Nathaniel Lichfield & Partners
Planning. Design. Economics.

Chatham Mill, 8 Chester Street, Manchester

Planning Statement

B & S Investments (Manchester) Ltd

12 September 2016

41653/02/MW/NMi

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1.0 Introduction

1.1 This Planning Statement has been prepared by Nathaniel Lichfield & Partners [NLP] on behalf of B&S Investments (Manchester) Ltd. The purpose of the statement is to assist Manchester City Council [MCC] in its consideration of a planning application for:

> *"Change of Use of the ground floor loading bay and first floor from Use Class B8 (Storage and Distribution) use to Use Class B1 (Office) use together with associated alterations"*

and a listed building consent application for:

> *"Internal and external alterations associated with the refurbishment of ground floor loading bay and first floor of mill building to facilitate the change of use from Use Class B8 (storage and distribution) use to use Class B1 (Office)"*

1.2 Having regard to the requirements of section 70(2) of the 1990 Act and section 38(6) of the 2004 Act, this statement considers the compliance of the proposed development with the development plan and relevant national policy. It also considers whether there are other material considerations relevant to the determination of the applications.

1.3 In addition to this Planning Statement the application is accompanied by the following:

1 Design and Access Statement prepared by Atelier MB Architects;

2 Heritage Statement prepared by Atelier MB Architects; and,

3 Crime Impact Assessment prepared by Greater Manchester Police.

Structure of the Report

1.4 The remainder of the report is structured as follows:

1 Section 2 describes the site and the application proposals;

2 Section 3 outlines the relevant planning policy framework for the determination of the application;

3 Section 4 assesses the proposed development against the key planning policy considerations; and,

4 Section 5 summarises the above and sets out the reasons why it is considered that the Council is justified in granting planning permission for the proposed development.

2.0 The Site and Proposed Development

Site Location

2.1 Chatham Mill is located in the City Centre of Manchester. The main mill building is a 6 storey early nineteenth century former Cotton Spinning Mill that occupies the majority of Chester Street, between Lower Ormond Street and Lower Chatham Street.

2.2 The immediate surrounding area is a mixture of uses typical of a city centre but broadly comprises:

1 Residential apartments to the north, beyond a parking area to the rear of the property.

2 Ground floor restaurant uses and residential apartments, on the opposite side of Lower Ormond Street.

3 University buildings and office accommodation to the south, on the opposite side of Chester Street.

4 Ground floor retail uses and student accommodation to the west, on the opposite side of Lower Chatham Street.

2.3 The building does not lie within a Conservation Area. There are listed buildings in the vicinity of the application site, shown on the plan at Figure 2.1 including:

1 To the west of the application site is a Grade II listed mill building. It is located on the north east corner of the junction of Chester Street and Cambridge Street (list entry number 1197776).

2 To the west of the application site is the Grade II listed Chorlton Old Mill. It is located on the south east corner of the junction of Cambridge Street and Hulme Street, immediately north of building ref 1197776 (list entry number 1197775).

3 To the south east of the application site, south of Chester Street is the Grade II listed statue of John Dalton. It is located within the forecourt of Dalton College (list entry number 1197791).

Figure 2.1 Location of Listed Buildings



Source: Historic England

Description of Building

2.4 Chatham Mill is a listed building. The building was first listed in the National Heritage List for England on 11 March 1988 (List entry number: 1293040) and currently has Grade II status. The List entry states:

> *"SJ8397 CHESTER STREET 698-1/19/61 (South side) 11/03/88 Chatham Mill, GV II Cotton spinning mill, now used as warehousing etc. 1820, with extension of 1823 along Lower Ormand Street. Brick with slate roof, which has clerestory windows. Original block is 6-storeyed, 17 bays, with site of internal engine house against gable wall to SW (round-arched opening partially blocked and cut by C20 loading bay), with remains of chimney aligned with this to NW. Taking-in doors to all floors towards centre of rear elevation, reinforced with cast iron. Entrance leading to staircase in rusticated arch in NE corner, within archway to courtyard formed after extension of mill. Small rectangular windows with cambered brickheads in each bay. 4-storeyed 12 bay wing to Lower Ormand Street, with courtyard entry to left, and central doorway. Interior construction has timber floors carried on cast iron columns in original range, and fireproof construction to 1823 wing, in which cast iron columns and beams carry transverse brick arches. Layout of mill, including position of taking-in doors suggests possible origins as room and power mill. Included as a typical and coherent example of an early C19 mill, in which a single range has been extended to form an L-plan, itself a typical pattern of growth."*

2.5 As the description notes, the reason for the listing of the building is that it is a typical and coherent example of a 19th century mill building which has been extended to form an L-plan.

2.6 The main entrance to the building is off Chester Street. This entrance provides direct access to the ground floor of the property. Attached to the rear of the main mill building, are a connecting block and corridor which link to the adjoining floor of a building to the north.

2.7 The ground floor of the main mill building and the connecting floors of the adjoining blocks were previously used as storage space, with ancillary offices in part of the main mill building. This use has now ceased. The upper floors of the building are understood to be in Use Class B1 (Office) use and the basement floor is understood to be in Use Class B8 (Storage and Distribution) use.

2.8 A further, more detailed description of the building is contained within the Heritage Statement which accompanies the application.

Planning History

2.9 A planning history search has been undertaken via the Council's online planning database. There are no applications of relevance to the proposed development.

Development Proposals

2.10 The proposed development seeks permission for the Change of Use of the ground floor loading bay and the first floor of the building from Use Class B8 (Storage and Distribution) use to Use Class B1 (Office) use together with associated alterations.

2.11 The applicant only owns and has control of the first floor, including the loading bay. They do not own or control the external facades, the existing lifting towers and the windows, which therefore limit the extent of proposed improvements.

2.12 The external alterations and works are set out in detail in the Design and Access Statement and summarised below:

1 Repair glass window panes in Area A where required;

2 Bring all window openers in Area A back into a working state of repair;

3 Replace existing (non-original) doors to the loading bay of Area A with fire rated doors of similar design;

4 Covering of tiles to the outside face of the mezzanine (non-original) within Area B;

5 Installation of new rafters and slate roof with roof lights in Area D ;

6 Removal of asbestos from roof of Area E; and,

7 Removal of roller shutter from loading bay and installation of full height glazing with sliding door system in Area F.

Consultation

2.13 A pre-application meeting was held on site with Paul Mason (Conservation) from Manchester City Council on Friday 8th January 2016. During this meeting the proposals for the first floor of the building and adjoining areas, and the associated heritage issues, were discussed. Discussions have also taken place with the Council's Planning Department (Caroline Parry) to with regard to the proposed change of use and the documents required for submission with the applications.

2.14 A draft copy of the Heritage Assessment was submitted by the scheme architect, Atelier MB, to the Council's Conservation Officer in advance of the submission of the application.

3.0 Planning Policy Context

Introduction

3.1 The Development Plan for Manchester includes the Manchester Core Strategy (2012) [CS] and the 'saved' policies of the Manchester Unitary Development Plan (1995) [UDP].

3.2 The National Planning Policy Framework [Framework] and Planning Practice Guidance [Practice Guidance] are material considerations in the determination of these applications.

3.3 The following key areas of planning policy are relevant to the determination of the application.

National Planning Policy Framework

3.4 The Framework aims to proactively deliver sustainable development to support the Government's economic growth objectives.

3.5 The Framework [§7 & §8] identifies three dimensions to sustainable development, economic, social and environmental. It indicates that to achieve sustainable development, economic, social and environmental gains should be sought jointly and simultaneously through the planning system.

3.6 The Framework [§23] highlights a number of areas to ensure the vitality of town centres. It notes the importance of ensuring that the needs for office and other main town centre uses are met in full and are not compromised by limited site availability.

3.7 The Framework [§§126-141] provides guidance on conserving and enhancing the historic environment, including guidance on the determination of applications relating to designated heritage assets.

National Planning Practice Guidance

3.8 The Practice Guidance includes relevant sections on the consideration of planning applications (Section 21b), ensuring the vitality of town centres (Section 2b), and conserving and enhancing the historic environment (Section 18a).

Development Plan

Manchester Core Strategy (2012)

3.9 Manchester's Core Strategy [MCS] provides detailed policies against which development proposals will be considered. The most pertinent policies are:

1 **Policy SP 1** (Spatial Principles) provides key spatial principles to guide development and seeks to ensure that the Regional Centre will be the

focus for economic and commercial development, retail, leisure and cultural activity. It states that development in all parts of the City should make a positive contribution to neighbourhoods of choice include creating well designed places that enhance or create character and protect and enhance the built and natural environment.

2 **Policy EC 1** (Employment and Economic Growth in Manchester) identifies a requirement for the provision of 140ha of land for office space between 2010 and 2027.

3 **Policy EC 2** (Existing Employment Space) states that the Council will seek to retain and enhance existing employment space.

4 **Policy EC 3** (The Regional Centre) states that within the Regional Centre (within which the site falls) development for employment generating uses including offices will be encouraged.

5 **Policy CC 1** (Primary Economic Development Focus: City Centre and Fringe) identifies the City Centre as a strategic economic location and focus of employment, expected to accommodate 33ha of office or similar employment development. It states that a variety of high quality accommodation types, sizes and foot-plates will be encouraged with a particular focus on B1a high density offices.

6 **Policy CC 6** (City Centre High Density Development) states that the City Centre is a location where land should be used to maximise its efficiency.

7 **Policy CC 9** (Design and Heritage) protects heritage assets, including listed buildings, and requires that they be preserved or enhanced. It states that developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form.

8 **Policy EN 1** (Design Principles and Strategic Character Areas) requires good design in all developments.

9 **Policy EN 3** (Heritage) encourages development that complements and takes advantage of the distinct historic and heritage features. New development must be designed to preserve or enhance the historic environment, including listed buildings, and proposals which enable the re-use of heritage assets will be encouraged where they are consistent with the significance of the asset.

Manchester Unitary Development Plan 'saved' Policies (1995)

3.10 The Unitary Development Plan for the City of Manchester [UDP] sets out guidelines for all development in Manchester. The most pertinent policies are:

1 **Policy RC 20** (Area 19 Oxford Road/Railway/Princess Street/Mancunian Way) describes the area surrounding the building in question but does not mention either Chatham Mill or Chester Street specifically. The Policy advises that new development should be of a scale and character consistent with the existing mix of uses in the area

2 **Policy 19** (Listed Buildings) details how the Council will treat applications relating to listed buildings and also describes how it will have regard to

the desirability of securing the retention, restoration, maintenance and continued use of such buildings and protecting their general setting. The Council will:

a not grant Listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;

b not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;

c not permit any external or internal alteration or addition to a Listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;

d seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;

e permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;

f not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

Supplementary Planning Documents

Guide to Development in Manchester (2007)

3.11 The Guide to Development in Manchester SPD was adopted in April 2007 and sets out a range of guidance in respect of Design, Highways, Accessibility and Environmental Standards. It also addresses crime impact and health issues.

Design for Access 2

3.12 Introduced in December 2003, DFA2 is Manchester City Council's best practice guidance of inclusive design standards.

Other Legislation

3.13 The Town and Country Planning (General Permitted Development) (England) Order 2015 allows the change of use from Storage and Distribution (Use Class B8) to Business (Use Class B1), subject to a number of criteria. Whilst in this instance the size of the building and need for external alterations preclude this development from being classed as Permitted Development, this permitted change does demonstrate that the principle of this change is acceptable.

4.0 Planning Considerations

Principle of Development

4.1 The application seeks permission and listed building consent for a change of use of the ground floor loading bay and the first floor of the building from Use Class B8 (Storage and Distribution) to Use Class B1 (Office) use. It is considered that the principle of this city centre use in this location is acceptable for a number of reasons.

4.2 The overall character of the locality has changed and the industrial uses historically associated with the area have declined. Whilst a number of the historic mill buildings are still present, many have been converted to student accommodation and associated uses such as shops, cafes and bars in conjunction with the expansion of Manchester Metropolitan University.

4.3 Chatham Mill, in which the application site is located, is one of the few remaining buildings within the All Saints area which has not undergone comprehensive refurbishment. It is understood that the upper floors of Chatham Mill are in use as offices. Having regard to the changing character of the area and the uses of other floors of the building, it is considered that the proposed B1 (office) use is a more compatible use for this location than the existing B8 (storage and distribution) use. It is therefore considered that the application proposals accord with 'saved' UDP Policy RC 20.

4.4 Whilst the proposed change of use will result in the loss of Use Class B8 (storage and distribution) space within the City Centre the floorspace will remain in an employment use. The works associated with the proposed change of use will refurbish and enhance the existing space as required by Policy EC 2, providing a variety of high quality accommodation types, sizes and foot-plates within the City Centre in accordance with Core Strategy Policy CC 1.

4.5 Approximately 857 sq. m of office and 157 sq. m of communal space will be provided within the City Centre contributing positively to meeting the identified need for 140 ha of land for office space during the period 2010 to 2027 in accordance with Policy EC 1. Furthermore, the proposals support the role of the City Centre as a strategic economic location and focus of employment in accordance with Policy CC 1.

4.6 Having regard to the location of the site, within the Regional and City Centre, there is considerable policy support for the development of employment generating uses including offices by way of Core Strategy Policies SP 1, CC 1, CC 6, EC1 and EC 3. It is therefore considered that the proposed change of use to Class B1 (office) use in this location is wholly in accordance with local planning policy objectives.

Heritage

4.7 A Heritage Statement has been prepared by Atelier MB Architects and accompanies the applications.

4.8 The mill is one of a group of mills in the All Saints area of which the majority of the remaining buildings have been converted to residential or commercial use. Chatham Mill is one of a last few which has yet to be comprehensively redeveloped.

4.9 The aesthetic value of Chatham Mill is mainly in its contribution to the wider industrial setting. The design of the building is not of particularly high quality or architectural significance and has been diluted by piecemeal changes. Internally the aesthetic significance is based on the basic structural elements which would be typically exposed, which have been covered up. The evidential significance of the mill has been degraded by the physical changes, partial loss and degradation of the interior spaces and inappropriate external changes to the rear of the site. However, the original use and the phased development of the mill are still evident and the building still benefits from the original building materials and structure.

4.10 The proposed change of use of the ground floor loading bay and first floor from Use Class B8 (storage and distribution) to use Class B1 (office) will require internal refurbishment and some external works. The extent of works proposed is limited to those areas which are under the control of the applicant. The objective is to remove the non-original elements and retain and restore the existing historic features and reveal the large open space of the original warehouse.

4.11 The internal works will include the addition of new materials within the space. The works in Area A, the main area, will provide a large open space with a corridor to enable access to other areas. The corridor has a low impact design approach which provides both the necessary separation of the space and allowing light and visual permeability through a combination of a full height partition with a steel framed glazed panel and window openings.

4.12 The works within Area B, the rear square, will also provide a corridor to enable access to Area C. The corridor, which is not full height, will comprise a steel frame glazed wall to allow uninterrupted views from within and minimise impact on spatial characteristics. A short expanse of solid wall is incorporated to provide an area of practical storage.

4.13 Area C, the rear left hand block, is considered to be of high significance to the whole of the building. The internal works will include the repair of the roof an internal structure where required. It is not considered that the works represent any harm to the listed building.

4.14 Area D, the lean to block, is in poor condition with a leaking roof which will require repair works. It is proposed to install new rafters which sit on top of the existing steel beams and slate the exterior of the roof. Roof lights are proposed to provide light for the WC's. Partitions are proposed within this

space to provide the WC's, they will not fully obscure the view of the beams.

4.15 The works to Area E, the link bridge will comprise the removal of asbestos and repair works to the walls, floor and roof.

4.16 It is proposed that Area F, the former loading bay, will be refurbished to provide the main access. The non-original roller shutter is to be replaced with full height gazing and glazed sliding doors. A glazed draught lobby is also proposed, a structure which is very popular on listed buildings throughout the city, with minimal visual impact and readily identifiable as a modern intervention. Level access from the street will lead to an open tread stainless steel staircase with metal handrail, which reflects the functional industrial character of the mill building. The staircase is essentially free standing with minimal fixing points therefore minimising the level of harm to the building fabric. A new disabled platform lift is proposed. Two existing openings which are considered to be of low significance to the building are to be bricked up. Matching brick will be utilised and the division will be on the back line of the opening, creating a shadow gap.

4.17 The approach to the design and layout of the proposals is such that the internal character of the application site will be restored without prejudicing similar proposals to other floors, or indeed the future comprehensive redevelopment of the building. The proposals therefore accord with criteria (a), (b), (c) and (f) of UDP Policy 19 and Core Strategy policies CC 9 and EN 3.

4.18 The conversion of listed mill and industrial buildings to office use is commonplace. Such proposals enable the continued use of buildings for employment uses and assist with maintaining both the physical and cultural character of historic structures. Indeed, the floor above the application site has been converted to managed office space and the proposed use complies with the general objectives of Core Strategy.

4.19 The proposed change of use represents a long term viable economic re-use of the building which affords protection to its significant features and character. The proposals address issues of long term sustainability and do not compromise any future refurbishment plans for the wider building. The design approach has had regard to the needs of both the proposed use and the needs of the heritage asset and the works represent less than significant harm to the building.

4.20 Having regard to the established practice of converting such buildings to office use, the existing office use within the wider building, the approach in terms of design and development plan policy objectives, it is considered that the proposed change of use and associated works accords with requirements of the Framework [§134] and the Development Plan, including UDP Policy 19, Core Strategy Policies CC 9 and EN 3.

Design

4.21 A Design and Access Statement prepared by Atelier MB Architects accompanies the application. The Statement highlights that the design

proposals will enhance the quality and character of the building whilst having regard to the character of its surroundings and the amenities of neighbouring properties.

4.22 The proposed works will strip the interior back to the original warehouse through the removal of non-original fabric added in the latter part of the 20th Century. The existing historic features will be retained and restored.

4.23 The proposals involve changes to the building access. The existing access to the first floor via the portico and stairs is unsuitable for inclusive access provision. It is proposed that the main access be relocated to the loading bay, providing a level entrance and a fully disabled compliant platform lift and ambulant disabled staircase. The existing access is to be retained as a fire escape.

4.24 The internal space is to be subdivided into three individual tenancies and shared WC facilities. The new partitions have been located to minimise the impact on the building. Internal glazing is utilised where possible to allow maximum understanding of the original space.

4.25 The electrical services required for the proposed office use will be via metal conduits and power poles. Power and mechanical ducting is to be face fixed to the build fabric. No suspended ceilings or raised floors are proposed.

Highways and Parking

4.26 The proposals do not include any on site car parking provision. Whilst there are private parking facilities to the rear of Chatham Mill the, the applicant's do not own or control this land and the users of the proposed office space will have no right of access to this facility.

4.27 However, the site is located in the City Centre where access is available to a variety of public car parking facilities within walking distance. Facilities include Chester Street (212 spaces) approximately 150m from the site, Charles Street (812 spaces) approximately 500m from the site, and The Palace (411 spaces) approximately 600m from the site. It is therefore considered that there is appropriate provision of car parking to serve the proposed use.

4.28 Notwithstanding the above, the site is also located in a highly accessible City Centre location, where public transport alternatives to the use of the private car are available. Within walking distance of the site there is a wide range of public transport facilities offering access to the Greater Manchester area and beyond.

4.29 The site lies approximately 200m from bus stops on Oxford Road. Regular services are available providing access to a range of locations including central Manchester, Chorlton, Stockport, East Didsbury, West Didsbury, Rusholme, Manchester Airport, Sale, Altrincham and the Trafford Centre.

4.30 The site lies approximately 250m from Oxford Road Railway Station where services are available to destinations including Liverpool, Preston, Chester, Blackpool, Crewe Leeds and Sheffield. It also lies approximately 800m from

stops serving the Metrolink tram system which provides access to frequent services to destinations including Altrincham, Bury, East Didsbury, Ashton-under-Lyne and Rochdale.

4.31 Metroshuttle bus services run along Hulme Street (approximately 150m from the site) and provide access to City Centre destinations including Oxford Road Station, Deansgate Station and Piccadilly station. Metroshuttles are free buses linking the main rail stations, car parks, shopping areas and businesses in Manchester city centre.

4.32 It is therefore considered that there is appropriate provision of car parking to serve the proposed use and access is also available to a range high frequency of public transport services.

Amenity

4.33 The proposed development is of a type and in a location where it is not considered to be likely to adversely impact on the amenity of any nearby workers or residents.

Crime and Disorder

4.34 An application for a Crime Impact Statement has been made to Greater Manchester Police. The nature of the proposals is such that it is not considered that they are likely to have an adverse impact upon conditions of crime and disorder.

Ecology

4.35 On the advice of the Council applicant has liaised with the Greater Manchester Ecology Unit on this matter. The Greater Manchester Ecology Unit has confirmed that an ecology assessment/bat survey is not required with the application submission.

Sustainable Development

4.36 In determining this planning application, the Framework [§197] requires local planning authorities to apply the presumption in favour of sustainable development. The proposal constitutes sustainable development as set out in the Framework [§7 & §8], the proposal performing a positive economic, social and environmental role.

Economic Role

4.37 The proposed development will assist the Council in meeting the identified need for employment space, including offices, within City and Regional Centre.

4.38 The proposed use of the floor as office space will help encourage the location of businesses within the City Centre and could potentially contribute to job creation by enabling the establishment of new businesses or expansion of existing businesses within the City Centre. In addition, the build period will

create temporary job creation and support the construction supply chain.

4.39 Significant investment is proposed through the refurbishment of the floor which will help to enhance the quality of the building and help attract businesses into the area.

4.40 New office space will help to increase footfall along this part of Chester Street, benefitting other businesses and enhancing the character and status of the street.

Social Role

4.41 The proposed scheme will improve the choice of office space available to businesses wishing to locate within the city. It will contribute to the vitality of the area by helping to retain the building in an active use and contributing to the supply of employment opportunities.

4.42 The proposed change of use and refurbishment works required will enhance the level of accessibility to the building.

Environmental Role

4.43 The proposed development will have no adverse impacts on environmental considerations.

4.44 The site is in a highly sustainable location which is well served by public transport services and local services within a short walking distance.

4.45 The proposed development will not harm the built or historic environment and will enable to continued use of an existing building.

4.46 The development is sustainable both in terms of the design and construction techniques and the initiatives that will be implemented on site. The construction methods and building fabric used will ensure that the development complies with national sustainability guidelines, and that emissions across the site are minimised.

4.47 Facilities for the sorting of waste to enable recycling will be provided.

4.48 It is therefore concluded that the proposed change of use forms a positive economic, social and environmental role and comprises sustainable development in accordance with the provisions of the Framework. As a result there is a presumption in favour of granting planning permission for the proposals (the Framework §14 to §49).

5.0 Conclusion

5.1 It has been demonstrated, through this report, that the proposed development is acceptable in planning terms, having regard to national and local planning guidance particularly in respect of the principle of development, sustainable development and heritage issues.

5.2 The proposed development performs a positive economic, social and environmental role and comprises sustainable development in accordance with the provisions of the Framework. As a result there is a presumption in favour of granting the application proposals.

5.3 The proposals will assist in helping to contribute to the vitality of the city centre. The development proposes significant investment into a listed building which is currently in a poor state of repair whilst having full regard to the character of the building and its location. The proposals will therefore protect and enhance the character of the listed building and Conservation Area.

5.4 The proposed development complies with the policies and proposals of the development plan. There is a presumption in favour of the proposed development arising from Section 38(6) of the 2004 Act. We therefore request that positive and expeditious consideration is given to this application.

Nathaniel Lichfield & Partners
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