

Planning

Growth & Development

Delegated officer report for planning application

Application no. 129658/FO/2021

Date registered valid: 16 March 2021

Proposal: Conversion of existing toilets and store rooms to form 1no. self-contained flat (Class C3)

Address: 6 Pollard Street, Manchester, M4 7BN

Ward(s): Ancoats & Beswick Ward

Applicant: Mr A Conaghan 6 Pollard Street, Manchester, M4 7AJ

Agent (if any): Philip Lambert 3 Eastbourne Grove, Bolton, BL1 5TR

Case officer: Sue Wills
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Recommendation: Approve

Date of recommendation: 5 May 2021

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit:

Standard consultations:

Printed: 25 March 2021 Expired: 15 April 2021

Neighbour notifications

Printed: 25 March 2021 Expired: 15 April 2021

Site notice

Posted: 1 April 2021 Expired: 22 April 2021

Press advert

Published: 13 April 2021 Expired: 4 May 2021

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The application site relates to part of the first floor of Block A of Albion Mill - a 5 storey, grade II listed former mill which comprises of 5 blocks of accommodation containing a mixture of residential and commercial floorspace. The building is part of an historic grouping of mill buildings which form part of the historic setting of the New Islington area.

The Albion Works site comprises of 5 blocks, namely Blocks A, B, C, D & E. The site is a mixed use development of residential units and commercial space. The commercial space is located within Blocks A, B & C, however planning permission has previously been granted for the conversion of a proportion of the commercial space to residential accommodation within Blocks A & C.

Albion Works Block A, comprises of 75 apartments over 3 floors with commercial space located on the ground floor, car parking is provided externally within a secure car park. The Albion Works development is accessed via a controlled access gate located off Pollard Street, which enables both vehicular and pedestrian access into the site, access to the proposed unit will be via the entrance on Pollard Street, or via an access from the rear elevation of Block A. To the rear is a large, surface level car park shared between all 5 blocks.

The floorspace comprising this application was used as toilet facilities and storage in association with the former commercial floorspace which has been converted to apartments.

Planning History

Planning Permission and Listed Building Consent were granted in December 2001 for the conversion of the existing warehouse to offices at ground floor, part first floor, and second floor, and for the formation of 75 residential units above, and the addition of a single new floor at roof level, with associated parking (061691/061692).

Planning Permission was granted in February 2003 to the rear of this Application site, for the erection of a 5 to 7 storey residential block for 181 residential apartments, and 24 live/work units, together with public square, basement parking, new footbridge over water feature, and a feature clock tower, as previously approved under 061693/00/NORTH2/01 (066727). Retrospective Application and Listed Building Consent for amendments to roof and parapet detail not built in accordance with plans approved under ref: 061691/FO/NORTH2/01 other alterations including new fire escape staircase under 074664/FO/2005/N2 and 074665/LO/2005/N2) approved 13 April 2005.

Planning consent for part of Albion Mill, Block A to change of use from offices to education and training centre refused permission (17 March 2011) - MCC reference 094835/FU/2010/N2.

Listed building: Grade II listed building Albion Works

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area

Albion Mill fronts Pollard Street and lies adjacent to The Ashton Canal and Metrolink line.

The site, which lies on the north-eastern fringe of the City Centre, is situated within an area subject to change and renewal as part of the New Islington Regeneration Framework and contains a number of new, high density residential apartment developments.

Description of development

Planning permission is sought for change of use and internal adaptation of the existing redundant toilet facilities and store room at first floor level in Block A to create a one bedroom apartment. The apartment will be 57 square metres in area.

The Albion Works development is accessed via a controlled access gate located off Pollard Street, which enable both vehicular and pedestrian access into the site. Access to the proposed unit can be either directly from a stepped entrance located on Pollard Street, or alternatively via a stepped access from the rear of the building. Alternatively a ramped access within the basement of Block A leads to a passenger lifts which serves all of the residential units. Each of the communal entrances is fitted with a security fob operated lock.

The Albion Mill Development currently has a total of 204 parking spaces which covers both the residential and commercial units of all 5 Blocks. Access to the secure car park is via a fob controlled gate off Pollard Street. Car parking is strictly monitored with regular parking patrols visiting the site and issuing tickets to vehicles parked without permission. Parking space no.5 has been allocated to the proposed apartment

No external alterations are proposed.

The application is accompanied by a listed building consent application (Ref: 129657/LO/2021) for the internal works. The internal works would include the removal of all partitions that are not original to the building; removal of existing modern suspended ceiling tiles; partial reinstatement and refurbishment of original ceilings; removal of bulkheads at windows to reveal the whole of the original fenestration pattern; repair and refurbishment of existing windows; exposure and refurbishment of existing columns; secondary glazing to all existing windows., and new internal partitions to align with façade pattern.

Consultations & Notification Responses

The application has been advertised on site as affecting a listed building on 1st April 2021, and in the press on 13th April 2021.

Local residents and local business - One email has been received raising concerns about the use of the space as a residential unit due to its layout, and the noise which would be generated once occupied. The resident states that they can already hear noise from the door to the entrance of the flat being open and closed, and are concerned that the open nature of the proposed flat will mean that they can hear day to day living, use of kitchen, tv, heels walking on hard floor, movement from the new flat, in the bedroom of the existing flat on the other side of the wall.

They advise that issues relating to sound have previously been raised with developer as it was to the point that you could hear people when they were just talking. This would have a big impact on use of the bedroom in the neighbouring flat. Additionally, they advise it is likely the residents in the proposed flat will be able to hear movement from the communal area and lift (Block A) on the other side of the wall surrounding the proposed bedroom space.

Highway Services -

TRIP GENERATION AND JUNCTION CAPACITY:

Given that the proposed development is resultant in 1 residential dwelling, the number of vehicular trips associated with the site is expected to be minimal. It is therefore accepted that the adjacent highway network can facilitate such additional demand with no highway safety or capacity concerns.

PARKING AND ACCESS:

One car parking space will be allocated to the flat within the already established external secure car park, which is acceptable to Highways.

The Albion Works development is accessed via a controlled access gate located off Pollard Street, which affords both vehicular and pedestrian access into the site. Access to the proposed unit can be either directly from a stepped entrance located on Pollard Street, or alternatively via a ramped access within the basement of Block A which leads to a passenger lifts which serves all of the residential units. This is acceptable to Highways. The site is also highly accessible by sustainable modes, with local car parks available within the vicinity.

CYCLE PARKING:

The application should confirm that the cycle parking is situated within a secure and sheltered location.

REFUSE AND SERVICING:

An existing servicing and refuse storage area is noted within the site which is acceptable to Highways.

CONSTRUCTION MANAGEMENT:

The applicant should be advised that and requirements for licensing, hoarding / scaffolding, skips and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highway Applications and Network Resilience teams via Contact Manchester 0161 234 5004.

Environmental Health - Have advised that they have undertaken research and found that the acoustic scheme for block A was either upgraded glazing or secondary glazing, no mention of alternative ventilation. In this application secondary glazing has been proposed so part b of the acoustic insulation condition is needed to ensure this is installed. They also recommend that a

condition is attached to restrict construction hours ; and that the refuse storage is undertaken in accordance with the waste management strategy

Flood Risk Management- The drainage of the site can be approved and have the following recommendation:

The applicant should design and construct a drainage system to prevent the increased risk of flooding, to improve and protect water quality and ensure future maintenance of the surface water drainage system pursuant to policy EN17 of the Core Strategy.

Design for Security - Have advised that the flat is fitted with a monitored alarm system with PIR monitors, it should comply with either:

- o BS EN 50131 and PD 6662 for wired systems
- o BS 6799 for wireless systems

The flat entrance door must be compliant with and certified to BS PAS 24. It is advised that this door does not have fixed sidelights, and is provided with a door viewer instead.

Issues

POLICIES

The National Planning Policy Framework (February 2019)

National Planning Policy Framework (NPPF) - This Framework came into effect on 27th March 2012 and was amended and updated in February 2019. It sets out the Government's planning policies for England and how these are expected to be applied. It defines the Government's requirements for the planning system 'only to the extent that it is relevant, proportionate and necessary to do so'. It provides a mechanism through 'which local people and their accountable councils can produce their own distinctive local and neighbourhood plans, which reflect the needs and priorities of their communities'.

The Framework re-iterates that planning law requires that applications for planning permission must be determined in accordance with the development plan unless material considerations indicate otherwise. The statutory status of the development plan remains as the starting point for decision making. However, the NPPF states that 'at the heart of the Framework is a presumption in favour of sustainable development' and, in 'decision-taking', this means that development proposals should accord with the development plan should be approved without delay unless: any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole or specific policies in this Framework indicate development should be restricted.

National guidance can be found in the National Planning Policy Framework (NPPF). The central theme to the NPPF is to achieve sustainable development. The Government states that there are three overarching objectives to achieving sustainable development: an economic objective, a social objective and an environmental objective (paragraph 8).

Section 5 Delivering a sufficient supply of family homes - The development accords with this section of the NPPF as it would lead to the provision of a 1 bedroomed apartment.

Notwithstanding the requirements within the National Planning Policy Framework, an assessment of the impact of the proposal needs to be considered within the context of other documents as outlined below:

Section 16 Conserving and enhancing the historic environment -.

Paragraphs 184 through 202 relate to Conserving and Enhancing the Historic Environment.

Paragraph 184 states these assets are an irreplaceable resource, and should be conserved in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations.

Paragraph 185 refers to the desirability of sustaining and enhancing the significance of heritage assets, and putting them to viable uses consistent with their conservation.

Paragraph 189 advises that in determining applications, the significance of any heritage assets affected, should be described by the applicant, including any contribution made by their setting.

The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance

Paragraph 192 says that in determining 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.

Paragraph 193 says that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 196 states that 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.

The proposed development would involve the redevelopment of a redundant toilet facility and storage space. The application is viewed in terms of an additional apartment in a building which has already been converted for the most part of residential use, and using accommodation which with the exception of the inner face of the outer wall and internal columns(which it is sought to remove the dry lining to expose the original features) relate to works to no original historic fabric, enabling a sustainable use of the space thereby contributing to the future maintenance and protection of the wider building in accordance with paragraph 192 of the NPPF as outlined above.

It is acknowledged that the proposed conversion would result in some changes in the subdivision of the space , but would also remove other elements of subdivision associated with the former toilet and storage facility, which did not form part of the original fabric of the building. Although this would have some impact , it is considered that this would result in less than substantial harm , and that the harm is outweighed by bringing this space back into viable use, thereby according with paragraphs 193 and 194 of the NPPF.

The impact of the development to create one additional apartment and expose the original fabric of the listed building in regard to the inner face of the external wall, and the currently partly encased column accords with Paragraph 184 and 192, which states that heritage asset should be conserved in a manner appropriate to their significance. The proposal allows the re-use of redundant floorspace without causing significant harm to the character of the Grade II

listed Albion Mill. Therefore, it is considered that the development makes a positive contribution to the conservation of a heritage asset.

Paragraph 185 refers to the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation. Therefore, this proposal accords with the policy 184 and 202 of the NPPF.

The core principles and policy guidance contained within the NPPF have been directly related to the assessment of the potential impact of the development on residential amenity. Particular consideration has also been given to the quality of the proposed design. In assessing the proposed development it has been recognised that the application relates to an listed architecturally and historically important building within Ancoats. Taking these factors into consideration and for the reasons set out below it is considered that the development accords with the NPPF.

2. The Manchester Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012.

Regard should be given to:

Policy SP1 which sets out the City Council's Core Development Principles and states that development in all parts of the City should make a positive contribution to neighbourhoods of choice, amongst these include: creating well designed places that enhance or create character, making a positive contribution to the health, safety and wellbeing of residents, considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income, and; protecting and enhancing the built and natural environment.

As stated it is considered that the development would respond to a housing need, and within the context of the application site, it not considered that the development would undermine the character or provision of family housing.

Policy EC3 states that housing will 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.

Policy T2 states that the Council will actively manage the pattern of development to ensure that new development: is located to ensure good access to the City's main economic drivers, including the Regional Centre, the Oxford Road Universities and Hospitals and the Airport and to ensure good national and international connections. Is easily accessible by walking, cycling and public transport; connecting residents to jobs, centres, health, leisure, open space and educational opportunities. Particular priority will be given to providing all residents access to strategic employment sites.

Policy H1 - Housing states that the re-use of vacant housing, including the renewal of areas characterised by poor quality housing, will be prioritised. New developments should take advantage of existing buildings where appropriate through refurbishment or rebuilding works.

Policy H4 - states that East Manchester, over the lifetime of the Core Strategy, will accommodate around 30% of new residential development. Priority will be given to family housing and other high value, high quality development where this can be sustained. High density housing will be permitted within the parts of East Manchester that fall within the Regional Centre which are adjacent to the City Centre. These neighbourhoods include Ancoats,

New Islington, Holt Town and Chancellor's Place; to the west of Alan Turing Way, and within Eastlands, Newton Heath, Openshaw and Gorton district centres as part of mixed-use schemes.

Policy EN3 - states that 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. New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

In this case the development respects the setting of adjoining heritage assets and will have a neutral effect upon the neighbouring listed buildings. Albion Mill is a Grade II Listed Structure. The proposed development is considered to accord with the principles of policy EN3 in that the proposed scheme would enable the re-use of the redundant toilet facility and storage space, thereby delivering significant benefits to the Listed Building overall.

Policy CC9 (Design and Heritage) -The proposed refurbishment works would bring an unused area at first floor level within a Grade II listed building back into use, and would include the removal of a non-original features. It is considered that subject to the conditions to be attached to any Listed Building approval to secure finalised details of some of the works and materials to be used, the creation of one apartment would be appropriate to its context and the character of the area.

Policy EN 16 - The proposal includes secure off street parking provision, with one space allocated for the proposed apartment. The wider site also has secure cycle storage arrangements, and is highly accessible by public transport on Great Ancoats Street, and is in walking distance of the City Centre and Piccadilly train station, thereby reducing reliance on cars and minimising emissions from traffic generated by the development.

Policy EN19 -states that the Council will require all developers to demonstrate the proposals consistency with the principles of the waste hierarchy (prevention, reduction, re-use, recycling, energy recovery, and disposal). Developers will be required to submit a waste management plan to demonstrate how construction and demolition waste will be minimised and recycled. The wider development at Albion Mill scheme includes waste storage facilities, it is not considered that one additional apartment would give rise to storage capacity issues at the site.

Unitary Development Plan for the City of Manchester, 1995 (Saved Policies)

The below saved policies of the Unitary Development Plan are also considered relevant:

Policy EM10 states that the Ashton Canal Corridor is a mixed use area comprising neighbourhoods and retail and employment uses fronting Greater Ancoats Street. A new canal side neighbourhood will be developed which includes:

- i. Medium-high density, mixed use development along the Ashton Canal Corridor comprising residential and employment uses'
- ii. Re-use and restoration of historic buildings, including former textile buildings along the length of the Ashton Canal Corridor;
- iii. Redevelopment, improvement and modernisation of residential neighbourhoods in consultation with the local community;

iv. A greater mix of housing types, sizes and tenures, particularly housing for private market renting, owner occupation and live/work units.

Policy DC5 states that in determining planning applications to convert property to flats, the Council will have regard to:

- a) The standard of accommodation for the intended occupiers of the premises;
- b) Effects on adjoining houses as a result of noise from flats passing through party walls and affecting adjoining houses;
- c) Adequacy of car parking, off-street car parking being normally required where practicable, and essential where there is so severe an existing on-street parking problems that unacceptable additional pressures would be created;
- d) General effects on the character of the neighbourhood, including the extent to which flat conversion schemes are a new or an established features of the immediate area, avoiding the loss of front gardens and the retention of existing trees and shrubs;
- e) Adequate private outdoor amenity space;
- f) The desirability of achieving easy access for all, including disabled people;
- g) Satisfactory provision of refuse storage and collection facilities.

The policy goes on to state that the Council will normally refuse permission for any developments in this category which:

- a) Do not provide accommodation to the Council's current approved standards;
- b) Are in tightly packed residential streets where there is no scope for off-street car parking and where there is already an acknowledged problem of on street congestion;
- c) Involve conversion schemes without adequate private external amenity space;
- d) Are schemes without satisfactory refuse storage and collection facilities.

Policy DC19.1 relates to development affecting listed buildings. The City Council will have regard to the desirability of security the retention, restoration, maintenance and continued use of such buildings and to protect their general setting. External or internal alterations which in the opinion of the Council affect the architectural or historic character of a building will not be permitted. It is considered that the proposed internal works to expose the original historic fabric of the mill would , subject to conditions relating to the specific works in detail being submitted and approved , prior to being undertaken , would enable the retention and restoration of the historic fabric of the building.

Policy DC26 states that the Council intends to use the development control process to reduce the impact of noise on people living and working in the City. In particular, consideration will be given to the effect of new development proposals which are likely to be generators of noise.

The proposal has been designed to minimise the impact from noise sources and further mitigation will be secured by planning condition.

Ancoats and New Islington Regeneration Framework (2014)

The framework was adopted by the City Council's Executive in October 2014 and now forms a material planning consideration in the determination of planning applications in the area.

National Planning Policy Guidance (March 2014)

The Government produced a suite of documents to act as a live resource which set out advice and best practice on a wide range of planning issues following a detailed review of planning policy guidance as a way of streamlining policy.

The relevant sections of the NPPG are as follows:

Noise - Local planning authorities' should take account of the acoustic environment and in doing so consider:

- o whether or not a significant adverse effect is occurring or likely to occur;
- o whether or not an adverse effect is occurring or likely to occur; and
- o whether or not a good standard of amenity can be achieved.

Mitigating the noise impacts of a development will depend on the type of development being considered and the character of the proposed location. In general, for noise making developments, there are four broad types of mitigation:

- o engineering: reducing the noise generated at source and/or containing the noise generated;
- o layout: where possible, optimising the distance between the source and noise-sensitive receptors and/or incorporating good design to minimise noise transmission through the use of screening by natural or purpose built barriers, or other buildings;
- o using planning conditions/obligations to restrict activities allowed on the site at certain times and/or specifying permissible noise levels differentiating as appropriate between different times of day, such as evenings and late at night, and;
- o mitigating the impact on areas likely to be affected by noise including through noise insulation when the impact is on a building.

Conserving the historic environment - states that consideration is given to the decision taking in determining applications of a historic nature, in particular the weight given to viable uses that may be harmful to a Listed Building. The NPPG states that Harmful development may sometimes be justified in the interests of realising the optimum viable use of an asset, notwithstanding the loss of significance caused provided the harm is minimised. The policy in addressing substantial and less than substantial harm is set out in paragraphs 193 - 194 of the National Planning Policy Framework.

The NPPG also provides guidance on how to assess if there is substantial harm as a result of a proposal, that is, if a proposal causes substantial harm on the significance of the heritage asset.

In general terms, substantial harm is a high test, so it may not arise in many cases. For example, in determining whether works to a listed building constitute substantial harm, an important consideration would be whether the adverse impact seriously affects a key element of its special architectural or historic interest. It is the degree of harm to the asset's significance rather than the scale of the development that is to be assessed. The harm may arise from works to the asset or from development within its setting.

While the impact of total destruction is obvious, partial destruction is likely to have a considerable impact but, depending on the circumstances, it may still be less than substantial harm or conceivably not harmful at all, for example, when removing later inappropriate additions to historic buildings which harm their significance. Similarly, works that are moderate or minor in scale are likely to cause less than substantial harm or no harm at all. However, even minor works have the potential to cause substantial harm.

Policy on substantial harm to designated heritage assets is set out in paragraphs 193 and 194 to the National Planning Policy Framework.

The NPPG also considers how proposals can avoid or minimise harm to the significance of a heritage asset. This states that a clear understanding of the significance of a heritage asset and its setting is necessary to develop proposals which avoid or minimise harm. Early appraisals, a conservation plan or targeted specialist investigation can help to identify constraints and opportunities arising from the asset at an early stage. Such studies can reveal alternative development options, for example more sensitive designs or different orientations, that will deliver public benefits in a more sustainable and appropriate way.

Further guidance is also given on the definition of public benefits. Such benefits do not always have to be visible or accessible to the public in order to be genuine public benefits.

Public benefits may include heritage benefits, such as:

- o sustaining or enhancing the significance of a heritage asset and the contribution of its setting
- o reducing or removing risks to a heritage asset
- o securing the optimum viable use of a heritage asset in support of its long term conservation

Legislative requirements

Section 16 (2) of Listed Building Act 1990 provides that 'in considering whether to grant listed building consent for any works to a listed building, the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses'

Section 66 of the Listed Building Act provides that in considering whether to grant planning permission for development that affects a listed building or its setting the local planning authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Principle

Having regard to the existing planning policy framework, City Council policy and national planning guidance, the principle of the development is considered acceptable.

Policy H1 outlines the strategic approach to housing growth in the City, and goes on to state that the Regional Centre is a priority area for residential schemes in order to support regeneration and drive regional growth. This approach is supported by the Regional Centre policy within the Core Strategy, policy EC3, which states that high density housing will be appropriate in the Regional Centre, particularly where it complements employment generating uses. This high density approach for the Regional Centre is also reiterated within policy H4 which seeks to achieve 30% of new residential development (approximately 18,280 new homes) in East Manchester.

Policies SP1 and H1 also seek to encourage development on previously developed land and the conversion and re-use of vacant buildings including the renewal of areas characterised by poor quality housing.

The redundant floorspace lie in a listed building within a key regeneration area and as such this objective would be accorded with.

The proposal also complies with Saved policy DC5 of the UDP which relates to flat conversions, as a satisfactory level of accommodation can be provided without any significant undue effects upon prospective or nearby occupiers, or the general character of the neighbourhood.

Given the above, the proposed development is considered acceptable and would lead to the reuse of vacant floorspace in order to provide an additional apartment in a residential development which accords with the aspiration for residential growth in this area.

Residential space standards

In this case, the one bedroom apartment is to be 57 square metres in area. The proposal therefore accords with the relevant standards and provides an appropriate standard of accommodation.

Visual Amenity and Impact upon the Listed Building

No external alterations are proposed and therefore there will be no impact upon the external character of the building or upon the historic fabric of the neighbourhood.

Internally, the application is subject to an accompanying listed building consent application where the issues surrounding the impact upon heritage are explored.

Section 16 and 66 of the Planning (Listed Building and Conservation Areas) Act 1990 (the "Listed Building Act") requires Local Planning Authorities to have special regard to the desirability of preserving the setting of any listed building that may be affected by the grant of planning permission.

This point is supported by Policy EN3 of the Core Strategy and saved policy DC19.1 of the UDP along with section 12 of the NPPF, which states that consideration must be given to the impact of new developments on heritage assets and listed buildings.

In this case, the applicant has adopted a heritage led approach to the reuse of the vacant toilet facility and storage space, with the design approach being to reveal and expose the partly encased structural steel column and remove the dry lining from the inner face of the outer wall and create an open apartment to maintain as much as possible the integrity of the original open plan floorspace. In addition, non original partition walls of the past are to be removed.

Given the above, it is believed that an acceptable scheme can be realised to ensure the long term use of the floorspace.

Whilst sub-division of the space is not ideal, this would be comparable with other converted elements of the building complex. The sub-division that is proposed seeks to maintain the historic and architectural integrity of the building so far as possible.

It is therefore believed that the any negative impacts of the proposed development can be viewed as less than substantial, with the works resulting in a use that will ensure the continued maintenance and sustainable use of the building, demonstrating compliance with relevant policy outlined above.

In essence, it is considered that any harm caused by the sub-division of the floorspace is outweighed by the construction approach that is to be taken, the building improvements offered and to ensure a long-term viable approach.

Residential Amenity

Due to the existing use of the remainder of the building and the prevalence of other similar flat conversions and high density new build apartments found in the immediate area, it is not considered that one additional apartment would significantly affect the current levels of activity and create any associated noise and disturbance to such a degree that the amenity of nearby occupiers will be adversely affected. Moreover, given the former use of the floorspace as a toilet and storage facility in connection with office (call centre) purposes, it is considered that the proposed use will have a lesser impact upon residential amenity and provide a use more in keeping with the development aspirations for the area.

Car Parking

Policies T2, DM1 and SP1 of the Core Strategy and saved policy DC5 of the UDP require that adequate car parking is provided for new developments.

Policy T2 in particular states that the Council will take the circumstances of each proposal into account to establish what level of parking is appropriate.

In this case, there are 204 existing car spaces at the wider development and space no.5 which is close to the access from Pollard Street has been allocated to this apartment

It is considered that given the highly sustainable location of the building adjacent to a Metrolink line and within walking distance of the city centre, the level of provision is considered appropriate and unlikely to give rise to increased competition for spaces or any negative impacts upon the local highway network.

Highway Services who were consulted as part of the application process raise no objection to the proposed development on highway grounds although they state that consideration should be given to providing secure cycle storage. As there are existing cycle storage arrangements at this site, it is not considered appropriate to attach a condition in this instance.

Security

The comments made by Secure by Design officers in regard to the installation of a monitored alarm system and that the flat entrance door design have been referred to the planning agent, and is proposed to be attached to any approval as an informative. All pedestrian access points into Block A are secured by coded locks to prevent access by unauthorised individuals, it is therefore not considered that the above advice needs to be addressed by way of a condition

Refuse Storage

The existing mixed use complex already incorporates a central bin store opposite the entrance to the units. This area includes all necessary recycling receptacles and is considered to be capable of accommodating any increased requirements from one additional apartment. As such, the arrangement is considered acceptable.

Surface Water Drainage

Whilst the comments of the Flood Risk Management officers have been noted, this is an existing Grade II listed building, with existing surface water drainage arrangements in place to serve a mixed use, apartment led, building. It is considered that the addition of one apartment would not give rise to such issues in regard to drainage, so as to warrant a condition, or an

informative to require a drainage system to prevent the increased risk of flooding, to improve and protect water quality and ensure future maintenance of the surface water drainage system.

Other issues raised by residents

The concerns in regard to noise transmission have been noted , however, as the space was used predominantly as toilet facilities in connection with a former commercial use in Block A , and the internal layout of the proposed apartment would locate the proposed bedroom adjacent to the wall with the adjacent flat to the north , with the proposed kitchen and dining space being set away from the shared wall with the flat to the north, it is considered that it would not be appropriate to attach a noise insulation condition in this instance.

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 policies 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

Officers have worked with the applicant / agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application. In particular clarification was sought in regard to the treatment of the original historic fabric of the building which is to be exposed, and this aspect of the scheme is conditioned.

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 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:

Plan ref : 21-577 -001 (Location Plan); 21-577 -002 (Existing site plan - First floor);21-577 003 (Existing floor plan); 21-577 004 (Existing elevation);21-577 102 (Proposed site plan -First Floor); 21 - 577 104 (Proposed elevation); 21 - 577 105 (Ground floor plan, Bin store location, Existing and Proposed); 21 - 577 106 (Allocated parking space location);
Waste Management Strategy;
received 10th March 2021;

Email from planning agent dated 3rd and 13th April 2021 confirming exposure of historic brickwork and column;

Plan ref: 21 - 577 103 rev.A (Proposed floor plan) annotated with the areas to be exposed for original features received 14th April 2021;

Revised design and Access Statement (including Heritage Significance and Heritage Impacts and soft strip programme) revised May 2021 received 4th May 2021.

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies SP1 and DM1 of the Manchester Core Strategy (2012).

3) The development hereby approved shall only be carried out in accordance with the refuse storage and collection scheme as detailed on the approved drawing numbered 21 - 577 105 (Ground floor plan, Bin store location, Existing and Proposed), and waste management proforma and shall remain in situ whilst the use or development is in operation.

Reason - In the interests of visual amenity and public health, pursuant to policies DM1 and SP1 of the Manchester Core Strategy (2012).

4) The allocated car parking space indicated on plan ref: 21-577 106 (Allocated parking space location), shall made available for use prior to the apartment hereby approved being occupied and shall be retained thereafter.

Reason - To ensure that there is adequate car parking for the development proposed when the building is occupied, pursuant to saved policy DC5 of the Unitary Development Plan for the City of Manchester and policies DM1 and SP1 of the Manchester Core Strategy (2012).

5) Prior to first occupation of the apartment hereby approved, a verification report shall be submitted to and approved in writing by the City Council as local planning authority to validate that the proposed secondary glazing has been installed. The report shall also include post completion testing results to confirm that the internal noise criteria have been met. Any instances of non-conformity shall be detailed along with any measures required to ensure compliance with the internal noise criteria. Any additional measures required to ensure compliance with the internal noise criteria shall be implemented, and a further verification report submitted to and approved in writing by the City Council as local planning authority to demonstrate that the internal noise criteria have been met, before the apartment is occupied.

Reason - To secure a reduction in noise from traffic or other sources in order to protect future residents from noise disturbance, pursuant to policy DM of the Manchester Core Strategy (2012), and saved Unitary Development Plan policy DC26.

6) Notwithstanding the provisions of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) (or any order revoking and re-enacting that

Order with or without modification) no part of the development shall be used for any purpose other than the purpose(s) of Class C3(a) of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended) (or in any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason - In the interests of residential amenity, to safeguard the character of the area and to maintain the sustainability of the local community through provision of accommodation that is suitable for people living as families pursuant to policies DM1 and H11 of the Core Strategy for Manchester and the guidance contained within the National Planning Policy Framework.

7) The residential use hereby approved shall be used only as a private dwelling (which description shall not include serviced properties or similar uses where sleeping accommodation (with or without other services) is provided by way of trade for money or money's worth and occupied by the same person for less than ninety consecutive nights) and for no other purpose (including any other purpose in Class C3 of the Schedule to the Town and Country Planning (Use Classes) Order 1987 (as amended), or any provision equivalent to that Class in any statutory instrument revoking and re-enacting that Order with or without modification).

Reason - To safeguard the amenities of the neighbourhood by ensuring that other uses which could cause a loss of amenity such as serviced apartments/apart hotels do not commence without prior approval pursuant to Core Strategy policies SP1 and DM1 and to ensure the permanent retention of the accommodation for normal residential purposes.

8) Prior to the any treatment of the inner face of the outer wall forming the south eastern elevation of Albion Mill Block A , and the existing columns within the floorspace forming the development hereby approved, samples and specifications of all materials to be used in the treatment of the inner face of the outer wall forming the south eastern elevation of Albion Mill Block A , and the existing columns within the floorspace forming the development shall be submitted to and approved in writing by the City Council as local planning authority.

Reason - To ensure there is no resulting harm to the listed structure in the repair and reinstatement of the historic fabric, pursuant to policies DM1 and EN3 of the Manchester Core Strategy (2012), and saved UDP policy DC19.

Informatives

1) It is recommended that the flat is fitted with a monitored alarm system with PIR monitors, it should comply with either:

- o BS EN 50131 and PD 6662 for wired systems
- o BS 6799 for wireless systems

The flat entrance door must be compliant with and certified to BS PAS 24. It is advised that this door does not have fixed sidelights, and is provided with a door viewer instead.

2) The applicant should be advised that and requirements for licensing, hoarding / scaffolding, skips and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highway Applications and Network Resilience teams via Contact Manchester 0161 234 5004.

3) Construction/demolition works shall be confined to the following hours:

- o Monday - Friday: 7.30am - 6pm
- o Saturday: 8.30am - 2pm

o Sunday / Bank holidays: No work

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
MCC Flood Risk Management
Greater Manchester Police

Flat 5, 6A Pollard Street, Manchester, M4 7BP
Flat 3, 6A Pollard Street, Manchester, M4 7BP
8A Pollard Street, Manchester, M4 7DS
Hetherington's Cafe Bar, 8 Pollard Street, Manchester, M4 7DS
267 Great Ancoats Street, Manchester, M4 7DB
Ground Floor, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 16, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 10, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 5, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 13, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 8, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 2, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 6, 6A Pollard Street, Manchester, M4 7BP
Flat 7, 6A Pollard Street, Manchester, M4 7BP
Flat 1, 6A Pollard Street, Manchester, M4 7BP
Flat 2, 6A Pollard Street, Manchester, M4 7BP
Flat 54, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 43, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 22, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 15, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 14, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 9, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 7, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 14, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 7, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 10, 6 Pollard Street, Manchester, M4 7BN
Flat 3, 10 Pollard Street, Manchester, M4 7DS
Flat 2, 10 Pollard Street, Manchester, M4 7DS
Flat 48, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 45, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 38, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 29, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 28, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 26, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 25, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 21, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 18, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 5, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 3, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 11, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 9, 6 Pollard Street, Manchester, M4 7BN
Flat 6, 6 Pollard Street, Manchester, M4 7BN
Flat 58, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 57, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 1, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 7, 6 Pollard Street, Manchester, M4 7BN
Flat 8, 6 Pollard Street, Manchester, M4 7BN

Flat 16, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 24, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 23, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 8, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 5, 6 Pollard Street, Manchester, M4 7BN
Flat 5, 10 Pollard Street, Manchester, M4 7DS
Flat 55, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 35, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 31, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 30, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 27, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 13, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 4, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 10, 10 Pollard Street, Manchester, M4 7DS
Flat 51, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 49, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 46, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 12, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 6, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 15, 10 Pollard Street, Manchester, M4 7DS
Flat 11, 10 Pollard Street, Manchester, M4 7DS
Flat 41, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 40, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 34, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 33, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 17, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 11, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 12, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 8, 10 Pollard Street, Manchester, M4 7DS
Flat 1, 10 Pollard Street, Manchester, M4 7DS
Flat 59, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 37, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 32, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 2, 6 Pollard Street, Manchester, M4 7BN
Flat 2, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 15, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 4, 6 Pollard Street, Manchester, M4 7BN
Flat 1, 6 Pollard Street, Manchester, M4 7BN
Flat 3, 6 Pollard Street, Manchester, M4 7BN
Flat 14, 10 Pollard Street, Manchester, M4 7DS
Flat 13, 10 Pollard Street, Manchester, M4 7DS
Flat 6, 10 Pollard Street, Manchester, M4 7DS
Flat 50, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 44, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 42, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 39, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 19, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 10, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 3, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 7, 10 Pollard Street, Manchester, M4 7DS
Flat 4, 10 Pollard Street, Manchester, M4 7DS
Flat 9, 10 Pollard Street, Manchester, M4 7DS
Flat 12, 10 Pollard Street, Manchester, M4 7DS
Flat 52, Block A, 12 Pollard Street, Manchester, M4 7AJ

Flat 56, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 53, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 47, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 36, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 20, Block A, 12 Pollard Street, Manchester, M4 7AJ
Flat 9, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 6, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 4, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 1, Block B, 12 Pollard Street, Manchester, M4 7AJ

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
Area Team Boundary - Name: NORTH2