MANCHESTER
CITY COUNCIL

DESIGN & ACCESS STATEMENT (INCORPORATING HERITAGE STATEMENT)

The Royal Exchange, Northern Offices, Exchange Floor Office Fit Out
October 2017



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1 Introduction

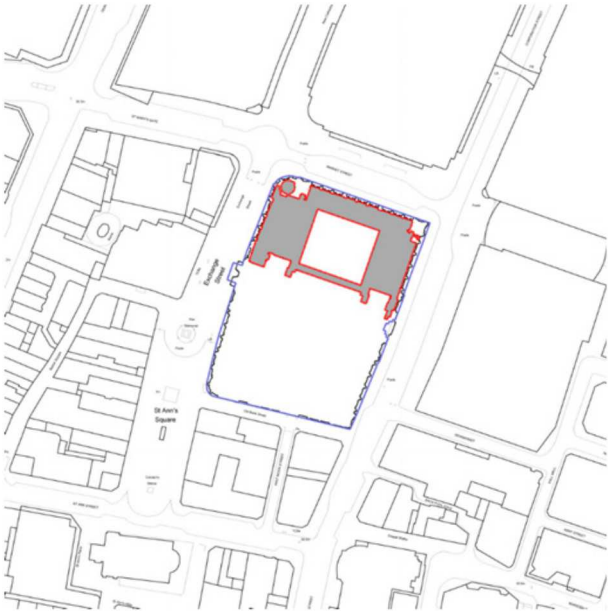
1.1 Purpose of Report

This Design and Access Statement (Incorporating Heritage Statement) has been prepared on behalf of Manchester City Council Strategic Development Directorate and accompanies the listed building consent application for the proposed internal remodelling work to the Manchester Royal Exchange "Exchange Floor".

1.2 Project Background

The Royal Exchange is a Grade II listed building located in central Manchester, within St Ann's Square Conservation Area. The Royal Exchange was constructed between 1866 and 1874, and extended and substantially remodelled between 1914 & 1921. The building is bound by Market Street to the north, Exchange Street and St. Ann's Square to the west, Old Bank Street to the south, and Cross Street to the east. The northern half of the Exchange was destroyed in the Manchester blitz in December 1940, and rebuilt as six storeys of offices, which were completed in 1953.

Figure 1: Manchester Royal Exchange, Exchange Floor Demise



Manchester City Council has recently leased the Exchange Floor (first floor) of this building for the purpose of providing alternative accommodation for Manchester Coroner's Service, which is currently located within Manchester Town Hall. Manchester City Council Capital Programmes and Procurement department has prepared this Heritage Statement (incorporating Design & Access Statement) to support an application for Listed Building Consent for the proposed office fit-out of this space to meet the operational requirements of the Coroner's Service. The Royal Exchange is considered to be an appropriate building for this purpose due to its historic connections with providing an important public function for the City. The existing internal architectural arrangement of the space lends itself to the function of the Coroner's Office which requires high ceilings and large internal public spaces.

This document should be read in conjunction with the Listed Building Consent Application, and the following supporting documentation:

- Listed Building Description
- Photographic Schedule
- Existing and proposed drawings including Architectural Specification

1.3 Proposals

The proposed works involve the internal fit-out of the currently vacant Exchange Floor in the Manchester Royal Exchange offices. An extensive refurbishment of the demise was carried out in 2016, and therefore the scheme is considered to be an office fit-out rather than full refurbishment scheme. The scheme involves the following aspects:

- Provision of new internal partitions to form separate spaces within the floor layout
- Provision of new doors to new rooms within the building
- Provision of floor finishes throughout
- Alterations to existing mechanical ventilation and comfort cooling ductwork within demise
- Revised ceiling and lighting layout to suit new layout
- Provision of data cabling and additional floor boxes within existing raised access flooring
- Provision of door access system to existing and proposed doors within the demise and alteration of existing access system to external entrance doors
- Provision of new kitchenette fittings and white goods and associated services connections
- Provisional allowance for new staff WC's within the demise
- Installation of AV technology
- Installation of a combination of new and existing furniture, relocated from the existing court building to serve the court function

1.4 Report Objectives

This Design and Access Statement aims to illustrate the design rational behind the Exchange Floor refurbishment so that the reader can understand the design intention and considerations that have been made.

The general aims of this assessment are to:

- To set out the local and national planning policy relating to the identified heritage asset;
- To set out the historical background of the Royal Exchange site;
- To summarise the assessment undertaken of the character and special interest of the site by way of statement of significance
- Identify the conservation philosophy adopted by the design team in designing this refurbishment;
- Provide a summary of the design rational behind these proposals
- Assess the potential impact (positive or negative) of the proposed scheme on the heritage assets

1.5 Methodology

This design and access statement has been prepared by the agent and demonstrates how the historic building has been assessed to identify the historic value and significance of the property, and how this significance has then informed the proposed design and layout. An assessment of the likely impact of the proposed alterations on the significance of this historic building was then undertaken.

The appraisal is concerned with the process of conserving the special architectural and historic interest of the listed building, and has been conducted in accordance with the general guidelines set out in the English Heritage publications 'Informed Conservation' and 'Conservation Principles, Policies and Guidance' and in particular responds to policies outlined in the NPPF and Manchester Local Plan.

1.5.1 Sources

A range of sources have been used to assess the site's potential in line with best practice guidance as outlined under Historic England, the Royal Institute of Chartered Surveyors (RICS) and the Institute of Historic building Conservation (IHBC), and under relevant legislation and guidance.

National heritage datasets including The National Heritage List for England (NHLE), Images of England, Heritage Gateway, PastScape, and British History Online. Historical context and additional information for the site has been researched at the Record Office of the Manchester Library, and using online sources. All sources have been referenced throughout.

1.5.2 Assessment Criteria

Assessment of the significance of the site identifies how particular parts of a place and different periods in its evolution contribute to, or detract from, identified heritage values associated with the site. This approach considers the present character of the site and the changes that have influenced this character, thus informing how the design can best enhance the significance of the heritage asset. Significance (for heritage policy) is defined in NPPF Annex 2 as:

'the value of a heritage asset to this and future generations because of its heritage interest. That interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence, but also from its setting.'

Current national guidance for the assessment of the significance of heritage assets is provided by English Heritage in the document 'Conservation Principles, Policies and Guidance for the Sustainable Management of the Historic Environment' (2008) in which significance is weighed by consideration of the potential for the asset to demonstrate the following value criteria:

- Evidential value. Deriving from the potential of a place to yield evidence about past human activity.
- Historical value. Deriving from the ways in which past people, events and aspects of life can be connected through a place to the present. It tends to be illustrative or associative.
- Aesthetic value. Deriving from the ways in which people draw sensory and intellectual stimulation from a place.
- Communal value. Deriving from the meanings of a place for the people who relate to it, or for whom it figures in their collective experience or memory. Communal values are closely bound up with historical (particularly associative) and aesthetic values, but tend to have additional and specific aspects.

1.5.3 Conservation Approach

The result of this is that the design has been prepared with careful consideration of the impact of the works on the significance of the building. The proposals build upon previous refurbishment schemes within the building, with new spaces created using the modern fabric provided without compromising the architectural integrity and significance of the building. The result is a proposal that will deliver significant benefits to the Listed Building overall by securing its ongoing use.

1.5.4 Conservation Philosophy

The conservation philosophy used for the preparation of this design is one of minimal intervention, maximum retention of the historic fabric.

1.6 Assumptions & Limitations

Within the assessment of the architectural features of the demise this has been undertaken via a survey of the existing building fabric and though available historic documentation of the space. No opening up has been undertaken to assess the remaining historic fabric following previous refurbishments.

The data used to compile this report consists of secondary information derived from a variety of sources, only some of which have been directly examined for the purposes of this study. The assumption is made that this data, as well as that derived from other secondary sources, is reasonably accurate.

1.7 Consultation

A consultation was carried out with Manchester City Council Planning department in July 2017. The results of this consultation were as follows:

CORONER'S COURT – ROYAL EXCHANGE

Your application should include the following information:

A location plan (scale 1:1250) with the site (area of the building) outlined in red.

A completed application form and certificates

A heritage statement including a full justification for the works in line with Government guidance given in Section 12 of the National Planning Policy

Framework, including reference to specific paragraphs. You should assess the existing historical, technical and architectural significance of the building and explain how the proposal may impact on the architectural and historical character and appearance of the building. You also need to clearly state how any original building fabric will be altered, removed or concealed as part of the proposal. Please refer to paragraph 128 of the Nation Planning Policy Framework for advice on the information that is required to be included. This Statement is required to enable all consultees to make an informed response.

A Design and Access Statement, the requirements of which were set out in Circular 01/2006 Guidance on Changes to the Development Control System, Town and Country Planning (Applications) Regulations 1988. Please refer to Paragraph: 032 Reference ID: 14-032-20140306 of the National Planning Practice Guidance for advice on the information that is required to be included - This can be incorporated into a combined statement with the Heritage Statement.

A full architectural method statement/written specification for all works to any historic fabric of the building to include details of fixings, remedial and restoration works. Scaled existing and proposed floor plans. Drawings should indicate what physical fabric of the building has been/will be affected and whether this is original, historic or non-original fabric. Proposed drawings should be fully annotated.

Scaled existing and proposed ceiling plans. Drawings should indicate what physical fabric of the building has been/will be affected and whether this is original, historic or non-original fabric. Proposed drawings should be fully annotated (required if there are any changes to the ceiling such as new lighting, partitions etc.).

Scaled existing and proposed cross sections through the building. Drawings should indicate what physical fabric of the building has been/will be affected and whether this is original, historic or non-original fabric. Proposed drawings should be fully annotated.

Details of any new wall finishes and how any columns, downstand beams or other features such as cornices, skirting boards etc are to be dealt with (if proposed).

Details of any new fixtures and fittings, communication equipment, fixed speakers etc. (if proposed).

Photographs of all areas of the building (internal and external) affected by the proposal.

Accurate, annotated drawings detailing any internal works required to implement any acoustic insulation scheme.

2 Planning Statement

2.1 Regulation

The primary legislation relating to historic buildings and conservation areas is the Planning (Listed Buildings and Conservation Areas) Act 1990 which makes provision for the listing of buildings of special architectural or historic interest, designation of conservation areas, and the exercise of planning functions in relation to these. It requires Councils 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 (sections 16 & 66) and to pay special attention to the desirability of preserving or enhancing the character or appearance of conservation areas (section 72) (HMS0 1990).

2.2 Policy

2.2.1 National Policy

Present government planning policy is contained within the National Planning Policy Framework (DCLG 2012). Section 12 of the NPPF, entitled Conserving and Enhancing the Historic Environment provides guidance for the conservation and investigation of heritage assets and requires local authorities to take the following into account:

- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
- the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring;
- the desirability of new development making a positive contribution to local character and distinctiveness; and opportunities to draw on the contribution made by the historic environment to the character of a place.

NPPF Section 12: Conserving and enhancing the historic environment sets out the principal national guidance on the importance, management and safeguarding of heritage assets within the planning process.

The aim of NPPF Section 12 is to ensure that Regional Planning Bodies and Local Planning Authorities, developers and owners of heritage assets adopt a consistent and holistic approach to their conservation and to reduce complexity in planning policy relating to proposals that affect them.

To summarise, government guidance provides a framework which:

- requires applicants to provide proportionate information on the significance on heritage assets affected by the proposals and an impact assessment of the proposed development on that significance. This should be in the form of a desk-based assessment and, where necessary, a field evaluation;
- takes into account the desirability of sustaining and enhancing the significance of heritage assets and their setting;
- places weight on the conservation of designated heritage assets (which include World Heritage Sites, Scheduled Monuments, Listed Buildings, Protected Wreck Sites, Registered Parks and Gardens, Registered Battlefields or Conservation Areas);
- requires developers to record and advance understanding of the significance of any heritage assets to be lost (wholly or in part) in a manner proportionate to their importance and impact, and to make this evidence (and any archive generated) publicly accessible.

Policy guidance concerning listed buildings is as follows;

- Paragraph 132 – 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. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any

harm or loss should require clear and convincing justification. Substantial harm to or loss of a grade II listed building…should be exceptional…

- Paragraph 134 – Where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

Policy guidance concerning Conservation Areas is as follows:

- Paragraph 137 - 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 or better reveal the significance of the asset should be treated favourably.
- Paragraph 138 - Not all elements of a World Heritage Site or Conservation Area will necessarily contribute to its significance. Loss of a building (or other element) which makes a positive contribution to the significance of the Conservation Area or World Heritage Site should be treated either as substantial harm under paragraph 133 or less than substantial harm under paragraph 134, as appropriate, taking into account the relative significance of the element affected and its contribution to the significance of the Conservation Area or World Heritage Site as a whole.

Further guidance on all aspects of the NPPF is provided on the Planning Practice Guidance website which includes a section entitled 'Conserving and enhancing the historic environment'.

2.2.2 Local Development Plan

The Core Strategy Development Plan (2012-2017) outlines the Council's planning policies for the city. The key policies which relate to this project have been summarised below:

Policy CC8 Change and Renewal states that "*Developments which make significant contributions to the City Centre's role in terms of employment and retail growth or which improve the accessibility and legibility of the Centre will be supported, subject to the proposal's impact on key aspects of the City's heritage and character."*

Policy CC9 Design and Heritage states that "*Development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments."*

Policy EN3 Heritage states that *Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre. New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.*

3 Historic Appraisal and Statement of Significance

3.1 Setting and Local History

As identified, during the 19th century, Manchester was at the heart of a global trading system, marketing large quantities of cottons and textiles produced in neighbouring Lancashire and Cheshire. Evidence of this can be seen throughout Manchester with the many warehouse buildings which are typical of the city's architectural character. These buildings were often built to be large and architectural impressive as they were used not only as goods storage but also as showrooms.

The Royal Exchange building, formerly known as the Cotton Exchange, was the hub of the export trade (not exclusively cotton) in Manchester, first opening in 1729 and was used for merchants or their agents to meet prospective buyers and to make deals. This building was an incredibly important part of life for thousands of Mancunians and played a key role in the success of the Lancashire textile industry, supporting the jobs of tens of thousands of textile workers within Manchester and the surrounding areas, with 280 cotton towns and villages within a 12 mile radius of the Exchange[1]. This is demonstrated within Figure 2 which shows the insurance offices, banks and related institutions in proximity to the Royal Exchange.

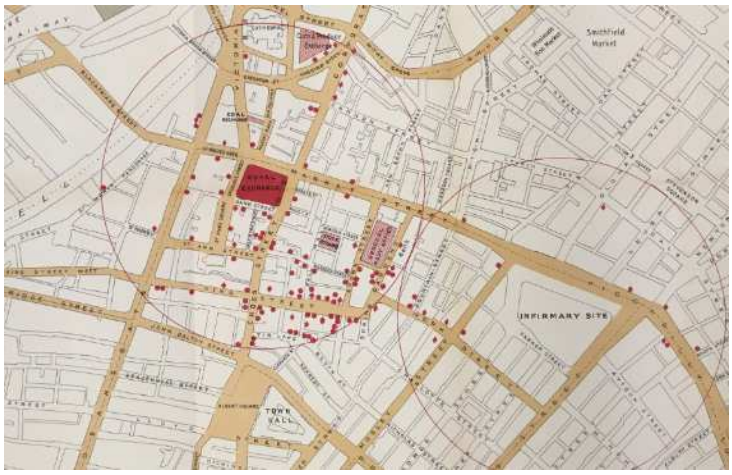


Figure 2: Manchester Royal Exchange & Surrounding Institutions (1912)[2]

The Royal Exchange is located in the centre of Manchester, within the St. Ann's Square Conservation Area. The city of Manchester has long been an important settlement, with anecdotal evidence demonstrating its importance as far back as the Druids This area was formerly an area of grassed common land used by locals to graze animals, and was known as "Acresfield" located in "Mamcestre", the earliest records of which date back to 1222, when the areas was granted by licence by Henry II to Robert Greslet. This area was home to the only fair held by Charter in Manchester, known as "Acres Fair", and was an important event for the sale of livestock. During the 17th and 18th centuries, this area became threatened by development pressures which came with the expansion of Manchester. The 1708 Act of Parliament granted permission for the construction of St Ann's Church within this area (replacing the Independent chapel that was demolished in 1715) and also stipulated the requirement for a space to be made available for location of the fair.

[1] Manchester Chamber of Commerce & Industry, 1995. Manchester in Business, 200 Years of Pioneering. Bolton: Granada

[2] Parliamentary Hearing on Proposed Changes to the Manchester Royal Exchange (1912) available within Manchester Central Library

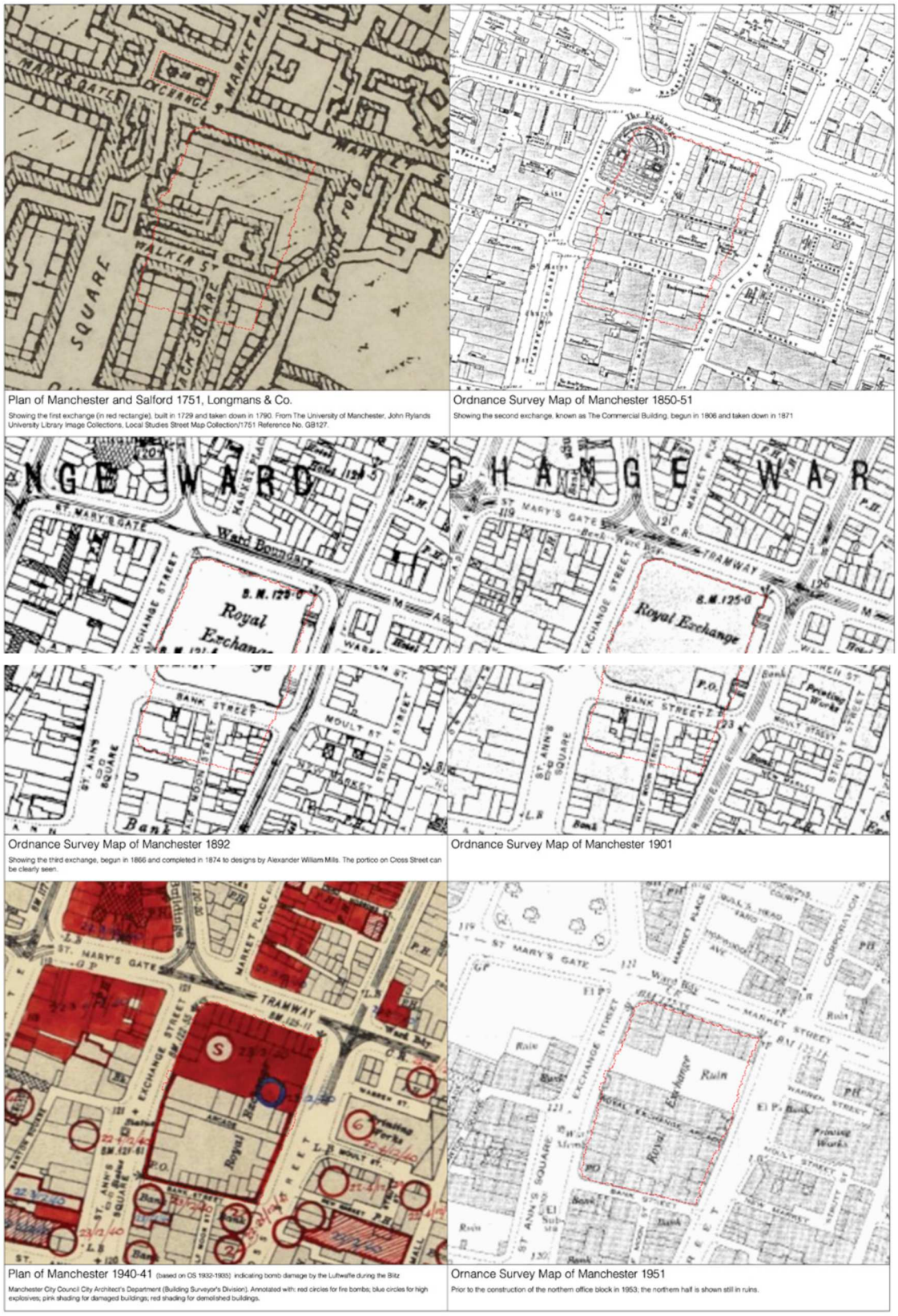


Figure 3: Evolution of the Manchester Royal Exchange site (Durrant, 2016)[3]

[3] Durrant, A. 2016. Manchester Royal Exchange Heritage Statement. Castlefield: SpaceInvader

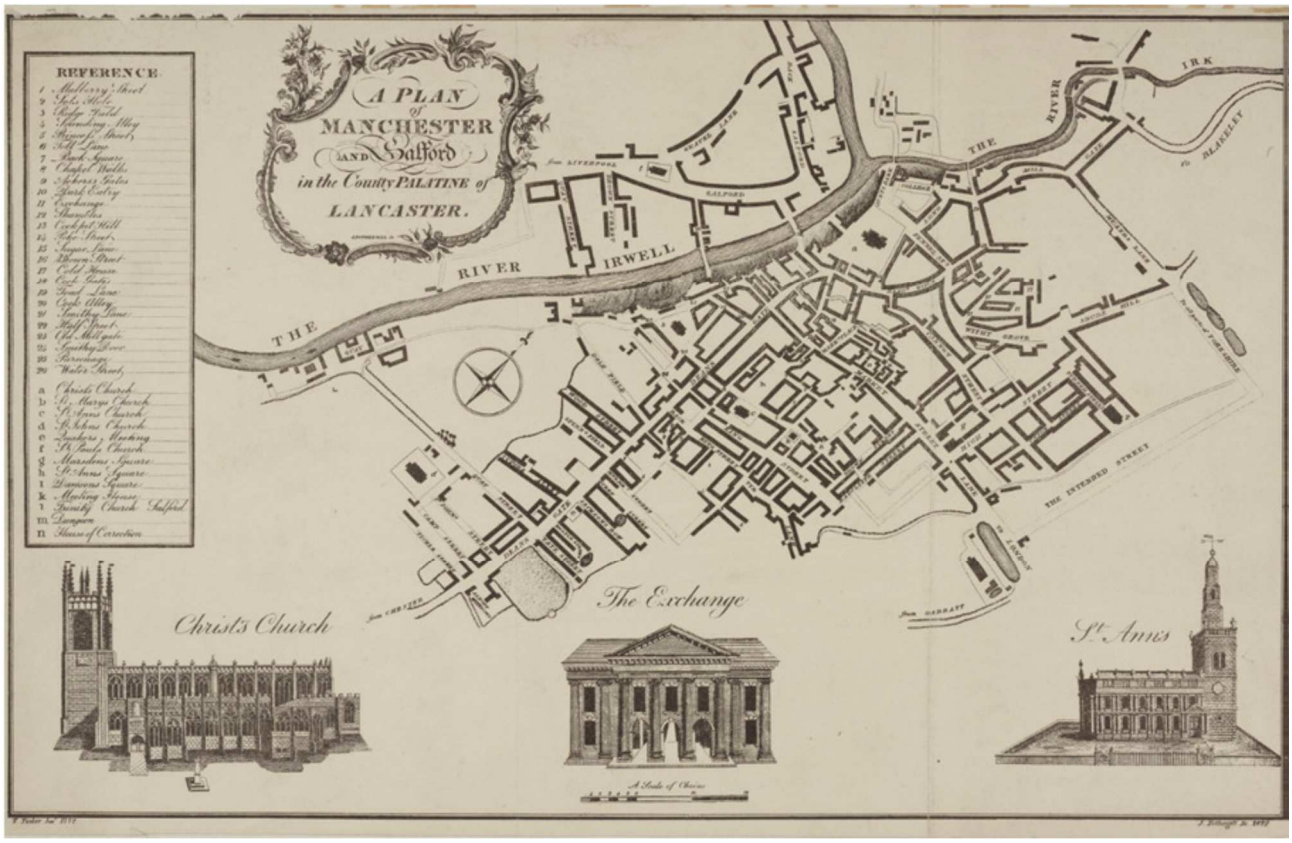


Figure 4: A Plan of Manchester and Salford in the County Palatine of Lancaster by T.Tinker, 1772. The first exchange is illustrated at the centre below the map. (Durrant, 2016)[4]

This space became known as St Ann's Square, named after the reigning monarch and Lady Ann Bland, the lord of the manor and patron of the church. The fair served the community until 1820 where it moved to Shudehill, and then to Campfield, Deansgate where it remained until it was abolished in 1876. Today this area still represents a significant shopping district and commercial centre within Manchester.

The square was set out in the early 1700's, and the Grade-I listed Church of St. Ann was consecrated in 1712. There are a number of listed buildings in the area mostly of Victorian or Edwardian origin, though there are few buildings surviving from the eighteenth century. There is a variety of styles and architectural treatment evident, and materials range from the predominant local sandstones, to brick and cast-iron structures. There are two listed memorials and number of significant, mature trees located on the square. The area is connected through a number of pedestrian routes, and has limited vehicular access. The square provides the principal pedestrian route between Market Street, Deansgate and King Street.

The Royal Exchange is located within the north-east end of the St Ann's Square conservation area, the first area designated by Manchester City Council in 1970. The conservation area extends to St. Mary's Gate to the north, and to John Dalton Street to the south. The property is situated within the centre of Market Street to the north, Exchange Street and St Ann's Square to the west, Old Bank Street to the south and Cross Street to the east.

[4] The University of Manchester Library, John Rylands, University Library Image Collections

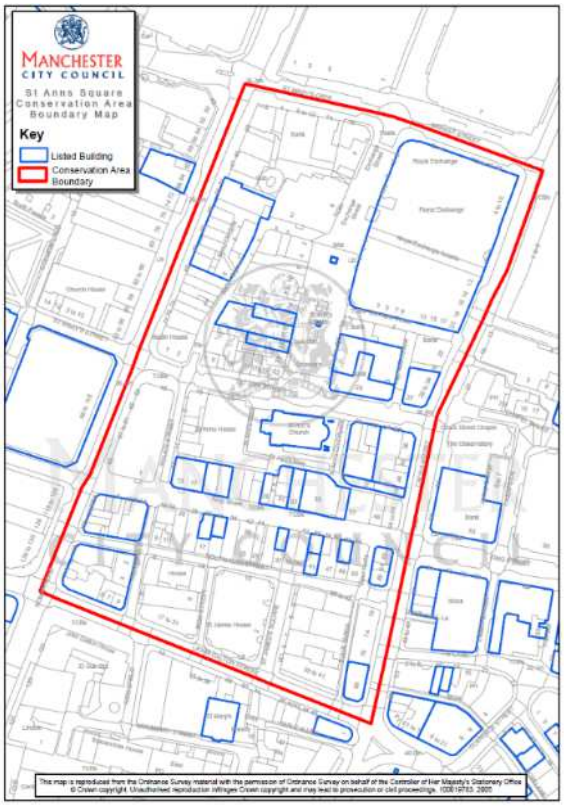


Figure 5: St Ann's Square Conservation Area (Manchester City Council, 2005)[5]

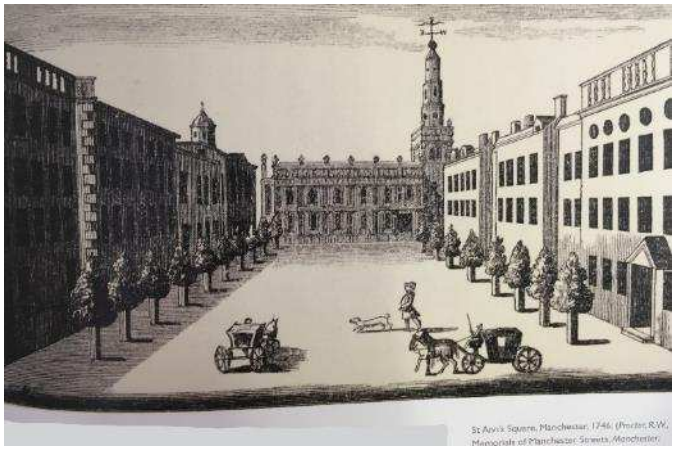


Figure 6: St Ann's Square (View South towards St Ann's Church), Manchester, 1746 – (Backie-Hansen, 2013)

3.2 History of the Royal Exchange

The Exchange has been rebuilt several times, the current Royal Exchange building is the result of three different designs and several alterations and reimagining's of the building. The first design was constructed between 1729 and 1790 by Sir Oswald Mosley to the north of and opposite the current building in the Market Place[6], in the location of the current Marks and Spencers building. It has been suggested that the reason that a building was constructed to allow for a public assembly place in order to provide cover from the Mancunian weather[7]. It was replaced by a new Exchange building 1809 on the site of the current Exchange building at the Junction of Market Street and Exchange Street, with designs by Thomas Harrison. The building was originally called "The commercial Building" in an attempt to erase its connection with its' more rowdy past. This building was extended in 1849. It wasn't until 1851 following a visit from the Queen and Prince Consort that the building was known as the Royal Exchange.

[5] Manchester City Council, 2005. St Ann's Square Conservation Area Statement

[6] Backe-Hansen, M. 2013. Historic Streets and Squares: The Secrets on Your Doorstep. Gloucestershire, The History Press

[7] Fraser, D. 1988. The Royal Exchange Theatre Company: An Illustrated Record

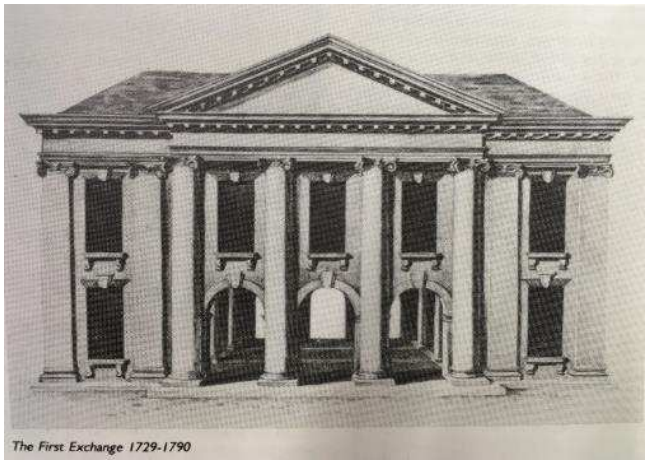


Figure 7: The First Exchange 1729-1790 [8]

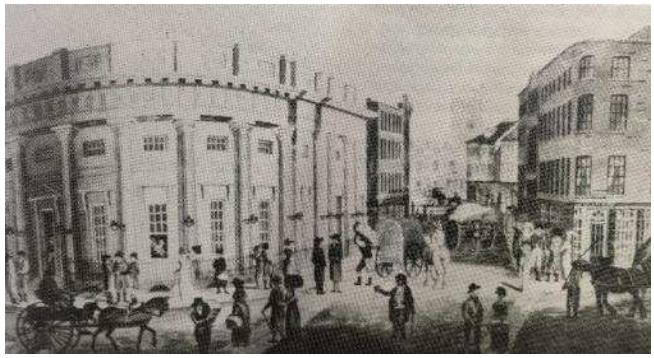


Figure 8: Second Exchange (first portion) 1809 (View taken from Market Place) (Scott, 1976)

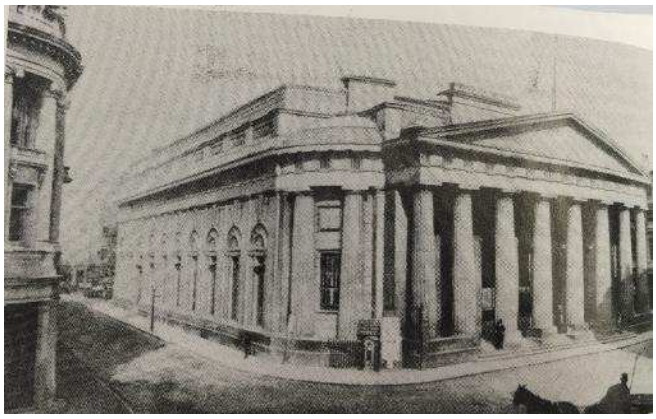


Figure 9: Second Exchange after enlargement 1849 (View taken from corner of St Ann's Square[9]



Figure 10: Third Exchange 1874 (View taken from Corporation Street) (Scott, 1976)



Figure 11: St. Ann's Square, Manchester, 1895[10]*(Looking east towards Market St from St Mary's Gate) (Scott, 1976)*



Figure 12: Exchange Tower 1899 "Look Up Market Street, with a view if the Exchange Tower" (Scott, 1976)

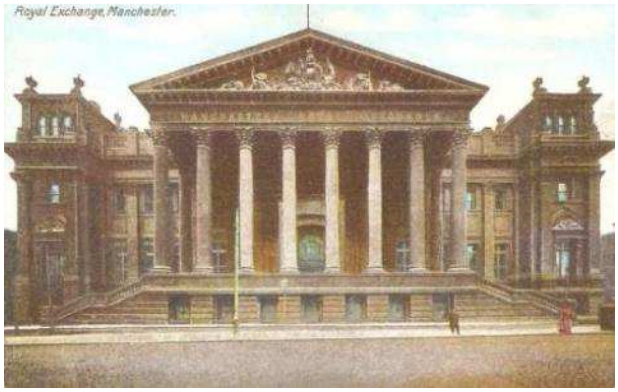


Figure 13: Royal Exchange Manchester - Cross Street elevation before modification (ND)

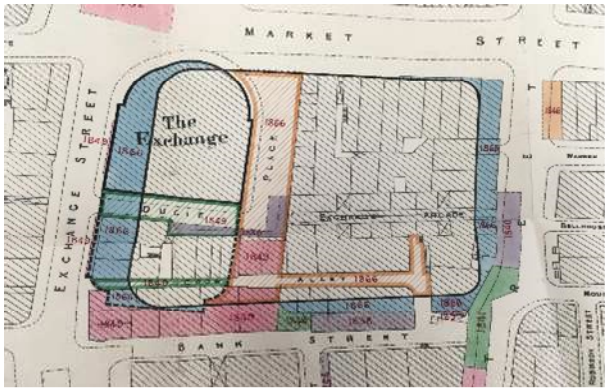


Figure 14: Indicative plan showing historic and proposed changes to the Royal Exchange



Figure 15: The Royal Exchange, looking north from St Ann's Square

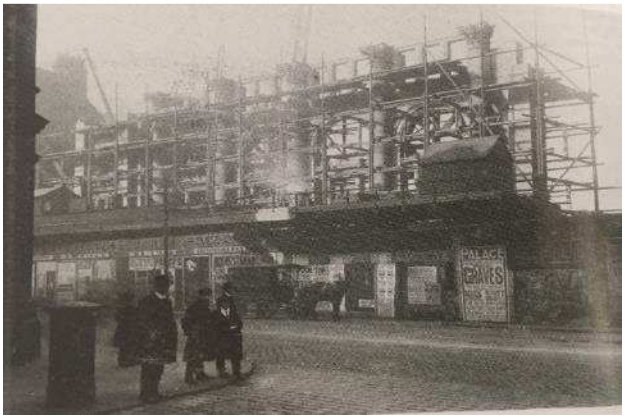


Figure 16: Bradshaw Gass & Hope modification of Cross Street facade (1916) (Scott, 1976)

[8] Scott, R. (1976). The Biggest Room in the World. *A Short History of the Royal Exchange.* Manchester: The Royal Exchange Theatre Trust

[9] Backie-Hansen, M. (2013). *Historic Streets And Squares - The Secrets on Your Doorstep.* Gloucestershire: The History Press.

[10] Williams, M., and Farnie, D.A. 1992. Cotton Mills in Greater Manchester. Lancaster: Carnegie Publishing Limited.



Figure 17: The Manchester Royal Exchange as Extended & Reconstructed[11]

Due to an increase in numbers, a third design, produced by Mills & Murgatroyd was constructed in 1867-74, built in two stages with the second half not demolished until the first half had been completed (1971), with the whole projected being completed by 1874.

Following the opening of the Manchester Ship Canal, membership again increased significantly, and lack of space was a perpetual problem. The building was extended in the 1890s which included the removal of the large portico to the east of the building, and again later extended and extensively modified by Bradshaw Gass & Hope between 1914 and 1931 to form the largest trading hall in England. Some texts class this scheme as the fourth rebuild of the Royal Exchange, including the Historic England description. Offices were installed along the north and West (Market St and Exchange St and St Ann's Square respectively, see floor plan). The trading hall had three domes and was double the size of the previous hall, with the colonnade parallel to Cross Street marking the centre. It is reported that this is where 80 per cent of the global trade in cotton was transacted. Between 8,000 and 9,000 men attended the Manchester Exchange each week, and therefore to ensure that the members were easier to locate a grid system was formed with large bronze letters from A through to M was installed along the north and south of the building, with numbers along west and east of the building.

[11] The Textile Mercury. (1921, October 8). New Manchester Royal Exchange Opening by His Majesty the King. *World's Largest Place of Assembly for Traders*, pp. 356-359.

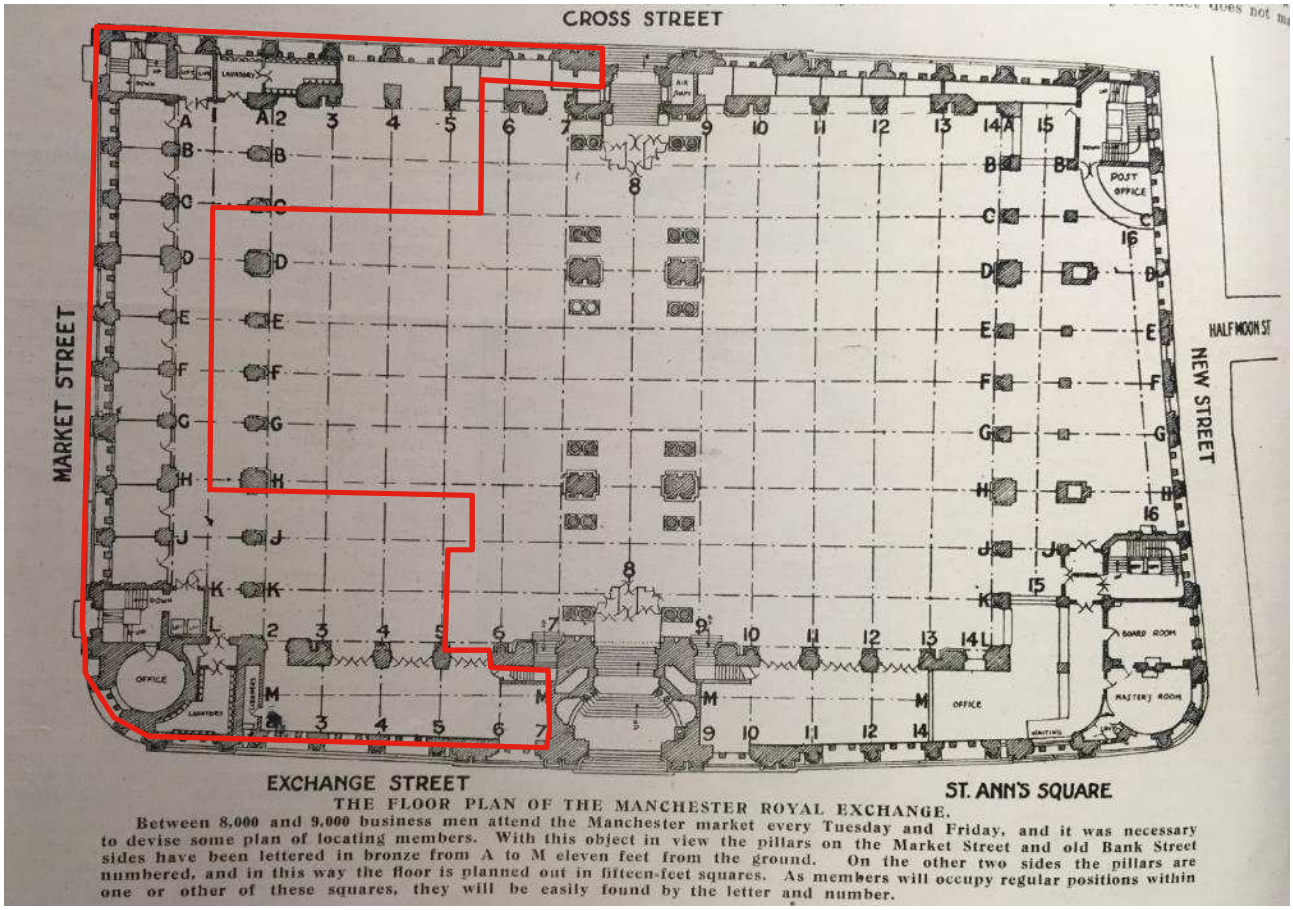


Figure 18: The Floor Plan of the Manchester Royal Exchange (The Textile Mercury, 1921), with the Exchange Floor Demise overlaid for reference



INTERIOR OF THE MANCHESTER ROYAL EXCHANGE.

The photograph shews the beautiful architecture of the new Manchester Royal Exchange, and gives a good idea of the 1.7 acres of floor which is now available for the accommodation of members who attend the Manchester market. The photograph was taken from the new extension, and shews the Exchange Street side of the Exchange. The space beyond the huge centre pillars is the reconstructed part of the old floor.

Figure 19: Interior of the Manchester Royal Exchange (looking West) (The Textile Mercury, 1921)

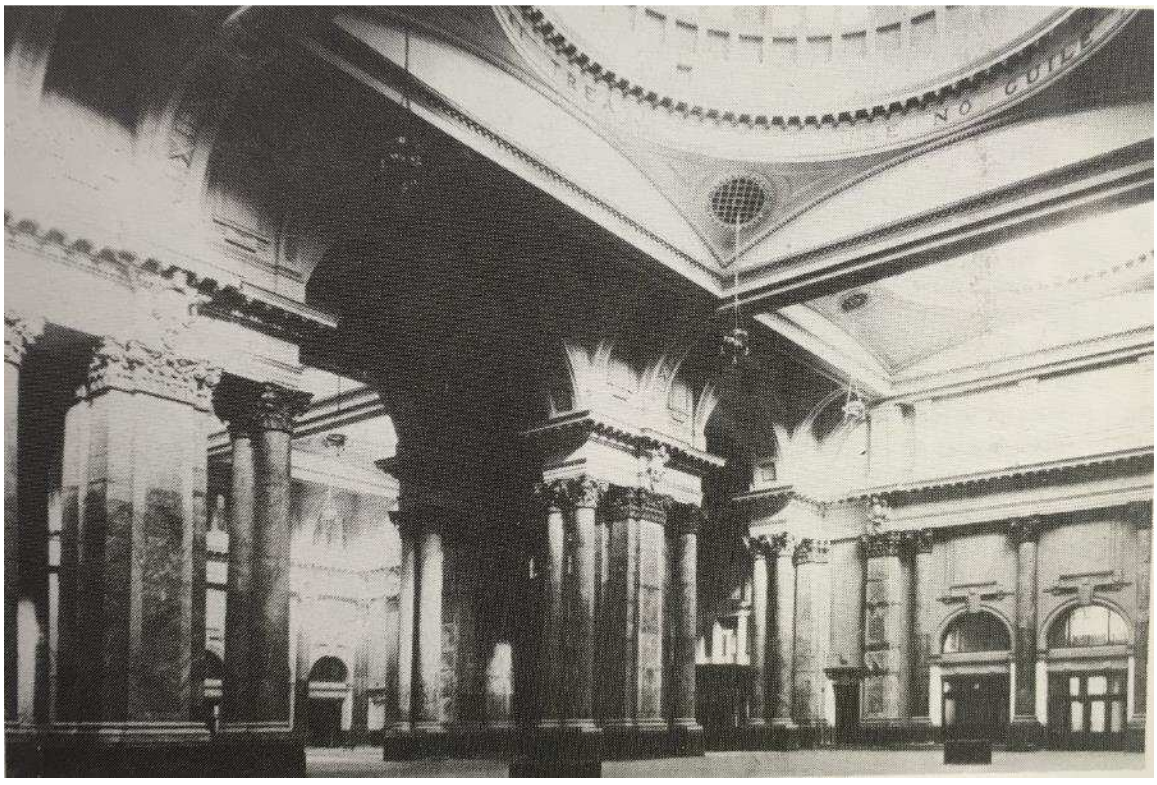


Figure 20: The completed extension of the Royal Exchange in 1921 (The Textile Mercury, 1921)



Figure 21: High 'Change of People in the main Exchange Area (Scott, 1976)



Figure 22: The bombed building on the morning of 23 December 1940 (Scott, 1976)



Figure 23: The interior of the hall after the bomb damage in December 1940[12] (North and west of the building)

In 1940 the building was subject to bombing during the "Christmas Blitz" where much of the eastern portion and the main trading floors were devastated. The building was re-built again by Bradshaw Gass & Hope during the late 1950's and where possible the facade was retained. The northern end of the Exchange Floor was rebuilt as six storey office, which was completed in 1953 and included significant internal remodelling including the introduction of three new central light wells, new stair cores and new internal floors within the confines of a facade retention. Much of the current original fabric originated in the steel-frame construction, which began in 1948 and was completed in 1953. Its' construction is typical of the period. There are few internal finishes or features of significance in this part of the building. The structure consists of a steel frame with floors in hollow pot construction consisting of reinforced concrete ribs between clay hollow blocks. A concrete slab extends over the ribs. The terracotta soffits are partially exposed and the beams have a variety of finishes; some of these are encased in concrete and others are fire lined.

By the 1970's, changes to trading and the Lancashire cotton industry caused the eventual closure of the building on 31 December 1973. The building has since been adapted to form other uses. The southern side

[12] New Chronicle, 1940. Manchester Libraries, ref: GB127.m56684

of the Exchange was in 1976 turned into a unique theatre by the Sixty-Nine Theatre Company, who constructed a theatre pod within the trading hall. Retail spaces were provided on the ground floor, and offices on the upper floors. The building was again badly damaged by the Manchester IRA bomb explosion in 1996, less than fifty metres away from the Royal Exchange building which took two years to restore. Restorations included reconstruction of the domes, repairs and cleaning of the masonry façade, and the additional of new steel beams in the northern offices as part of strengthening works. The theatre was also improved and enlarged in 1998, and the glass entrance canopy, lift access and new glazing were installed at the same time. Much of the work (£32 million) was provided by the National Lottery to repair the damage and was fully repaired and strengthened and it reopened in 1998.



Figure 24: Picture shows the damage to Marks and Spencer, close to where the bomb went off (east and north elevation of Royal Exchange visible in the background)[13]

The Royal Exchange, Manchester is an Icon within the cultural and physical fabric of this City. The building is widely known and recognised for its shops and its Theatre. In 2016 the building underwent a significant internal refurbishment and remodelling scheme of the floor on the north side of the building, including the floor known as the Exchange Floor. The aim of this refurbishment was to provide attractive office space for new tenants, and sought to "*improve the quality of open-plan, flexible space that a modern office is expected to offer*". The 2016 Exchange Floor Refurbishment included significant alterations to improve the existing accommodation to provide "*a premium and flexible office address which is relevant to modern occupier needs*" This work included strip out of internal partitions, finishes and redundant mechanical and electrical installations, and provision of secondary glazing, WCs, raised access floors, lighting, power, suspended bulkhead and new finishes. This forward-thinking approach within the 2016 refurbishment intended to design in flexibility of the, allowing future tenants to alter the space with minimal impact on the significance of this space, for example by

[13] Manchester Evening News. 2016. Bomb before and after, 03/04/2016. Available online at: http://www.manchestereveningnews.co.uk/news/greater-manchester-news/gallery/bomb-before-and-after-7277808 accessed 03/11/2017

providing suspended ceilings, raised access flooring and stud partitions. Listed building consent was approved in 2015 for floors two to six, and in 2016 for the Exchange Floor.

3.3 Statement of Significance

The Royal Exchange building is a grade II listed building located within the St Ann's Square conservation area. It represents one of over 800 listed buildings within Manchester. There are 35 designated conservation area within Manchester.

Sadly, few of the historic features remain within the Exchange Floor. The main features of note are as follows:

Windows

As can be seen from the historic photographs of the Royal Exchange, the 1st and 2nd floor windows set in giant round-headed arches have since its 1912 remodelling changed little within the last 100 years. These were retained and overhauled as part of the 2016 refurbishment. Additional secondary glazing was fixed to the internal face of the windows, in order to reduce the noise from street level. These have been installed "*sympathetically to align with the existing mullions*" in order to limit external visual impact of this addition. The windows contribute to the distinct character of the building and should not be altered in a way which would affect this character.

Rotunda

Another distinctive element of the external façade is the iconic and historic clock tower, again visible in the historic photographs of the site, and a feature which has survived a number of extensions and refurbishments of the building. This is clearly visible within the circular room to the north-west of the site, the space known as the "rotunda". This previously formed a circular meeting room, as seen on the 1912 floor plans of the Exchange.

Grid Layout

As described in the historic appraisal of the site, the main meeting place for the Royal Exchange was a large open plan building, however the space was split into "grids" which allowed for the members to find each other within this vast space. The grid system is indicated on the 1912 drawing, and a floor plan demonstrating how this relates to the proposed layout has been included within the appended drawings.

Ceiling lights

One of the features uncovered as part of the 2016 refurbishment works are the ceiling lights to the lightwell in the east side (Cross Street side), see photographic schedule for details. This is a feature unique to the Exchange Floor, as in the remaining offices floors this is an open light well (see plan photograph of building).

Existing historic structure

Whilst there have been a number of refurbishments of the space, the historic structure of the building has been retained meaning the space can easily be read. The offices structural frame is of some historic interest, as it reflects the post-war environment when materials were in short supply and labour but labour was readily available. The steel beams are generally in standard sizes that were available around the time of the construction in the late 40's. Many of the beams have been plated, which although labour-intensive is economical and structurally efficient. The historic structure and materials of the building should be protected where possible.

4 Design & Development Principles

4.1 Design Principles

Following analysis of the heritage values of the property, the following design principles have been devised in order to inform the designers:

- Aim to retain as much of the modern refurbishment as possible
- Ay alterations should target modern areas
- Any new partitions to be installed using existing columns between windows. No partitions to be installed half way through window lines
- Where suspended ceilings are to be installed, there should be set back from the window to avoid them being visible from street level
- Where possible, use finishes to match the existing
- Cable runs to be installed through existing raised access floor voids
- Use and/or alter existing mechanical cooling and ventilation systems.
- Retain existing WCs where possible
- Aim to utilise a management plan in order to provide accessible spaces where none currently exist
- Avoid openings through historic fabric
- Avoid openings through modern fabric, or target existing openings through creative design
- Aim to maintain the open feel through the building, whilst ensuring safe and practical and fit for purpose building layout for the end user

4.2 Conservation Philosophy

- Minimum intervention: If possible leave historic fabric alone and do not interfere unless it is absolutely essential.
- Maximum retention: Where intervention is required there should be the minimum loss of historic fabric, and modern fabric should be targeted wherever possible.
- Research and inspection: Decisions regarding what will be altered and how must be based upon detailed inspection of the buildings and an informed understanding of its history, development and character based on research.
- Materials: Wherever possible sympathetic materials and traditional methods of workmanship should be adopted for carrying out repairs.
- Reversibility: Where possible any alterations should be reversible.
- Workmanship character: the design of repairs should take note of original/historic patterns of workmanship, character and profile where possible.
- Skills and trades: Only contractors, trades and craftsmen with the necessary experience and skills working with historic buildings will be permitted to undertake works.
- Current defects and forward maintenance: The project aims to overcome a backlog of disrepair and defects, by improving the condition of the building fabric to a point where forward maintenance is at a manageable scale. It does not however negate the need for future maintenance.
- Timing: the provision of scaffolding and access may guide decisions regarding the extent of what work is done now and where.

5 Design and Access Statement

The following section is the Design and Access Statement, the requirements of which were set out in Circular 01/2006 Guidance on Changes to the Development Control System, Town and Country Planning (Applications) Regulations 1988. Paragraph: 032 Reference ID: 14-032-20140306 of the National Planning Practice Guidance has also been used in regards ensuring that the correct information has been included.

5.1 Building Description

The property is set around a large rectangular plan set on a corner plot, and is penetrated east-west by an arcade at ground floor level, and enclosing a central atrium on the first floor. The property is built in a classical style, comprising Portland stone construction to external facades, with a slate roof and three glazed domes (south side). Despite many alterations the building retains a bold classical exterior from the period 1914-1921, with giant Corinthian pilasters and large projecting towers, the iconic baroque tower in the north-west corner of the building is a distinctive landmark. The ground floor level external elevation comprises rusticated walls with channelled rusticated piers. There are giant Corinthian order columns to the first, second and third floors to the perimeter of the building, with large entablature and modillion cornice. To the first attic storey there is a cornice and decorated parapet; the second attic storey comprises a mansard roof construction. The quality of the original building's exterior and its unique context within the Conservation area are undeniable positive attributes.

Internally, there is the Royal Exchange Theatre which is located in the south side of the property, and a range of retail units and restaurants located within the ground floor units. The north side of the building consists of five main floors to parapet level, and two storeys above parapet level; it extends to eleven storeys in total (sub-basement to seventh floor included). The 2016 refurbishment works undertaken in 2016 were instrumental in bringing the rest of the building up to a similar level of prestige. Since completion, it is understood that all floors are now soon to be let, and the building will once more become a thriving business enterprise.

5.2 Exchange Floor (The Demise) Description

The existing building structure to the northern half of the Royal exchange consists of a steelwork frame with reinforced concrete floors. The steelwork frame is understood to consist of rolled steel joists, often with steel plates riveted to the flanges to form compound sections. The beams are connected to the stanchions by both seating angles and web angles. The beams and stanchions are all encased in concrete presumably to provide fire protection.

The floors are of hollow pot construction consisting of reinforced concrete ribs between clay hollow blocks. A concrete slab extends over the top of the ribs and blocks forming a ribbed floor construction. Near to the supports the hollow blocks are stopped off and the slab is made solid to achieve a greater shear strength.

The existing space is open plan, with the exception of the circular room to the north west of the building, and the provision of WCs and entrance lobbies within the demise, and the neighbouring property "TGI Fridays" which is contained within the centre of the space. The space is characterised by tall ceilings which increase at different locations within the space, with a soffit of 3535 generally, and bulkhead of 2760 in circulation areas. These have been reduced in some areas in order to house the mechanical cooling and ventilation plant installed as part of the 2016 scheme.

Ceilings are under-drawn to main open plan areas and painted in white emulsion finish to all office floors. There is a central ceiling framed out plasterboard bulkhead with large metal 300mm plank tiles. Above the central office area to the east of the demise, there are exposed glass block ceiling lights which have been decorated and left exposed.

There is a new bare Medium grade fully accessible raised access floor system in 600mm x 600mm panels on adjustable pedestal supports, providing a modern CATA office standard access void of 150mm. No floor coverings are currently provided within the main office area.

The window boards to the perimeter of the building comprise MDF with concealed fixings, and white egg shell paint finish. Elsewhere, solid partitions and columns have been boxed in using plasterboard. Wall finishes comprise emulsion paint on plaster finish, and timber skirtings have been provided to all areas, painted white.

The existing windows were retained and overhauled as art of the 2016. Additional secondary glazing was fixed to the internal face of the windows, in order to reduce the noise from street level. These have been installed "*sympathetically to align with the existing mullions*" in order to limit external visual impact of this addition. The cores are a combination of modern timber doors and new glass doors. The timber doors to the existing WCs are laminated with 2nr 1 hour single leaf doors with 190 degree hinges, including frames and ironmongery

Lighting consists of a combination of diffused plank LED lighting set within the plank suspended ceiling system; dark grey LED luminiere pendant up/down lighting and white LED halo lighting. The glass blocks within the eastern side of the building are lit from underneath via linear light fittings.

The space is cooled via mechanically fed fresh air, the ductwork for which is mostly located within the ceiling service zones which results in the dropped bulkhead ceilings within the circulation areas. There are exposed spiral ducting which reach out from these bulkheads, which include supply and extract vents formed within the vertical face of the lowered bulkheads. The supply ventilation is located to services that have been installed historically on the roof.

The current space is painted entirely white, with dark grey accents provided by the lighting and doors within the demise.

5.3 Proposals

5.3.1 Introduction

The Manchester City Coroner's Service is currently located within the Town Hall Manchester, Albert Square, Manchester M60 2LA. As part of the enabling and decant works required for the Town Hall refurbishment, the Coroner's Service accommodation must be re-provided elsewhere in the city. In addition, this offers an opportunity to provide new and modernised accommodation for this critical service within the city.

The proposed works involve the internal remodelling of the currently vacant Exchange Floor in order to provide new accommodation for Manchester Coroner's Service and associated functions, which are being relocated from the Town Hall as part of a separate refurbishment programme. The Royal Exchange is considered to be an appropriate building for this purpose due to its architectural grandeur and also for the internal arrangement of the existing space which lends itself to the function of the Coroner's Office. The scheme is considered to be a fit out rather than full refurbishment scheme, due to the fact that extensive refurbishment of the area was carried out in 2016. The scheme involves the following aspects:

- Provision of new internal partitions to form separate spaces within the floor layout
- Provision of new doors to new rooms within the building
- Provision of floor finishes throughout
- Alterations to existing mechanical ventilation and comfort cooling ductwork within demise
- Revised lighting in some areas to suit new layout
- Provision of data cabling within existing raised access flooring
- Provision of additional floor boxes within raised access floor
- Provision of door access system to existing and proposed doors within the demise and alteration of existing access system to external entrance doors
- Provision of new kitchenette fittings and white goods and associated services connections
- Provisional allowance for new staff WC's within the demise
- Installation of AV technology

5.3.2 Design Philosophy

The proposed remodelling of this space has largely been dictated by the nature of the proposed use of the Exchange Floor as a working court room, and the operational requirements that the Coroner's Service has, and means of escape works resultant from the change of use category from "office" to "Sui Generis".

The design team recognised the work that had been undertaken during the 2016 refurbishment of the space, and wanted to maintain the look and feel of this design, reusing the existing fixtures and using similar finishes wherever possible, whilst providing a suitable space for Manchester Coroner's Service.

5.3.3 Access Statement

The works are only proposed to impact the interior of the building. Given the change of use to the building, and the critical operational requirements of the space, a fire engineer was consulted to provide specialist advice around means of escape from the demise.

Access to the Building & Deliveries

The building is located with the retail centre of the city, and the property is occupied by a number of different tenants, including retail, restaurants and is home to the Royal Exchange Theatre. The main entrances to the Royal Exchange Theatre are located on Cross Street and Exchange Street, and there are separate entrances to the Royal Exchange offices with the main reception located on Exchange Street, known as "Reception 4", and an additional entrance and small reception located on Cross Street, the latter of which has been identified as an appropriate site and deliveries entrance, albeit it is located on a tram route through the city.

There is a vehicle entrance to the basement of the building, accessible via Half Moon Street/ Old Bank Street. This has restrictions on vehicle width and heights, but does enable some stepped access to the demise from the basement although this is considered impractical due to the distances from the car par to the Exchange Floor internally. There is limited available space outside of the demise for the location of a contractor compound due to vehicle restrictions on some of the streets, the proximity of retail units and the use of the local area for events, such as the annual Christmas market and therefore contractor compound will be located within the demise, with refuse and deliveries undertaken daily.

Means of Escape

As identified, change of use of the building to Sui Generis and the introduction of visiting public to the building, changed from private use office accommodation has changed the fire escape requirements from this space. A full fire report is available as part of the building control application. This requires the installation of an additional fire escape door to be installed adjacent to the rotunda, in the location of the existing disabled access WC in the corridor leading to Stairwell 02. This includes the strip out of a modern stud partition, and remodelling of the modern disabled access WC installed in 2016 in order to provide a suitably sized escape door. This door will only be used in the event of an emergency.

Level Access

The Cross Street reception is the proposed public entrance for the Exchange Floor. The Entrance provides level access from Cross Street to the Exchange Floor by way of two passenger lifts. There is existing level access across the Exchange Floor and this will be retained as part of the works. The exception to this is that there is a one step drop between the raised access floor across the main floor, and the Rotunda office space. Given the historic nature of this room, it is not proposed to amend this to enable a level change as this is deemed to have a significant negative impact on this historic character of this space. This also affects the afore mentioned fire escape door which is proposed in this area, which will also not provide level access. A management plan will be put in place by the end user to identify how equal access could be given to the Rotunda/ activities taking place within this space if required. An access plan would also be required to identify how a building user with access needs could use Stairwell 02 in the event of a fire.

5.3.4 Space Planning

The end user has a number of functional requirements for the space, for example there are certain areas which are designated for the different user groups in order to prevent “cross contamination”. These are each serviced by the different entrances to the building. There is also specific accommodation that must be provided, which have be summarised as follows:

- Jury Court (Court 01)
- Jury room
- Witness room
- Non-Jury Court (Court 02)
- Public waiting area
- Legal meeting room
- GMP PCO office
- Coroner’s staff office
- Breakout space
- Coroner’s office
- Area Coroner’s office
- Conference room
- Meeting rooms
- Interview room
- Medical Examiner’s office
- Baby change facilities
- Family room
- Cleaners store
- Additional staff toilets
- Secure filing storage
- Reception

5.3.5 Setting

As identified, the works are internal only, and are not considered to affect the setting of this building. Where internal alterations have been made, the design team have ensured that these follow the internal structural lines within the building wherever possible so as not to impact on the external view of the building.

5.3.6 Design Components

Structure

The proposed refurbishment of these offices does not affect the main structural elements and no significant alterations are proposed. No new openings are proposed within the historic building fabric, and strip out includes modern finishes only.

Space and Layout

As identified, the introduction of individual rooms within the demise has been dictated by the end user requirements. Where possible open views and sightlines through the property have been retained to try and maximise the open feeling of the space and maximise natural daylight into the property. The existing high ceilings within the east and west sides of the property lend themselves to the function of a court room, and have been proposed as the location of the two court rooms. This ensures the additional benefit of keeping the

courts away from the external facades, improving security and acoustic properties of the room and preventing the need for alterations which might affect the external elevations. Where partitions have been installed, these have been installed in a way that reflects the historic grid system of the exchange, even reinstating some of the offices along the north perimeter of the property.

Materials

The design team were keen to retain the look and feel of the existing office fit out, and have reused existing materials where possible, and have provide new finishes similar to or to match the existing. Glass has also been introduced by way of glass partition and doors, again to try and keep a light and open feel to the building.

Mechanical Systems

The mechanical services provided within the space do not provide the appropriate levels of ventilation for the possible number of occupants within the demise at a given time and reconfiguration of these will be required in order to allow sufficient fresh air into the floor. Existing ductwork will be reused and altered wherever possible, and no new openings are proposed within the historic fabric. There are already air conditioning units on the roof and external façade of the property and no more units are proposed. A BMS system is instead proposed which will monitor the CO2 levels and redirect air to different areas as necessary. This use of smart technology limits the alterations required to the building.

Electrical Services

The nature of the end user functions requires a number of IT, electrical and AV systems to be installed. The 2016 refurbishment provided a raised access floor which has enabled the introduction of these services without impacting the historic fabric. Alterations to the raised access flooring panels will be necessary to pass cables through the floor to service desks and the like.

6 Heritage Statement

The Manchester Royal Exchange Building is considered to be of national significance due to its connection and role in the UK's cotton industry and the social history of Manchester. It's aesthetic character and layout also defines it as a building of national importance. The architectural significance of the building is complex, the building's structure is a culmination of the Exchange's long history and different phases of development. The areas of exceptional architectural and historic interest are primarily the sandstone facades and the Exchange hall and domes. Although some of the large brick piers from the 1870s structure remain at lower levels around the perimeter of the building, the facades date to the 1914-1921 redevelopment. They exhibit high quality carving in local sandstone, and are in good condition. No works will be carried out which will impact on this external façade. The windows are powder coated aluminium with timber frames, set in the large semi-circular stone reveals, and are understood to have been installed in 1997 as oart of wholesale window replacement throughout the building.

The northern half of the Manchester Royal Exchange building was severely damaged within the 1940 Blitz, and much of the current fabric originated from this time. The offices structural frame is of some historic interest, as it reflects the post-war environment when materials were in short supply and labour but labour was readily available. The steel beams are generally in standard sizes that were available around the time of the construction in the late 40's. Many of the beams have been plated, which although labour-intensive is economical and structurally efficient. The historic structure and materials of the building should be protected where possible.

The Exchange Floor was refurbished in 2016 to provide "a modern flexible office space". This provided suspended ceilings, raised access floors and new WCs that serve this floor. As such, the proposals are considered to be a fit out project only. There is limited strip out required, aside from a small area of modern plasterboard partitions and a large part of the existing system to enable access to the mechanical extract system. Where possible existing materials will be retained or reused within the project. Due to the requirements of the end user, the layout will need to be divided up to provide spaces for private and/or separate functions. These alterations have been designed in a way which conserve's the special historic interest of the building, in a manner appropriate to its significance and in accordance with policy and guidance. No architecturally significant or historic building fabric or setting will be altered as part of these works.

7 Conclusion

The proposed works have been designed to protect, sustain and enhance the significance of the Royal Exchange whilst ensuring its viable use in a manner consistent with its conservation. The works allow for the end user to use the Exchange Floor.

The proposed alterations have been designed in accordance with the principles contained in the National Planning Policy Frameworks document and current national and local guidance

No alterations to historic or significant building fabric are intended. The primary areas of architectural and historic significance within the building include the sandstone facades and the Exchange Hall, and no works will be carried out to these areas. The northern offices, which date from 1953, are les architecturally and historically significant, and have been significantly altered over a number of years. Despite this, the 1912 Exchange Hall layout is still reasonable given the retention of the façade and structural columns throughout the building, a feature which is integrated within the proposed design of the partitions layout.

No works are proposed to the existing structural fabric of the Exchange Floor. The existing internal finishes date from a refurbishment undertaken in 2016 and consist of suspended ceilings, stud partitions with plasterboard linings, and raised access floors. The proposed works will not affect the architectural or significance of the building fabric, and all new works have been designed to be sympathetic to the historic fabric.

The proposed works are necessary for the use of the space by the end user, which is dictated by the function of the Manchester Coroners Service. The works will permit the future use of this space, and once more make the Royal Exchange building home to an important function for Manchester.

APPENDIX A

Listed Building Description

List entry number: 1200826
Location: 1-17, Old Bank Street 1-19, Royal Exchange Arcade 4-20, Royal Exchange Arcade Former Royal Exchange, 1-7, St Anns Square Former Royal Exchange, 2-20, Cross Street Former Royal Exchange, 2-20, Market Street Royal Exchange, 1-13, Exchange Street
County: Greater Manchester
District Manchester
Grade II
Date Listed 3rd October 1974
UID 388116

Includes: Nos.4 TO 20 ROYAL EXCHANGE ARCADE. Includes: Nos.1 TO 19 ROYAL EXCHANGE ARCADE. Includes: Nos.1 TO 17 OLD BANK STREET. Includes: Nos.1 TO 7 Former Royal Exchange ST ANN'S SQUARE. Includes: Nos.2 TO 20 Former Royal Exchange MARKET STREET. Includes: Nos.2 TO 20 Former Royal Exchange CROSS STREET. Commercial exchange, now shops, theatre, etc. Rebuilt and enlarged (for the 4th time on this site) in 1914-21, by Bradshaw, Gass and Hope. Portland stone, slate roof with 3 glazed domes. Very large approximately rectangular plan on island site penetrated by east-west arcade at ground floor and enclosing central atrium at 1st floor. Classical style. Four storeys with 2 attic storeys; ground floor treated as rustic, with channelled rusticated piers, giant Corinthian order to 1st, 2nd and 3rd floors with massive entablature and modillioned cornice; 1st attic storey with cornice and balustraded parapet, 2nd attic storey in mansard roof, Baroque turret at north-west corner, domes over other corners. Giant round-headed entrance arch in west side with wide steps up; 1st and 2nd floor windows set in giant round-headed arches; mullioned windows to 3rd floor and 1st attic storey. Interior: very impressive trading hall (now containing modular theatre).

MANCHESTER
CITY COUNCIL

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