

Planning

Growth & Development

Delegated officer report for planning application

Application no. 141194/FO/2024
Date registered valid: 6 November 2024
Proposal: Elevational alterations including new windows and doors.
Address: 8A Pollard Street, Manchester, M4 7DS
Ward(s): Ancoats & Beswick Ward

Applicant: Mrs Heather Chapman
Agent (if any): Mrs Emma Whitney, Q+A Planning
Case officer: Jack Naven
Tel: 0161 219 2095
Email: jack.naven@manchester.gov.uk

Recommendation: Approve
Date of recommendation: **27 December 2024**

Application Details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 19 November 2024

Standard consultations:

No consultations have been printed and sent.

Neighbour notifications

Printed: 13 November 2024

Expired: 4 December 2024

Site notice

Posted: 19 November 2024

Expired: 10 December 2024

Press advert

Published: 19 November 2024

Expired: 10 December 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of Site/Area

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

The application site is situated within the ground floor of Albion Mill, a Grade II Listed building on Pollard Street, in the New Islington Area of Ancoats.

The former mill building is now part of a large residential apartment complex with Five Blocks named A-E. The Listed part of the mill is within block A.

To the north of the site is the tram line, beyond which is the Ashton canal. To the west is Great Ancoats Street and Piccadilly Station is approx. 700m to the west. To the southeast is the River Medlock and its flood plain, to the east/northeast is low rise residential development area with community facilities including St Annes Church and St Anne's Primary School.

The site is currently occupied by a Londis convenience shop.

Albion Mill itself is a former warehouse dating back to between 1890-1910. The building is primarily constructed out of red brick with some sandstone dressings.

It is a long rectangular building parallel to the street. The building is three storeys tall with a basement.

Description of Development

The application seeks planning permission for elevational alterations including new windows and doors.

Related Applications

141195/LO/2024 - Listed building consent for elevational alterations including new windows and doors.

Approved December 2024.

129492/LO/2021 - Listed Building Consent for the installation of 1no. internally illuminated individual letter sign.

Approved November 2024.

127727/AO/2020 - Installation of 1no. internally illuminated individual letter sign.

Approved November 2024.

115497/FO/2017 - Change of use of lower ground floor from office and store rooms to convenience shop (Class A1) and separate cafe/restaurant (Class A3) with shared ancillary basement storage (sui generis use) and associated elevational and internal alterations, including new entrance to Pollard Street.

Approved July 2018.

Consultations & Notification Responses

Publicity - Neighbour notification letters were sent to surrounding properties. A site notice and local press advert were also produced. At the time of writing this report, no representations have been received because of this publicity.

Policy

The following policy and guidance are considered relevant to the consideration of this application:

The Adopted Core Strategy for the City of Manchester (2012)

Adopted on 11th July 2012 and the Key Development Plan Document in the Local Development Framework. It states that all new developments should follow the 'Development Principles' and accord with the design guidance set out in the Supplementary Planning Documents.

CC7 (Mixed Use Development) sets out that 'active ground floor uses (shops, food and drink and leisure) will be appropriate in locations which have an established public function, or as part of a development which will create such an environment'.

CC9 (Design and Heritage) advises that design of new buildings will need to be of the highest standard in terms of appearance and function. The standards and guidance explained in other LDF policies should be the basis for the approach to design, with particular attention to be given to the City Centre context and character.

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.

The Council will support high density and mixed-use development in the City Centre, but developers must recognise the specific design challenges that must be overcome to ensure

complementarity of function and form. New development must support the range of uses the Council expects in the City Centre and contribute to a coherent and integrated physical environment.

SP1 (Spatial Principles) refers to the key spatial principles which will guide the strategic development of Manchester together with core development principles. It is stated that developments in all parts of the city should create well designed places which enhance or create character, make a positive contribution to the health, safety, and well-being of residents, consider the needs of all members of the community, and protect and enhance the built environment. Further, development should seek to minimise emissions, ensure the efficient use of natural resources, reuse previously developed land wherever possible, improve access to jobs, services and open space, and provide good access to sustainable transport provision.

EN1 (Design Principles and Strategic Character Areas) advises that development provide opportunities for good design to enhance the overall image of the City should be fully realised and both reinforce and enhances the local character. It also advises that developer's will be expected to consider the City's heritage, including its listed buildings, conservation areas, archaeological remains and historic street pattern.

EN3 (Heritage) advises that new developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment.

DM1 (Development Management) states that all development should have regard to a number of specific issues the following of which are relevant to this application and for which more detailed guidance may be given within a supplementary planning document:

- Impact on the surrounding areas in terms of the design, scale, and appearance of the proposed development.
- Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality and road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and prevention.
- Design for health.
- Refuse storage and collection.
- Vehicular access and car parking.

Places for Everyone

The Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for nine of the ten boroughs which make up Greater Manchester.

The following policies are considered relevant to this application:

JP-Strat2 (City Centre) states that the role of the City Centre as the most significant economic location in the country outside London will be strengthened considerably. The City Centre will continue to provide the primary focus for business, retail, leisure, culture and tourism activity in Greater Manchester, but the increasingly important residential role of the City Centre will be expanded. It will be a priority for investment in development and infrastructure. This will include addressing current network capacity issues in the City Centre which will enable the future expansion of the rapid transit public transport network across Greater Manchester. Improvements in the public realm, walking and cycling facilities, and green infrastructure will

help to enhance the local character and environmental quality of the City Centre so that it can rival city centres across the globe, enabling it to compete effectively at the international level for investment, businesses, skilled workers, residents and tourists. A broad range of commercial accommodation will be delivered, helping the City Centre to capture growth across key economic sectors. The new functions within the City Centre will be delivered in a way that complement, rather than displace the area's non-residential functions and will seek to protect and enhance the city centre's historic environment and assets.

JP-P2 (Heritage) states an aim to proactively manage and work with partners to positively conserve, sustain and enhance its historic environment and heritage assets and their settings. Opportunities will be pursued to aid the promotion, enjoyment, understanding and interpretation of heritage assets, as a means of maximising wider public benefits and reinforcing Greater Manchester's distinct identity and sense of place. The policy requires development proposals affecting a designated heritage asset (or an archaeological site of national importance) and a conservation area to conserve those elements which contribute to its significance including those identified in any conservation area appraisal as making a positive contribution to the area. Harm to such elements will only be permitted where this is clearly justified and outweighed by the public benefits of the proposal.

Shopfront and Signage Design Guide (2024)

The shopfronts and signage SPD sets out the detailed guidance for shopfront alterations in Manchester.

The SPD states that shopfronts:

- should reflect and respond positively to the architectural expression and proportions of the existing building. Any alterations should relate to upper storeys in terms of siting, scale, alignment, including windows, doors and elements of the frame
- in the context of Listed Buildings, conservation areas and non-designated heritage assets, the overall design and detailing of new shopfronts should be appropriate to the building and the local context in which these are located
- Where there is evidence of an original or historic shopfront, the reinstatement of a traditional design will be encouraged. Modern design will generally only be supported when there is no evidence of the original shopfronts and where the new design can be successfully integrated into the historical façade through its architectural form, design, proportions, materials, craftsmanship and detailing.
- Where poor-quality shopfronts have been installed in the past, works to replace these with high-quality and well-designed traditional or modern examples, depending on what is considered most appropriate, and which improve the appearance and appreciation of a building and the area.

The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (Adopted 2007)

This document provides guidance to help develop and enhance Manchester. In particular, the SPD seeks appropriate design, quality of public realm, facilities for disabled people (in accordance with Design for Access 2), pedestrians and cyclists. It also promotes a safer environment through Secured by Design principles, appropriate waste management measures, and environmental sustainability.

In Chapter 2 'Design', paragraph 2.7 outlines the City Council's expectations that all new developments should have a high standard of design making a positive contribution to the City's environment and encourages "the most appropriate form of development to enliven

neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing, and orientation of its buildings should achieve a unified form which blends in with and links to adjacent areas.

National Planning Policy Framework (NPPF) (2024)

Decisions should accord with the requirements of the National Planning Policy Framework (NPPF) (2024), which sets out the Government's Planning Policies for England and how these are expected to be applied.

The following sections are of relevance to this application:

Section 12 (Achieving well-designed places) advises that the government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

It specifically states that:

"Development that is not well designed should be refused, specifically where it fails to reflect local design policies and government guidance on design. Developments should help to raise the standard of design more generally in an area and fit in with the overall form and layout of their surroundings" (**paragraph 139**).

At the heart of the Framework is a presumption in favour of sustainable development in terms, *"For plan-making"* and *"For decision-taking"*, (**paragraph 11**).

This is further explored in **paragraph 8**, which confirms that achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

- a) an economic objective
- b) a social objective and
- c) an environmental objective.

Section 16 (Conserving and Enhancing the Historic Environment) addresses how proposals that affect heritage assets should be considered.

Paragraph 207 advises that Local Planning Authorities (LPAs) should require an applicant to describe the significance of any heritage assets affected. The level of detail should be sufficient to understand the potential impact of the proposal on their significance.

Paragraph 208 advises that LPAs should identify and assess the particular significance of any heritage asset that may be affected by a proposal (including by development affecting the setting of a heritage asset) taking account of the available evidence and any necessary expertise. They should take this into account when considering the impact of a proposal on a heritage asset, to avoid or minimise any conflict between the heritage asset's conservation and any aspect of the proposal.

Paragraph 210 advises that in determining applications, local planning authorities should take account of:

1. the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation

2. the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and
3. the desirability of new development making a positive contribution to local character and distinctiveness.

The National Design Guide (January 2021)

Illustrates how well-designed places that are beautiful, enduring, and successful can be achieved in practice. It forms part of the Government's collection of planning practice guidance and should be read alongside the separate planning practice guidance on design process and tools.

There are 10 characteristics of well-designed places within the National Design Guide which are listed below:

- Context - enhances the surroundings
- Identity - attractive and distinctive
- Built form - a coherent pattern of development
- Movement - accessible and easy to move around
- Nature - enhanced and optimised
- Public Spaces - safe, social, and inclusive
- Uses - mixed and integrated
- Homes and buildings - functional, healthy, and sustainable
- Resources - efficient and resilient
- Lifespan - made to last

Other Legislation

Sections 16, 66, and 72 of the **Listed Buildings and Conservation Areas Act 1990** require that special consideration is given to the preservation of the significant fabric and setting of listed buildings and conservation areas.

Issues

Principle of the Development

The principle of the works are considered to be acceptable. The new door is required for security purposes for the shop. The installation of paned louvres is required for ventilation purposes and the reinstating of the individually glazed windows is considered acceptable to return the frontage to be closer to its historic appearance.

Visual Amenity

The glazed security door has been designed to be in keeping with the eight paned windows of the building. For security reasons the door is aluminium framed and glazed to allow natural surveillance for the shopkeeper and customers

Whilst a door with thinner frames that would match the frames on the windows would have been preferred, the City Council recognises that the unit has suffered a number of break ins and attempted break ins and that a security door such as the one proposed is required in this instance.

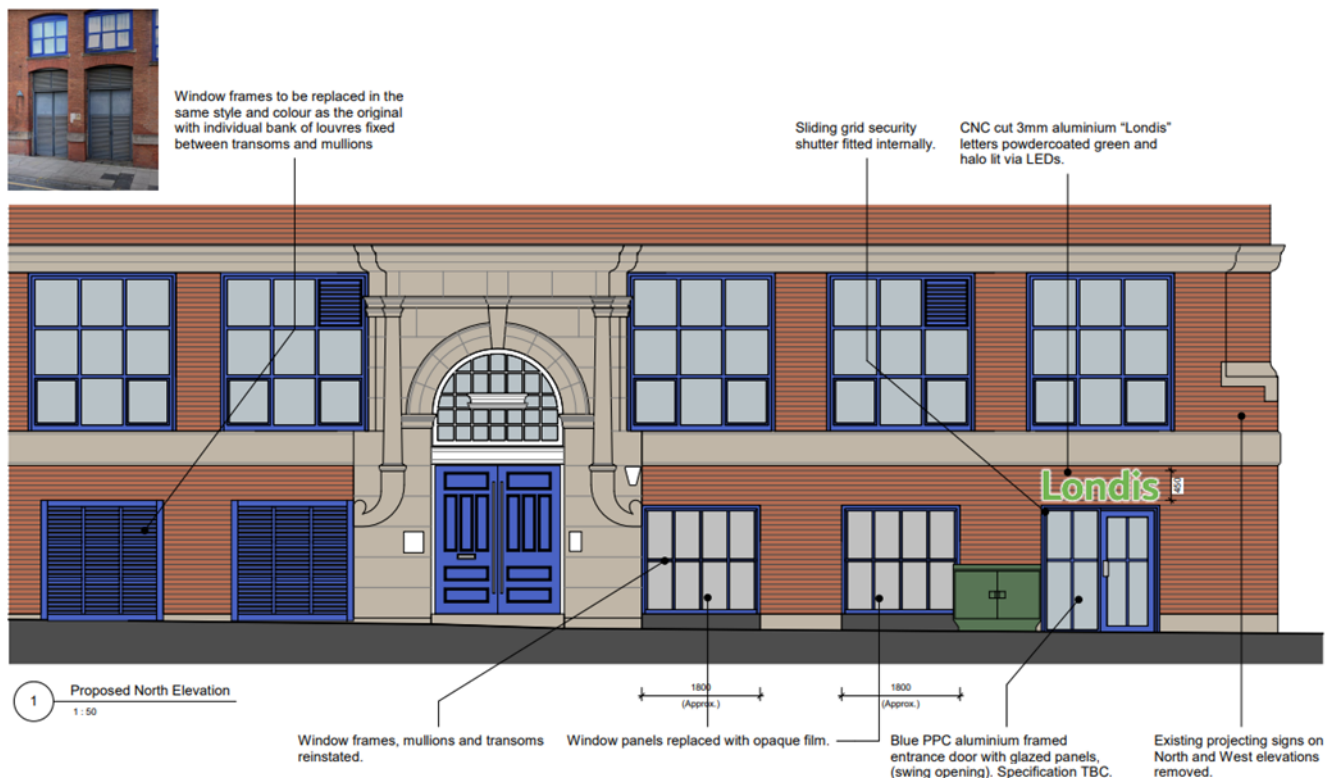
The louvres that are in place currently on the north elevation are considered to represent an incongruous feature on the building. In contrast, the new solution to these louvres is to bring

back into use a style and colour similar to the windows frames that were originally in place, with individual bank of louvres then fixed between transoms and mullions. These will match the existing frames along the mill's frontage.

There is a precedent for louvres within the Pollard Street elevation of the former mill. The upper storeys contain louvres to the residential windows. In addition, there are two existing large louvred doors at the northern end of the building.



Existing elevation



Proposed elevation

The removal of board over advertising panels that were in place is very much supported and the replacement of these with timber framed individually paned windows painted blue to match exiting frontage is definitely considered to be an improvement visual amenity wise.

Impact on Heritage Asset

Principally, the application seeks to make changes to the approved shopfront. In summary these are a new glazed door and installing individual paned louvres to the plant room.

The proposed glazed door sits below the stone coping that runs around the building and the new opening is within the frame of the original window.

A glazed door is specifically required to provide natural surveillance for staff at the Londis shop, which has suffered from a number of break ins and would also allow natural light to enter the shop. The proposed door has been designed as a lightweight aluminium Crittall style frame to mirror the mullions of the neighbouring timber framed windows

It is considered that this design is in keeping with the street scene and the impact of the proposed door on the listed building and its architectural aesthetic and historic or aesthetic significance is neutral.

A low level of less than substantial harm will be caused as a result of the installation of the door and alterations to the windows including louvres.

There is a precedent for louvres within the Pollard Street elevation of the former mill and whilst this would not result in an optimal appearance to the listed building, it is a reversible change. In addition, the proposed solution offers a more sympathetic alteration to the building than is currently the case whilst meet the operational needs of the occupier. Therefore on balance it is acceptable and would allow for the occupation of the unit within the listed building offering a public benefit.

The upper storeys contain louvres to the residential windows. In addition, there are two existing large louvred doors at the northern end of the building.

The proposed louvres will be placed individually within the timber frames of the windows and will be painted blue to match the existing frames along the mill's frontage.

The proposed shopfront is fully justified from commercial perspective and is in line with the Shopfront Design Guide and policy guidance from Manchester City Council.

There will be a low level of less than substantial harm caused by these works.

Public Benefits

The proposed louvres are required to provide adequate air circulation to the plant room associated with the Londis shop.

The door will allow for greater security of the unit.

Both of these will result in the continued occupation of the premises, which is considered to be a public benefit.

The design of the new louvres and the restoration of the window panels are considered to be positives additions to the building that restore some historic appreciation of and historic significance to the building.

Residential Amenity

The proposal will have no impact on residential amenity. The footprint of louvres will be replaced like for like, so there is no significant change in noise resulting from extraction compared to what was previously in place on site.

Access

There will be no impact on access to the shop. Level access will be maintained.

Conclusion

Given the above, it is considered that the proposal is in accordance with the above policies and should be approved.

Other Legislative Requirements

Equality Act 2010

Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Approve

Article 35 Declaration

Officers have worked with the applicant/agent in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the application.

Condition(s) to be attached to decision for approval

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 91 of the Town and Country Planning Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents, received by Manchester City Council as the Local Planning Authority on 09 October 2024:

- Location Plan
- Site Plan
- Proposed Elevation 23288-CWA-XX-A-SK05
- Heritage and Design and Access Statement

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy.

3) Notwithstanding the details shown in the approved documents and detailed in condition 2 of this consent, prior to the installation of the windows, the full and final details of the windows, including the specification of the windows and the colour of the frame, and a typical section for the alteration showing the windows within the context of the building fabric, shall be submitted in writing to the City Council as Local Planning Authority for approval.

The approved details shall then be implemented as part of the approved development.

Reason - In the interests of visual amenity in accordance with saved policy DC19.1 of the Unitary Development Plan for the City of Manchester and policies SP1, EN3 and DM1 of the Core Strategy.

Appendix 1 – List of consultees & neighbours notified

267 Great Ancoats Street, Manchester, M4 7DB
Flat 13, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 10, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 8, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 5, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 2, Block B, 12 Pollard Street, Manchester, M4 7AJ
Ground Floor, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 10, 6 Pollard Street, Manchester, M4 7BN
Flat 9, 6 Pollard Street, Manchester, M4 7BN
Flat 8, 6 Pollard Street, Manchester, M4 7BN
Flat 5, 6 Pollard Street, Manchester, M4 7BN
Flat 7, 6 Pollard Street, Manchester, M4 7BN
Flat 6, 6 Pollard Street, Manchester, M4 7BN
Flat 4, 6 Pollard Street, Manchester, M4 7BN
Flat 3, 6 Pollard Street, Manchester, M4 7BN
Flat 2, 6 Pollard Street, Manchester, M4 7BN
Flat 1, 6 Pollard Street, Manchester, M4 7BN
Hetherington's Cafe Bar, 8 Pollard Street, Manchester, M4 7DS
Flat 15, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 14, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 12, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 11, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 9, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 7, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 6, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 4, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 3, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 1, Block B, 12 Pollard Street, Manchester, M4 7AJ
Flat 16, Block B, 12 Pollard Street, Manchester, M4 7AJ

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
HS2 Phase 2b Safeguarding Zones - HS2 Safeguarding Zones (June 2022)
HS2 Phase 2b Safeguarding Zones - HS2 Safeguarding Zones (October 2020)
Area Team Boundary - Name: CENTRAL