MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	128257/LO/2020
Date registered valid:	9 October 2020
Proposal:	Listed building consent for the Erection of single storey extension and elevational alterations in association with internal refurbishment and installation of mezzanine floor together with landscaping works following demolition of existing single storey extension
Address:	Mawlawi Kurdish Cultural Centre , Parsonage Street, Hulme, Manchester, M15 5WD
Ward(s):	Hulme Ward
Applicant:	Dr Kamiran Dizayee Mawlawi Kurdish Cultural Centre. Parsonage Street, Manchester, M15 5WD
Agent (if any):	Soreen Billbas BARCX House Of BARCX , Cutting Room Square, Manchester
Case officer:	Robert Griffin Tel: 0161 234 4527 Email: robert.griffin@manchester.gov.uk
Recommendation:	Approve
Date of recommendation:	19 November 2021

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit:

Standard consultations:
No consultations have been printed and sent.

Neighbour notifications
Printed: 16 October 2020 Expired: 6 November 2020

Site notice
Posted: 26 October 2020 Expired: 16 November 2020

Press advert
Published: 20 October 2020 Expired: 10 November 2020

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Grade II

Conservation area: N/A

Tree Preservation Order: N/A

Description of area

The application building is the Grade II listed former St. Mary's Junior School which is now in use as the Mawlawi Kurdish Cultural Centre. An OS plan of 1891 describes it as a school for boys. The boundary wall (the former playground wall) on the west, north and east sides of the property is Grade II listed in its own right. The building has been subject to historic more modern extensions to its east and west elevations and are reflective of the time period in which they were erected and take no reference from the original building its materials or architectural detailing or finishes. As such the extensions are not considered to be of any particular heritage significance nor do they make a positive contribution to the heritage significance of the original host building.

The proposal property (including the building, boundary wall and external space) forms part of a larger former church complex associated with St. Mary's Church on the opposite side of Parsonage Street. This includes:

- St. Mary's Church itself which is Grade II* listed and has been partially converted to residential use. The former chancel is understood to remain vacant.
- The boundary wall to St. Mary's churchyard is Grade II listed in its own right.
- St. Mary's House, Parsonage Street, Grade II listed and originally built as the church rectory.
- Moss Side Peoples Centre, St. Mary's Street, Grade II listed and originally built as a school. The 1891 OS plan describes it as a school for infants and girls.

The various listing descriptions suggest that the entire complex of building was built between 1855 and 1860.

The Grade II listing of five of the six buildings denotes that they are of special architectural or historic interest. The Grade II* listing of St. Mary's Church denotes it is particularly important and of more than 'special interest'. Each listed building and its respective setting is, therefore, important in its own right but also contributes positively to the settings of the other five. The 'group value' of this complex is highly significant despite none of the buildings remaining in their original use.

Also nearby is the Grade II chapel building in the grounds of the Loreto College on the opposite side of Chichester Road from St. Mary's Church. This was the Chapel - and all that is understood to physically remain - of the former Convent of Our Lady of Loreto. The 1891 OS plan shows this convent complex included various buildings including for use as schools for infants and girls set within grounds including gardens.

View north along Chichester Road with application site edged red, Loretto College to the left and Church of St Mary in the background.

To the south of the site is a modern two storey red brick building formerly a job Centre and now converted to offices, with another three storey modern red brick office building located to its east.

Description of development

The Listed Building Consent seeks permission for the erection of a single storey extension and elevational alterations in association with internal refurbishment and installation of mezzanine floor together with landscaping works following demolition of existing single storey extension.

There is an accompanying full application relating to the proposed external extensions and alterations.

Consultations & Notification Responses

Neighbouring occupiers and residents were notified of the proposals, a site notice was posted and an advert placed in the Manchester Evening News. No response were received.

Policy

Core Strategy Development Plan Document

The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.

Relevant policies in the Core Strategy are detailed below:

Policy EN 3, Heritage - Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre.

Saved UDP Policies - Policies DC19 is considered of relevance in this instance:

Listed Buildings - Policy DC19.1 states that in determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. In giving effect to this policy, the Council will:
a. not grant Listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;
b. not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;
c. not permit any external or internal alteration or addition to a Listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;
d. seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;
e. permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;
f. not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

The National Planning Policy Framework (July2021)

Relevant National Policy

The National Planning Policy Framework (July 2021) sets out Government planning policies for England and how these are expected to apply. The NPPF seeks to achieve sustainable development and states that sustainable development has an economic, social and environmental role. The NPPF outlines a "presumption in favour of sustainable development". This means approving development, without delay, where it accords with the development plan and where a planning application conflicts with an up-to-date development plan (including any neighbourhood plans that form part of the development plan), permission should not usually be granted. Local planning authorities may take decisions that depart from an up-to-date development plan, but only if material considerations in a particular case indicate that the plan should not be followed.

The following specific policies are considered to be particularly relevant to the proposed development:

Section 12 (Achieving Well-Designed Places)
Section 16 (Conserving and Enhancing the Historic Environment) and in particular:
- in determining planning applications, local planning authorities should take account of:
a. the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
b. the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
c. the desirability of new development making a positive contribution to local character and distinctiveness.

- when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

- any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification

- where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:
a. the nature of the heritage asset prevents all reasonable uses of the site; and b. no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and c. conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and d. the harm or loss is outweighed by the benefit of bringing the site back into use.

- where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Legislative Requirements

Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990 states that in the exercise of the power to determine planning applications for any buildings or other land in a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Issues

Principle

The principle of the provision of improvements to an existing community facility is generally acceptable. There are other examples of additional facilities and alterations to existing listed buildings within the area.

Notwithstanding the above, further consideration of the proposals impact on the listed building, and nearby listed buildings.

Impact on the Listed Building

The original Grade II listed building was designed by the architect Joseph Stretch Crowther (1820 – 1893), His first major church, the nearby St. Mary's, Hulme, showed Crowther's use of medieval precedent and his liking for the picturesque in the careful massing of the domestic buildings and the placement of the tower and spire.

The former St Mary’s Junior School is relatively simple in its form but highly decorative in terms of material and detail. It consists of a single storey hall and attached two-storey wing at the south end. It is built of red and blue brick with sandstone dressings. The bi-coloured bricks are used to create patterns, some of which are based on Christian crosses, others are geometric and used to pick out architectural features such as door and window surrounds and string

courses. The idea of using bricks of contrasting colours to produce decorative patterns - called ‘diaper work’ originally came to Britain from France in the 15th century. It continued to be popular up to the 17th century then became fashionable again during the 19th century Gothic Revival.

The rich colour and fine craftsmanship evidenced in the brickwork and slates it is likely J S Crowther is demonstrating the influence of John Ruskin’s The Stones of Venice, published between 1851 and 1853. The building also has an unusual ribbed-effect brickwork at the base of a chimney on the North elevation and to skilful ‘tumbled-in’ brickwork (in a slightly redder brick) on the diminishing edges of the gables.

The removal of the extension to the buildings western elevation is considered acceptable subject to the appropriate repair of the affected built fabric. The proposed elevation design has a simple form where its successful translation in practice would rely on achieving the slender vertical supports, thin roof edge and fully transparent glazing that provides visibility of the proposed internal arched ‘fan vaulting’ and the original elevation of the school building. The extension would project 2.8 metres from the wall of the listed building and extend 16 metres alongside the west elevation. The use of glazing and slender supporting structure and roof would enable views of the original buildings through. Whilst it extends along the west elevation to a greater extent than the existing extension the design and materials are considered to be acceptable.

The proposed re-elevating of the existing east extension is accepted in principle. It is accepted that this extension meets different needs to the function of the proposed west extension and this manifests itself as the east extension being far more solid/less transparent compared with the almost total transparency of the proposed west extension.

The proposed appropriate repair of the external elevations and features such as windows is welcomed.

Whilst the proposal will result in the loss of some of the historic fabric of the building, including the visual subdivision of one of the main windows these have been kept to a minimum in order to meet the existing and future requirements of the occupiers and allow it to continue in its current community use.

The internal mezzanine floor and stairs have been designed to both provide religious importance to the users of the internal spaces but reflect the historic nature and design of the building and ensure these interventions could be reversed in the future.

When considering the overall harm to the listed building, the proposal will not lead to ‘substantial harm’ or the total loss of the significance of the heritage asset. The key features of the heritage asset will remain broadly unchanged and will be positively improved through the removal of a later addition and improvement of another which currently detract from the buildings character and appearance Any potential harm to the building is limited to the external interventions of the enlarged western extension and internal alterations in association with the insertion of the mezzanine floor and associated staircase.

Materials proposed to repair the external fabric of the building together with the elevational alterations and extension would be subject of a suitably worded condition is proposed to deal with this element.

The building is located in close proximity to existing listed buildings to the north and east of the site associated with St Marys Church. The application proposals seek the remodelling of the existing extension to the eastern side of the building but the retention of the overall scale and

mass. It is considered that the improvements and modernising of this element of the application property would give rise to neutral/minor beneficial impact in terms of the visual amenity and setting to the application building and the streetscene containing the other designated heritage assets.

The removal of the eastern extension and installation of a more contemporary addition would be appreciated in views from Chichester Road and the listed building of St Marys Church would form a back drop. There is considered to be a minor beneficial impact on the view of this designated heritage asset as appreciated from Chichester Road looking north and east across the application site.

In accordance with the NPPF *'where a development proposal will lead to a less than significant harm to the significance of a designated heritage asset, this harm should be weighed against the public benefit of the proposal, including securing its optimum viable use.*

The submitted Heritage Statement indicates that the key benefits of the proposals would:

- Removing an unsympathetic extension and re-elevating another which currently detracts from the listed building these works are considered to enhance the designated heritage asset;
- Providing the facility with more flexible spaces and facilities;
- Allowing the building to remain in community use by its current occupiers

In this instance it is considered that the public benefits deriving from the proposals and allowing the community centre to function effectively within the designated heritage asset outweigh the identified less that significant harm.

Visual Amenity

The removal of the later addition to the western elevation is considered beneficial to this element of the listed building and the way it presents itself to the road frontage. The proposed extension has been appropriately designed and detailed to provide a visually attractive feature and addition to the building.

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 a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved polices of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Approve

Article 35 Declaration

The application has been determined in a positive and proactive manner, in this instance issues have been discussed with the applicant and amended drawings have been provided.

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

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:
T-0230-2-0100 SITE PLAN;
T-0230-2-0201 FIRST FLOOR PLAN
T-0230-2-0202 SECOND FLOOR PLAN
T-0230-2-0206 EXTENSION LAYOUT
Statement of Significance and Heritage Impact Assessment
Combined Transport Statement & Travel Plan Framework March 2020 ref 1787
All as received by the City Council as local planning authority on the 9th October 2020

Design and Access Statement received on the 14th October 2020

B-0230-08004 INTERNAL COLUMN GROUND FLOOR DETAIL
B-0230-08005 EXTERNAL WALL GROUND FLOOR DETAIL
B-0230-2-0800; B-0230-2-0801
T-0230-2-0200 A GROUND FLOOR PLAN
T-0230-2-0210 A ELEVATIONS
T-0230-2-0220 A SECTIONS
T-0230-2-0005 A DEMOLITION PLANS
All as received by the City Council as local planning authority on the 17th June 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) Prior to the commencement of any works to install the internal mezzanine, a detailed method statement of works for the installation of the supporting structures required; full details of its structural design and the proposed location and type of fixings into the building fabric; together with a method statement for bringing construction materials and structures into the building shall be submitted to and approved in writing by the City Council as local planning authority. The method statement shall also include a photographic record of the area of ground/flooring to be removed as part of the works. The development shall be subsequently carried out in accordance with the agreed details.

Reason -To ensure works are undertaken to protect the designated heritage assets before and during the works, pursuant to policy EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan.

4) Prior to the commencement of above ground works (excluding demolition) details of all materials and finishes to be used on the development hereby approved shall be submitted to and approved in writing by the City Council as local planning authority. The development shall then be carried out in accordance with the agreed details.

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 and character of the area and the designated heritage assets of the building as specified in policies SP1, EN3 and DM1 of the Core Strategy and saved Unitary Development Plan policies DC19.

5) Notwithstanding the approved plans and documents, prior to the commencement of works to install the hereby approved internal mezzanine full details of its structural design and the proposed location and type of fixings into the building fabric shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be carried out in accordance with the agreed details.

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 so careful attention to building work is required to protect the character and appearance of this building in accordance with saved policy DC19.1 of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 and DM1 of the Core Strategy.

6) Notwithstanding the approved plans and documents prior to the setting out of the reconfigured rooms and spaces, full details and method statements for the installation of fixtures and fittings including works to ceilings shall be submitted to and approved in writing by the city council as local planning authority. The development shall be carried out in accordance with the approved details.

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 so careful attention to building work is required to protect the character and appearance of this building in accordance with saved policy DC19.1 of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 and DM1 of the Core Strategy.

7) Prior to the commencement of the works to install the hereby approved side extension the method statement for the works required to the existing fabric of the building in order to facilitate the roof connection to the buttress shall be submitted to and approved in writing by the City Council. The development shall be carried out in accordance with the agreed details.

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 so careful attention to building work is required to protect the character and appearance of this building in accordance with saved policy 19.1 of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 and DM1 of the Core Strategy.

8) Notwithstanding the approved plans and documents prior to the commencement of works to install the hereby approved internal staircase the detailed design of the staircase including its structural design and the proposed location and type of fixings into the building fabric shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be carried out in accordance with the agreed details.

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 so

careful attention to building work is required to protect the character and appearance of this building in accordance with saved policy DC19.1 of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 and DM1 of the Core Strategy.

9) Notwithstanding the approved plans and documents prior to the commencement of works to install the hereby approved second floor details of the floor including its structural design, balustrades and the proposed location and type of fixings into the building fabric shall be submitted to and approved in writing by the City Council as local planning authority. The development shall be carried out in accordance with the agreed details.

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 so careful attention to building work is required to protect the character and appearance of this building in accordance with saved policy DC19.1 of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 and DM1 of the Core Strategy.

10) Prior to the works to demolish and remove any doors, windows from the building details and a method statement for the making good of the openings shall be submitted to and approved in writing by the City Council as local planning authority. The works shall be subsequently undertaken in accordance with the approved details.

Reason - To ensure demolition works are undertaken to protect any adjacent designated heritage assets, pursuant to policy EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan.

Appendix 1 – List of consultees & neighbours notified

Loreto College, 146 Chichester Road, Manchester, M15 5PB
31 St Mary's Street, Hulme, Manchester, M15 5WB
23 St Mary's Street, Hulme, Manchester, M15 5WB
19 St Mary's Street, Hulme, Manchester, M15 5WB
25 St Mary's Street, Hulme, Manchester, M15 5WB
15 St Mary's Street, Hulme, Manchester, M15 5WB
Kids Unlimited, St Mary's Street, Manchester, M15 5WB
Parsonage Dental Practice, 1B Parsonage Street, Hulme, Manchester, M15 5WD
1A Parsonage Street, Hulme, Manchester, M15 5WD
1 Parsonage Street, Hulme, Manchester, M15 5WD
30 Maher Gardens, Manchester, M15 5PW
Flat 9, 2 St Mary's Street, Hulme, Manchester, M15 5RA
Flat 8, 2 St Mary's Street, Hulme, Manchester, M15 5RA
Flat 7, 2 St Mary's Street, Hulme, Manchester, M15 5RA
Flat 6, 2 St Mary's Street, Hulme, Manchester, M15 5RA
Flat 5, 2 St Mary's Street, Hulme, Manchester, M15 5RA
Flat 4, 2 St Mary's Street, Hulme, Manchester, M15 5RA
Flat 3, 2 St Mary's Street, Hulme, Manchester, M15 5RA
Flat 2, 2 St Mary's Street, Hulme, Manchester, M15 5RA
Flat 1, 2 St Mary's Street, Hulme, Manchester, M15 5RA
2 St Mary's Street, Hulme, Manchester, M15 5RA
29 St Mary's Street, Hulme, Manchester, M15 5WB
27 St Mary's Street, Hulme, Manchester, M15 5WB
21 St Mary's Street, Hulme, Manchester, M15 5WB
17 St Mary's Street, Hulme, Manchester, M15 5WB
Kath Locke Community Health And Resource Centre, 123 Moss Lane East, Manchester, M15 5DD
Chichester House, 91 Moss Lane East, Manchester, M15 5GY
87 Moss Lane West, Manchester, M15 5PE

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Flood Zones Type 2 (low to medium risk) -
Historic Landfill Site 250m Buffer -
Area Team Boundary - Name: SOUTH