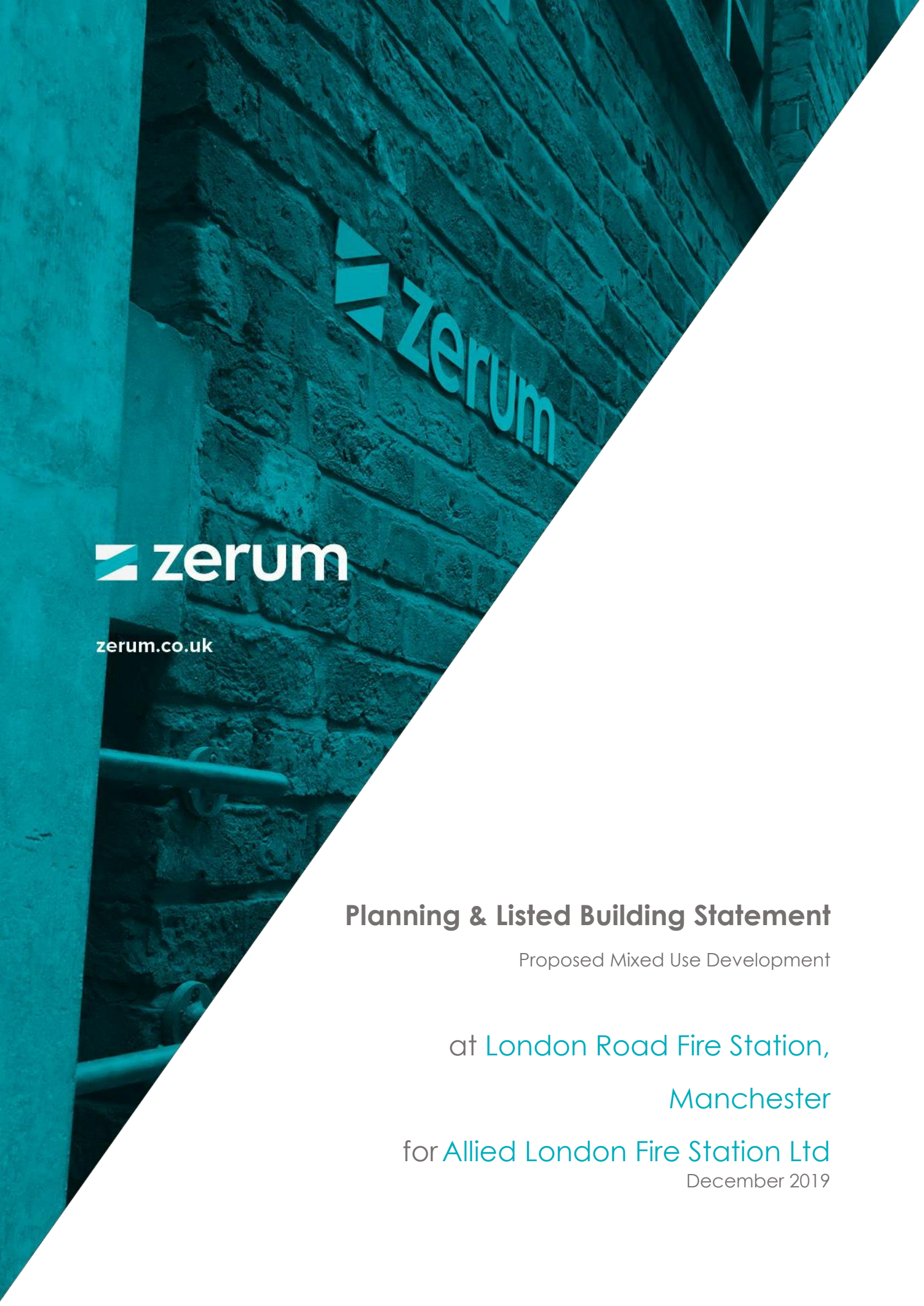


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Planning & Listed Building Statement

Proposed Mixed Use Development

at London Road Fire Station,

Manchester

for Allied London Fire Station Ltd

December 2019



London Road Fire Station, Manchester

The refurbishment, restoration, reconfiguration and extension of former London Road Fire Station site to create a mixed use development comprising of hotel (Use Class C1), workspace/office (Use Class B1, D1), commercial floorspace for shop and food and drink uses (Use Classes A1, A3 and A4), residential apartments (Use Class C3) and leisure (Use Class D2), together with access and highways works, servicing, rooftop plant, landscaping and associated works.

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1. INTRODUCTION

1.1 This Planning and Listed Building Statement has been prepared on behalf of the applicant, Allied London Fire Station Ltd. The application seeks full planning permission and listed building consent for the refurbishment, restoration, reconfiguration and extension of the former London Road Fire Station to create a mixed use development comprising of hotel (Use Class C1), workspace/office (Use Class B1, D1), commercial floorspace for shop and food and drink uses (Use Classes A1, A3 and A4), residential apartments (Use Class C3) and leisure (Use Class D2), together with access and highways works, servicing, rooftop plant, landscaping and associated work.

THE PROPOSALS AND CONTEXT

1.2 The site comprises a triangular site bounded by London Road to the east, Whitworth Street to the north, Minshull Street South to the west and Fairfield Street to the south. It accommodates the Grade II* listed former London Road Fire Station building. The site is located adjacent to Piccadilly railway station.

1.3 The site has been vacant for over 30 years, and has been included on the Heritage at Risk register since 2001. It is situated at a gateway to the city centre. It acts as a landmark building within a broader area which has been identified as requiring comprehensive regeneration and investment. It is set within the Manchester Piccadilly Strategic Regeneration Framework (SRF) and adjacent to the Mayfield SRF and the North Campus SRF. The scheme responds to the objectives of these regeneration schemes, and its delivery will act as a catalyst for the broader regeneration which is sought.

1.4 Consent was granted in July 2017 for the conservation-led refurbishment and reuse of the building (ref 116099/FO/2017). The proposal secured consent for the same mix of hotel, commercial, residential and leisure uses. It was based on the same intention of sensitively restoring and protecting the building, whilst introducing varied uses which would secure the building's future and re-activate the surrounding area.

1.5 This application seeks to fine tune the approved scheme in response to new operators and altered market conditions. In summary the main refinements are, the full basement excavation, third floor mezzanine and covering of walkways have been removed from the scheme and there has been a flexing to the already consented mix of uses. The revised proposals will result in lesser interventions to the heritage asset.

1.6 The applicant is Allied London Fire Station Ltd. Allied London has an excellent track record in delivering the regeneration of Manchester's city centre through the Spinningfields and St John's Neighbourhood projects. Following purchase of the Fire Station site in 2016, and the grant of approval for the refurbishment, restoration and change of use of the building in July 2017, restoration of the site is underway in close liaison with the Council's conservation team.

1.7 The description of the development is as follows:

"Refurbishment, restoration, reconfiguration and extension of former London Road Fire Station site to create a mixed use development comprising of hotel (Use Class C1), workspace/office (Use Class B1, D1), commercial floorspace for shop and food and drink uses (Use Classes A1, A3 and A4), residential apartments (Use Class C3) and leisure (Use Class D2), together with access and highways works, servicing, rooftop plant and associated works."

1.8 The description of development for the associated listed building consent is as follows:

"Alteration and extension of the former London Road Fire Station as part of its restoration, refurbishment and re-use as a hotel (Use Cass C1), workspace/office (Use Class B1, D1), commercial floorspace for shop and food and drink uses (Use Classes A1, A3 and A4), residential apartments (Use Class C3) and leisure (Use Class D2)"

PURPOSE OF THE PLANNING STATEMENT

1.9 This statement describes the proposals and examines the planning considerations which they raise. In accordance with Section 38(6) of the Planning and Compulsory Purchase Act 2004, determination of the planning application must be made in accordance with the development plan, unless material considerations indicate otherwise.

1.10 This statement should be read in conjunction with the other documents submitted with the planning application. These are detailed in the next section.

CONTENT OF PLANNING APPLICATION

1.11 In order to evidence that the design has evolved from a full understanding of the physical and policy context, including social, economic and environmental sustainability considerations, this planning application is supported by numerous

documents which demonstrate how the scheme responds appropriately to best practice in design and sustainability, as well as planning policy objectives and requirements. The documents submitted in respect of the revised scheme are:

- Planning Statement prepared by Zerum;
- Statement of Community Consultation prepared by Zerum, contained within this document;
- Consented Design and Access Statement including Lighting and Signage Strategies produced by Levitt Bernstein
- Design and Access Addendum prepared by Purcell;
- Fixture and Fitting Strategy prepared by Levitt Bernstein;
- Condition and General Fabric Survey and Repair Method Statement prepared by Heritage Architecture;
- Structural Report including plans prepared by Curtins;
- Flood Risk Assessment prepared by Curtins;
- Phase 1 Ground Conditions Survey prepared by Curtins
- Heritage Significance Statement prepared by Heritage Architecture;
- Heritage Impact Statement prepared by Heritage Architecture;
- Tenant Design Guide prepared by OBI;
- Archaeological Desk Based Assessment prepared by Salford Archaeology;
- Ecological Survey prepared by Tyrer Partnership;
- Transport Statement prepared by Vectos;
- Framework Travel Plan prepared by Vectos;
- Waste Management Strategy prepared by Vectos;
- Acoustic Assessment prepared by Sandy Brown;
- Energy Statement prepared by Crookes Walker Consulting;
- M&E Strategy including plans and Ventilation Strategy prepared by Crookes Walker Consulting;
- Environmental Standards Statement and BREEAM Pre-Assessment prepared by Element Sustainability;
- Crime Impact Statement prepared by Greater Manchester Police;
- Operations Management Plan prepared by Allied London and All Work & Social;
- Coroners Court Document prepared by Allied London;
- Essential Fabric Repairs Schedule prepared by Allied London;
- Construction Management Plan prepared by Allied London; and
- Visual Survey Document prepared by Levitt Bernstein.

1.12 The application is also supported by a full set of plans and elevations, prepared by the

scheme architects, Purcell and CGI and Massing images, prepared by MF 3D.

CONSULTATION

1.13 The general approach to, and content of, this application has been discussed with officers of Manchester City Council prior to its submission. There have been ongoing discussions with Historic England throughout the design phase of this proposal. This has resulted in a scheme which is responsive to comments of both the Council and Historic England. These discussions have influenced the evolution of the scheme into its final form.

1.14 A public consultation exercise has also been factored into the process, so that interested parties are able to view and discuss the proposed changes.

STATEMENT STRUCTURE

1.15 The remainder of this statement:

Section 2 - Provides context and describes the site and its surroundings alongside details of any relevant planning history and details of consultation;

Section 3 - Describes the development proposals in detail;

Section 4 - Outlines the Development Plan framework, relevant national policy guidance and any material considerations;

Section 5 - Provides a detailed analysis of the main planning considerations and a summary of technical reports; and

Section 6 - Concludes by summarising the main points raised in this document.

2. DEVELOPMENT CONTEXT

2.1 This section briefly describes the site, its surroundings and local setting, and outlines the relevant planning history of the site.

SITE DESCRIPTION

2.2 The site sits at the gateway to Manchester city centre, adjacent to Piccadilly railway station. The site comprises a triangular site bounded by London Road to the east, Whitworth Street to the north, Minshull Street South to the west and Fairfield Street to the south. The principal vehicular access into the site is from London Road, with additional access points around the perimeter and a layby on Minshull Street South.

2.3 The site accommodates the Grade II* listed former London Road Fire Station building. It is comprised of four interconnected buildings set around a courtyard. They were constructed as a set piece and were operational from 1906. The building is of four main storeys with a partial basement and landmark hose tower on the Fairfield Street side. The roofscape incorporates shorter domed temples and turrets. The architectural form of the building is an extravagant Renaissance style and ebullient Edwardian Baroque, featuring brick and orange/brown glazed terracotta tiles.

2.4 The complex accommodated the coroner's court, fire station, bank, a gas meter testing station, police station, workshops and ambulance station. Upper floors were in use as living accommodation for fire and police officers and their families in the form of 32 flats for married officers and their families and 6 flats for single men. Flats were in a cellular format to enable adaptation for smaller or larger families, being capable of subdivision or expansion. There were officers' quarters to either end of the Fairfield Street frontage with larger rooms and more lavish interiors, including separate kitchens and sculleries. The Chief Officer's House was located over two floors at the corner of London Road and Fairfield Street. It contained a number of fine, heptagonal rooms.

2.5 Residential accommodation to certain Fairfield Street apartments included firemen's poles enclosed within a lockable circular timber closet. They also benefited from an air conditioning system which prevented smells entering the flats, and a hot and cold air heating system. The building also included a gym, laundry and club room for the use of residents.

2.6 Details of the site location and strategic context can be found in the Design & Access Statement, produced by Purcell.

SURROUNDINGS

2.7 The area is home to a mix of uses. To the north is a pub, Motel One hotel and multi-storey car parking. Beyond is the mixed-use Piccadilly Place complex which offers office and residential uses along with a gym, coffee shops and restaurants. The area to the east accommodates the railway station, surface car parking, offices and an apart-hotel with workspace. To the south-east is the Mayfield area, currently used for music and leisure events, and scheduled to be developed into a new commercially-led neighbourhood. Land to the south is focused on the University of Manchester's north campus and student accommodation. To the west is Kampus, a new private rented residential neighbourhood on the site of a former Manchester Metropolitan University campus.

SITE ACCESSIBILITY

2.8 The site is in a highly accessible, city centre location. Manchester Piccadilly Station is adjacent to the site, and provides national and local rail connections. The Metrolink tram service also runs through the station, providing access across Greater Manchester. The Metroshuttle bus service provides free travel around the city centre from the station, with destinations including the bus stations at Piccadilly Gardens and Shudehill, and the city centre railway stations.

2.9 The site is approximately 300m from the Manchester and Salford Inner Ring Road which provides routes to the main motorway network and across the North West. The city centre benefits from many car parks, with a multi-storey structure adjacent to the site on Whitworth Street.

2.10 Manchester is a highly walkable city and also lends itself to cycling. The retail, leisure and cultural facilities of the city are within easy reach of the site.

2.11 The accompanying Design & Access Statement and Transport Statement provide more detail in terms of the site's connectivity.

SITE HISTORY

2.12 The site was undeveloped land on the Manchester fringe until the late c18th, when the area experienced rapid growth with the onset of industrial expansion. Blocks of closely-packed workers' housing were built across the proposed development area in the late c18th. The entire plot had been intensively developed by 1819. Demolition of these houses was underway by the early 1890s, and the entire plot was cleared by 1901, allowing the construction of the London Road Fire Station.

2.13 The fire station began operating in 1906. The complex accommodated the coroner's court, fire station, bank, a gas meter testing station, police station, workshops and ambulance station. Upper floors were in use as living accommodation for fire and police officers and their families. It was built to incorporate the latest technology, and to transition to the use of automobiles in place of horses.

2.14 Modernisations were made in the 1950s, and the ambulance station was converted to vehicle workshops to cater to the growing fire station fleet. In the 1950s, some of the flats were altered into dormitories, leisure facilities and offices, as the family accommodation had become less popular. The police flats were taken over by the fire brigade at this time, and the balconies were joined.

2.15 By the 1970s, the building was struggling to accommodate the increasingly large vehicles, and the service was subject to reorganisation. The control room and vehicle maintenance were relocated to a central location, and the residential accommodation was vacated. The police station relocated due to reorganisation. The bank unit was vacated in the late 1970s and the Police Station closed in 1979.

2.16 The fire station was decommissioned in 1986. Around 1993, the building was purchased by Britannia Hotels Ltd. It was sold with planning approvals in place for conversion to hotel use. It was used for storage, offices and workshops. The court closed in 1998. The building was neglected and was added to the Heritage at Risk list in 2001.

2.17 Further information is contained in the submitted Archaeology Assessment and Heritage Significance Statement.

HERITAGE DESIGNATIONS

2.18 The former London Road Fire Station is listed at Grade II*. The application is accompanied by a Heritage Significance Statement and a Heritage Impact

Assessment. An additional document has been produced regarding the Coroner's Court. These should be read alongside this Statement.

2.19 The Significance Statement explains that the station was an exemplar of its type, designed to operate with horse-drawn vehicles at a time of transition to motor-vehicles. The scale and detailing of the station anticipated the need to accommodate large engines, and represented a state of the art facility which was much praised at the time of its construction as a landmark for the city. It was one of the largest and most advanced fire stations of its kind in the country at the time of construction. The building included various technological innovations including a fire alarm system, air conditioning, heating and cooling systems. It is characterised by the integration of multi-purpose uses.

2.20 The London Road Fire Station is found to be distinctive for the following reasons:

- Its ambition, scale and the complexity of different services provided which makes the building unique when compared with other multi-service public buildings. It has no equal in design or accommodation when considering the multi-service provision element;
- Carefully considered mix and distribution of functions which responds to the brief of the Chief Officer and reflect a period of transition in the fire service;
- High quality design and construction; and
- There are no comparable buildings of this scale and with this range of uses which have the same architectural quality, extravagance, complexity, status or state of completeness.

2.21 The document goes on to assess the individual spaces for their particular significance. The following are identified as the most significant elements:

- **Exterior elevations** – The striking exterior is impressive due to its sheer scale, architectural expression and level of craftsmanship. It is fundamental to the appreciation of the building, and retains its appearance substantially intact.
- **Courtyard space** – The significance of the courtyard lies in its function in the context of the daily fire station activities such as training, manoeuvring of horses and social events, as well as its determining role in the building's layout. It is of fundamental importance to an understanding of the architectural design concept. The simpler architectural language expresses its robust and functional character and is significant in its contrast with the exterior elevations.
- **Towers** – The towers are of great aesthetic and functional importance and make

a key contribution to the architectural character of the building. They are highly responsible for the roof silhouette of the building and add character whilst signaling the functional importance of the building. They play a fundamental role in the expression of the building's historic, aesthetic and communal values.

- **Carvings and sculptures** – They are a particularly notable design component and were carried out by a local artist, John Jarvis Millson.
- **Interior and multi-functional use** – The multi-purpose nature of the building is a fundamental component of its diverse functional character. It structures its historic, aesthetic and communal values. The relationship between the physical layout and room functions is fundamental to the operation of the building complex and the social networks of those living and working there.
- **Engine house** – This is comprised of seven ground floor bays along Fairfield Street, and was continuously used as an engine house/appliance garage. It is the functional heart of the complex. There is considerable care for details and finishes, despite its utilitarian use. It was fitted with the latest technological elements upon construction, such as the now-lost Gamewell System. The design anticipated the transition from horses to automobiles. It is the largest and most impressive room in the building with high significance for exceptional architectural and aesthetic interest. The space is fundamental to the understanding and appreciation of the historic, aesthetic and communal significance of the complex.
- **Coroner's court** – The double storey court incorporates finely carved fixed court furniture, solid wood panelling and decorated leaded stained glass screens. There is a decorative coffered plastered ceiling and decorative plaster beam encasements. It is substantially intact despite some alterations. It is an independent area with no relationship to the Fire Station. Whilst not an original feature of the complex, the quality and survival of the fabric of the space mean that the Court and associated spaces are fundamental to its special interest.
- **Laundry** – the architectural and aesthetic significance of the laundry lies in its utilitarian character. It remains an open space with interesting skylights and original drying racks, although other fixtures and fittings have been lost. It would have been a busy hub of activity, and was a particularly sociable space for the women of the fire station, although use of the room was according to shifts which were determined by their husbands' rank.
- **Police station** – This is an original spatial feature which provided an essential, parallel service to the fire station. The prison cells are the most intact spatial feature, and the public hall merits special attention for its vaulted ceiling, glazed tiles, faience wall mouldings, mosaic floors and decorative iron grilles. The original, functional interiors mean that much of the historic fabric survives although in a

poor state of repair.

2.22 The site is located in the Whitworth Street Conservation Area. It forms a prominent but peripheral component of the Conservation Area, which originally was focused on former textile warehouses. A variety of urban scales is reflected in the design and status which characterises the Conservation Area. Buildings generally line the street and have large footprints reflecting predominantly commercial uses. They follow the city centre's characteristic urban form of fully occupied, tightly packed sites. The buildings tend to express massive solidity whilst conveying the grandeur and economic prosperity of the city at the time of their construction. The street frontage treatment is dominant, with many buildings expressing feature corners with strong vertical emphasis, articulated masonry details and a range of traditional building materials. Location of the Fire Station close to this textile warehousing district was a priority due to the potential fire hazard it represented.

2.23 The submitted heritage statement provides a focused assessment of the impact of development on these assets, and this is summarised in Section 5, below.

PLANNING HISTORY

2.24 A review of the relevant planning history of the site has been undertaken. Early applications related to the conversion of the building to hotel use (refs 26506, 043811/DL/CMDC/93, 044016/DU/CMDC/93).

2.25 In September 2010, consent was granted for the conversion and extension of the building to form a 227-bedroom hotel with associated facilities and function spaces (ref 093372/FO/2010/C2). An extension of the time limit for implementation of this consent was granted in December 2013 (ref 103578/REP/2013/C2). This scheme incorporated the covering of the main courtyard with a glass roof on freestanding columns. The Fairfield Street elevation was to be extensively altered through insertion of a central corridor, to reduce alterations to the courtyard facades.

2.26 In September 2016, consent was granted for temporary change of use of the ground floor and courtyard for a period of 12 months for mixed use events and exhibition space to include market, food and drink, theatre, film and music events and ancillary activities (ref 111943/FU/2016/C2). The site also benefits from consent for permanent, ad hoc use for filming, granted in November 2016 (ref 113846/FO/2016).

2.27 In July 2017, planning and listed building consent was granted for the refurbishment, restoration, reconfiguration and extension of the former fire station to create a mixed use development comprising of hotel, workspace/office, commercial floorspace for shop and food and drink uses, residential apartments, cinema and leisure, with a newly excavated basement which would occupy the space underneath the courtyard. It incorporated a sculptural element within the courtyard which housed the access into the new basement (refs 116099/FO/2017, 116100/LO/2017). The discharge of conditions has begun to facilitate a programme of repair and refurbishment works to the building.

STATEMENT OF CONSULTATION

2.28 The content of this application closely mirrors that of the approved planning and listed building consents of July 2017. These were subject to a programme of consultation. The plans were developed in consultation with Manchester City Council and statutory consultees including Historic England, as well as key stakeholders, interest groups, adjoining owners and occupiers and the general public.

2.29 In a similar manner, and consistent with local and national consultation recommendations and requirements, the current scheme has been shaped by ongoing liaison with the Council and Historic England at the pre-application stage. A public consultation event has also contributed to a clear understanding of the scheme amongst interested parties and the general public, and provided opportunity for feedback and contributions.

2.30 This approach is based on the scale of the scheme along with the similarity of the consented proposals to the current application. We are confident that an appropriately comprehensive process of pre-application consultation has been undertaken, however, should there be a need for further public consultation once the application is validated this can be addressed as part of the process.

STATUTORY DEVELOPMENT PLAN

2.31 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that when determining a planning application, local planning authorities must make their determination in accordance with the development plan unless material considerations indicate otherwise. The development plan relating to the site currently consists of the Manchester Core Strategy (2012) and the Saved Policies of the Manchester Unitary Development Plan (UDP, 1995).

SITE DESIGNATIONS

2.32 The site is located within the City Centre (Policies CC1-10), the Regional Centre (Policy EC3) and a Conservation Area (Policy EN3). Section 4 below includes a comprehensive overview of the relevant Development Plan policies. The scheme's response to these policies is considered in Section 5.

3. DESCRIPTION OF PROPOSED DEVELOPMENT

3.1 The preliminary sub-sections of this Statement have already touched upon the context and content of the application. More detail is provided as part of the submitted Design and Access Statement (DAS) Addendum, prepared by Purcell.

OVERVIEW AND PRINCIPLES

3.2 The application seeks full planning and listed building consent for the refurbishment, restoration, reconfiguration and extension of former London Road Fire Station site to create a mixed use development comprising of hotel, workspace, leisure, commercial and residential uses, together with access and highways works, servicing, rooftop plant, and associated works.

3.3 Early consents for the change of use of the former Fire Station envisaged more intrusive interventions, including removal of external walls, insertion of corridors through existing rooms and significant changes to interior layouts. The most recent consent revised this approach, and achieved a reuse which coexisted more harmoniously with the original building. The current proposals are based on the same philosophy of retaining the building's character, history and sense of place within the Manchester townscape. It achieves the vibrant mixed-use development with less impact on the historic fabric: it does not incorporate the excavated basement or courtyard access structure and does not cover large sections of the courtyard walkways.

3.4 The extension to the hotel behind the London Road frontage forms part of the plans. It is required in order to accommodate DDA compliant rooms, which are difficult to achieve within the existing built fabric. The extension will be interpreted as a new intervention, against which the historic fabric is clearly readable. The extension will be complementary and subservient to the structure through its materials and rhythms. The original exterior wall of the Fire Station will remain in situ as a corridor wall, and a feature in its own right. The extension has the added benefit of being able to carry plant, as the existing structure has limited existing plant space due to its age. Further detail on the accommodation of plant and its screening is set out in the submitted M&E Servicing Strategy prepared by Crookes Walker Consulting.

3.5 Structural issues are affecting the walkways, meaning that there is a need to stabilise and secure the structure. The previous application consented a supporting structure in the form of a secondary line of steel columns to be attached to the walkways via connecting plates and tied into the façade at high level. This has the benefit of being

reversible. It also enables the demarcation of the space at the ground floor, which adds to the creation of a pleasant public realm.

3.6 The layout of the building and its spaces will be little altered, as they are highly significant in reflecting their previous uses, and the way in which they came together to form this unique complex. As such, uses have been selected on the basis of their suitability for the various spaces with the minimum intervention possible.

3.7 The proposals are again based on comprehensive appraisals of the historic fabric and the building's original evolution and character. This is then carried forward into a Tenant Design Guide, produced by OBI and submitted with this application, which sets out responsibilities and guidelines for tenants in relation to use of the historic fabric.

3.8 The application again seeks consent for a range of uses, which both guarantees the building's activity and vibrancy, whilst reinventing its original multi-functional character. Activity to ground floor is to be achieved through a concentration of retail, food and beverage uses, alongside the hotel reception. These uses are able to take full advantage of the large spaces, such as the Engine House. Upper floors will take the form of hotel rooms, workspace and live or work spaces. This reflects the historic use of this part of the building and makes best use of the former residential units, requiring less intervention in the cellular layouts.

ACCOMMODATION

3.9 The development will provide the following quantum of floorspace by use. For a full account of the floorspace within the building, including back of house and courtyard, see the submitted Accommodation Schedule plan.

Table 1 Floorspace by Use (Summary)

Use Class	Amount (GIA, sqm)
Hotel (C1)	2,231
Retail and Leisure (A1, A3, A4)	2,899
Live or Work (C3 or B1)	1,802
Workspace (B1)	3,860
Former Coroner's Court (Sui Generis)	297
Screening Room (B1, A3, A4, D2, C1)	265

3.10 The hotel will be a high-end boutique with 42 bedrooms and facilities for conferences and banqueting. It will occupy various spaces from the basement to third floor. Food, beverage, retail and leisure units will generally be accommodated within historic spaces on the basement and ground floor.

3.11 As consented in relation to the previous application, the Coroner's Court will be reused for private hire, functions and events. A detailed document is submitted with the application which provides more information on the Court and the proposed approach to its refurbishment and reuse.

Basement and Ground Floor

3.12 Food and beverage, retail and leisure uses will be accommodated within 9 historic spaces across the basement and ground floor. The former Engine House (Unit A) will be retained as an open-plan space which will accommodate various food and beverage uses. At basement level, the large open boiler house space will be opened up through the removal of internal partitions to create a single commercial unit along with servicing to the Engine House unit above.

3.13 The former Gas Meter Testing Room (Unit D) will provide events, food and beverage use. The space will benefit from the insertion of a mezzanine level. A gym and wellness facility (Unit F) will be accommodated within the former police station and ambulance bay.

3.14 The former bank on the corner of London Road and Fairfield Street (Unit E) and the former control room (Unit H) will provide additional spaces for retail and food and beverage uses, making use of their original dimensions and features.

3.15 The basement incorporates a mix of uses including a screening room and retail/leisure unit. Existing pavement lights on the street side will be refurbished to maximise natural light to the basement. Pavement lights facing the courtyard will be reused for air intake with the addition of vent units.

Courtyard

3.16 The courtyard will be repaved with historically sensitive materials, as no original materials survive. The courtyard will be a vibrant space into which ground floor activities can flow. This mirrors the original intention of the space, when it formed an integral part of the fire station both professionally and socially. In addition to external seating associated with

the various ground floor uses, a series of temporary pop up structures are envisaged, which will add to the vibrancy of the space on an ongoing, ad hoc basis. They would be single storey, temporary structures such as fresh food stalls and food and drink uses which complement the ground floor occupiers and activate the courtyard space.

3.17 A glazed canopy to the courtyard surround is proposed in order to offer covered access around the courtyard perimeter. It will be designed and installed in a manner which is sensitive to the heritage significance of the building, with particular regard to its relationship with the first floor balcony walkways. It will enable activation of the courtyard for seating associated with the food and beverage units even during inclement weather.

First to Third Floors

3.18 The upper floors accommodate hotel, workspace and live/work units.

Hotel

3.19 The hotel rooms make as much use as possible of the original cellular accommodation units, with alterations to internal walls only where this is required for the purposes of sunlight, insulation and circulation. However, they are able to accommodate change to a greater degree than the building's larger spaces, which are to be retained in their original format. Full details on the upgrade and adaptation of rooms is contained within the Design and Access Statement and Addendum.

3.20 The hotel extension sits behind the London Road frontage and provides access to the hotel lobby, reception and 20 bedrooms. Whilst the additional rooms in the extension are beneficial from a viability point of view, the insertion of a new-build element makes it possible to satisfy DDA and plant requirements without needing to consider greater interventions to the historic fabric. Up to 5 DDA compliant rooms are expected to be provided. Rooms can be of the required, standardised sizes, and plant can be incorporated. This element was consented as part of the previous scheme, and the principles remain the same. Internally, the original wall will be unchanged and will form a feature within the circulation space. Externally, the new wall makes reference to the original structure through the proportion and spacing of windows. A full account of the extension including materials and design references are included within the Design and Access Statement and its Addendum.

Workspace

3.21 The type of B1 office space to be provided on the site is a high quality, stylish offer. Space is available on flexible terms with social and meeting spaces. It is available on a private or shared basis. This is a very popular workspace format and is attractive to a range of companies from established firms to entrepreneurs and small to medium companies.

Live or Work Units

3.22 Eighteen live or work units are incorporated, nine each on the second and third floors, on the Fairfield Street wing. They are not intended to be operated as residential and work spaces simultaneously. In the same way as the previous consent, a flexible approach is sought, in which the units will operate either as residential dwellings or as work spaces, depending on demand. This will avoid any prolonged periods of vacancy which could be caused by an imbalance between changing market demands and the planning consent.

Walkway Extension

3.23 In order to facilitate the new arrangements, new sections of external walkway are proposed at second and third floor levels to create a level walkway around the full internal perimeter of the courtyard at the upper level. The walkways and balustrades will be designed and detailed to match the existing. Wherever possible, they will re-use sections of ironwork removed from elsewhere. This approach responds to the historic extension of walkways when the police station apartments were given over to use by the fire service, and illustrates the continued evolution of the building.

REFURBISHMENT AND REPAIRS

3.24 Refurbishment and repair works are underway in line with the consented scheme, which included a range of conditions which addressed this work. This is intended to be wrapped into the revised scheme, which will seamlessly continue the programme of works. The Fabric and Repair Strategy and Visual Survey are resubmitted as part of this application, as they demonstrate the baseline and the principles of the refurbishment works which have already been consented. No changes in approach are anticipated in view of the current applications. Allied London is committed to the high standard of refurbishment and repair works that are already underway.

3.25 Internally, alterations to the building's fabric are necessary to facilitate the works. The submitted Heritage Impact Assessment finds that the works, and the accompanying programme of repairs and restoration, secure an appropriate and sustainable use for the building whilst adding to the overall quality and appreciation of the asset. The findings of the HIA are considered further in Section 5 of this report.

3.26 Externally, the cleaning and restoration of the external walls will improve their appearance. Original doors and windows will be restored where possible.

3.27 The Fixtures and Fittings Strategy is resubmitted to demonstrate the approach which has already been consented and will continue to be adhered to with regard to finishes, fixture and fittings. These will be preserved and retained as far as possible while bringing the building back into practical use. Where items cannot be retained in their current location, they will be reused elsewhere within the building in an appropriate manner. If this is not possible, they will be recorded and disposed of on a case by case basis.

ACCESS

3.28 The design of the proposed development seeks to achieve the highest standards of accessibility and inclusion. It will be safe and accessible without the need for separation of users or special treatment. The Access Strategy within the Design and Access Statement provides greater detail on this. The Statement explains the proposed Signage Strategy, which seeks to use the building itself to signpost users through changes in materials and use of colour, rather than overt signage wherever possible.

3.29 The main pedestrian access to the site will be from the existing access point on London Road. Existing apertures will be reused to the pavement edges and within the courtyard so as to avoid undue interventions in the built fabric.

PARKING

3.30 No car parking will be provided on the site, given its constrained urban location and its highly sustainable location. There is a multi-storey car park adjacent to the site on Whitworth Street and a surface car park on Aytoun Street, approximately 110m away.

3.31 The site is well provided with public transport options. Piccadilly station, immediately to the east of the site, provides national and local rail services and is served by trams which operate across Greater Manchester. There are bus stops to east and west of the site. Piccadilly Gardens bus station is 640m away, also accessible by free bus from London Road or by tram from Piccadilly station.

3.32 Onsite bicycle parking will be provided in the form of 22 spaces, spread across the site in the form of 5 stands (accommodating 10 bicycles) on Whitworth Street; 3 stands (ie 6 bicycles) on Fairfield Street; and a further 3 stands (ie 6 bicycles) within the courtyard. The hotel will offer a cycle hire service with at least two bikes available. The site also benefits from existing cycle parking facilities at Aytoun Street and Piccadilly Station, totalling 32 spaces.

3.33 There will be a hotel drop-off on Whitworth Street and a loading bay on Minshull Street South. There will be a loss of two pay and display parking bays, meaning that there will remain a total of eight pay and display bays around the site.

REFUSE STRATEGY & SERVICING

3.34 Minshull Street South is the primary servicing route. The Transport and Waste Strategies submitted with this application identify it as the most appropriate solution in light of the relatively light traffic on the road. This strategy avoids the busier routes which carry public transport.

3.35 It is expected that servicing, particularly for the Engine Room, could be made from Fairfield Street outside the morning peak traffic period. Any disturbance from deliveries and waste collection activities will be considered through the management strategy.

OPERATIONAL MANAGEMENT

3.36 The coexistence of the various uses in terms of servicing, management and general operations will be ensured by following the submitted Operational Management Strategy. It clarifies approaches for access, waste management, deliveries and event management which will be adhered to by the various operators, overseen by Allied London. This will ensure that amenity is upheld for those using the site and those who live and work nearby.

4. PLANNING POLICY

PLANNING AND COMPULSORY PURCHASE ACT 2004

4.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires that when determining a planning application, the decision maker must make their determination in accordance with the development plan unless material considerations indicate otherwise.

4.2 This chapter therefore considers the relevant national planning policy and guidance which form a material consideration in the determination of this application, and the development plan which consists of the Manchester Core Strategy (2012) and the Saved Policies of the Manchester UDP (1995).

PLANNING (LISTED BUILDINGS AND CONSERVATION AREAS) ACT 1990

4.3 The site is comprised of a Grade II* listed building and is located within the Whitworth Street Conservation Area. Section 66 of the Act requires decision-makers to have special regard to the desirability of preserving a listed building or its setting or any features of special architectural or historic interest which it possesses. In considering applications with respect to any buildings or other land in a Conservation Area, Section 72 of the Act requires the local authority to pay special attention to the desirability of preserving or enhancing the character or appearance of the area.

NATIONAL PLANNING POLICY

4.4 The National Planning Policy Framework (NPPF) was published in February 2019 and provides a framework within which locally prepared plans for housing and other development can be produced. It is a material consideration in planning decisions.

4.5 The NPPF has a clear presumption in favour of sustainable development at its heart (para 10). Sustainable development means that the planning system pursues economic, social and environmental objectives (para 8), although they are not criteria against which every decision can or should be judged (para 9). Local planning authorities should approach decisions on proposed development in a positive and creative way, with decision-makers at every level required to seek to approve applications for sustainable development where possible (para 38).

4.6 The presumption in favour of sustainable development means that local planning authorities should, without delay, approve development plans that accord with an up-to-date development plan, and where the relevant policies are out-of-date, granting permission unless other policies provide a clear reason for refusal or if any adverse impacts of doing so would significantly and demonstrably outweigh the benefits (para 11).

4.7 Paragraph 38 requires local planning authorities to approach decisions on proposed development in a positive and creative way, working proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area. Decision-makers at every level should seek to approve applications for sustainable development wherever possible. The NPPF encourages early engagement, recognising that it has significant potential to improve the efficiency and effectiveness of the planning system for all (para 39).

4.8 The NPPF states that weight may be given to relevant policies in emerging plans according to the stage of preparation of the emerging plan; the extent to which there are unresolved objections to relevant policies; and the degree of consistency with the NPPF.

4.9 Section 5 focuses on the government's objective of significantly boosting the supply of homes, including addressing the needs of various groups through provision of housing which varies in terms of its size, type and tenure. It states that planning policies and decisions should expect at least 10% of major developments to be available for affordable home ownership (para 64).

4.10 Section 6 requires significant weight to be placed on the need to support economic growth and productivity including the wider opportunities for development (para 80). Paragraph 81 requires planning policies to be flexible enough to accommodate needs not anticipated in the plan; to allow for new and flexible working practices; and to enable a rapid response to changes in economic circumstances.

4.11 Section 7 seeks to ensure the vitality of town (and city) centres, and requires policy and decisions to support their role at the heart of local communities by taking a positive approach to their growth, management and adaptation. Policy should allow a suitable mix of uses, including housing which brings vitality, and allow centres to grow and diversify in a way that can respond to rapid changes in the retail and leisure industries (para 85). A sequential test is only required where main town centre uses are located outside the centre, in which case, accessible edge-of-centre sites should be preferred

(para 86). An impact test is required for retail and leisure development which is outside town centres and exceeds 2,500sqm or any locally set threshold (para 89).

4.12 Section 8 seeks inclusive and safe places which allow mixed-use developments, active street frontages, and are safe and accessible (para 91). Local authorities should plan positively for the provision of shared spaces; community facilities such as local shops and meeting places and other services to enhance the sustainability of communities and residential environments; and ensure and integrated approach to considering the location of housing, economic uses and community facilities (para 92).

4.13 Section 9 of the NPPF seeks sustainable transport, with promotion of walking, cycling and public transport, environmental impacts taken into account, and well-considered patterns of movement which relate to the design (para 102). Significant development should be focused in sustainable locations (para 103). Local parking standards should take into account the accessibility of the development, availability of public transport and the type of development (para 105). The NPPF states that development should only be prevented on highway grounds if there would be an unacceptable impact on highway safety or severe cumulative highway impacts (para 109). Applications should prioritise pedestrian and cycle movements, address the needs of those with disabilities and allow for efficient servicing (para 110). All developments that will generate significant amounts of movement should provide a travel plan (para 111).

4.14 Section 11 requires planning decisions to promote an effective use of land, with as much use of previously-developed land as possible. Substantial weight should be given to the use of suitable brownfield land within settlements and to the remediation of derelict and underutilised land, while the development of underutilised buildings should be supported especially where it land supply is constrained and available sites could be used more effectively (para 118). Multiple benefits from urban land are to be encouraged, such as mixed use schemes (para 118). Local authorities should refuse applications that fail to make efficient use of land (para 123).

4.15 Section 12 of the NPPF identifies good design as 'a key aspect of sustainable development' (para 124). Developments must function well over their lifetimes, be visually attractive with appropriate layouts, be sympathetic to local character whilst not discouraging appropriate innovation or change, establishing a strong sense of place, optimising the potential of the site and providing a high standard of amenity (para 127). Development of poor design should be refused (para 130). Great weight should be given to innovative designs which raise the standard of design more generally in an

area, as long as they fit in with the overall form and layout of their surroundings (para 131).

4.16 New development should be planned for in ways that avoid increased vulnerability to climate change impacts. Local requirements for the sustainability of buildings should reflect government policy (para 150). Decisions should ensure that a site is suitable for its use in terms of ground conditions, land instability and contamination (para 178).

4.17 Section 16 sets out policy requirements in relation to the historic environment. Heritage assets are an irreplaceable resource and should be conserved in a manner appropriate to their significance (para 184). Applicants must describe the significance of affected heritage assets including contribution made by their setting including archaeological interest as necessary (para 189). The level of detail should be proportionate to the assets' importance.

4.18 Paragraph 190 then goes on to state Local Planning Authorities should undertake an assessment of 'significance' into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset's conservation and any aspect of the proposal. Local authorities should take into account the desirability of sustaining and enhancing the significance of heritage assets; the positive contribution that conservation can make to sustainable communities; and the desirability of new development making a positive contribution to local character and distinctiveness.

4.19 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), irrespective of whether harm is substantial or less than substantial (para 193). Any harm requires clear and convincing justification (para 194). Where development would cause substantial harm/loss of a designated heritage asset, consent should be refused unless the harm/loss is necessary to achieve substantial public benefits that outweigh the harm or loss, or the nature of the asset prevents reasonable use; no viable use can be found through marketing; alternative funding is not possible; and the harm/loss if outweighed by the benefit of bringing the site back into use (para 195). Any less than substantial harm should be weighed against the public benefits of the proposal (para 196). The effect on the significance of a non-designated heritage asset should be taken into account, with balanced judgement required as to the scale of any harm or loss and the significance of the heritage asset (para 197).

4.20 Local planning authorities should look for opportunities for new development in Conservation Areas, World Heritage Sites and within the setting of heritage assets that enhance or better reveal significance. Proposals that preserve elements of setting that make a positive contribution should be treated favourably (para 200). Loss of a building or element that makes a positive contribution to the significance of a Conservation Area or World Heritage Site should be treated as substantial or less than substantial harm as appropriate (para 201).

4.21 The NPPF is the latest in a sequence of similar policy statements recording successive governments' growing commitment to removing obstacles to investment, development and the creation of jobs. It is therefore an important consideration in the context of this proposal.

MANCHESTER CORE STRATEGY (2012)

4.22 Manchester's Core Strategy was adopted in July 2012 and is the key Development Plan Document in the Local Development Framework (LDF). It replaces significant elements of the existing Unitary Development Plan as the document that sets out the long term strategic policies for Manchester's future development and forms the framework against which planning applications will be assessed.

4.23 The Core Strategy identifies a series of Regeneration Areas which cover the whole city centre. The application site is located within the Piccadilly Gateway. The strategy states that the city centre has undergone significant change over the last 15 years with the rise of city centre living and the majority of new jobs in the city having been created there. The Strategy continues that the city centre is and will remain the largest driver of employment growth in the North West and the most significant focus for cultural activity and creativity in the north of England.

4.24 The Strategy however recognises that much remains to be done if the city centre is to remain competitive and that it will be important to ensure that investment in Manchester continues. Manchester City Centre is the primary economic driver in the city region and as such is crucial to its longer term economic success. The strategy identifies challenges for the city centre which include provision of sites for economic development, and improving the area as a residential location.

4.25 The following Core Strategy policies are considered relevant to this application:

Policy **SP1:**	Spatial Principles
Policy **EC1:**	Employment and Economic Growth in Manchester
Policy **EC3**:	The Regional Centre
Policy **CC1**:	Primary Economic Development Focus: City Centre and Fringe
Policy **CC2:**	Retail
Policy **CC3:**	Housing
Policy **CC4:**	Visitors – Tourism, Culture and Leisure
Policy **CC5:**	Transport
Policy **CC7**:	Mixed Use Development
Policy **CC8**:	Change and Renewal
Policy **CC9:**	Design and Heritage
Policy **CC10:**	A Place for Everyone
Policy **H1:**	Overall Housing Provision
Policy **H8:**	Affordable Housing
Policy **C1:**	Centre Hierarchy
Policy **C10**:	Leisure and the Evening Economy
Policy **T1**:	Sustainable Transport
Policy **T2:**	Accessible Areas of Opportunity and Need
Policy **EN1:**	Design Principles and Strategic Character Areas
Policy **EN3:**	Heritage
Policy **EN4:**	Reducing COS Emissions by Enabling Low and Zero Carbon Development
Policy **EN6:**	Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies
Policy **EN8**:	Adaptation to Climate Change
Policy **EN14**:	Flood Risk
Policy **EN15**:	Biodiversity and Geological Conservation
Policy **EN16**:	Air Quality
Policy **EN19**:	Waste
Policy **PA1**:	Developer Contributions
Policy **DM1:**	Development Management

4.26 Relevant policy requirements will now be reviewed in detail.

4.27 Policy SP1 sets out the key spatial principles which will guide strategic development. The Regional Centre will be the focus for economic and commercial development, retail,

leisure along with high quality city living. Core development principles include creating neighbourhoods of choice, using previously developed land where possible and improving access to jobs and services by reducing the need to travel.

4.28 Policy EC1 identifies the City Centre as a key location for major employment growth, including offices. The policy also supports other significant contributors to economic growth and productivity including retailing, culture and tourism facilities and other employment generating uses, mainly in the City Centre. A range of premises is sought for all types of businesses, and business destinations are envisaged which provide ancillary commercial facilities for an enhanced occupier experience. Ensuring the continued social, economic and environmental regeneration of the city is a priority.

4.29 Policy EC3 states that within the Regional Centre, development for employment generating uses including offices and other commercial development will be encouraged. Office developments should be well connected by sustainable transport to city and residential areas. Proposals for other town centre uses will be assessed in accordance with Policies C1 and C9. Housing will be an appropriate use, although it should complement the development of mixed use employment areas.

4.30 Policy CC1 identifies the City Centre as a strategic economic location and the focus of employment growth in the City and City Region. It encourages a variety of high quality accommodation types, sizes and footplates to boost investment by local, national and international businesses. The City Centre and fringe is a suitable location for commercially-led mixed use schemes. The focus for employment growth will be in B1a offices, with particular encouragement given in the Piccadilly area. Provision of a range of economic development uses such as retail, leisure, entertainment, cultural and tourism facilities will be encouraged in the City Centre in line with Policy C1, to support the development of a vibrant employment location which is attractive to businesses, employees and visitors to the City Centre.

4.31 Policy CC2 seeks to concentrate comparison retail development in the Primary Shopping Area (PSA) followed by accessible locations on the edge of the PSA. Proposals for new development will be assessed against relevant design principles and must respect existing built heritage and public realm. Where proposals for comparison retail cannot be accommodated in the PSA, they should make a positive impact on the built environment with high quality design; be accessible to disabled people; be carefully considered against potential impact on the vitality and viability of the PSA; create strong linkages to the primary shopping area especially on foot; be accessible by public transport; and have an acceptable impact on the highway network. Retail

will be supported across the City Centre where it would serve a local community or contribute to the area's character. Mixed developments which include retail units will be expected to demonstrate that reasonable steps have been taken to ensure they will be occupied.

4.32 Policy CC3 states that the City Centre will see the most intensive development of housing in the City. It identifies Piccadilly as one of the key locations for residential development in the City Centre. Accommodation will be encouraged where it is large enough to suit a range of occupants in terms of room numbers and their size. Supporting text notes that residential schemes must not prejudice the City Centre's primary aim of supporting economic growth, and seeks sustainable, mixed communities through a range of different housing options (paras 8.35-36).

4.33 Policy CC4 identifies the City Centre as the focus for culture and leisure uses. Development which improves facilities for visitors will be promoted. It is also important that the City Centre has the infrastructure to accommodate the necessary volume of visitors. Hotels are specified as a particularly important use in the City Centre. New hotels which contribute to the quality of the City Centre hotel offer will be supported.

4.34 Policy CC5 requires provision of adequate parking provision for cars and bicycles, with reference to the parking standards set out in Appendix B. The Appendix confirms that the standards do not apply in the City Centre, where parking is considered on a site by site basis.

4.35 Policy CC7 promotes mixed-use development in the City Centre, as a means of using land efficiently. Residential development will generally be supported as part of schemes which include employment. The scale of the residential use should ensure that economic uses, including retail and hotels, are maximized. Active ground floor uses such as shops, food and drink and leisure, will be appropriate in locations with an established public function, or as part of a development which will create this type of environment.

4.36 Policy CC9 sets out a requirement for the highest standard of design in terms of appearance and function. Development should preserve or enhance the heritage assets that have been identified. New development must support the range of uses that the Council expects in the City Centre, and contribute to a coherent, integrated physical environment. Policy CC10 seeks a place for everyone, which is accessible and increases the diversity of activity in the City Centre.

4.37 Policy H1 sets out housing delivery targets, and includes the City Centre as a location for housing delivery. In the City Centre, there will be a presumption towards high density housing development within mixed use schemes which contribute towards regeneration initiatives or niche housing markets which provide sustainable, well-designed accommodation which meets the needs of workers moving to Manchester. Residential development should contribute to the creation of mixed communities through providing a range of housing types; contribute to local character; and prioritise sites in close proximity to centres or high frequency public transport routes.

4.38 Policy H8 requires provision of affordable housing or an equivalent financial contribution on sites of 0.3ha and above, or where 15 or more units are proposed. The starting point for provision is 20%. Of new housing provision, 5% is anticipated to be social or affordable rent, and 15% intermediate housing. Exemptions may be made on the basis of viability or where affordable housing would be inappropriate due to material considerations.

4.39 Policy C1 sets out a centre hierarchy. The City Centre is the focus for comparison retail, which itself is to be focused in the Primary Shopping Area. The City Centre is also the regional focus for commerce, culture, leisure and tourism. It has a need for additional convenience retail to meet the needs of a growing residential population but this role is distinct from its comparison retail function.

4.40 Policy C10 permits new development and redevelopment that supports the evening economy and contribute to centre vitality, where there is not already a concentration of such uses; where residential amenity does not suffer an unacceptable impact; and where new uses support both the daytime and evening/night time economies. The character of the area is also relevant, as are the potential impacts on the wider community.

4.41 Policy T2 states that the pattern of development will be managed to ensure that new proposals are located to ensure good access to the City's main economic drivers; and are easily accessible by various transport modes. In the City Centre, proposals should provide a level of car parking which reflects the highly accessible nature of the location and the realistic requirements of the users. Elsewhere, development should provide appropriate car parking facilities, taking account of the Appendix B car parking standards.

4.42 Policy EN1 expects all development to follow the seven principles of urban design and to have regard to the strategic character area in which the proposal is located. Opportunities for good design to enhance the overall image of the City should be fully

realised, especially on major road and rail routes. The City Centre Character Area has a rich legacy of heritage assets. The core area presents a particularly dense environment that accommodates a wide and closely integrated range of uses including commercial, civic and residential spaces. Beyond, closer to the Inner Relief Route, there are less active and less densely developed areas. Developers will be expected to consider the City's heritage and continue its rich pattern of activity. Developments should create landmark buildings and contribute positively to the experience at street level.

4.43 Policy EN3 encourages development that complements and takes advantage of the distinct historic and heritage features of the districts and neighbourhoods. New developments must be designed to preserve, or where possible enhance, the historic environment, and the character, setting and accessibility of areas and buildings of acknowledged importance. Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

4.44 Policy EN4 requires development to follow the principles of the Energy Hierarchy, being designed to reduce the need for energy through passive design and natural lighting; reducing the need for energy through energy efficient features such as improved insulation and glazing; and the meet residual energy requirements through the use of low or zero carbon energy generating technologies. Wherever possible, new and retrofit projects should be designed to allow opportunities for low and zero carbon energy supplies; to improve energy efficiency; to enable future connection to decentralised energy schemes; and to use materials with low embodied carbon.

4.45 Policy EN6 requires applications for residential development of 10 or more units and all other development over 1,000sqm to meet, as a minimum, specified energy targets unless demonstrably unviable. Policy EN8 requires all new development to be adaptable to climate change in terms of layout, design, siting and function. Flood risk should be minimised; passive design should be used to control overheating; and green infrastructure incorporated where possible.

4.46 Policy EN15 requires any adverse impacts on biodiversity to be justified against the wider benefits of the proposal. Policy EN16 requires developers to take measures to minimise and mitigate the local impact of emissions from traffic generated by development, as well as emissions created by the development itself.

4.47 Policy DM1 requires development to have regard to siting, layout, scale, form, massing, materials and detail; impact on the surrounding areas in terms of scale and appearance; effects on amenity including privacy, light, noise, vibration, air quality, odours, litter and road safety; accessibility including sustainable transport; community safety; design for health; refuse storage and collection; vehicular access and parking; effects relating to biodiversity, archaeological or built heritage; flood risk and drainage.

SAVED POLICIES OF THE MANCHESTER UDP (1995)

4.48 The Manchester Unitary Development Plan (UDP) was adopted in 1995 and some policies remain extant notwithstanding the adoption of the Manchester Core Strategy and the NPPF. The saved policies most relevant to this proposal are:

Policy **DC7**: New Housing Development
Policy **DC26**: Development and Noise
Policy **RC20 Area 16**: Piccadilly/London Road

OTHER MATERIAL CONSIDERATIONS

4.49 Other material policy considerations include:

- National Planning Practice Guidance;
- Draft Greater Manchester Spatial Framework (2019);
- Manchester Piccadilly Strategic Regeneration Framework (2018);
- Mayfield Strategic Regeneration Framework (2018);
- Manchester Residential Quality Guidance (2017);
- Our People, Our Place: The Greater Manchester Strategy (2017);
- Manchester Corridor (2017);
- North Campus Strategic Regeneration Framework (2017);
- Manchester City Centre Strategic Plan (2016);
- Guide to Development in Manchester SPD (2007); and
- Providing for Housing Choice SPD (2007).

NATIONAL PLANNING PRACTICE GUIDANCE

4.50 The NPPG is a material consideration in the determination of planning applications. It states that good design is integral to sustainable development, and requires the creation of places that work well for everyone and are adaptable for the long term. It identifies key design issues including local character, safe efficient streets, crime

prevention, access and inclusion, and cohesive and vibrant neighbourhoods. Developments should be functional, support mixed uses, adaptable, resilient, distinctive in character, permeable to movement.

4.51 Of particular relevance to this application is the Design: Process and Tools section. This states (Paragraph: 001 Reference ID: 26-001-20191001) that well designed places can be achieved through proactive and collaborative working at all stages of the opening process. Good design is considered under the following ten principles, as set out in the National Design Guide:

- Context;
- Identity;
- Built form;
- Movement;
- Nature;
- Public spaces;
- Uses;
- Homes and buildings;
- Resources; and
- Lifespan.

4.52 Pre-application discussions are noted as key opportunities for applicants and the local authority to discuss design and approach to development proposals. This gives authorities opportunity to inform and influence the design early which is considered a more efficient way of revising development proposals.

4.53 In relation to brownfield sites, local planning authorities should seek to work with interested parties to promote their redevelopment. To incentivise brownfield land being brought back into use, local authorities should take a flexible approach in seeking planning obligations and other contributions to ensure the combined total does not make the proposal unviable.

GREATER MANCHESTER SPATIAL FRAMEWORK CONSULTATION DRAFT (2019)

4.54 The GMSF will be a Spatial Development Strategy for the ten authorities that make up the Greater Manchester Combined Authority. Whilst the plan is still emerging, and policies cannot be given weight, it is noteworthy as a direction of travel. The latest draft positions the City Centre as the focus for high levels of growth due to the previously

developed land resource and the location's accessibility. Making the most of the key assets at the core of the conurbation is central to the proposed strategy, as it will be essential in maximising the competitiveness of the wider region.

MANCHESTER PICCADILLY STRATEGIC REGENERATION FRAMEWORK (2018)

4.55 Published in 2014, this SRF was updated in June 2018. It sets out a framework to take advantage of the opportunities offered by High Speed 2 and Northern Powerhouse Rail, and thereby create a major new district for Manchester, with a world class transport hub at its heart. The aim is to maximise growth benefits in order to transform and regenerate the eastern side of the city centre. It sets out how the proposed 'One Station' solution would connect into the city and integrate with surrounding development. The railway station is set to be more permeable, with considered public realm which would better interface with the Fire Station.

MAYFIELD STRATEGIC REGENERATION FRAMEWORK (2018)

4.56 This document, originally produced in 2014, was updated in 2018 alongside the Manchester Piccadilly SRF. The Mayfield SRF is located south of Piccadilly Station, and therefore in close proximity to the London Road Fire Station. The Mayfield site is occupied by the Mayfield Depot building and associated railway infrastructure, formerly in use as a passenger railway station and subsequently as a Royal Mail depot. The River Medlock flows through the site.

4.57 The SRF aims to transform the site into a commercially-led neighbourhood whilst acting as a catalyst for regeneration and growth in the wider area including Ardwick to the south. It will take advantage of its gateway location at the heart of an extensive transport network to become a destination for work, play and living for everyone. The document places the Fire Station within the context of regeneration of the Eastern Gateway to the City Centre, which sets the scene for regeneration of the Mayfield site.

MANCHESTER RESIDENTIAL QUALITY GUIDANCE (2017)

4.58 This document sets out design standards to provide a clear direction on what is required to deliver sustainable neighbourhoods of choice where people will want to live and also raise the quality of life across Manchester. It outlines the considerations, qualities, and opportunities that will help to deliver high quality residential development as part of

successful and sustainable neighbourhoods across Manchester, without being prescriptive. The document is arranged by theme, as follows:

- Manchester: Understanding the character and qualities of the various parts of the city;
- Bring People Together: Encourage a sense of community and neighbourliness;
- Animate Street and Spaces: The interrelationship between buildings, streets and spaces in making a place feel safer and inviting;
- Easy to Get Around: Ensuring that development is accessible, well-connected and easy to get around;
- Work with The Landscape: Enhancing and improving the connection with landscape and nature;
- Practical: Dealing with the clutter of life;
- Future Proof: Anticipate the impacts and effects of climate change that can make residential design more efficient;
- Homes: Providing sufficient space, natural light and storage to allow people to settle down and flourish;
- Happen: Ensuring that proposals are delivered as designed, well-constructed and sustainably built.

4.59 The guidance is based on a principle of 'Comply or Justify'. In this respect, deviation from the compliance elements set out within the document must provide robust and evidence-based justification. The document also includes Manchester's emerging space standards.

OUR PEOPLE, OUR PLACE: THE GREATER MANCHESTER STRATEGY (2017)

4.60 The Strategy was produced by the Greater Manchester Combined Authority to set out a collective vision to make Greater Manchester a better place. It seeks to reform public services, growth the economy and empower local people. It covers health, wellbeing, work and jobs, housing, transport, skills, training and economic growth. Ten priorities are identified, covering: children's learning; young people being equipped for life; provision of good jobs with opportunities for progression; a thriving and productive economy in all parts of Greater Manchester; world-class connectivity; safe, decent and affordable housing; a green city region with a high quality culture and leisure offer; safer and stronger communities; healthy lives with quality care for those who need it; and an age-

friendly Greater Manchester. The document seeks an integrated approach to place shaping, so that environments are attractive places to live, work, visit and invest.

MANCHESTER CORRIDOR (2017)

4.61 Based on a Strategic Vision document of 2016, a consultation was held in 2017 on a Corridor Manchester Strategic Regeneration Framework, followed by SRF Guidance in 2018. The subject area stretches along Oxford Road from the southern edge of the City Centre. The Fire Station is adjacent to the area's northern boundary. The documents produced in relation to the Corridor to date focus on further developing the synergy between the academic and business entities in this area. Piccadilly Station, at the northern end of the corridor, is a key asset due to its role in connectivity, waymarking and the regenerative economic impacts of HS2. The Fire Station forms a key element in the regeneration and commercial aspirations for the Corridor.

NORTH CAMPUS STRATEGIC REGENERATION FRAMEWORK (2017)

4.62 The SRF seeks to secure high quality public realm alongside educational, commercial and residential uses on the former UMIST campus, located south-west of the Fire Station. This approach is considered complementary to the proposed mix of uses in the Mayfield and Piccadilly SRF areas, with the regeneration of all areas having been considered comprehensively. It envisages considerable economic benefits in the form of new jobs, homes and a technology, research and development hub. The document proposes connectivity is enhanced through clear, direct routes across the site on foot and by bicycle and vehicle. A connection from Mayfield to Oxford Road along the Altrincham Railway viaduct would be particularly beneficial, with London Road Fire Station forming a wayfinding structure.

MANCHESTER CITY CENTRE STRATEGIC PLAN (2016)

4.63 The Plan reflects on recent successes and sets out a plan for further growth. It identifies the functions of the City Centre as a driver of economic growth and major employment centre; an increasingly popular residential centre; a major visitor destination; and a place to spend leisure time. It reiterates the regeneration aims for Piccadilly, Mayfield and the North Campus.

GUIDE TO DEVELOPMENT IN MANCHESTER SPD (2007)

4.64 This document is a material consideration in decision making and sets out the design principles and standards that the City Council expects new development to achieve. Part 1 of the SPD sets out design principles and standards including high quality developments that are safe, secure and accessible to all.

4.65 The SPD states that proposals should seek to ensure that the uses of buildings reflect their purpose and place. Development should enliven and define neighbourhoods and promote a sense of place. It should have regard for the location of sustainable public transport and its proximity.

4.66 Developments that remain flexible and allow for new users and functions will be supported. Internal space within buildings should be designed such that it retains a long-term flexibility for adaptation for use by future users. The SPD requires crime prevention measures such as informal surveillance, CCTV, good lighting and stewardship.

PROVIDING FOR HOUSING CHOICE SPD (2007)

4.67 This document provides planning guidance in relation to the mix of new housing provision required in Manchester. The SPD highlights that a core driver of success will be the creation of "Neighbourhoods of Choice" with truly sustainable communities where people choose to live because of the quality of life on offer. Through the creation of neighbourhoods of choice, the City will succeed in delivering the household growth needed to underpin the City Region's economic growth potential. This will require an integrated and planned approach that can ensure that there are quality public services in the right location, along with quality local amenities, a choice of housing, a quality local environment and low levels of crime and disorder. One of the central themes in the 'Neighbourhoods of Choice' vision is that there will be wide choice of housing, including across tenures; with higher levels of home ownership than currently exist and higher overall property values. The needs of existing residents should also be met.

5. PLANNING ASSESSMENT

5.1 This chapter considers the principal issues that are relevant to the application:

- The principle of the use;
- Heritage
- Archaeology;
- Highways and Access;
- Servicing, Waste and Construction Management;
- Ground Conditions;
- Ecology
- Flood Risk and Drainage;
- Energy and Sustainability;
- Amenity including safety and noise; and
- Site and Operations Management.

PRINCIPLE OF USE

5.2 The principle of refurbishing the Fire Station to enable a commercially-led mixed-use scheme which will activate this part of the City Centre complies with national policy. The NPPF seeks to ensure the vitality of city centres by taking a positive approach to their growth and adaptation; ascribes significant weight to supporting economic growth; allows for flexible working practices; and seeks to boost the supply of varied types of housing. The NPPF supports the redevelopment of underutilised buildings. Similarly, Policy CC7 promotes the efficient use of land through mixed-use schemes.

5.3 The principle of reuse of this iconic city centre structure complies with the Council's Core Strategy including Policies SP1, EC1, CC1, CC3 and CC4 which seek to direct a range of uses to the city centre in order to maintain its economic competitiveness and its vibrancy including employment, retailing, culture and dwellings.

5.4 The proposal to revitalise this landmark building which sits in a gateway to the city centre, aligns with the Council's regeneration frameworks. Refurbishment and reuse of the Fire Station will complement and catalyse the redevelopment envisaged by the Frameworks, thereby benefiting the city as a whole. The Mayfield SRF, the Piccadilly SRF, the Corridor Manchester SRF and the North Campus SRF acknowledge the presence of the Fire Station and their masterplans are designed to interface with it in order to maximise benefits. The economic, social and environmental benefits of the Fire Station's redevelopment have the potential to significantly boost the regeneration aspirations of the wider area.

5.5 The acceptability of the principles of the proposal have been established through the planning history. Consent has already been granted for a mixed-use, commercially-led refurbishment of the building to deliver the same mix of uses. In July 2017, planning and listed building consent was granted for the refurbishment, restoration, reconfiguration and extension of the former fire station to create a mixed-use development comprising of hotel, workspace/office, commercial floorspace for shop, food and drink uses, residential apartments, cinema and spa. The proposal was found to be acceptable by Council officers and stakeholders including Historic England.

5.6 The current scheme is proposed by the same applicant, in order to fine tune the consented proposals in response to new operators and altered market conditions. The underlying principles guiding the restoration and refurbishment of the listed building remain the same, along with the commitment to a high quality scheme which benefits the city.

5.7 The proposal involves less interventions into the built form as it does not envisage the excavation of a basement nor the covering of selected walkways.

5.8 The following sections will review the suitability of each proposed use in more detail.

Hotel

5.9 The principle of reuse of the building for a hotel has been accepted by several grants of planning and listed building consent, including the most recent scheme dating to July 2017.

5.10 The NPPF requires significant weight to be put on the need to support economic growth, and envisages dynamic city centres with a range of flexible uses. The Core Strategy takes a similar line. Policy EC1 supports uses in the city centre which contribute towards economic growth and generate employment, including leisure and tourism facilities. Policy CC1 identifies the city centre as a suitable location for commercially-led mixed use schemes including cultural and tourism facilities. Policy CC4 specifically identifies hotels as a particularly important use in the city centre,and that hotels which contribute to the quality of the city centre hotel offer will be supported. The hotel at the Fire Station will meet this criterion. As is evident from the information which supports this application, a very high quality offer will be delivered with careful attention to creating a unique visitor experience.

5.11 The hotel use also supports the economic function of the area, with high quality hotels being among the necessary infrastructure which attracts business operators and investors. It is envisaged that the larger spaces adjacent to the hotel (the former gymnasium), which will be in day to day office use, will be consented for D2 uses in order to facilitate conference events. This will also support the area's economic and commercial role. The hotel use therefore aligns with Policies SP1, EC1, EC3 and CC1 which identify the city centre, and Piccadilly in particular, as suitable for office use. Policy C1 recognises that supporting uses such as retail, leisure, entertainment and tourism facilities support the development of a vibrant employment location which is attractive to businesses, employees and visitors alike.

5.12 The nature of the building's upper floors means that it is highly suited to hotel use. The cellular layout of the original officer apartments lend themselves to this use with minimal interventions. Indeed, the heritage appraisal indicates that it was originally intended that the apartments could be reworked to provide the nature of accommodation that was required by officers. The heritage impact is assessed separately in detail.

5.13 The site is well suited to hotel use, being very accessible and capable of being managed to a high standard with negligible impact on neighbour amenity. This is further addressed in subsequent sections of this chapter.

Retail and Leisure

5.14 The large open spaces to the ground floor in the form of the Engine House, courtyard and Gas Meter Testing Station lend themselves to food and drink uses. Such uses require minimal subdivision and are therefore suitable as they can maintain the historic form of the spaces. They have the added benefit of introducing the general public into the building, which forms a key part of Manchester's communal history yet has been largely closed off to the public.

5.15 Food and drink and retail uses are also proposed for the smaller ground floor spaces such as the former bank on the corner of London Road and Fairfield Street and the former Control Room to Fairfield Street and former workshops positioned off the courtyard. The north-western corner of the building is proposed for gym use. The basement also incorporates a screening room.

5.16 Leisure uses are recognised as contributing to the vitality of centres by national and local policy. Policy EC1 supports uses which contribute to economic growth, and which provide an enhanced experience for commercial operators. Policy CC1

similarly recognises that a range of uses including retail, leisure and entertainment will support the development of a vibrant employment location which is also attractive to visitors. The policy encourages the proposed uses in the city centre.

5.17 Policy CC7 seeks active uses on ground floors, and finds shops, food and drink and leisure uses suitable where the location has an established public function or is part of a development which will create this type of environment. The site location has a public function due to the proximity of the railway station, and the proposal will add to this with a range of leisure uses. Similarly, the proposal complies with Policy C10 by supporting the daytime and nighttime economies; by upholding residential amenity; and by being located in an area without a concentration of evening uses.

5.18 The application is accompanied by a Management Plan and Waste Strategy, both of which illustrate that the uses can be accommodated and managed with negligible impact on neighbour amenity. This is further addressed in subsequent sections of this chapter.

5.19 Retail, café, bar, gym and restaurant uses are town centre uses. As such, they are suitable uses within the city centre. Regarding retail, Policy CC2 seeks to focus comparison retail within the Primary Shopping Area (PSA), followed by accessible locations on the edge of the PSA. In this sense, the site constitutes an edge of centre location. The application site is a very accessible location; therefore it meets the policy test for retail uses sited elsewhere in the city centre.

5.20 It also complies with the remainder of the policy, which states that comparison retail will be supported across the city centre where it would contribute to area character. The policy also requires mixed-use developments with a retail component to demonstrate that reasonable steps have been taken to ensure occupation. Allied London is a well respected developer with an established track record in delivering successful schemes.

5.21 Given that the retail component complies with the relevant local policies, and will contribute towards identified regeneration frameworks to create a vibrant destination, it is considered that a sequential test is not appropriate in this instance. The retail elements will not compete with the PSA, but will instead support regeneration efforts in relation to the Fire Station and the nearby SRF areas. It will encourage people to visit the site and the wider city centre. It will therefore support the vitality and economic performance of the city centre as a whole.

5.22 It has been demonstrated that the food, drink and retail uses proposed as part of the scheme are compliant with policy and its objectives.

Office

5.23 National and local policy recognise the city centre as the key location for employment uses including Policies EC1 and EC3. The Core Strategy emphasises the importance of continued investment and development in light of the city's role as the primary economic driver of the city region. Policy CC1 makes particular reference to encouraging B1a office use in the Piccadilly area.

5.24 The type of office proposed is highly flexible and will appeal to a range of occupiers at various stages of the business life cycle. The NPPF encourages development which enables economic growth, and responds to changes in economic circumstances and working practices. This flexibility means that the proposal will further secure the future of this important building by enabling the uses it offers to respond to changes in market conditions. Office space offered with flexible terms and high quality social and meeting space, available on a private or shared basis, is a very popular workspace format. It is particularly attractive to entrepreneurs and smaller businesses.

Residential

5.25 National policy seeks to boost the supply of all types of housing and identifies residential development as an appropriate approach to diversifying town and city centres and ensuring their vitality. Policy CC3 states that the city centre will see intensive housing development, and identifies Piccadilly as a key location for residential development. A range of different housing options are sought which will create mixed, sustainable communities. The housing proposed at the Fire Station will contribute towards this goal across the city as a whole, being comprised of small units which will be suitable for young professionals.

5.26 The mix of commercial employment and residential uses is welcomed by Policy CC7 as a means of maximising efficient use of land and the delivery of various much-needed uses. In a similar vein, the proposal constitutes a mixed use scheme which will contribute towards regeneration, as is supported by Policy H1.

5.27 The principle of refurbishing the Fire Station to enable a commercially-led mixed-use scheme, and the component uses, are wholly compliant with national and local policy. They align with the Core Strategy's spatial priorities and its economic agenda of delivering growth in the city centre. They will complement and catalyse the

regeneration objectives of the four nearby SRF areas. The grant of planning and listed building consent for the same mix of uses in 2017 underscores the suitability of the proposed uses.

Affordable Housing

5.28 Whilst national and local policies seek a proportion of affordable housing provision from all proposals, the Council has agreed that this is not appropriate in this case. This conclusion was reached in relation to the consented scheme ,and the approach to residential provision is the same in this application.

5.29 Eighteen units are proposed as flexible live work units, with nine each to the second and third floors. This means that their use will be either residential or commercial workspace, depending on the market requirements. No units will operate simultaneously as dwellings and workplaces.

5.30 The provision of affordable housing is not required by Policy H8 where it would prejudice the diversification of the existing housing mix, important regeneration objectives or scheme viability. These circumstances apply in the case of the London Road Fire Station refurbishment, which seeks to provide an exceptionally high quality mixed-use scheme which contributes to the regeneration objectives of four Strategic Regeneration Frameworks. The cost of refurbishing the Grade II* listed building which has been vacant for decades is a significant burden.

5.31 Given the flexible status of the live work units, from a practical point of view it is not clear whether there will indeed be residential use on the site.

5.32 It is therefore concluded that affordable housing provision is not to be sought in relation to this scheme, and that the regenerative and heritage benefits of the proposal outweigh the requirement to bring forward affordable housing on the site. This position was found acceptable in relation to the consented scheme, and there has been no change in the intervening period which would warrant a different approach. The proposal is therefore acceptable in this regard.

HERITAGE

5.33 The approach to the refurbishment of the Fire Station has been conservation-led from the outset. A series of documents have been produced relating to the building's history and significance, and they are included within this submission.

5.34 They include a Fixture and Fitting Strategy prepared by Levitt Bernstein and Purcell; a Condition and General Fabric Survey and Repair Method Statement prepared by Heritage Architecture; a Heritage Significance Statement prepared by Heritage Architecture; and a Heritage Impact Statement prepared by Heritage Architecture.

5.35 Together this represents a significant body of work which has given the project team a thorough understanding of the building upon which the proposals have been based. The earlier section, 'Heritage Designations' under Section 2 provides some detail on the building's particular significance. This should be read in conjunction with the documents listed above.

5.36 The first volume of the Heritage Statement confirms that the revised proposals represent a reduction in direct and indirect heritage impact compared to the consented proposal. It defines the heritage significance of the building and its setting; evaluates the heritage impact on the fabric, character and experience of the identified heritage assets.

5.37 The impact assessment comprises an assessment of the direct heritage impact and indirect heritage asset. The revised proposals have no significant additional impact on the outward facing historic fabric, the conservation area or adjacent listed buildings. Therefore the focus is on the direct heritage impact. It uses a tailored form of the ICOMOS heritage impact evaluation method to ensure clarity and that the conclusions are evidence based and consistent.

5.38 The Heritage Impact Assessment identifies direct heritage impacts which include the completion of ongoing essential repairs to the significant fabric of the building which will enhance its special character and add to the overall quality and appreciation of the asset and the character of the Whitworth Street Conservation Area. The proposed uses will adapt to the existing plan form and retain the building's significant volumes. The re-opening of the existing entrances in to the building and courtyard will reconnect the building complex to its historic streetscape surroundings while providing public access into the courtyard will establish a strong sense of place and sustain an appropriate mix of uses which will secure its long-term conservation.

5.39 The refurbished former fire station will consequently remain as a positive contributor to the Conservation Area and a focus of key views and vistas. The removal of extraneous clutter adjacent to the building and the ongoing programme of repairs and restoration, as well as signage and lighting improvements would have a positive impact on the streetscape and character of the Conservation Area. The high quality

external decorative features will be retained and restored, and the outstanding architectural qualities of the external architectural form would be enhanced.

5.40 Despite some alteration to the fabric and character of the building, the overall impact of the revised proposals is considered to result in no instances of significant fabric loss or compromise, and would be appropriately balanced by the important heritage benefit of securing a sustainable use for the Grade II* listed building. Therefore, the revised proposals would continue to meet the requirements of paragraphs 193 and 194 of the NPPF, and the Council's Policies CC9 and EN3.

5.41 The primary statutory requirement, as set out in the NPPF is to preserve the significant fabric and character of the LRFS while facilitating its future use and has been given great weight in developing the revised proposal, with the direct and indirect heritage impacts appropriately mitigated. As required by the NPPF, the public benefits of the development demonstrably outweigh any associated negative change to the overall significance of the building. In accordance with Core Strategy Policy CC9, the new interventions within the building are revealed as being both necessary to underpin the building's long term future, and desirable as they are of high quality in function and detail.

5.42 In accordance with the NPPF and Policy EN3, the revised proposals would demonstrably enhance the fabric, character and setting of the Grade II* listed London Road Fire Station, facilitating a sustainable long term use which will make a positive contribution to the character of the Whitworth Street Conservation Area and bring wider public benefits. The proposal thereby meets the requirements of planning policy and demonstrates best conservation practice.

ARCHAEOLOGY

5.43 An archaeological desk-based assessment has been undertaken by Salford Archaeology and submitted with this application. It seeks to identify as far as possible the nature, extent and significance of the below-ground archaeological resource on the site. The study area remained undeveloped land on the fringe of Manchester until the late c18th, when it experienced rapid growth as a result of the industrial development and expansion of the town. Blocks of workers' housing were built across the site during the late c18th, with the entire plot having been intensively developed by 1819. Demolition of these houses was underway by the early 1890s, and the entire plot was cleared by 1901 to allow for the construction of the Fire Station.

5.44 This is likely to have removed all physical evidence for the earlier housing within the footprint of the Fire Station complex, although buried foundations are likely to survive beneath the surface of the central courtyard. Any such remains would be of high local and potentially borough importance, depending on the extent to which they survive. Whilst not meriting preservation in situ, these remains would require an appropriate strategy for further archaeological investigation if they were damaged or removed by development.

5.45 The report finds that the omission of the new basement excavation from the development proposals negates any substantial impact on below-ground archaeological remains, specifically the buried foundations of workers' housing within the central courtyard. Nevertheless, any ground breaking works within the courtyard, such as new foundations or service trenches, may require a programme of archaeological recording. An archaeological watching brief during the excavation of any foundations would represent an appropriate strategy.

5.46 The report makes clear that the development is capable of complying with the requirements relating to below-ground heritage assets, and is acceptable in this regard.

HIGHWAYS AND ACCESS

Site Accessibility

5.47 The application is accompanied by a Transport Statement prepared by Vectos. It critically appraises the site's accessibility by various modes of transport. The site is within comfortable walking distance of the city centre, and as such is accessible on foot to a wide range of facilities, employment opportunities, transport interchanges and amenities. It is adjacent to Piccadilly Rail Station. There is good pedestrian infrastructure in the vicinity of the site with all roads having footways on both sides of the carriageway. All traffic signals in the area benefit from pedestrian crossing facilities with dropped kerbs and tactile paving. The site is also served by the Metroshuttle free buses which provide convenient access to major activity centres in the city.

5.48 There is cycle parking close to the site at Piccadilly Station and on Aytoun Street. The city has developed strategic cycle routes across the centre.

5.49 The site benefits from the many bus services that originate and terminate in the city. There are numerous services operating within 400m of the site, including on London Road and Whitworth Street, providing frequent services to destinations including Stockport, Denton, Levenshulme and across the city centre. Buses from Fairfield Street provide access to Ashton-under-Lyne and Stalybridge. The site is approximately 500m from the bus station at Piccadilly Gardens. The site is concluded to be highly accessible by bus with high frequency services covering a range of destinations.

5.50 The site is also well served by the Metrolink light rail network which runs from Piccadilly station. Piccadilly is Manchester's principal railway station and provides intercity routes to London and Birmingham as well as destinations across Greater Manchester and the north of England.

5.51 The Statement finds considerable public car parking in the surrounding area, with a multi-storey offering 600 spaces only 30m from the site. There are further car parks within a short walk of the site providing over 2,000 spaces. There are approximately 50 on-street parking bays in the immediate area, including Whitworth Street, Minshull Street South and the side streets adjacent to Fairfield Street. Analysis at the time of the previous submission found that the on-street car parking bays adjacent to the site on Whitworth Street were underutilised.

5.52 The report confirms that the site is extremely accessible and benefits from a range of transport options.

Parking

5.53 The proposal includes 22 bicycle parking spaces. This is considered sufficient given the anticipated forecast of 21 two-way bicycle trips per day arising from the development. There are an additional 32 cycle spaces in the vicinity, at Aytoun Street and Piccadilly Station.

5.54 Given the site's excellent accessibility, no vehicular parking spaces are proposed as part of the scheme. This will enable maximum active use to be made of the constrained urban site and the historic significance of the courtyard to be fully appreciated. The provision of no car parking is found to be wholly acceptable by the Transport Statement, and to comply with Policy T2 of the Core Strategy which states that new development in the city centre should provide a level of parking which reflects the highly accessible nature of the location and the realistic needs of users.

5.55 The application is supported by a Framework Travel Plan, also prepared by Vectos. It responds to the absence of parking, and that travel to the site by private car will be minimal from the outset. It adopts an approach to travel planning focused on monitoring rather than target setting. It provides an action plan for the site management company to implement, concentrating on monitoring the use of sustainable transport infrastructure and providing a mechanism by which improvements can be made if necessary.

5.56 The loss of two on-street parking bays to accommodate a hotel drop-off facility will not constitute a significant loss of parking given the identification of over 2,000 public parking spaces close to the site.

Traffic Generation

5.57 The Transport Statement forecasts the expected travel demands for each use per transport mode. It indicates a maximum of 53 taxi movements in a day, which will not lead to congestion on the highway.

5.58 It is clear that the proposal is sustainably located and associated transport activity will be sustainable and efficient. The NPPF states that development should only be refused on highway grounds where there would be an unacceptable impact on highway safety or severe cumulative impacts. This is demonstrably not the case with this scheme.

SERVICING AND WASTE MANAGEMENT

5.59 The application is accompanied by a Waste and Servicing Strategy prepared by Vectos, which should be read alongside this statement and the Transport Statement. The Waste Strategy forecasts the number of likely deliveries needed to serve the site and sets out their arrangements. It also predicts the various waste streams generated by occupiers, refuse storage provision and the strategy for minimising waste generation and the collection of waste.

5.60 The site will be serviced from Minshull Street South. From the loading bay, items would be taken by goods lift to the basement level where there is a service corridor providing access to the various uses on the site. There may be light goods deliveries such as post or courier services from Fairfield Street, with the potential for the Engine Room to be serviced from Fairfield Street outside of peak traffic times.

5.61 There are likely to be 9 deliveries by larger vehicles and around 36 deliveries by vans. Deliveries will be organised by the management team, and opportunities will be taken to merge and coordinate activities so as to minimise the number of delivery trips required. Timings will also be set so as to avoid conflict with peak traffic times, for example, it is expected that larger deliveries such as refuse collection and drinks deliveries would take place in the early morning. Any disturbance from deliveries and waste collection would be considered and minimised through the management strategy.

5.62 The Waste Strategy demonstrates the required compliance with the waste hierarchy and sets out the various requirements of recycling; waste removal by licensed carriers; and separate storage of the various streams of waste. The document forecasts the likely volume of waste generated; allocates them into the various streams; and proposes the reduction of waste volumes through use of dewatering and compacting mechanisms. The report concludes there would be five collections a week, and a requirement for 21x 770l Eurobins. Proposed refuse stores provide sufficient space for the required storage, and they are located adjacent to the servicing bay. Waste generated by the Engine Room will be stored within its own demise and collected from Fairfield Street.

5.63 The Waste Strategy concludes that the forecast deliveries, waste management and refuse collection which are proposed are appropriate for the scale of the development, and that servicing and waste collection can be undertaken in an efficient manner. The proposal will therefore comply with Policies EN19 and DM1 which require the management of refuse in line with the waste hierarchy, and the upholding of residential amenity.

CONSTRUCTION MANAGEMENT

5.64 The application is accompanied by a Construction Management Plan prepared by Allied London. It sets out the proposed construction strategy and key activities to be undertaken. Potential impacts during the construction are considered and mitigation measures provided in each chapter. It includes consideration of working hours, deliveries and a programme of monitoring and review of any complaints received. It sets out general construction management principles relating to traffic, waste, air quality monitoring and site safety.

5.65 Once a phase 2 contractor is selected for the works, it will be possible to provide a Construction Phase Health and Safety Plan; and an Environmental Management, Traffic and Pedestrian Management Plan.

5.66 The proposal will therefore comply with Policy DM1 which requires the upholding of residential amenity.

GROUND CONDITIONS

5.67 The application is supported by a Geo-Environmental Phase 1 Preliminary Site Assessment prepared by Curtins. It provides an initial assessment of the site with regarding to potential contamination by historical or current use; potential impact on the wider environment; potential impact from surrounding land uses and other environmental factors; potential problems associated to geological features; the location of apparent sub-surface structures that may affect the proposal; and the location of above-surface features that may affect the proposed redevelopment.

5.68 Considering the historic uses of the site and the nature of these sources, potential contamination is expected to be generally dispersed, with localised contamination possibly related to the fire station and associated works located in the south-west area of the site.

5.69 The report finds a low likelihood of unexploded ordnance being encountered on the site as part of ground investigation or development works. However, a detailed UXO report is recommended prior to intrusive works. The report also recommends undertaking intrusive ground investigation, and a generic quantitative risk assessment as part of the ground investigation.

5.70 A Phase 2 Intrusive Investigation has also been carried out by Curtins. It was undertaken to provide an assessment of the ground conditions on the subject site with respect to any potential contamination in the underlying soils or groundwater. The investigation concluded with low and very low risks across the board.

5.71 The proposal is therefore capable of providing a safe environment in line with national and local policy requirements.

ECOLOGY

5.72 An ecological assessment into the site's potential for bats and breeding birds was undertaken by Tyrer Ecological Consultants Ltd and is submitted as part of this application. It sets out the relevant protected species, the survey methodology and the results of desk and field studies.

5.73 The building provides negligible suitability for loft-dwelling and crevice-dwelling bat species. No further recommendations are applicable, and no further surveys necessary.

5.74 Whilst protected peregrine and black redstarts can be found within Manchester, there are no current implications in relation to breeding birds, notably those species, at the site.

5.75 The proposal can therefore progress with no adverse impacts on biodiversity, in line with Policy DM1.

FLOOD RISK AND DRAINAGE

5.76 The application is accompanied by a Flood Risk Assessment and Detailed Drainage Strategy undertaken by Curtins. The report provides information on the nature of flood risk at the site and follows Government guidance with regard to development and flood risk. The site is within Flood Zone 1, indicating that the risk of flooding from rivers and sea is low. The site is located in the Conurbation Core Critical Drainage Area and may be subject to other sources of flooding. A Flood Risk Assessment has been prepared to take into consideration the management of surface water run-off.

5.77 The report finds a low risk of flooding from groundwater, infrastructure failure, tidal, fluvial, reservoir and canal sources. The majority of the site is at very low risk of surface water flooding, but there is a localised area along the northern and sough-eastern edges of the courtyard which are at low risk of surface water flooding.

5.78 Outside the site, the junction of Whitworth Street and London Road is at high risk of flooding from surface water, and the building on the north side of Whitworth Street at this junction is surrounded by a localised area ranging from low to high risk of flooding from surface water. There is a low risk of flooding from surface water on the southern edge of the site to Fairfield Street. These are likely to be caused by highway drainage issues.

5.79 The SFRA places the site within the Conurbation Core Critical Drainage Area. Those provided in the SFRA are identified as being 'extensive' due to the lack of risk based information for the sewer network. Surface water flow paths in the Conurbation Core CDA are largely linked to the natural floodplains of hidden or lost culverted watercourses that run through the area.

5.80 The risk of surface water flooding to the site is therefore considered to be low. To ensure this remains the case, mitigation is proposed. Existing footway levels outside the perimeter of the building will be maintained in order that surface water falls away from the building line and into the highway gullies.

5.81 The proposed surface water drainage network will be designed to not flood for a 1 in 30 year storm event plus climate change. Flood water generated from a 1 in 100 year plus climate change rainfall event will be constrained within the site, so as not to cause damage to buildings, essential services or adjoining developments and services.

5.82 In order to mitigate surface water flooding, it is recommended that the proposed courtyard ground levels across the site ensure that surface water drains towards proposed SUDS features via an on-site drainage system and discharged at a reduced rate into the nearest ordinary watercourse. The surface profile of the courtyard should be such that it does not create low points in which water can collect.

5.83 In following the standard hierarchy of drainage solutions, consideration was first given to the discharge of surface water by sustainable methods such as infiltration. However, given the proximity of building foundations and the preliminary findings of site investigations, infiltration is not considered suitable for the site. Instead, surface water will continue to outfall into the public sewer but at a restricted rate where practicable compared to existing. United Utilities has confirmed that there will be no restriction on the rate of discharge to the public surface water sewer network, and that foul water drainage will be allowed to drain into the public combined sewer network at an unrestricted rate.

5.84 Based on the Manchester SFRA recommendations for brownfield development in a Critical Drainage area, proposed flow rates should be restricted by 50% of existing flow rates as a minimum. This will be incorporated into the strategy, however, due to the building's existing arrangements and the listed nature of the building, it will be difficult to reroute and discharge via an on-site restriction. Pre-application liaison with the Council has resulted in a strategy to reduce flow rate as much as practicable. It is proposed to restrict flow rates by 50% where possible.

5.85 The strategy demonstrates that the proposal can meet the policy requirement to minimise and manage flood risk, and take account of climate change. The proposal is therefore compliant with national policy and Policies EN8 and EN14.

ENERGY AND SUSTAINABILITY

5.86 The application is accompanied by a range of documents which address sustainability issues.

Energy

5.87 An Energy Statement has been produced by Crookes Walker Consulting which describes the energy efficiency strategies proposed for the refurbishment. The principal issue has been the listed status of the building, the minimal riser space and the absence of significant plant areas. The approach has been to achieve a building performance that is as energy efficient as possible without impacting on the building's heritage significance.

5.88 The energy hierarchy has been followed, seeking to improve the efficiency of the building fabric; use plant that meets current energy efficiency standards; and considering the use of low and zero carbon technologies.

5.89 Measures to ensure energy efficiency will include installation of thermal insulation in pitched roof voids and secondary glazing in new windows. The document, along with the submitted M&E Design Strategy, explain how the servicing methods of the various uses will seek to conserve fuel and power, subject to heritage constraints.

5.90 Likely design solutions for the site include water source heat pumps; high efficiency gas fired condensing boilers; potential future heating input from district heating; variable speed cooling towers for heat rejection from the condenser water loop; heat recovery mechanical ventilation; energy efficient LED lighting; occupancy and daylight linked lighting controls; and water conserving sanitary ware. A range of other methods have been considered but found unsuitable: this is detailed in the report.

5.91 Mechanical ventilation is required due to the proximity of heavily trafficked roads on all sides, and the associated risks of noise and poor air quality. The report explains how this will be accommodated. Noise is covered further below and in the submitted Acoustic Assessment.

Environmental Standards

5.92 The submission includes an Environmental Standards Statement and BREEAM Pre-Assessment. This statement reviews the sustainable design features and energy strategy of the proposed development. The potential BREEAM (2014) bespoke rating

for the scheme is also reviewed. Details of the design attributes, specifications and characteristics of the proposed development site are appraised in order to demonstrate how the proposals contribute to sustainable development and seek to mitigate environmental impacts.

5.93 In accordance with the local planning policy requirements, the developer aspires to achieve a BREEAM Good rating. As the proposal does not fit the scope of either BREAM New Construction or Refurbishment and Fit-Out, a bespoke process is followed in which BREEAM criteria are selected and amended in light of the project's unique use and sustainability opportunities. The methodology is explained in full in the report.

5.94 The assessment covers a variety of measures covering management – construction, commissioning and handover; health and wellbeing - visual comfort, indoor air quality, safety and security; energy - reduction of CO2 emissions, energy monitoring, the use of low and zero carbon technologies where feasible; use of energy efficient transportation; water consumption and monitoring; the type and sourcing of materials including insulation and robustness; waste from construction and operation phases; adaptability; pollution including surface water management, noise and light.

5.95 The BREEAM Pre-Assessment concludes that the building is expected to achieve an overall BREEAM Good rating. The scheme scored 50.62%, with the minimum score required for BREEAM Good being 45%. The scheme will aspire to achieve a Very Good rating, but this will be subject to further feasibility work as the detailed design stages progress. Any assumptions made during the pre-assessment process will also be clarified at that stage.

5.96 The report finds that the building's location will further support low carbon, sustainable lifestyles due to its excellent connectivity by public transport, nearby local amenities and the mix of uses on the site. It also references the energy saving opportunities set out in the Energy Statement.

Overall Sustainability

5.97 As far as is practicable in a listed building, the proposals follow the aspirations of the Manchester Core Strategy and Guide to Development in Manchester SPD regarding sustainable design solutions. It achieves BREEAM Good and aspires to Very Good. The proposal complies with Policies EN4 and EN6 by following the energy hierarchy and seeking to achieve the sought-after energy efficiencies wherever possible. It

complies with the objectives of Policy EN8 by being adaptable to climate change and minimising flood risk. Whilst upholding the significance of the listed building, the scheme maximises its sustainability credentials in line with policy.

AMENITY

Safety and Security

5.98 The scheme has been submitted to Greater Manchester Police's Design for Security Team for review and production of a Crime Impact Statement. Whilst this process is still underway, we revisit the findings of the consented scheme, which was comprised of the same mix of uses in a very similar configuration.

5.99 GMP found that the reuse of the building and the introduction of active uses to the locale would enhance natural surveillance. The presence of the hotel and its staff would add to this effect, and would monitor visitors to the site. The building itself was found to provide a secure boundary for the site and to have few recesses thereby providing limited opportunities for concealment. The location of residential uses on upper floors was found to be suitable. Linear corridors within the hotel would enhance feelings of safety through visibility. Back of house areas were found to be well-defined and not easily accessible to the general public.

5.100 Physical measures will be complemented by an efficient management strategy which will be implemented by Allied London and the individual operators and occupiers.

5.101 The proposal thereby provides a safe and secure space as required by national policy and local Policies EN1 and DM1.

Noise

5.102 The application is accompanied by an Acoustic Assessment undertaken by Sandy Brown Associates. It identifies background sound levels around the site and nearby noise sensitive premises, and ambient and maximum noise levels at the site. It assesses building services plant and internal activity in commercial units including bars and restaurants.

5.103 The report sets out background sound levels and explains how they were measured. It takes into account all the proposed uses, and based on a worst case scenario, it recommends minimum overall façade sound insulation performances and predicted external noise levels. It sets out examples of glazing and ventilation

strategies that could be employed to achieve the required sound insulation performance for the various elevations. As the design progresses, a more detailed façade sound insulation assessment is recommended.

5.104 The survey demonstrates that the proposal is capable of meeting national and local policy requirements regarding amenity including Policy DM1.

MANAGEMENT

Fabric

5.105 The applicant has an excellent track record in delivering and managing transformative regeneration schemes. They are keenly aware of the legacy of the London Road Fire Station and have put in place a range of measures to ensure that the high quality of the refurbishment scheme is carried forward into a dynamic yet respectful operational period.

5.106 As such, the submitted Tenant Design Guide will ensure that the building's significance is upheld by operators of all uses throughout the lifetime of the building. It explains the general design principles for the development, and provides guidance and limitations for tenants when undertaking their fitting out. It clarifies the listing status and what this means for tenants.

5.107 It requires tenants to submit their proposed designs and specifications to the landlord for review prior to commencement. Principles are tailored to the particular rooms and their key features and requirements. Guidance is also provided on signage, shop fronts, building fabric, floor finishes, services and ceilings.

5.108 The M&E Servicing Strategy which forms part of the submission further explains that the building will benefit from centralised heating and cooling systems. The hotel and leisure operators will connect to these systems. Even when future operators move in, there will be no need for unsightly fans, condensers or other equipment. The heritage significance and visual amenity of the building and the wider area will thereby be upheld.

Operations

5.109 The application is accompanied by an Operational Management Plan produced by Allied London. It is a comprehensive plan which covers the servicing and management of the hotel and the residential uses.

5.110 It provides detailed management guidance for use of the courtyard and for the successful delivery of events at the venue. It covers hours of operation, maintenance and security. The document demonstrates that the uses can be successfully operated from the site with no impact on amenity or operation of nearby uses. The proposal is thereby wholly compliant with Policy DM1.

6. SUMMARY AND CONCLUSIONS

6.1 This statement sets out the proposed works and clarifies the minor differences in relation to the consented scheme. It makes clear that the revised proposal involves less intervention to the historic fabric and maintains the conservation-led approach which has been the foundation of the applicant's work relating to the building.

6.2 The proposal has been considered against the policies of the current development plan, and national government policies and guidance. It has been illustrated that the proposal conforms to the criteria they set out and that the principle of development is both sustainable and desirable. The granting of consent for a similar scheme in 2017 demonstrates that the principle of the proposals has been found suitable.

6.3 Pre-application discussions have taken place with Council officers and Historic England prior to submission of the application. The comments received have helped develop and shape the scheme into the form as presented by this application.

6.4 The building is Grade II* listed. It has been vacant for 30 years, and has been on the Historic England Buildings at Risk Register since the survey began. The submission details the building's great heritage significance through a series of in-depth surveys and assessments.

6.5 The principle of the uses, both individually and in the proposed mixed-use format will activate this part of the City Centre, supporting economic growth and contributing to the aims of four Strategic Regeneration Frameworks produced by the Council, as well as area-specific policy covering Piccadilly and the City Centre. The proposed scheme represents significant investment that will act as a catalyst for further future investment in the area as sought by the Council.

6.6 The site is exceptionally well connected, being located adjacent to Piccadilly Railway station which provides rail and tram services. It is well served by buses and the proposal will include sufficient cycle spaces for users.

6.7 The various uses have been selected and located within the building for their ability to complement the existing spaces with minimal subdivision, such as the food and beverage uses in the Engine House. The various Management and Waste Strategies, supported by the Transport Statement, demonstrate that the uses can coexist with each other and with existing occupiers in this locality without any impacts on

amenity.

6.8 The scheme is capable of achieving BREEAM Good status, and aspires to Very Good. As far as is possible for a Grade II* listed building of this scale and age, energy saving measures are incorporated in line with local and national policy.

6.9 The Fire Station presents a transformative regeneration solution for this part of the city centre as well as a viable long-term use which will secure the building itself. It is found to have positive outcomes in terms of heritage impact, for example, repair works, increased appreciation of the asset, retention of significant volumes, re-opening of existing entrances, reconnection of the building to its historic streetscape and consequent improvements to streetscape in the Whitworth Street Conservation Area. The works are recognised to be of high quality and demonstrate best conservation practice. Alterations to fabric and character of the building will preserve the significance of the building whilst facilitating its future use. The public benefits of the scheme will demonstrably outweigh any associated negative change.

6.10 This report clearly demonstrates that the proposed development is aligned with national policy and has policy support at the local level.

6.11 The NPPF makes it clear that there is a 'presumption in favour of sustainable development' running through the decision-taking process. The proposed development is consistent with the NPPF's core principles. The scheme has been designed to a very high standard, sensitively refurbishes an at-risk Grade II* listed building and is in a sustainable, city-centre location.

6.12 We have illustrated that the application site is entirely suitable and appropriate for the proposed development.

6.13 Statute requires that this application be determined in accordance with the development plan unless material considerations dictate otherwise. This proposal satisfies all relevant national and local policy considerations.