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Our Ref: 04B902839/MM
Your Ref: PP-07742621

28 August 2019

Planning
PO Box 532
Town Hall
Manchester
M60 2LA

Dear Sir/Madam,

Application for full planning permission and listed building consent: Manchester Royal Exchange, St Ann's Square, Manchester, M2 7DH.

Introduction

On behalf of our client, Bayerische Versorgungskammer ('BVK') Highstreet Retail Royal Exchange Manchester Limited ('the Applicant'), please find enclosed an application for full planning permission and listed building consent for the following development at the Manchester Royal Exchange, St Ann's Square, Manchester:

'*Refurbishment of existing office accommodation, external alterations and associated development*'

The application package comprises:

- Application form, duly signed and dated;
- Covering Letter
- Design and Heritage Statement;
- Photographs; and
- Supporting Plans (drawing register enclosed at **Appendix III**)

Given the site specific and bespoke nature of the proposed works, a Method Statement detailing how they will be undertaken will be submitted to the Council upon appointment of a specialist contractor. This document will be informed by methods which are appropriate to the significance of the Grade II listed building. The works will then be undertaken in accordance with this document.

A payment of £254 (including £25.00 administration fee) has been made to the Planning Portal via BACs transfer.

Background

Hines and Universal-Investment acquired Manchester Royal Exchange in 2016 following an extensive refurbishment programme undertaken by the previous owners. Hines administers and manages the Royal Exchange on behalf of BVK.

Avison Young is the trading name of GVA Grimley Limited registered in England and Wales number 6382509. Registered office, 3 Brindleyplace, Birmingham B1 2JB

Regulated by RICS

Hines intends to undertake further refurbishment works to ensure that the building remains competitively placed as a premier commercial location within the city centre.

The purpose of this application for full planning permission and listed building consent is to refurbish existing office space within the Royal Exchange and replace the existing external entrance off Old Bank Street. The proposed development will considerably improve the external appearance of the building and will enhance the communal facilities, accessibility and the environment for existing tenants and associated users of the building's south office accommodation.

Site Context

The Manchester Royal Exchange, a Grade II listed building (listing entry: 1200826), is located in the heart of Manchester City Centre.

The Manchester Royal Exchange is one of Manchester's most iconic buildings located within the commercial and retail core. The ground floor is predominately in use for retail (Use Class A1), the upper floors as office accommodation (Use Class B1a) and part of the building as a theatre (sui generis). This planning application relates to development proposed to the second through to the fifth floor of the Manchester Royal Exchange, as well as an existing access into the building located on Old Bank Street.

The surrounding area comprises a mix of commercial uses. The Arndale Shopping Centre is located to the north-east of the site and Deansgate to the west. St Mary's Gate is located immediately to the north of the site, Cross Street to the immediate east, Old Bank Street to the south, and Exchange Street to the west. The area contains high quality retailing and several restaurants. The site is located within St Ann's Square Conservation Area.

Planning History

A review of Manchester City Council's (MCC) online planning register has been undertaken. The following listed building applications are relevant to this application:

- 122890/LO/2019 - Listed building consent for the replacement of external doors and associated works – approved 31/05/2019.

- 121025/LO/2018 - listed building consent Office fit out of 3rd, 4th, 5th and upper 5th floors to include the installation of partitions, kitchen facilities, lighting and services and the installation of externally mounted equipment – Approved 19/02/2019.

- 118084/LO/2017 – listed building consent for the fit out of currently vacant office space to provide office accommodation and public court space' – approved 05/01/2018;

- 116597/LO/2017 – listed building consent for alterations to the first floor offices comprising the removal of non-original fixtures and the installation of partitions and alterations to the second floor offices comprising the installation of partitions, minor amendments to the layout of lighting, ductwork, air conditioning and ceiling rafts and installation of an access control system to entrance doors – approved 26/09/2017

- 109964/LO/2015/C1 - Listed Building Consent for the refurbishment to the sixth floor office space – approved 15/01/2016.

- 108146/LO/2015/C1 - Listed building consent for internal and external alterations to provide office accommodation at 2nd, 3rd, 4th and 5th floor levels and associated works/refurbishment – approved 13/05/2015.

- 108145/FO/2015/C1 - Refurbishment of vacant office space at 2nd, 3rd, 4th and 5th floor levels, the creation of a roof top terrace at 6th floor level, soft landscaping to east and west lightwell at 1st floor level, the installation of air conditioning and associated plant at roof level, elevation alterations to the ground floor reception area, and associated works – approved 13/05/2015

The above planning history demonstrates that a number of internal alterations have taken place to facilitate the use of the building to provide modern and suitable office accommodation.

Pre-application Discussions

The proposal has been informed through the results of pre-application discussions with Manchester City Council. An initial pre-application request was lodged on the 26/02/2019 and a meeting took place on the 06/06/2019. As part of the initial request, preliminary designs were sent to the Council to confirm the principle of refurbishment works and the external works proposed to the existing entrance off Old Bank Street and the acceptability of the designs presented.

The principle of the proposed works were not contested during these discussions, rather the main focus of this dialogue surrounded the materials that would be utilised as part of the 'fit-out' stage of works. The material palette and design features to be incorporated as part of the development were recognised to be appropriate and sympathetic to the Grade II listed building. It was also recognised by all parties present that the removal of the previous late 20th Century fit out works would reveal some of the building's historical architectural detailing including cornicing detailing from their construction in the early 20th century; approximately 1914 – 1921.

In accordance with the comments received by the planning officer and Conservation Officer who attended site, the colour of the proposed cable tray has now been amended and has been specified within the supporting Design and Access Statement.

These conversations also established that due to the scale of the proposed works and the previous Heritage Statements that have been completed in support of previous applications that have relate to the Royal Exchange, that a comprehensive Heritage Statement would not be required in support of this application for full planning permission and listed building consent. As such, the content relating to the history of the Royal Exchange has been reduced accordingly.

The Proposal

Full planning permission and listed building consent is sought from Manchester City Council for the refurbishment of existing office accommodation, external alterations and associated development at the Manchester Royal Exchange.

The works sought by the Applicant predominantly comprise refurbishing existing office space within the Royal Exchange; located on the second through to the fifth floors of the building. Specifically, the proposed works will take place on these floors on the south western corner of the Royal Exchange; as shown on the supporting Location Plan (Drg No 316. PL.00).

Minor internal layout changes will take place as part of the proposed works, with limited removal of non-original partition walls to facilitate the creation of 'tea points'. However, the internal layout will predominantly remain unaltered.

As part of the proposed works, an existing modern external access into the building is also to be replaced with one of a contemporary yet sympathetic design; reflective of the main office reception located on Exchange Street. This access is located on Old Bank Street and provides entry and egress to workers and associated users of the current office accommodation.

These works are being pursued in order to make the building more accessible, improve the facilities provided to users of the office accommodation and enhance the visual appearance of the building. The scope of works has been designed in a manner which is reflective of the building's historic significance, which eliminates the requirement to affect the building's historic fabric.

Further details of the proposals are set out in the Design and Heritage Statement and supporting plans submitted in support of the application.

Relevant Planning Policy Framework

National Planning Policy Framework (NPPF)

The NPPF was revised in February 2019 and sets out the planning policies for England at a national level and is a material consideration in planning decisions. The following policies are considered relevant to this full planning permission and listed building consent application:

Paragraph 7 of the NPPF states that the purpose of the planning system is to contribute to the achievement of sustainable development.

Paragraph 8 of the NPPF states that to achieve sustainable development, the planning system has three overarching objectives (economic, social and environmental) which are interdependent and need to be pursued in a mutually supportive way.

Paragraph 10 of the document identifies that there is a presumption in favour of sustainable development at the heart of the Framework.

Paragraph 11 of the NPPF identifies that decisions should apply a presumption in favour of sustainable development. For decision-taking this means approving development proposals that accord with an up-to-date development plan without delay; or where there are no relevant development plan policies, or the policies which are most important for determining the application are out-of-date, granting permission unless:

- the application of policies in this Framework that protect areas or assets of particular importance provides a clear reason for refusing the development proposed; or
- any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies within the Framework taken as a whole.

Paragraph 38 of the NPPF states that local planning authorities should work proactively with applicants to secure developments that will improve the economic, social and environmental conditions of the area.

Paragraph 80 of the NPPF states that planning decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity, taking into account both local business needs and wider opportunities for development.

Paragraph 85 of the NPPF identifies that planning decisions should support the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation.

Paragraph 117 of the NPPF states that planning decisions should promote an effective use of land in meeting the need for homes and other uses, while safeguarding and improving the environment and ensuring safe and healthy living conditions.

Paragraph 189 of the NPPF states that when determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting.

Paragraph 192 of the NPPF outlines that when determining applications, local planning authorities should take account of:

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

Paragraph 196 of the NPPF states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Paragraph 200 of the NPPF outlines that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Adopted Local Planning Policy

MCC's development plan consists of the Core Strategy (2012), and saved policies from the Unitary Development Plan (UDP). The following policies from the Core Strategy are relevant to this application for planning permission and listed building consent:

Policy CC9 states that development within the City Centre should preserve or enhance identified heritage assets, including listed buildings and Conservation Areas;

Policy EN3 requires that new developments must be designed to preserve or, where possible, enhance the historic environment including listed buildings.

The following saved policies from the UDP are relevant to this application for full planning permission and listed building consent:

Policy DC18 states that the Council will give particularly careful consideration to development proposals within Conservation Areas, such as the effect of major changes to the appearance of existing buildings.

Policy DC19 states that the Council will not permit any internal alteration to a listed building where there would be an adverse effect on its architectural or historic character.

Material Considerations

Impact on the Listed Building

The Manchester Royal Exchange is a Grade II listed building, designated in 1974.

A Heritage Statement will be completed in support of the proposed works to verify that they do not have an adverse impact on the building; in terms of both character and significance.

As demonstrated by the site's extensive planning history, a significant number of internal / external refurbishment works have taken place to facilitate increased occupation of the building by modern users. The continued acceptability of such proposals was recently acknowledged through the granting of listed building consent for the '*Fit out of currently vacant office space to provide office accommodation and public court space*' on the Exchange Floor level of the building (LPA ref. 118084/LO/2017). Accordingly, the principle of upgrading existing office accommodation within the building is accepted.

The majority of the works discussed as part of this application for listed building consent and planning permission are to take place on the second through to the fifth floors of the Royal Exchange. These areas of the building are inaccessible by the general public and features of architectural and historic significance will be exposed as a result of the proposed works; stemming from the removal of large sections of suspended ceiling which will enable the historic cornicing detailing to be displayed in these areas. As such, the proposal will better reveal the valued qualities of the building and seeks to celebrate its heritage through sensitive refurbishment works.

The proposed works will contribute to the buildings operation by providing modern, usable office accommodation, improving the office environment for workers based within the premises. It will also ensure that this area of the building adheres to building regulations and safety standards. As a result, the office facilities will remain attractive to prospective occupiers and in turn, this will positively contribute to the conservation of the Grade II listed building and the economic vitality of Manchester City Centre.

In light of this, the public benefits of the proposal significantly outweigh any potential harm to the listed building, in accordance with paragraph 196 of the NPPF and Core Strategy policies CC9 and EN3 and saved UDP Policy DC19.

Impact on the St Ann's Square Conservation Area

The site is located within the St Ann's Square Conservation Area and is a prominent building on St Ann's Square.

The proposal includes external alterations to the building's Old Bank Street entrance; the existing state of which is shown within **Appendix I** of this report. Specifically, the proposal involves the removal of the existing, modern access into the Royal Exchange and its replacement with a contemporary, yet functional entranceway into the building. The choice of design has been selected so as to improve the accessibility of the premises by providing a ramped access into the building in tandem with automatic doors; providing disabled users with a safe and convenient means of entry into the building. The exhibited design will be reflective of the existing access into the Royal Exchange located on Exchange Street; as shown in **Appendix II** of this Covering Letter. This design of this access embraces the use of glazing to maximize light into the entranceway, whilst showcasing the historic internal features of the building.

With regards to the remainder of the proposed works, due to their internal nature, they will not be visible from street level and as such, this element of the proposed development will have not have a visual impact on the setting, distinctiveness or local character of the St Ann's Square Conservation Area, in accordance with paragraph 200 of the NPPF and Policy EN3 of the Core Strategy.

Design and Access Statement – Discussion

Design

The proposals have been informed by the accompanying Design and Access Statement. This document assesses the nature of the proposed works in the context of the building and its historical and architectural significance; utilising archival research to discuss how the proposed design has been informed through the former building's original detailing, will remove the incongruent late 20th

century fit-out works, whilst integrating sympathetic contemporary additions. Accordingly, it is considered that the proposed works will have a positive effect on the physical features of the building that justify its status as a listed building.

Amount

The proposal regards the refurbishment of existing office space, external alterations to an existing access point from Old Bank Street and associated works. Therefore the sought extent of development will not result in the creation of any additional floorspace.

Layout

The proposal will not lead to significant internal alterations to the Royal Exchange, the main changes comprising the removal of some modern plasterboard partition walls and the creation of 'tea point' areas.

Scale

The proposed development primarily comprises of refurbishment works to the second through to the fifth floor of the Manchester Royal Exchange and also includes a small proportion of works to the building's Old Bank Street elevation. The scale of the works is identified on the supporting plans, and the Design and Heritage Statement, accompanying this application.

The scale of works is considered relatively minor comprising the replacement of a modern external access and is thus considered appropriate to the character and setting of the Manchester Royal Exchange, particularly as the proposed works will replicate the contemporary design exhibited by the entrance located on the building's Exchange Street elevation. With regards to the internal refurbishment works, a total area of approximately 940m^2 will be modified.

Landscaping

No landscaping is proposed as part of the development.

Appearance

The proposed design is sympathetic to the building's history and has been informed by extensive archive research.

The research that has been undertaken which pertains to the history of the building and the design of the original office accommodation; ensures that the proposed development will not detract from the building's external or internal appearance. Conversely, the proposals will better reveal the significance of the Manchester Royal Exchange through sensitive, contemporary external alterations taking place to an existing external entrance located off Old Bank Street.

Access

Modifications are proposed to one of the building's external accesses located off Old Bank Street. The sought design will ensure that disabled users of the premises can enter the building, as at present, there is a stepped access and no ramp is present.

Consultation and Listed Building Consent

Due to the scale of the proposed works, no consultation with the public has taken place. However, as identified within the proceeding sections of this letter, pre-application discussions have taken place with Manchester City Council to confirm the principle of development and establish the suitability of the designs presented.

Summary and Conclusions

This application for full planning permission and listed building consent is submitted on behalf of BVK Highstreet Retail Royal Exchange Manchester Limited for the refurbishment of existing office accommodation, external alterations and associated development at the Manchester Royal Exchange. It has been demonstrated that the proposal will:

- enhance the communal facilities for users of the Royal Exchange;
- expose the historical detailing currently obscured by the existing partition ceiling;
- employ materials that are appropriate and sympathetic to the building's setting and relate well to its history;
- improve accessibility of the building by disabled users;
- improve the external appearance of the Manchester Royal Exchange; and
- restore a better level of consistency to the existing streetscape.

In conclusion, the proposal will result in less than substantial harm to the significance of the listed building in accordance with paragraphs 192, 196, 200 of the NPPF and Core Strategy policies CC9 and EN3 and saved UDP Policy DC19, and should be considered favourably.

I trust that the above is sufficient to secure validation, however if there is anything further you require then please do not hesitate to contact me.

Yours faithfully



Mark Murphy BA (Hons) DipTP MRTPI
Senior Planner
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For and on behalf of GVA Grimley Limited

Appendix I - Existing Entrance (Old Bank Street, Manchester)


PULL
PULL

Appendix II – Existing Entrance (Exchange Street, Manchester)



Appendix III – Drawing Register

Hutchison Kivotos Architects 2 Whites Grounds London SE1 3LA
020 7403 7323 email: info@hkarchitects.co.uk

project: Manchester Royal Exchange Southern Offices
project number: 3 1 6
status: PLANNING
client: B V K

drawing no.	drawing title	scale@sheet	issue date 01	07	19
existing drawings					
316. PL.00	Site Location Plan	1:1250@A3	P1		
316. PL.01	Block Plan	1:500@A3	P1		
316. PL.02	Existing Ground Floor Plan	1:250@A3	P1		
316. PL.03	Existing First Floor Plan	1:250@A3	P1		
316. PL.04	Existing Second Floor Plan	1:250@A3	P1		
316. PL.05	Existing Third Floor Plan	1:250@A3	P1		
316. PL.06	Existing Fourth Floor Plan	1:250@A3	P1		
316. PL.07	Existing Fifth Floor Plan	1:250@A3	P1		
316. PL.08	Existing Old Bank Street Elevation	1:50@A3	P1		
316. PL.09	Existing Old Bank Street Lobby Plan and Section A	1:50@A3	P1		
316. PL.10	Existing Old Bank Street Lobby RCP and Section B	1:50@A3	P1		
316. PL.11	Existing Old Bank Street Lobby internal elevations	1:50@A3	P1		
316. PL.12	Existing Typical Upper Lobby Internal elevations	1:50@A3	P1		
316. PL.13	Existing Typical Fire Doors	1:20@A3	P1		
316. PL.14	ExistingTypical Corridor Elevations	1:20@A3	P1		
316. PL.15	Existing Second Floor RCP 1 of 2	1:100@A3	P1		
316. PL.16	Existing Second Floor RCP 2 of 2	1:150@A3	P1		
316. PL.17	Existing Third Floor RCP 1 of 2	1:150@A3	P1		
316. PL.18	Existing Third Floor RCP 2 of 2	1:150@A3	P1		
316. PL.19	Existing Fourth Floor RCP 1 of 2	1:150@A3	P1		
316. PL.20	Existing Fourth Floor RCP 2 of 2	1:150@A3	P1		
316. PL.21	Existing Fifth Floor RCP 1 of 2	1:150@A3	P1		
316. PL.22	Existing Fifth Floor RCP 2 of 2	1:150@A3	P1		
316. PL.23	Existing WC Core Second floor	1:50@A3	P1		
316. PL.24	Existing WC Core Third floor	1:50@A3	P1		
316. PL.25	Existing WC Core Fourth floor	1:50@A3	P1		
316. PL.26	Existing WC Core Fifth floor	1:50@A3	P1		
proposed drawings					
316. PL.40	Proposed Ground Floor Plan	1:200@A3	P1		
316. PL.41	Proposed First Floor Plan	1:200@A3	P1		
316. PL.42	Proposed Second Floor Plan	1:250@A3	P1		
316. PL.43	Proposed Third Floor Plan	1:250@A3	P1		
316. PL.44	Proposed Fourth Floor Plan	1:250@A3	P1		
316. PL.45	Proposed Fifth Floor Plan	1:250@A3	P1		
316. PL.46	Proposed Old Bank Street Elevation	1:50@A3	P1		
316. PL.47	Proposed Old Bank Street Lobby Plan and Section A	1:50@A3	P1		
316. PL.48	Proposed Old Bank Street Lobby RCP and Section B	1:50@A3	P1		
316. PL.49	Proposed Old Bank Street Lobby internal elevation A	1:25@A3	P1		
316. PL.50	Proposed Old Bank Street Lobby internal elevation B	1:25@A3	P1		
316. PL.51	Proposed Old Bank Street Lobby internal elevation C	1:25@A3	P1		
316. PL.52	Proposed Typical Upper Lobby Internal elevations	1:50@A3	P1		
316. PL.53	Proposed Typical Corridor Elevations	1:20@A3	P1		
316. PL.54	Proposed Typical Corridor Fire Doors type 5	1:20/ 1:5@A3	P1		
316. PL.55	Proposed Glazed Door to basement type 2	1:20/ 1:5@A3	P1		
316. PL.56	Proposed fire door D 00.03 [ground floor fire escape unit 5]	1:20/ 1:5@A3	P1		
316. PL.57	Proposed Typical flush riser doors type 4	1:20/ 1:5@A3	P1		
316. PL.58	Proposed Typical WCs new doors type 6	1:20/ 1:5@A3	P1		
316. PL.59	Proposed Typical new Accessible toilet doors type 7	1:20/ 1:5@A3	P1		
316. PL.60	Proposed Hub Room	1:50@A3	P1		
316. PL.61	Proposed Hub Room RCP	1:50@A3	P1		
316. PL.62	Proposed Second Floor RCP	1:100@A3	P1		
316. PL.63	Proposed Second Floor RCP	1:150@A3	P1		
316. PL.64	Proposed Third Floor RCP	1:150@A3	P1		
316. PL.65	Proposed Third Floor RCP	1:150@A3	P1		
316. PL.66	Proposed Fourth Floor RCP	1:150@A3	P1		
316. PL.67	Proposed Fourth Floor RCP	1:150@A3	P1		
316. PL.68	Proposed Fifth Floor RCP	1:150@A3	P1		
316. PL.69	Proposed Fifth Floor RCP	1:150@A3	P1		
316. PL.70	Proposed WC Core Second floor plan	1:50@A3	P1		
316. PL.71	Proposed WC Core Second floor elevations	1:50@A3	P1		
316. PL.72	Proposed WC Core Third floor plan	1:50@A3	P1		
316. PL.73	Proposed WC Core Third floor elevations	1:50@A3	P1		
316. PL.74	Proposed WC Core Fourth floor plan	1:50@A3	P1		
316. PL.75	Proposed WC Core Fourth floor elevations	1:50@A3	P1		
316. PL.76	Proposed WC Core Fifth floor plan	1:50@A3	P1		
316. PL.77	Proposed WC Core Fifth floor elevations	1:50@A3	P1		
316. PL.78	Proposed Tea Points	1:20@A3	P1		
316. PL.79	Proposed boxing to distribution boards to corridors	1:20@A3	P1		
316. PL.80	Proposed banquette seating reception	1:5@A3	P1		

Distribution			All copies are electronic
Client	Ivan Harrison/ Emme Haycock	Hines	X
Project Manager	Fergus Lowry	Avison Young	X
Planning Consultant	Mark Murphy	Avison Young	X
M&E	Karl Spencer	CWC	
Structural Eng.	N/A		
Building Manager	Tim White	Savills	
Approved inspector			