

Planning

Growth & Development

Delegated officer report for planning application

Application no. 128897/LO/2020

Date registered valid: 11 February 2021

Proposal: LISTED BUILDING CONSENT Internal fit out for new occupier to include non-structural alterations to non-original fabric

Address: 16-18 Royal Exchange Arcade, Manchester, M2 7EA

Ward(s): Deansgate Ward

Applicant: Ms Shima Azizy 16-18 Royal Exchange Arcade, Manchester, M2 7EA

Agent (if any): Ms Sarah Bolsover Smashbox Architecture 97 Alderley Road, Wilmslow, SK9 1PT

Case officer: Emily Booth
Tel: 0161 234 4193
Email: emily.booth@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 8 April 2021

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 3 March 2021

Standard consultations:

Printed: 23 February 2021 Expired: 16 March 2021

Neighbour notifications

Printed: 23 February 2021 Expired: 16 March 2021

Site notice

Posted: 3 March 2021 Expired: 24 March 2021

Press advert

Published: 3 March 2021 Expired: 24 March 2021

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Grade II

Conservation area: St Anns Square Conservation Area 1970

Tree Preservation Order: Not applicable

Description of area

The application relates to a property named The Royal Exchange, which is a Grade II Listed mixed use building that houses offices, a theatre, shops, bars, restaurants, takeaways and cafes.

The Royal Exchange is bounded by Cross Street, Market Street, Exchange Street/St Ann's Square and Old Bank Street. St Ann's Square is a hard landscaped public square in Manchester City Centre that accommodates a Grade II Listed statue named Cobden's Statue and the Grade II Boer War Memorial and other non-listed sculptures and is frequently used for events including the Christmas Markets. Market Street and St Ann's Square are major shopping areas.

The current building is the third version of the Royal Exchange built between 1867 and 1874 and extended between 1914 and 1931. The building was further modified following the damage caused by the IRA bomb in 1996. It is four storeys, plus two attic storeys in height. The roof is slate and has three glass domes, a baroque turret is in the North West corner and domes are located in the other corners. There is also a balustraded parapet and mansard roof. The elevations are highly detailed and include channelled rusticated piers, Corinthian columns, arched windows, entablature, modillioned cornice and grand entrances.

The original Royal Exchange was a trade exchange for Lancashire's cotton industry. Trading ceased in 1968 and the building began use as a theatre in 1973.

Other listed buildings surrounding St Ann's Square include the Grade I listed St Ann's Church, the Grade II* Listed 25 St Ann's Street and Grade II listed buildings at 16, 18 and 22 and 17 to 21 St Ann's Square. The site is also within St Ann's Square Conservation Area.

Surrounding uses include the Arndale Centre, St Ann's Church, shops, hotels, residential accommodation, banks, offices, bars, restaurants, takeaways and cafés.

This application relates to Units 16-18 of the Royal Exchange, which are within the Royal Exchange Arcade.

The Royal Exchange is currently being refurbished as areas of the building become available and inappropriate modern intervention are being removed and the historic fabric repaired. Several recent applications have been granted for these works.

Description of development

Listed Building Consent is sought for the following works to units 16-18 of the Royal Exchange associated with the fit out of the premises:

- Existing non original 'wave' door handles would be replaced with barrel style long handles to be fitted in accordance with AD Part M.
- Existing vinyl window mounted lettered signage would be replaced with new logo.
- Existing non-original projecting signage would be retained with tenant logo added in accordance with Royal Exchange Design Guide & Standards.
- Internal 'wave' door handles would be replaced with metal barrel pull handles in anodised bronze finish (1200x35mm long) to be fixed with existing connections and fitted in accordance with AD Part M.
- Existing non original metal threshold strip would be replaced to match existing.
- Existing non original vinyl floor tiles would be removed from non-original concrete screed and replaced with 18mm thick - Timber engineered hardwood laminate with underlay. To be installed throughout.
- 25mm painted MDF pattress would be applied to non-original studwork wall for the display of saleable items.
- Any electrical wiring would be concealed within existing void/new studwork to perimeter.
- IT equipment would be located within new freestanding desk.
- Installation of shelving system 350X850mm, which would be wall mounted to non-original structure.
- The existing ceiling would be repainted in Valspar 'Diamond White' L14EW29E.
- All currently painted walls would be repainted in Valspar 'Sheepskin Rug' R95B.
- The existing non original lighting to back of house would be replaced with individual pendant lights fixed to existing non-original wiring and mounts.
- The existing non original ceiling mounted perimeter track lighting would be replaced with individual track lights between existing bulkheads to be fixed to non-original structure.
- The existing non original pendant light within central bulkhead would be relocated to back of house and 4no. new pendants would be fixed into existing positions into existing non original ceiling fabric.

All furniture and saleable goods and all other display units would be freestanding.

All skirting, architrave and cornice would be retained as existing.

Consultations & Notification Responses

Publicity - The application was advertised as an application for listed building consent, letters were sent to surrounding occupiers and a site notice was displayed on site. No replies were received.

Issues

Impact on the Character and Appearance of the Listed Building

The main issues for consideration relate to the impact of the proposals on the on the character and appearance of the listed building. The main policies that relate to this proposal are:

The Adopted Core Strategy for the City of Manchester

Policy EN3 (Heritage) advises that new developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment.

Policy CC9 (Design and Heritage) advises that development in Manchester should preserve or enhance the heritage assets affected.

Policy SP1 (Spatial Principles) advises that development in all parts of the City should protect and enhance the built environment.

Policy DM1 (Development Management) advises that all development should be appropriately sited, scaled, formed, massed and detailed with appropriate layout and materials.

The Unitary Development Plan for the City of Manchester

Saved policy DC19.1 (Listed Buildings) advises that in determining applications for listed building consent 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. The City Council will:

- 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;
- not permit alterations to a listed building that would prevent the future use of any part of the building.

National Policy

Sections 16, 66 and 74 of the Listed Buildings and Conservation Areas Act 1990 requires that special consideration is given to the preservation of the significant fabric and setting of listed buildings and conservation areas. Development decisions should, therefore, accord with the requirements of the NPPF and to section 16 (Conserving and Enhancing the Historic Environment).

It is a fundamental requirement of the NPPF that planning proposals contribute to the achievement of "sustainable development" (NPPF Paragraph 7). In order to meet this key planning objective, in this instance, the development should sustain and contribute to the stimulation of a thriving historic environment.

Paragraph 185 states that in determining planning applications, local planning authorities should take account of:

- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- The positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
- The desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 189 advises that local planning authorities should require an applicant to submit sufficient information to describe the significance of any heritage assets affected, including any contribution made by their setting.

Paragraph 194 advises that any harm to or loss of a designated heritage asset should require clear and convincing justification. Substantial harm or loss should be exceptional and substantial harm to or loss of designated heritage assets of the highest significance, including grade I and II* listed buildings should be wholly exceptional.

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 securing its optimum viable use.

Section 12 (Achieving Well Designed Places) advises that the government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Under these criteria the effect of the proposal on the affected heritage assets has been considered.

The internal works are acceptable given the existing condition and appearance of the unit. All signage proposed would be subtle and the works to the existing projecting sign would comply with the approved signage strategy for the Royal Exchange.

Given the above, it is considered that the works are consistent with paragraph 196 and 197 of the NPPF and address sections 66 and 72 of the Planning Act in relation to preservation and enhancement.

The works are considered to have a neutral impact on the significance of this area of the listed building and could be seen as slightly beneficial to the appearance of the unit due to the redecoration and maintenance proposed.

In view of the above the proposals would subject to compliance with conditions be consistent with, Core Strategy Policies DM1, SP1, CC9, EN3 and EN1 and saved UDP policies DC18.1 and DC19.1 and Sections 12 and 16 of the National Planning Policy Framework and would not cause harm to the significance, character and appearance of the listed 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 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

In assessing the merits of an application officers will seek to work with the applicant in a positive and proactive manner to seeking solutions to problems arising in relation to dealing with the application. In this instance this has included ongoing advice about the information required to be submitted to support the application.

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:

The Location plan referenced 6969_SL01 Rev - stamped as received by the City Council as local planning authority on 20 May 2020

The drawings referenced:

6969_PL01 Rev -
6969_PL06 Rev -
6969_PL07 Rev -
6969_PL08_S1 Rev -
6969_PL08_S2 Rev -
6969_PL09 Rev -
6969_PL10 Rev -

received by the City Council as local planning authority on 11 February 2021

The Heritage Statement prepared by Eden Heritage referenced 24302/01 received by the City Council as local planning authority on 11 February 2021

The Design and Access Statement prepared by Smashbox Architecture dated December 2020 received by the City Council as local planning authority on 11 February 2021

The Scope of Works prepared by Smashbox Architecture dated January 2021 received by the City Council as local planning authority on 11 February 2021

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies CC9, EN1, EN3, SP1 and DM1 of the Core Strategy, saved policies DC18.1 and DC19.1 and Sections 12 and 16 of the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Urban Design & Conservation

427 - 428 Royal Exchange, Exchange Street, Manchester, M2 7BR
12 Market Street, Manchester, M1 1PT
Royal Exchange Shopping Centre, Royal Exchange Arcade, Manchester, M2 7DB
Basement And Ground Floor, 7 - 9 Old Bank Street, Manchester, M2 7PE
7 Royal Exchange Arcade, Manchester, M2 7EA
519 Royal Exchange, Exchange Street, Manchester, M2 7EN
14 Market Street, Manchester, M1 1PT
16 Royal Exchange Arcade, Manchester, M2 7EA
18 Cross Street, Manchester, M2 7AE
12 - 14 Cross Street, Manchester, M2 7AE
2 Market Street, Manchester, M1 1PT
10 Market Street, Manchester, M1 1PT
8 Market Street, Manchester, M1 1PT
18 Market Street, Manchester, M1 1PT
Sub Basement, Royal Exchange, Exchange Street, Manchester, M2 7BR
Sub Basement, Royal Exchange Shopping Centre, Royal Exchange Arcade, Manchester, M2 7DB
229 Royal Exchange, Exchange Street, Manchester, M2 7DD
47 Royal Exchange, Exchange Street, Manchester, M2 7DA
Sixth Floor, Royal Exchange, Exchange Street, Manchester, M2 7FL
9 Royal Exchange Arcade, Manchester, M2 7EA
5 Royal Exchange Arcade, Manchester, M2 7EA
3 Royal Exchange Arcade, Manchester, M2 7EA
4 Market Street, Manchester, M1 1PT
232 Royal Exchange, Exchange Street, Manchester, M2 7DD
441A Royal Exchange, Exchange Street, Manchester, M2 7EP
435 - 437 Royal Exchange, Exchange Street, Manchester, M2 7EP
THE PRUDENTIAL ASSURANCE, 425 - 426 Royal Exchange, Exchange Street, Manchester, M2 7EP
438 Royal Exchange, Exchange Street, Manchester, M2 7EP
THE PRUDENTIAL ASSURANCE COMPANY, 520 Royal Exchange, Exchange Street, Manchester, M2 7EN
331 Royal Exchange, Exchange Street, Manchester, M2 7BR
48 Royal Exchange, Exchange Street, Manchester, M2 7DA
433 - 434 Royal Exchange, Exchange Street, Manchester, M2 7EP
514 - 516 Royal Exchange, Exchange Street, Manchester, M2 7EN
328 Royal Exchange, Exchange Street, Manchester, M2 7BR
1 Exchange Street, Manchester, M2 7EE
8 Royal Exchange Arcade, Manchester, M2 7EA
4 Royal Exchange Arcade, Manchester, M2 7EA
446 Royal Exchange, Exchange Street, Manchester, M2 7EP
441 Royal Exchange, Exchange Street, Manchester, M2 7EP
326 - 327 Royal Exchange, Exchange Street, Manchester, M2 7BR
521 Royal Exchange, Exchange Street, Manchester, M2 7EN
513 Royal Exchange, Exchange Street, Manchester, M2 7EN
61 Royal Exchange, Exchange Street, Manchester, M2 7DA
12 Royal Exchange Arcade, Manchester, M2 7EA
6 Royal Exchange Arcade, Manchester, M2 7EA
2A Cross Street, Manchester, M2 7AE
Watches Of Switzerland, 9 - 11 St Ann's Square, Manchester, M2 7EF

Lululemon, 7 St Ann's Square, Manchester, M2 7EF
332 Royal Exchange, Exchange Street, Manchester, M2 7BR
333 Royal Exchange, Exchange Street, Manchester, M2 7BR
517 - 518 Royal Exchange, Exchange Street, Manchester, M2 7EN
Sub Basement, 1 - 5 St Ann's Square, Manchester, M2 7EF
3 Exchange Street, Manchester, M2 7EE
16 Cross Street, Manchester, M2 7AE
13 Old Bank Street, Manchester, M2 7PE
MOSS BROS., 1 - 5 St Ann's Square, Manchester, M2 7EF
Royal Exchange Theatre, Exchange Street, Manchester, M2 7HA
Second Floor, Royal Exchange, Exchange Street, Manchester, M2 7BR
Third Floor, Royal Exchange, Exchange Street, Manchester, M2 7BR
11 Royal Exchange Arcade, Manchester, M2 7EA
20 Royal Exchange Arcade, Manchester, M2 7EA
15 - 17 Old Bank Street, Manchester, M2 7PE
THE PRUDENTIAL ASSURANCE COMPANY, 431 - 432 Royal Exchange, Exchange Street, Manchester, M2 7EP
7 - 9 Old Bank Street, Manchester, M2 7PE
447 - 449 Royal Exchange, Exchange Street, Manchester, M2 7EP
424 Royal Exchange, Exchange Street, Manchester, M2 7EP
231 Royal Exchange, Exchange Street, Manchester, M2 7DD
Fourth Floor, Royal Exchange, Exchange Street, Manchester, M2 7BR
Fifth Floor, Royal Exchange, Exchange Street, Manchester, M2 7BR
THE PRUDENTIAL ASSURANCE COMPANY, 227 Royal Exchange, Exchange Street, Manchester, M2 7DD
PRUDENTIAL ASSURANCE CO LTD, 52 - 55 Royal Exchange, Exchange Street, Manchester, M2 7DA
330 Royal Exchange, Exchange Street, Manchester, M2 7BR
329 Royal Exchange, Exchange Street, Manchester, M2 7BR
225 - 226 Royal Exchange, Exchange Street, Manchester, M2 7DA
149 Royal Exchange, Exchange Street, Manchester, M2 7BZ
324 - 325 Royal Exchange, Exchange Street, Manchester, M2 7BR
56 - 57 Royal Exchange, Exchange Street, Manchester, M2 7DA
43 - 45 Royal Exchange, Exchange Street, Manchester, M2 7DA
444 - 446 Royal Exchange, Exchange Street, Manchester, M2 7EP
16 Market Street, Manchester, M1 1PT
228 Royal Exchange, Exchange Street, Manchester, M2 7DD
58 - 60 Royal Exchange, Exchange Street, Manchester, M2 7DA
429 - 430 Royal Exchange, Exchange Street, Manchester, M2 7EP
9 Old Bank Street, Manchester, M2 7PE
442 - 443 Royal Exchange, Exchange Street, Manchester, M2 7EP
31 Royal Exchange Arcade, Manchester, M2 7EA
1 Royal Exchange Arcade, Manchester, M2 7EA
19 Royal Exchange Arcade, Manchester, M2 7EA
5 Exchange Street, Manchester, M2 7EE
5 Old Bank Street, Manchester, M2 7PE
FRENCH CONNECTION, 7 Exchange Street, Manchester, M2 7EE
2 Cross Street, Manchester, M2 7AE
10 Royal Exchange Arcade, Manchester, M2 7EA
6 Market Street, Manchester, M1 1PT
14 Royal Exchange Arcade, Manchester, M2 7EA

Appendix 2 – Planning constraints

Article 4 Direction - City Centre PD Restriction - Class B1(a) To C3

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

Conservation Area - St Anns Square Conservation Area 1970

Area Team Boundary - Name: CITY1