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WALSINGHAM PLANNING
SPECIALIST PLANNING & HERITAGE CONSULTANTS

Planning Statement

The Shamrock, Bengal Street, Ancoats,
Manchester

On behalf of Joseph Holt Ltd

FEBURARY 2025

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I INTRODUCTION

I.1 Walsingham Planning is instructed by Joseph Holts to prepare this Planning Statement to support an application for planning permission for works to refurbish and extend the public house known as The Shamrock on Bengal Street in Ancoats, Manchester.

I.2 Specifically, the application proposes:

“Demolition of existing single storey side and rear extension and garden structure and erection of new single storey side extension and two storey rear extension, together with minor external alterations, new external fire escape, new boundary treatment, plant and associated works”.

I.3 The application submission comprises a comprehensive set of plans, together with the following supporting documents which should be read alongside this Planning Statement:

- Heritage Statement
- Design and Access Statement
- Drainage Strategy
- Preliminary Roost Assessment Report
- Nocturnal Bat Survey Report
- Noise Impact Assessment
- Crime Impact Assessment
- Phase I Risk Assessment
- Phase 2 Ground Investigation
- Methodology of Repairs by Stone Central
- Waste Proforma
- Operating Plan

I.4 With regards the structure of this report, Section 2 contains background information about the site, including a description of the site and its surroundings, a review of its planning history and details of designations affecting the site. Section 3 contains a description of the development proposals. Section 4 provides a review of relevant planning policy, whilst Section 5 provides an assessment of the principle of the proposed development and Section 6 considers the detailed planning issues raised by the scheme. Section 6 contains our conclusions which are that the proposed development is appropriate and acceptable and accords with planning policy at all levels and therefore should be approved without delay.

2 APPLICATION BACKGROUND

Site and Surroundings

- 2.1 The Shamrock is located on the east side of Bengal Street in the north of Ancoats in Manchester. The premises occupies a corner plot and is bounded by Silk Street to the north, George Leigh Street to the south, Bengal Street to the west and a large electricity sub-station to the east.
- 2.2 The site is an irregular shape and extends to an area of circa 403 sq. m. Vehicular access is established from Bengal Street via gates in the western boundary, with pedestrian access taken from both Bengal Street and Silk Street.
- 2.3 The pub itself occupies the northern half of the site and is predominantly two storeys in height. Two small single storey extensions have been added to the rear and side, which provide a small kitchen and toilet. Part of the former beer garden at the rear has also been enclosed with corrugated metal sheeting and provides additional seating and a games room.
- 2.4 The ground floor of the premises extends to a modest 237 sq m and comprises the trade area of the pub, together with toilets and a small kitchen. The first floor which extends to 131 sq m comprises residential accommodation consisting of a lounge, kitchen, bathroom and two bedrooms.
- 2.5 A large cellar/ basement is located beneath the premises. This is accessed via a central staircase which also provides access to the first floor. A small service yard is located to the side which contains the barrel drop.
- 2.6 The Shamrock is faced in a mix of brick, faience and render and has a hipped roof covered with slates with three brick chimney stacks. Windows are UPVC at ground floor and metal at first floor.
- 2.7 The southern half of the site comprises an open area of land which has historically been used as a beer garden and for outdoor seating but also for parking. The area is entirely hard surfaced and is enclosed by a mix of timber fencing and concrete panels.
- 2.8 In terms of adjoining uses, to the north is One Silk Street which comprises a mix of residential accommodation and office / workspace; to the west is Victoria Square which comprises residential accommodation managed by the City Council; to the southwest is residential

accommodation and to the south is the Old School House which comprises a mix of housing and office accommodation.

Planning History

2.9 Notwithstanding the age of the premises, it has no planning history of note other than one application for advertisement consent in 1986:

- 026606 – Illuminated double sided projecting pictorial sign; non illuminated door plaques; illuminated amenity board; non illuminated amenity board; illuminated name sign on side elevations and gilding of existing stone cast letters. Approved 22 May 1986.

Designations and Constraints

2.10 On the Proposals Map accompanying the adopted Development Plan, the site falls within both the defined City Centre and Regional Centre boundary. In terms of sub areas, it lays within the East Manchester Sub-Area.

2.11 The Shamrock is not statutorily listed but is considered to comprise a 'Non-Designated' Heritage Asset. The site also lays within the Ancoats Conservation Area.

2.12 The site is in Flood Risk Zone I and is not identified as being at risk of flooding from any other source.

2.13 The site contains no trees or other vegetation.

3 THE DEVELOPMENT PROPOSALS

- 3.1 Planning permission is sought for a series of works at The Shamrock, which will facilitate the extension and refurbishment of the premises and its reopening as a public house following a prolonged period of closure.
- 3.2 The premises are dated and currently in a poor condition. Substantial work and investment is thus required to bring them up to a modern standard and somewhere a potential customer would want to go. The premises also lack the infrastructure and modern facilities that a pub needs to successfully compete in 2025, including an attractive outdoor seating area.
- 3.3 Whilst planning permission is not required for all the works that will be carried out at the premises, including reconfiguration of the pub's internal layout, the Council's approval is required for the two new extensions, together with various other associated works, including a number of external alterations to the building.
- 3.4 Attention is drawn to the fact that the scheme only works if planning permission can be secured for the proposed single storey side and two storey rear extension. This is because without the extensions the premises are just too small, and the creation of a viable and sustainable pub business would not be achievable.
- 3.5 By way of context, the premises currently have a gross internal floor area of 301 sq. m and a ground floor of 237 sq. m. The proposed extensions will increase the gross internal floor area of the premises to 443 sq. m. With regard to covers, the premises currently provides 67 covers, however if approved the complete development would enable the premises to provide 162 covers.
- 3.6 The detail of the scheme is contained in the submitted plans, but can be summarised as follows:
- Demolition of existing modern extensions
- 3.7 The scheme proposes the demolition of an existing modern side toilet extension and rear kitchen extension.
- 3.8 The works will also facilitate the removal of the corrugated metal structure at the rear of the site, together with the removal of existing boundary treatments around the garden area.

Erection of a single storey side extension

- 3.9 The premises currently have a very small and restricted trade area and are considered to be of insufficient size to create a viable pub operation. In order to make the premises commercially viable it is thus necessary to increase the size of the premises and in particular the trade area and the number of covers it can accommodate.
- 3.10 To achieve this, it is proposed to open up the ground floor of the premises by removing the existing dividing walls, relocating the bar and repositioning the stairs and toilets. It is also proposed to add a small single storey side extension.
- 3.11 The proposed extension is small in scale and of a simple and contemporary design. The applicant has sought to avoid a pastiche and design the extension to complement the existing building and be subservient to it. This is achieved in part by setting the extension back from the existing building and varying its roof height.
- 3.12 It is proposed that the extension is faced in brick and that windows are black aluminium in a Crittall style. The roof is flat to reduce the scale and mass of the extension and is covered in GRP in black. It incorporates a series of sky lights in order to maximise natural daylight into the extension.
- 3.13 Bifold doors are proposed on the south elevation facing into the garden.

Erection of two storey rear extension

- 3.14 The scheme also includes the erection of a two-storey rear extension. The extension provides additional space at ground floor, which will further enlarge the trade area of the pub as well as enable the creation of a glass wash area and accessible WC (the main toilets being relocated to the first floor) At first floor the extension will provide a plant / boiler room and additional back of house and communal / staff areas.
- 3.15 The extension is of a simple design and will be faced partly in brick and partly in render to match and tie in with the existing building. The roof will be hipped and covered in slate to match the existing roof.

External Alterations

3.16 Reconfiguration of the internal layout of the building makes it necessary to make a number of minor alterations to the exterior of the building. These can be summarised as follows:

- Relocation of the main entrance to the pub to the new extension resulting in permanent closure of the existing entrance off Bengal Street. The existing door will be replaced with a new timber door and decorative fan light.
- Permanent closure of the existing Silk Street entrance to the pub. The existing door will be replaced with a new timber door and decorative fan light.
- Provision of a new external metal fire escape (black) from first floor at the rear of the building.
- Replacement of UPVC windows at ground floor with new timber double glazed windows with lead detailing painted black.
- Installation of a new faience fascia panel over existing faience fascia to cover existing raised lettering. Existing to be retained underneath with new faience panel to match the colour, texture and finish of the existing to accommodate new, individual letters

External Repairs

3.17 As part of the renovation and refurbishment of the building, the applicant is also proposing a series of repairs to the building, together with its wholesale redecoration. Whilst not all the works require planning permission, they are summarised below for reference:

- Repair and redecoration of faience throughout (including the quoins, eaves and fascia detailing) in accordance with details contained in the Methodology of Repairs by Stone Central
- Repair and redecoration of metal windows and grills to first floor.
- Replacement of sections of guttering as necessary with aluminium.

- Repair of existing faience sign on splayed elevation to enable it to accommodate new signage.
- Repointing and new flashing to chimney stacks.
- Repair and redecoration of render to south elevation

Other works

3.18 The scheme also includes a number of other works which require planning permission in their own right. These can be summarised as follows:

- New boundary treatment comprising the erection of 2.8 metre high brick wall along part of the eastern boundary and the erection of a 1.8 metre high brick wall with piers and railings along the southern boundary and part of the western boundary.
- Installation of new 2.1 metre high black galvanised metal gates to southern boundary to provide access to new service yard / bins store.
- Installation of new 2.1 metre high decorative railings to western boundary to provide access to the barrel drop.
- Installation of new timber clad metal gate to fire escape on Silk Street.
- Laying of new resin surface to beer garden, creation of raised planted beds and installation of 3 no. timber posts to provide festoon lighting.
- Formation of new service yard using 1.8 metre timber fence.
- Installation of 4 no. AC condensing units and 1 no cellar cooling condensing unit to flat roof at rear of building.
- New boiler flue to extension.

4 PLANNING POLICY CONTEXT

- 4.1 Section 38 (6) of the Planning and Compulsory Purchase Act 2004 states that “*if regard is to be had to the development plan for the purposes of any determination to be made under the planning Act, the determination must be made in accordance with the plan, unless materials considerations indicated otherwise*”. Any issue that relates to the use of land is capable of being a material planning consideration, this includes government statements of planning policy.
- 4.2 The development plan applicable to the site is the Manchester Core Strategy DPD (July 2012) and the Places for Everyone Plan (March 2024). There are a number of policies within both these documents that are relevant to the development proposals. These are set out below.

Development Plan

Places for Everyone Plan (March 2024)

- 4.3 Policy JP-Strat2: ‘City Centre’ – states that the City Centre will continue to be the primary focus for business, retail, leisure, culture and tourism activity and that it will be a priority for investment in development and infrastructure.
- 4.4 Policy JP-Strat5: *Inner Areas* – states that the continued regeneration of the inner areas will be promoted.
- 4.5 Policy JP-S1 ‘Sustainable Development’ – states that development should aim to maximise its economic, social and environmental benefits, minimise its adverse impacts, utilise sustainable construction techniques and actively seek opportunities to secure net gains across each of the different objectives. In bringing forward previously developed land particular regard will be had to tackling land contamination.
- 4.6 Policy JP-S2 ‘Carbon and Energy’ – aims to deliver a carbon neutral Greater Manchester by 2038 with an expectation that new development will, unless it can be demonstrated that it is not practicable or financially viable, be net carbon zero in relation to regulated operational carbon emissions.
- 4.7 Policy JP-S4 ‘Flood Risk and the Water Environment’ – states that development should be located and designed to minimise flood risk and should manage surface water runoff through sustainable drainage systems and as close to source as possible. Development should achieve greenfield run-off rates unless it is demonstrated to be impracticable.

- 4.8 Policy JP-JI '*Supporting Long-Term Economic Growth*' – promotes a thriving, inclusive and productive economy with an emphasis on maintaining a very high level of economic diversity across the boroughs.
- 4.9 Policy JP-G8 '*A Net Enhancement of Biodiversity and Geodiversity*' - states that a net enhancement of biodiversity will be sought. Development will be required to follow the mitigation hierarchy, avoid severing connectivity between habitats, achieve a measurable net gain in biodiversity of no less than 10% and make provision for long-term management of habitats.
- 4.10 Policy JP-PI '*Sustainable Places*' – sets out criteria that development should comply with including the following:
- Distinctive – conserve and enhance the natural environment, landscape features, historic environment and local history and culture and respect and acknowledge the character and identify of the locality in terms of design, siting, size, scale and materials used.
 - Visually stimulating – creates interesting and imaginative environments.
 - Socially inclusive – respond to the needs of all parts of society, enable everyone to participate equally and independently and promote a sense of community.
 - Durable – ensure development is built to last using robust materials that reflect local character, weather well and are easily maintained.
 - Resource efficient – with a low carbon footprint, efficient use of land, minimises new materials and high levels of recycling.
 - Safe - design out crime and terrorism and reduce opportunities for antisocial behaviour.
 - Supported by critical infrastructure – such as energy, water, drainage and green spaces.
 - Functional and convenient – responds to needs relating to servicing, recycling, refuse collection and storage.

- Legible – is easy to understand and navigate and will integrate into the place.
- Easy to move around - for those of all mobility levels, particularly by walking and cycling.
- Well connected – particularly by public transport and digital infrastructure.
- Comfortable and inviting – offers a high level of amenity that minimises exposure to pollution and addresses microclimate issues such as sunlight, indoor air quality, overheating, shade, wind and shelter.
- Incorporates high quality and well managed green infrastructure with high quality landscaping.

4.11 Policy JP-P2 '*Heritage*' – states that development proposals affecting designated and non-designated heritage assets and / or their settings will be considered having regard to national planning policy.

4.12 JP-P3: '*Cultural Facilities*' states that the Council will proactively develop and support cultural businesses and attraction in the area's towns and cities through a wide range of measures, including protecting existing heritage, cultural and community events, facilities and uses and maximising opportunities for redundant heritage assets and the role they can play in economic and social wellbeing.

4.13 JP-C8 '*Transport Requirements of New Development*' – requires new development to be located and designed to enable and encourage walking, cycling and public transport use. This will be achieved by:

- Prioritising safe and convenient access to the site and buildings for all users.
- Ensuring appropriate connectivity to the existing highway network.
- Reducing the need to travel by ensuring that community facilities, services and amenities are provided within walking distance of new development.
- Ensuring the nearest public transport stops are attractive to users.

- Making adequate car parking provision, including for people with disabilities.
- Ensure car parking is well integrated and unobtrusive and where appropriate parking provision is flexible and can be adapted over time to reflect demand.
- Incorporates enough secure and covered cycle parking to meet long-term demand in a convenient location
- Makes appropriate provision for deliveries and servicing

Manchester Core Strategy

- 4.14 Policy EC 1 '*Employment and Economic Growth in Manchester*' – states that the Council will support other significant contributors to economic growth and productivity, including cultural and tourism facilities and other employment generating uses.
- 4.15 Policy CCI '*Primary Economic Development Focus: City Centre and Fringe*' – reiterates Policy EC 1 and states that the provision of a range of economic development uses, such as retail, leisure, entertainment, cultural and tourism facilities will be encouraged in the City Centre.
- 4.16 Policy CC 9 '*Design and Heritage*' – requires new buildings to be of the highest standard in terms of appearance and function. It also requires that development preserves or enhances heritage assets, including conservation areas.
- 4.17 Policy C10 '*Leisure and the Evening Economy*' – states that new development and redevelopment that supports the evening economy and supports a balanced and socially inclusive evening/night-time economy will be permitted subject to inter alia the proposed use not creating an unacceptable impact on neighbouring uses in terms of noise, traffic and disturbance.
- 4.18 Policy EN1 '*Design Principles and Strategic Character Areas*' – requires that all development in Manchester follows the seven principles of urban design (character, continuity and enclosure, quality of public realm, ease of movement, legibility, adaptability and diversity) and have regard to the strategic character area in which the development is located.
- 4.19 Policy EN 3 '*Heritage*' – requires that new developments is designed 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 conservation area. It goes on to state that *“proposals which enable the reuse of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset”*.

Government Guidance

National Planning Policy Framework (2021)

- 4.20 The aim of the document is to ensure that there is a presumption in favour of sustainable development and that positive solutions are found to ensure economic development is brought forward. Paragraph 11 requires decision takers *“to approve development proposals that accord with an up-to-date development plan without delay”*.
- 4.21 Paragraph 8 sets out three overarching objectives which development should support:
- An economic objective – development should support building a strong, responsible and competitive economy, ensuring land of the right type is available in the right places to support growth.
 - A social objective – development should support the creation of strong, vibrant and healthy communities, by amongst other things fostering well designed and safe places with accessible services that reflect current and future needs and support communities health, social and cultural wellbeing.
 - An environmental objective – development should protect and enhance the natural, built and historic environment by making effective use of land, improving biodiversity, minimising waste and pollution and mitigating and adapting to climate change.
- 4.22 Section 6 is concerned with ‘Building a strong, competitive economy’. At paragraph 85 it states that *“decisions should help create the conditions in which businesses can invest, expand and adapt. Significant weight should be placed on the need to support economic growth and productivity”*.
- 4.23 Section 8 seeks to ensure that new development promotes healthy and safe communities, with paragraph 98 setting out the importance of ensuring that all communities have the social, recreational and cultural facilities and services they need. Public houses falls within the definition of community facilities within this paragraph.
- 4.24 Paragraph 98 goes on to requires that decisions plan positively for the provision of community facilities including public houses to enhance the sustainability of communities and residential

environments; “guard against the unnecessary loss of valued facilities and services, particularly where this would reduce the community’s ability to meet its day-to-day needs” and that decision takers should “ensure that established shops, facilities and services are able to develop and modernise, and are retained for the benefit of the community”.

- 4.25 In terms of design, paragraph 131 states “the creation of high quality, beautiful and sustainable buildings and places is fundamental to what planning and development process should achieve” and that good design is a key aspect of sustainable development.
- 4.26 It goes on to set out at paragraph 135 the criteria that new development should comply with from a design perspective. Amongst other things, it requires that developments (a) will function well and add to the overall quality of the area; (b) are visually attractive as a result of good architecture, layout and landscaping; (c) are sympathetic to local character; (d) establish a strong sense of place; (e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development; and (f) creates places that are safe, inclusive and accessible, with a high standard of amenity.
- 4.27 With regard to drainage matters, paragraph 182 states that “applications which could affect drainage on or around the site should incorporate sustainable systems to control low rates and reduce volumes of runoff”. This should be proportionate to the nature and scale of the proposal.
- 4.28 With regard to ground conditions and pollution, paragraph 196 requires that a site is suitable for its proposed use taking account of ground conditions and any risks arising from land instability and contamination. Whilst paragraph 198 requires that new development is appropriate for its location taking into account the likely effects of pollution on health, living conditions and the natural environment. It goes on to require that new development should be mitigate and reduce to a minimum potential adverse impact resulting from noise.
- 4.29 Section 16 is concerned with conserving and enhancing the historic environment. Paragraph 207 requires an applicant to describe the significant of any heritage asset affected, including any contribution made by its setting and the potential impact of the proposal on it. Paragraph 210 requires that LPA’s take into account:
- The desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - The positive contribution that conservation of heritage assets can make to sustainable communities, including economic viability; and

- The desirability of new development making a positive contribution to local character and distinctiveness.

4.30 With specific regard to non-designated heritage assets, paragraph 216 requires that the effect of an application on the significance of a non-designated heritage asset is taking into account when determining the application. It goes on to state that “*in weighing applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset*”.

4.31 With regard to Conservation Areas, paragraph 219 states that LPAs “*should look for opportunities for new development within Conservation Areas to enhance or better reveal their significance*”. It goes on to state that “*proposals that preserve those elements of setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably*”.

Other Material Planning Considerations

A Guide to Development in Manchester (2007)

4.32 The following sections of the document are relevant to this proposal and are considered below: Design and Community Safety and Crime Prevention.

4.33 With regard to ‘Design’ the following matters are noteworthy and relevant:

- *Character and Context*
 - The design of the development should respect and be informed by its location.
 - It should be of a good design and functional
 - Development should acknowledge the character of the area and preserve and enhance their special nature
 - Development should enliven neighbourhood and sustain local facilities
- *Continuity and Enclosure*
 - Buildings should present their main face and pedestrian entrance on the the main street to contribute to vitality and interest. Windows and doors should overlook the street.
 - The scale, position and external appearance of new building should respect their setting and relationship with adjacent buildings and enhance the street scene

- New development should be of an appropriate height
- New site boundaries and treatment should contribute positively to the street scene.
- *Legibility*
 - There should be clear definition between public and private space
- *Quality of public realm*
 - Trees and other types of planting are important elements of new development
- *Diversity*
 - A variety and mix of uses is encouraged
 - New development will be expected to design out crime.
- *Adaptability*
 - Development should maximise access for disabled people.
 - Provision should be made for refuse and recycling.

4.34 With regard to community safety and crime prevention, development is encouraged to:

- Promote informal surveillance
- Incorporate crime prevention measures
- Promote safety internal design

5 PRINCIPLE OF THE DEVELOPMENT

- 5.1 The Shamrock is a long-established public house within the Ancoats area of Manchester. The premises, which were constructed in the early 19th century, have a lengthy and interesting history and whilst not statutory or locally listed are considered a non-designated heritage asset. The building is also considered an important and key building within the Ancoats Conservation Area. Both the City Council and local community are keen to see the premises restored and brought back into its extant and historic use for the benefit of the local area.
- 5.2 The premises were closed in 2018 and have remained vacant ever since. This has been largely due to the Covid19 pandemic and the challenging times facing the hospitality sector, which has made bringing forward proposals and a viable scheme for the premises challenging.
- 5.3 Whilst the building is structural sound, the Shamrock has fallen into disrepair as a result of being vacant and unoccupied for 7 years. The premises are also aesthetically very dated, and the internal layout needs to be fundamentally reconfigured in order to meet modern requirements and customer expectations.
- 5.4 The building requires substantial work and significant financial investment to enable a modern, viable and sustainable pub business to be created within it and one which will have a secure and long-term future.
- 5.5 As the Council are aware, the premises were purchased by Joseph Holt, who are a local City Centre based brewery, in 2019. Joseph Holt want to repair, refurbish and extend the premises and reopen it as a traditional local / community public house serving the Ancoats area of the City.
- 5.6 Over the past 18 months they have worked up proposals, in discussion with the City Council, to achieve this aim. This application seeks the Council's approval for those elements of the scheme that require planning permission.
- 5.7 As the premises have an established and lawful use as a public house, planning permission is not required to bring the building back into use for this purpose. As such, this application is for building works only.
- 5.8 Similarly, as the building is not statutorily listed, planning permission is not required for the substantial internal alterations that will be undertaken to the building in order to create a viable and sustainable pub business in the premises. This includes removing internal walls at

ground floor; repositioning the bar; relocated the stairs and toilet and removing the ancillary managers flat and reconfiguring the internal layout of the first floor to provide customer toilets, back of house areas, an office and staff facilities.

- 5.9 Planning permission is however required for the construction of the two proposed extensions. Both are essential elements of the scheme for the site and are required to enlarge the premises and create both a larger trade area and larger back of house and staff areas.
- 5.10 The single storey side extension provides a significantly enlarged ground floor and thus a substantial uplift in covers. This is essential if Joseph Holt are to create a viable pub business in the premises. The extension increases the ground floor of the premises by 142 sq. m and the number of covers by 95. It also facilitates a fundamental change to the internal environment within the premises and will enable the applicant to create an attractive, bright, airy, modern, open plan pub and one with direct access to high quality external garden space. The latter now being considered a prerequisite of a successful pub operation.
- 5.11 The two-storey rear extension provides a further increase to the ground floor of the premises enabling the creation of a glass wash and disabled WC. It also provides much needed additional floorspace at first floor level to accommodate back of house and storage areas, staff facilities and a plant room.
- 5.12 Various minor external alterations are also required to accommodate the new layout.
- 5.13 Having regard to both local policies contained in the adopted Development Plan and national policy contained in the NPPF, it is considered that the proposed development receives strong and unequivocal policy support and thus is wholly acceptable as a matter of principle.
- 5.14 Turning firstly to the Core Strategy, Policy ECI supports all forms of development that contribute positively to economic growth, including cultural and tourism facilities, whilst Policy CCI specifically support economic development, including leisure, entertainment, cultural and tourism uses, in the City Centre and its fringe (which includes Ancoats). Policy CI0 explicitly supports pubs and bars, subject to their cumulative impact and no unacceptable impact on neighbouring uses.
- 5.15 With regards the Places for Everyone Plan, this also provides clear policy support for the scheme. Policy JP-Strat2 promotes the City Centre as the focus for leisure, cultural and tourism activity and uses, whilst Policy JP-Strat5 seeks to secure and promote the regeneration of the City's 'Inner Areas' which includes Ancoats.

- 5.16 The development is also afforded support by Policy JP-J1 which promotes economic development generally as well as policy JP-P3 which specifically seeks to protect existing heritage, cultural and community venues, facilities and uses, which includes public houses such as The Shamrock.
- 5.17 In terms of the NPPF, the scheme receives strong in principle support from paragraph 85, which requires that planning decisions help create the conditions in which businesses can invest, expand and adapt. It also requires significant weight to be given to the need to support economic growth.
- 5.18 Unequivocal support is support is also provided by paragraph 98, which requires decision takers to plan positive for the provision of community facilities such as public houses and guard against their unnecessary loss. In addition, it requires that *“established shops, facilities and services are able to develop and modernise and are retained for the benefit of the community”*.
- 5.19 Having regard to the information set out above, we conclude that the principle of the development receives strong policy support at all levels and thus that the scheme is acceptable in principle subject to compliance with other relevant development plan policies and material planning considerations.

6 DETAILED PLANNING MATTERS

- 6.1 The scheme raises the following detailed planning matters which are considered in turn below: design; impact on heritage assets; impact on residential amenity and noise; ecology; Biodiversity Net Gain and landscaping; flooding and drainage; contamination and servicing and Deliveries.

Design

- 6.2 The proposed extensions are modest in scale and have been designed to be subservient to the original building so as not to dominant it and to be in keeping with its external appearance and character. In particular, the applicant has sought to avoid the single storey side extension being a pastiche and has given it a contemporary appearance so it is clear that it is modern addition and represents an entirely different phase in the building's history.
- 6.3 The proposed extensions are also faced in a brick, which is traditional and characteristic to the area and matches The Shamrock and surrounding buildings. The two-storey extension has a hipped slate roof to tie into the existing building whereas the single storey side extension has a modern GRP roof with roof lights to reflect its more contemporary design. The Windows in the single storey side extension are black aluminium and in the Crittall style to match and assimilate with adjacent buildings.
- 6.4 All the materials are of a high quality and durable and not liable to weathering. This will ensure that the overall quality of the development is maintained over time.
- 6.5 In order reinstate the local urban grain whereby buildings sit at the back of the footway, it is proposed to construct a boundary wall with railings around the beer garden / outdoor space located in the south of the site. This also supports the principles of secure by design and ensures outdoor space is safe. The use of bifold doors and large windows in the extension also ensures that external areas are overlooked and subject to high levels of natural surveillance.
- 6.6 Overall, it is considered that the proposed development is visually attractive and sympathetic and in keeping with local character. It is also considered to support the principles of good design and be of a high quality. Accordingly, it is considered to comply with Policy EN1 of the Core Strategy; Policy JP-PI of the Places for Everyone Plan and paragraphs 131 and 135 of the NPPF.

Impact on Heritage Assets

- 6.7 The Shamrock is considered to be of local importance and thus to be a non-designated heritage asset. The premises are also within the Ancoats Conservation Area. Planning policy thus requires that the planning application is accompanied by a Heritage Statement, which describes the significance of the heritage assets affected, including any contribution made by their setting and considers the impact of the proposed development on their significance.
- 6.8 In terms of 'The Shamrock', this derives its significance from a combination of its historical and architectural interest. The proposed development has the potential to impact on this significance by altering its external appearance through the addition of two small extensions and minor changes to its external façade and through changes to boundary treatment and the land to the south of the building i.e. its setting.
- 6.9 In accordance with guidance prepared by Historic England, the Heritage Statement provides an assessment of the impact of the proposed works on the significance of The Shamrock, the Ancoats Conservation Area and the Grade II listed Victoria Square, located to the west.
- 6.10 In terms of the impact on The Shamrock, the assessment concludes that the proposed extensions and minor external alterations will cause no harm or adverse impact to the significance of the non-designated heritage asset but that the proposed repairs and redecoration of the building will have a positive and beneficial impact on its significance by reinstating and repairing original features and finishes.
- 6.11 With regards the impact on the Ancoats Conservation Area, whose special character and interest is derived from its development as an industrial area with the buildings within it, including The Shamrock, contributing to its social, architectural and historical significance, the Heritage Statement concludes that the proposed works will preserve and enhance the special character and appearance of the Conservation Area as the scheme will result in the repair and refurbishment of the building and will facilitate its reinstatement as a public house and thus its extant and historic use.
- 6.12 Paragraph 216 of the NPPF requires that the effect of a proposal on the significance of a non-designated heritage asset be taken into account in determining a planning application and that *"a balanced judgment will be required having regard to the scale of any harm or loss and the significance of the asset"*. In this case, there is no harm to the non-designated heritage asset

but there are a number of benefits of the proposal. As a result, the scheme is considered to accord with paragraph 216 of the NPPF as well Policy JP-P2 of the Places for Everyone Plan.

6.13 It also accords with Policy CC 9 and Policy EN3 of the Core Strategy which requires new buildings to be of the highest standard in terms of appearance and function; that development preserves or enhances the heritage assets and that support is given to development that reuses heritage assets.

6.14 Unlike with a designated heritage asset there is no policy requirement to balance the public benefits of the scheme against any harm to the significance of a non-designated heritage asset. However, in this case the public and heritage benefits of the scheme are substantial, and it is thus considered worth noting and drawing attention to them:

- It will bring an important and notable non-designated heritage asset within Ancoats Conservation Area back into an active and viable use;
- It will bring the building back into use as a public house and thus its extant and historic use;
- It will reintroduce a traditional corner public house to the community of Ancoats something which was lost when the premises closed in 2018;
- It will dramatically improve the appearance of the site, which currently detracts from the character and appearance of the conservation area and visual amenity generally;
- It will result in the removal of a number of modern features which detract from the character of the building such as the ground floor UPVC windows, the modern toilet extensions and corrugated rear extension, modern signage and other clutter and paraphernalia attached to the building.
- It will result in the repair of historic features of the building such as the faience and first floor windows; and
- It will create a number of new jobs and contribute positively to economic viability of the Ancoats area.

- 6.15 In terms of the impact on the significance of the Ancoats Conservation Area it is considered that the development will substantially enhance the contribution the building makes to the character and appearance of the conservation area.
- 6.16 Accordingly, the development is also considered to accord with paragraph 219 of the NPPF and Policy EN3 of the Core Strategy,

Impact on Residential Amenity and Noise

- 6.17 As the Shamrock has an existing lawful use as a public house and the land to the side of the pub has historically been used for outdoor seating and as a beer garden, the noise and amenity considerations raised by the scheme are very limited and are restricted to noise from new plant and equipment.
- 6.18 Notwithstanding this fact, the application is supported by a Noise Impact Assessment, and this considers noise from the beer garden as well as noise from new plant and its potential impact on adjacent residential occupiers. This has been done for completeness and at the request of the LPA, but also to provide adjacent residential occupiers with comfort that the reopening of the premises will not lead to unacceptable levels of noise and disturbance.
- 6.19 Turning firstly to potential noise from the beer garden to the south of the premises, the Noise Impact Assessment demonstrates that whilst there will likely be a slight increase in noise from the site as compared to the existing situation with the pub closed, the increase in noise is on the border of whether it would even be perceptible to adjacent residents. Particularly, as the assessment is based on a worst-case scenario of the beer garden being occupied with 50 people.
- 6.20 Notwithstanding this fact, the assessment has to be considered in the context of the existing baseline position and specifically, having regard to the fact that the site has a lawful established use as a public house with no operating restrictions. Furthermore, the area currently available for outdoor seating at the premises is double the size of what it will be following implementation of the development.
- 6.21 As such, whilst the development may result in a slight increase in noise from the site as compared to now when the pub is closed, and this might be perceptible to adjacent residents, in reality implementation of the submitted scheme is likely to result in a decrease in noise generated by the site as compared to how it could operate now. This is because the area

available for outdoor seating will be significantly reduced (by circa 50 %) as a result of the development.

- 6.22 Furthermore, as is set out in the submitted Operating Statement, the applicant is not intending to trade the premises beyond midnight and thus as late as the previous operator and the premises license currently allows.
- 6.23 Accordingly, it is considered that the submitted scheme will deliver betterment for adjacent residents with regard to noise from the outdoor seating area as compared to the current baseline position and thus improvements insofar as the premises impacts on residential amenity.
- 6.24 With regard to plant, the scheme will require the installation of two externally mounted pieces of plant. This consists of one cellar cooling condenser unit and four air conditioning condensing units. The location of these units is shown on the submitted plans and is on the flat roof at the rear of the building adjacent to the electricity sub-station.
- 6.25 The Noise Impact Assessment provides an assessment of noise from these units and concludes that having regard to background noise levels, noise from the plant is within acceptable tolerances and will not need to be attenuated. It is also worth noting that the condensers to air conditioning units will only be operational during the trading hours of the pub and that the ceiling cooling condensers are operational as necessary depending on the temperature of the cellar.
- 6.26 Accordingly, it is concluded that noise from externally mounted plant is acceptable and will not adversely impact the residential amenity of adjacent occupiers. Accordingly, the development is considered to comply with paragraph 198 of the NPPF.

Ecology

- 6.27 As the building is in a deteriorating condition as a result of being vacant for 7 years, it was determined that there was the potential for it to accommodate roosting bats. A preliminary Roost Assessment was therefore undertaken in February 2024 to determine its bat roost potential.
- 6.28 This assessment identified the building as having low bat roost potential and recommended a single nocturnal bat survey between the months of May and August.

- 6.29 The required survey was subsequently carried out in July 2024. No bats were observed emerging from the building and it was concluded that the building does not accommodate bat roosts. Accordingly, the scheme is considered compliant with Policy JP-G8 of the Places for Everyone Plan.

Biodiversity Net Gain and Landscaping

- 6.30 As the site is entirely hard surfaced and contains no habitat, the development is exempt from the mandatory 10% biodiversity net gain condition.
- 6.31 Notwithstanding this fact, the application is supported by a landscape scheme which will introduce a small amount of new planting within the beer garden to the south of the extension. This consists of the provisions of two planters and the planting of two native trees in planters located on the Bengal Street frontage.
- 6.32 Given the constraints of the site and the need to make sure that the beer garden is available for outdoor seating to support trade, there is limited space for planting. However, the applicant has sought to accommodate some landscaping within the scheme in order to soften external areas and provide an improvement on the current position.

Flooding and Drainage

- 6.33 The site is in Flood Risk Zone I and is not identified as being at risk of flooding from any sources, including surface water flooding. Accordingly, it can be concluded that the new development is not at risk of flooding nor is it likely to cause flooding elsewhere within the vicinity. As the site is less than 1 hectare in size there is also no requirement for the application to be accompanied by a site-specific Flood Risk Assessment.
- 6.34 In accordance with local and national policy, the application is however accompanied by a Drainage Strategy, which sets out the proposed strategy for the disposal of surface and foul water from the development.
- 6.35 With regard to surface water, have regard to the Phase II Ground Investigation, it is clear that the use of soakaways is not a feasible due to the underlaying ground conditions. As the site is not within the vicinity of a watercourse outfall to a watercourse is also not feasible. This means that the only practical solution to the disposal of surface water from the development is via an outfall to the public sewer, which according to United Utilities records is located within Silk Street.

- 6.36 The submitted drainage scheme thus shows surface water from the development directed to the combined public sewer in Silk Street. In order to be sustainable and control flow and thus runoff rates it is proposed to restrict the rate of discharge to a greenfield run-off rate. This will be achieved by attenuating surface water runoff from the site using a geocellular tank within the new garden to the south of the new extensions.
- 6.37 The Drainage Strategy and accompany Drainage Layout Plan demonstrate that the applicant has adopted a sustainable approach to the disposal of surface water from the site and has followed the SUDs hierarchy. The development is accordingly considered to comply with Policy JP-S4 of the Places for Everyone Plan, together with paragraph 182 of the NPPF.
- 6.38 With regard to foul water generated by the extension, it is proposed to connect the new extension to the pubs existing foul water system which discharges into the combined sewer in Silk Street.

Contamination

- 6.39 The planning application is accompanied by a Phase I Risk Assessment and Phase II Ground Investigation Report.
- 6.40 The reports identifies made ground and relict foundations on the site and slightly elevated levels of PAH's. However, given the nature of the proposed development and the fact that the site will be hard surfaced, the levels identified are not considered to pose a significant risk. Accordingly, no further investigation or remediation is recommended or considered necessary.
- 6.41 No issues were also identified with ground gases and no radon protection measures are required.
- 6.42 No land instability issues were identified, and the risk of unexploded ordnance is low to moderate.
- 6.43 The site is therefore considered suitable for its proposed use taking into account ground conditions and the potential for contamination and thus accords with Policy JP-S1 of the Places for Everyone Plan and paragraph 196 of the NPPF.

Servicing and Deliveries

- 6.44 Servicing and deliveries will be undertaken from the roadside as existing and as is the case with other development in the area. The accompanying Illustrative Delivery and Servicing Plan, gives an indication of where deliveries and servicing is likely to take place.
- 6.45 It will be noted that deliveries will be made from Bengal Street. This is where the barrel drop is located and from where other deliveries will be taken into the pub.
- 6.46 With regard to refuse collection, this will be from George Leigh Street to the south having regard to the position of the service yard / bin store.

7 CONCLUSION

- 7.1 This application for planning permission seeks consent for a package of works to repair, refurbish and extend the public house known as the Shamrock in order to bring it back into an active use for the benefit of the community of Ancoats. In doing so it would also put a currently vacant non-designated heritage asset back into its extant and historic use.
- 7.2 The application explains the applicant, Joseph Holt's, aspirations for the site and provides a clear and robust justification for the works and in particular the proposed extensions.
- 7.3 The submission demonstrates that the proposed works are acceptable in principle and accord and receive clear policy support from both the adopted Development Plan and the NPPF.
- 7.4 With regard to the design, it is considered that the proposed development demonstrates the principles of good design and is of a high quality and in keeping with the building and local area.
- 7.5 With regard to the impact of the proposed works on The Shamrock and Ancoats Conservation Area, the accompanying Heritage Statement demonstrates that the proposed works will cause no harm to the building and will preserve and enhance the Conservation Area.
- 7.6 The scheme raises a small number of detailed / technical planning issues. The accompanying suite of technical reports and this Planning Statement demonstrate that all these matters and issues have been robustly addressed and that the proposed development is acceptable in this regard.
- 7.7 Paragraph 11 of the NPPF sets out a presumption in favour of sustainable development and states that where a development accords with the Development Plan, it should be approved without delay.
- 7.8 The application submission demonstrates that the scheme accords fully with the adopted Development Plan. It also shows that it accords with national planning policy contained in the NPPF.
- 7.9 Accordingly, we respectfully request that planning permission is granted for the scheme without delay.