surrounding area is characterised by a mixture of dwelling houses, apartments and medical/office uses. It is not considered that the change of use would be detrimental to the character of the surrounding area. It is also not considered that a residential use in this location would be particularly sensitive to any nearby sources of pollution or noise generation.

The proposed additions and external/internal alterations would require due consideration when considering that the building is both listed and within a Conservation Area.

Heritage

Section 66 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that when considering whether to grant planning permission for development which affects a listed building or its setting "special regard" will be given to the "desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses". The effect of this section is that decision-makers considering harm to heritage assets cannot simply treat the desirability of preserving the setting of a listed building as a mere material consideration to which they can simply attach the weight they see fit in their judgement.

The statutory duty provided by section 66(1) of the Act goes beyond that and treats the preservation of the setting of a listed building as presumptively desirable. The effect of the statutory requirement is to impose a duty on decision-makers to give "considerable importance and weight" or "high priority" to the desirability of preserving listed buildings and their settings.

Section 16 of the NPPF (Conserving and Enhancing the Historic Environment) contains information and guidance as to how an LPA should assess an application that would have impact upon a designated heritage asset (which includes both listed

buildings and conservation areas). The harm to a heritage asset is defined as a 'sliding scale', from most harmful being the total loss of a heritage, through to substantial harm to less than substantial harm. In this instance, the original proposal proposed certain elements that were classed as causing substantial harm. Some of these elements have been removed from the proposal, reducing the overall level of harm. In addition, some of the elements of work which may still be the cause of substantial harm, can be further controlled by using an appropriately worded full and final details condition.

When considering the amendments that have been made to the scheme and the ability to control potentially harmful work through the provision of a full and final details condition, it is considered that the proposal would have overall less than substantial harm. It is also noteworthy that the scheme would bring an underused/vacant building back into its former and original use as a private dwelling, which is appropriate.

Upon consideration, the application accords with Section 16 of the National Planning Policy Framework, as well as saved Manchester Unitary Development Plan policies DC18.1 and DC19.1 as well as Manchester Core Strategy policy EN3 with regards to heritage impacts.

Amenity & Design (Single Storey Rear Extension)

The application proposes the erection of a single storey extension, which would constitute an enlargement of an existing single storey rear extension that is currently used as a W/C. The enlarged extension will be used as a utility room. It is not expected that the proposed scale or position of the single storey rear extension would cause any undue impact to the amenity of any neighbouring occupiers, given its modest scale and its position. In addition, the proposed extension would not be visible from any public vantage points or St. John Street and, as such, would have no identifiable harm on the street scene.

The proposed single storey extension, subject to appropriate materials, is acceptable and accords with saved Unitary Development Plan policy DC1 and Core Strategy policies SP1 and DM1.

Amenity (Change of Use)

The proposed change of use will return the application property back to a private dwellinghouse, which was its original use. There is potential amenity impacts to the occupiers of the future property, as a residential use is more sensitive than the current use relating to a medical practice. As such, an appropriately worded condition ensuring that the internal acoustics do not exceed thresholds that would be considered inappropriate for a residential dwelling would have to be met, in accordance with saved Unitary Development Plan policy DC26.1

Highways, Accessibility and Parking

The proposed dwelling is located within the city centre of Manchester, in a highly accessible location with nearby public transport available in the form of rail, bus and tram. As such, the lack of parking provision is accepted in this instance.

The application was accompanied by a suitable refuse/waste proforma which has been accepted by the LPA.

Conclusion

The proposed development represents sustainable development and would cause less than substantial harm overall to the listed building and St. John Street Conservation Area. Where elements of substantial harm were identified, amendments to the proposed scheme were secured or full and final details can be sought by way of an appropriately worded planning condition. It is considered that the proposal accords with the relevant policies contained within the Manchester Core Strategy and Unitary Development Plan.

RECOMMENDATION:

That planning permission be granted subject to the following planning conditions:

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:

- Location Plan (Drawing 6851-JMA-01-ZZ-DR-A-00-0001 Revision P02 dated 28 September 2021)
- Site Plan (Drawing 6851-JMA-01-RL-DR-A-00-0001 Revision P01 dated 24 September 2021)
- Existing Elevations (Drawing 6851-JMA-01-ZZ-DR-A-00-2001 Revision P01 dated 24 September 2021)
- Existing Basement Plan (Drawing 6851-JMA-01-B1-00-0001 Revision P04 dated 24 September 2021)
- Existing Ground Floor Plan (Drawing 6851-JMA-01-00-DR-A-00-0001 Revision P04 dated 24 September 2021)
- Existing First Floor Plan (Drawing 6851-JMA-01-01-DR-A-00-0001 Revision P04 dated 24 September 2021)
- Existing Second Floor Plan (Drawing 6851-JMA-01-02-DR-A-00-0001 Revision P04 dated 24 September 2021)
- Existing Roof Plan (Drawing 6851-JMA-01-RL-DR-A-00-0001 Revision P02 dated 24 September 2021)
- Existing Sections (Drawing 6851-JMA-01-ZZ-DR-A-00-1001 Revision P01 dated 24 September 2021)
- Demolition Plan – Basement (Drawing 6851-JMA-01-B1-DR-A-00-0010 Revision P04 dated 17 January 2022)
- Demolition Plan – Ground Floor (Drawing 6851-JMA-01-00-DR-A-00-0010 Revision P05 dated 25 February 2022)
- Demolition Plan – First Floor (Drawing 6851-JMA-01-01-DR-A-00-0010 Revision P04 dated 17 January 2022)

- Demolition Plan – Second Floor (Drawing 6851-JMA-01-02-DR-A-00-0010 Revision P04 dated 17 January 2022)
- Proposed Sections (Drawing 6851-JMA-01-ZZ-DR-A-00-1020 Revision P01 dated 24 September 2021)
- Proposed Elevations (Drawing 6851-JMA-01-ZZ-DR-A-00-2020 Revision P02 dated 17 January 2022)
- Proposed Basement Plan (Drawing 6851-JMA-01-B1-DR-A-00-0020 Revision P06 dated 17 January 2022)
- Proposed Ground Floor Plan (Drawing 6851-JMA-01-00-DR-A-00-0020 Revision P07 dated 25 February 2022)
- Proposed First Floor Plan (Drawing 6851-JMA-01-01-DR-A-00-0020 Revision P05 dated 17 January 2022)
- Proposed Second Floor Plan (Drawing 6851-JMA-01-02-DR-A-00-0020 Revision P06 dated 17 January 2022)
- Proposed Roof Plan (Drawing 6851-JMA-01-RL-DR-A-00-0020 Revision P03 dated 17 January 2022)
- Waste Management Proforma (Appendix E – Proforma for Planning Applications, dated 22 September 2021)

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

3. 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.

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

4. Notwithstanding the details shown in the approved documents and detailed in condition 2 of this decision, full and final details of the following shall be submitted and approved in writing prior to any works to those elements commencing on site

- a) Full and final details and method statement of the proposed covering of the stone flag floors to the ground floor, including method of attachment and method of future removal.
- b) Full details and method statement of the sealing shut of interior doors
- c) Full and final details of the proposed alterations/insertion of the lobby to the ground floor
- d) Full details and cross sections of proposed nibs/downstands to be retained following removal of interior walls
- e) Full and final details and method statements relating to the insertion of tanking to the lower ground floor

- f) Full details and method of the refurbishment/repair/redecoration of internal features including but not limited to internal doors, windows, walls, cornicing, floor coverings (including floorboards), ceilings, plaster etc.
- g) Full and final details of dividing walls to be inserted into the property including method of attachment to historic fabric/original walls including details of any shadow gaps retained.
- h) Full and final details of the proposed M&E equipment including routing through building
- i) Full and final details and method statements for external works including but not limited to external repair and redecoration of windows, external lighting scheme including routing and location of wiring and method of attachment to external fabric.

Reason: To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of visual amenity of the area within which the site

5. a) Before the development commences a scheme for acoustically insulating the proposed residential accommodation against noise from surrounding streets and roads shall be submitted to and approved in writing by the City Council as local planning authority. There may be other actual or potential sources of noise which require consideration on or near the site, including any local commercial/industrial premises.

The potential for overheating should also be assessed and the noise insulation scheme should take this into account. The approved noise insulation and ventilation scheme shall be completed before any of the dwelling units are occupied.

Noise survey data must include measurements taken during a rush-hour period and night time to determine the appropriate sound insulation measures necessary. The following noise criteria will be required to be achieved:

Bedrooms (night time - 23.00 - 07.00) 30 dB LAeq (individual noise events shall not exceed 45 dB L_{Amax,F} by more than 15 times)
 Living Rooms (daytime - 07.00 - 23.00) 35 dB LAeq
 Gardens and terraces (daytime) 55 dB LAeq

Where applicable (entertainment/music): Additionally, where entertainment noise is a factor in the noise climate the sound insulation scheme shall be designed to achieve internal noise levels in the 63Hz and 125Hz octave centre frequency bands so as not to exceed (in habitable rooms) 47dB and 41dB, respectively.

b) Prior to first occupation of the residential units, a verification report will be required to validate that the work undertaken throughout the development conforms to the recommendations and requirements in the approved acoustic consultant's report. The report shall also undertake post completion testing to confirm that the internal noise criteria have been met. Any instances of non-conformity with the recommendations in the report shall be detailed along with any measures required to ensure compliance with the internal noise criteria.

Reason: To secure a reduction in noise from traffic or other sources in order to protect future residents from noise disturbance and to reduce the potential for overheating and in accordance to saved Policy DC26.1 of the Manchester Unitary Development Plan and Policy DM1 of the Manchester Core Strategy

6. The approved scheme for the storage and disposal of refuse 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 amenity and public health and in accordance with policies DM1 and SP1 of Manchester's Core Strategy.

7a) Prior to commencement of the development mitigation measures to safeguard local air quality shall be submitted to and approved in writing by the City Council as local planning authority.

b) Prior to occupation of the development any agreed mitigation measures shall be implemented and verified as such in writing by the City Council as local planning authority and shall remain in situ whilst the use or development is in operation.

Reason: To secure a reduction in air pollution from traffic or other sources in order to protect existing and future residents from air pollution, pursuant to policies EN16, SP1 and DM1 of the Core Strategy.

That listed building consent be given subject to the following planning conditions:

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:

- Location Plan (Drawing 6851-JMA-01-ZZ-DR-A-00-0001 Revision P02 dated 28 September 2021)
- Site Plan (Drawing 6851-JMA-01-RL-DR-A-00-0001 Revision P01 dated 24 September 2021)
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- Existing Second Floor Plan (Drawing 6851-JMA-01-02-DR-A-00-0001 Revision P04 dated 24 September 2021)
- Existing Roof Plan (Drawing 6851-JMA-01-RL-DR-A-00-0001 Revision P02 dated 24 September 2021)
- Existing Sections (Drawing 6851-JMA-01-ZZ-DR-A-00-1001 Revision P01 dated 24 September 2021)

- Demolition Plan – Basement (Drawing 6851-JMA-01-B1-DR-A-00-0010 Revision P04 dated 17 January 2022)
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- Proposed Sections (Drawing 6851-JMA-01-ZZ-DR-A-00-1020 Revision P01 dated 24 September 2021)
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- Proposed Roof Plan (Drawing 6851-JMA-01-RL-DR-A-00-0020 Revision P03 dated 17 January 2022)

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

3. 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.

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

4. Notwithstanding the details shown in the approved documents and detailed in condition 2 of this decision, full and final details of the following shall be submitted and approved in writing prior to any works to those elements commencing on site:

- a) Full and final details and method statement of the proposed covering of the stone flag floors to the ground floor, including method of attachment and method of future removal.
- b) Full details and method statement of the sealing shut of interior doors
- c) Full and final details of the proposed alterations/insertion of the lobby to the ground floor
- d) Full details and cross sections of proposed nibs/downstands to be retained following removal of interior walls
- e) Full and final details and method statements relating to the insertion of tanking to the lower ground floor

- f) Full details and method of the refurbishment/repair/redecoration of internal features including but not limited to internal doors, windows, walls, cornicing, floor coverings (including floorboards) ceilings, plaster etc.
- g) Full and final details of dividing walls to be inserted into the property including method of attachment to historic fabric/original walls including details of any shadow gaps retained.
- h) Full and final details of the proposed M&E equipment including routing through building
- i) Full and final details and method statements for external works including but not limited to external repair and redecoration of windows, external lighting scheme including routing and location of wiring and method of attachment to external fabric.

Reason: To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of visual amenity of the area within which the site

5. Before any works necessary to implement the approval commence, a methodology and specification for any associated scaffolding and support structure for the listed building including its location, means of affixing to the building, location of any associated fixings to the building, details of how the building fabric would be protected from potential damage as a result of the erection of the scaffolding and details of making good to the building fabric following removal shall be submitted to and approved in writing by the City Council as local planning authority. No development shall commence unless and until the above details have been agreed.

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 and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.