

Planning

Growth & Development

Delegated officer report for planning application

Application no. 139938/LO/2024

Date registered valid: 3 May 2024

Proposal: Listed Building Consent for internal alterations to the second and fourth floor of the Vaughan Building to form new general teaching space within the school

Address: St Bedes College, Alexandra Road South, Manchester, M16 8HX

Ward(s): Whalley Range Ward

Applicant: Mr Mee

Agent (if any): Lancaster Maloney Martin

Case officer: Jake Walther
Tel: 0161 234 1625
Email: jake.walther@manchester.gov.uk

Recommendation: **Approve**

Date of recommendation: **28/06/2024**

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 28/05/2024

Standard consultations:

Printed: 20 May 2024 Expired: 11 June 2024

Neighbour notifications

Printed: 20 May 2024 Expired: 11 June 2024

Site notice

Posted: 31/05/2024 Expired: 21/06/2024

Press advert

Published: 28 May 2024 Expired: 11 June 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The application relates to St Bede's College, specifically the Vaughan Building, a Grade II listed edifice adjacent to Alexandra Park on Alexandra Road South. The building was completed in 1874, it is a four-storey red brick and terracotta building in the Italian Renaissance style, originally built for the intended purpose of housing a public aquarium exhibit, it has been used as a school since 1877 as it remains today (Use Class F1(a)). Internally, the building has undergone some alterations over the years to meet the needs of a modern school.

Applications referenced 135678/LO/2022, 135599/LO/2022, 114864/LO/2016 granted planning permission and listed building consent in recent years for internal alterations at St Bede's College.



Figure 1. The Vaughan Building

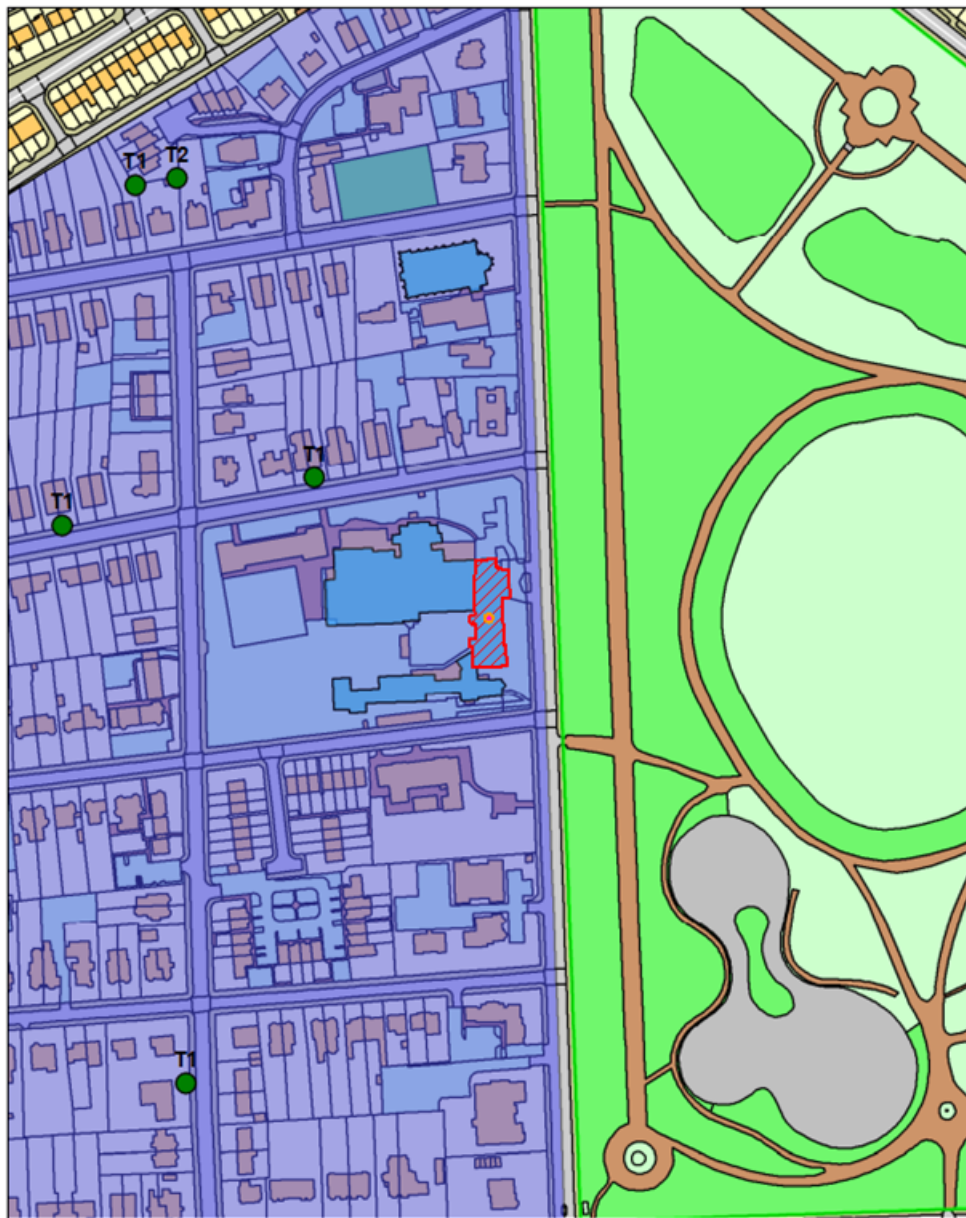
Listed building: Grade II

Conservation area: Whalley Range Conservation Area 1992

Tree Preservation Order: Not applicable.

Description of area

The site is located adjacent to Alexandra Park, at the edge of the Whalley Range Conservation Area (1992), the area surrounding St Bede's College is predominantly residential consisting of mostly semi-detached, detached and apartment blocks ranging 3 – 4 storeys in height.



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Description of development

As the Vaughan Building is a designated Grade II Listed building, any alterations to it must first achieve Listed Building Consent to alter the interior of the building. Accordingly, the applicant has submitted a Listed Building Consent application for the alteration of internal walls and doors on the 2nd and 4th floor, which are currently unsuitable for use as teaching classrooms, with the

4th floor internal walls needing to be removed due to asbestos containing materials within them, completing these internal works will future proof the school for future increases in student numbers. Removal of door vestibule on the circular staircase will improve flow of students between lessons.

In undertaking this work, the applicant is proposing the following:

Second Floor:

- Removal of 3no. existing internal walls to create 3 new teaching classrooms.
- Removal of 1no. Shower enclosure in the former infirmary.
- Removal of 1no. ensuite in the former pastoral bedroom.
- Removal of the glazed timber vestibule from the top of the staircase and instillation of 2no. fire doors at either side of the staircase (Building Regulation requirement).

Fourth Floor:

- Removal of 5no internal wall constructed of asbestos materials to create 2 new teaching spaces.
- Infill existing staircase, with floorboards to match existing.
- Removal of all suspended ceilings
- Infill 1no. door opening.
- Creation of new studwork wall and doorway to new classroom.

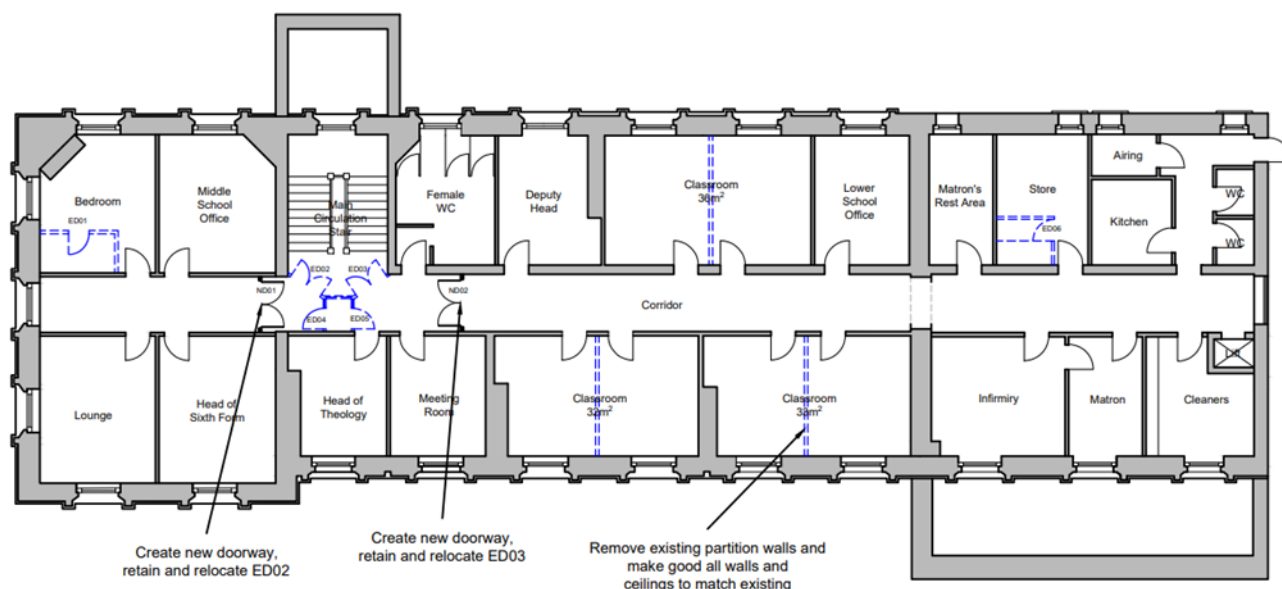


Figure 3. Second Floor Proposals.

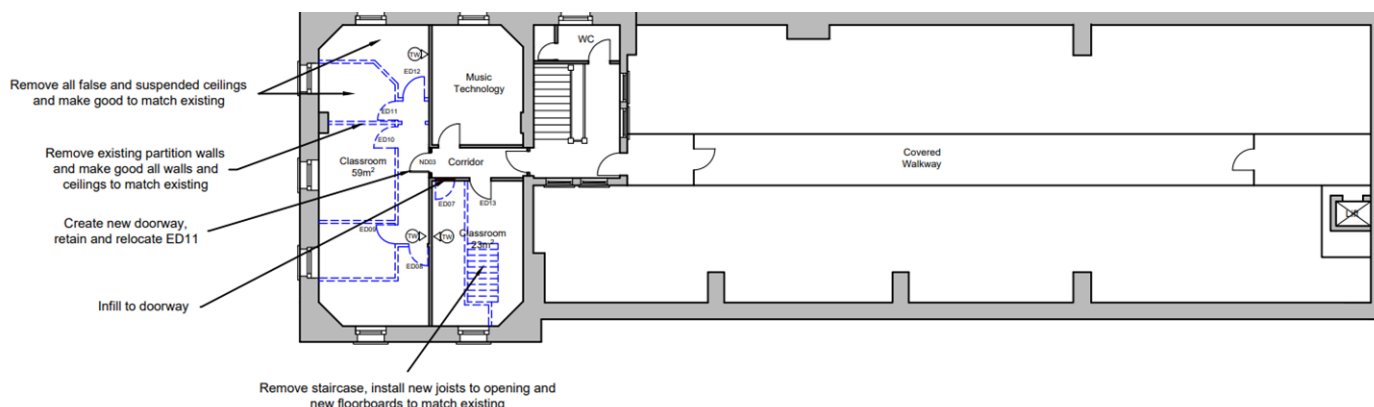


Figure 2. Fourth Floor Proposals.

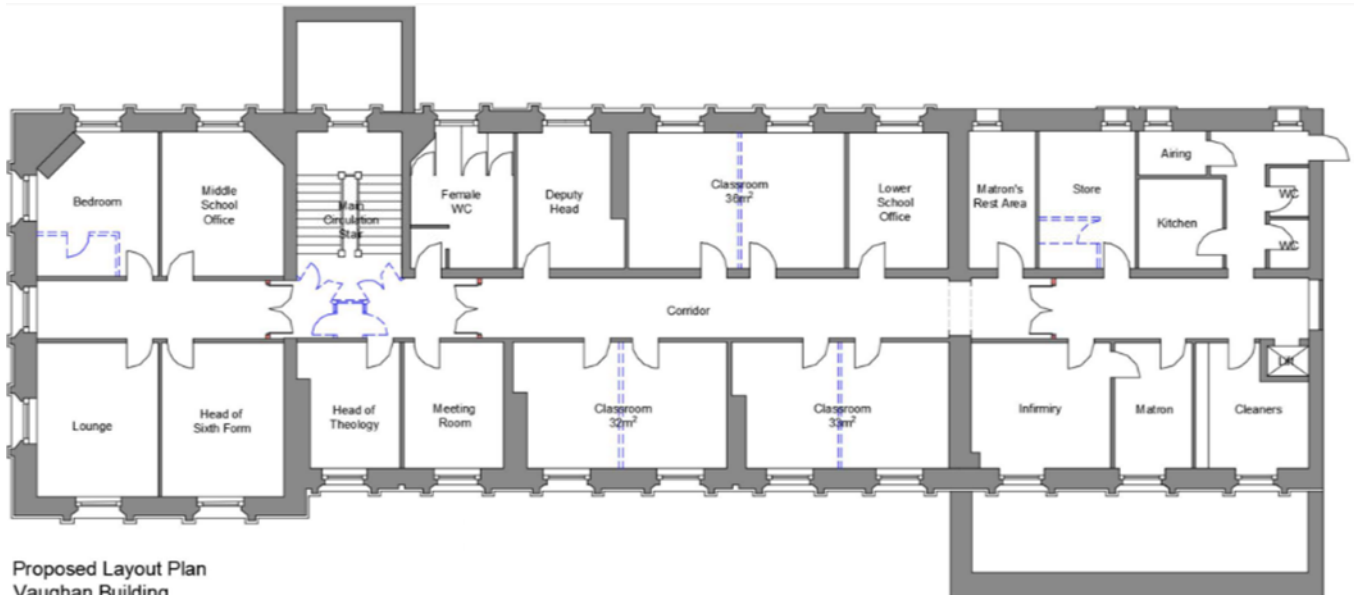
Consultations & Notification Responses

As per appendix 1, neighbouring residents were invited to comment, and a site notice was posted outside the site– No objections or comments received.

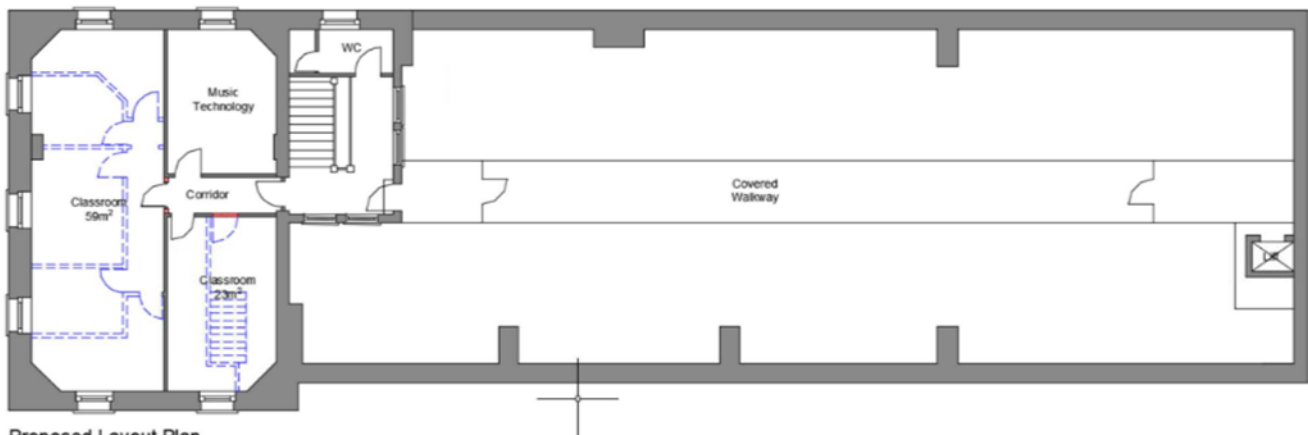
Negotiations

Following review of the proposals a number of minor amendments were requested by the Council, these were as follows:

- Revised annotations on plans to confirm details.
- Removal or relocation of far LH door on the second-floor corridor, as per item 2 above.
- Following the removal of the staircase, the floorplate in this area must be reinstated to match, including the timber floorboards to top.
- Ensure new doors in on the second-floor corridor are located within the existing archways, where this is not possible a slim-line framing/frameless glazing to top portion of the doorway would be required, with no mechanical fixings to glazing and associated frame.
- Retain the existing panelled timber door with frame to the new biggest classroom (4th floor), The modern door adjacent should be removed instead.



Proposed Layout Plan
Vaughan Building
Second Floor



Proposed Layout Plan
Vaughan Building
Forth Floor

Figure 4. Original plans before negotiations.

Policy

The Adopted Core Strategy for the City of Manchester

Policy EN1 (Design Principles and Strategic Character Areas) 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.

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

Policy SP1 (Spatial Principles) advises that development in all parts of the City should protect and enhance the built environment.

Policy DM1 (Development Management) advises that all development should be appropriately sited, scaled, formed, massed and detailed with appropriate layout and materials and should have regard to the character of the surrounding area and effects on built heritage.

The Unitary Development Plan for the City of Manchester

Saved Policy DC14 (Shopfronts and Related Signs) confirms acceptable shop front works.

Saved Policy DC18.1 (Conservation Areas) states that the Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering issues including the effect of signs and advertisements.

Saved Policy DC19.1 (Listed Buildings) advises that in determining applications for listed building consent the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting. The City Council will:

- 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.

Places for Everyone

The Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for nine of the 10 boroughs which make up Greater Manchester. The following policies are considered relevant to this application:

Policy JP-P 1 (Sustainable Places) aims to become one of the most liveable city regions in the world, consisting of a series of beautiful, healthy and varied places, each having the following key attributes that all development, wherever appropriate, should be distinctive, with a clear identity, visually stimulating, socially inclusive, resilient, adaptable, durable, resource efficient, safe, supported by critical infrastructure, functional and convenient, incorporating accessibility, legible easy to move around, well connected, comfortable and inviting, incorporating high quality and well managed green infrastructure and public realm, well served by local shops, services and amenities.

Policy JP-P 2 (Heritage) aims 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.

National Policy

Sections 16, 66 and 74 of the Listed Buildings and Conservation Areas Act 1990 requires that special consideration is given to the preservation of the significant fabric and setting of listed buildings and conservation areas. Development decisions should, therefore, accord with the requirements of the NPPF and to section 16 (Conserving and Enhancing the Historic Environment).

It is a fundamental requirement of the NPPF that planning proposals contribute to the achievement of "sustainable development". In order to meet this key planning objective, in this instance, the development should sustain and contribute to the stimulation of a thriving historic environment.

Paragraph 196 states that in determining planning applications, local planning authorities should take account of:

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

Paragraph 200 advises that local planning authorities should require an applicant to submit sufficient information to describe the significance of any heritage assets affected, including any contribution made by their setting.

Paragraph 203 states that in determining applications, local planning authorities should take account of:

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

Paragraph 207 advises that any harm to or loss of a designated heritage asset should require clear and convincing justification. Substantial harm or loss should be exceptional and substantial harm to or loss of designated heritage assets of the highest significance, including grade I and II* listed buildings should be wholly exceptional.

Paragraph 208 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal, including securing its optimum viable use.

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.

Principle

The application seeks listed building consent for internal alterations to the second and fourth floor to create several new classrooms and general teaching spaces to meet the future needs of the school.

In determining whether the proposed works are acceptable, the main issue to consider is the impact these proposed works will have on the heritage asset itself, and whether the public benefits brought about by these works will outweigh any less than substantial harm caused by these works.

In this instance the principle of these works is supported. The proposed works will help to bring back into use these currently underutilised rooms within the Vaughan Building and secure their ongoing use as part of the school estate.

Impact on the Heritage Asset

As all of the proposed works are internal, it is considered that there will be no effect, positive or negative, on the character of the Whalley Range Conservation Area.

Most of the proposed internal works are minimal in nature and will involve removing non-original elements of the building, having a positive impact on the Grade II listed asset by removing some of the accumulated modern clutter and enhancing the original/historic floorplans.

Second Floor:

None of proposed work to the second floor involves removing any heritage assets. The three walls and 2 shower enclosures to be removed are all non-original partition walls and do not reflect the buildings original floor plan. Removing these will have a positive impact on the heritage asset.

The existing vestibule at the staircase is also of no heritage significance and removing it will declutter the area and improve safety with respect to fire evacuation.

Two new doorways are to be added to either side of the staircase, one will be located within the existing building archway, ensuring that it has no effect on the upper glazed partitions that span this corridor.

It is not possible to place this door within an archway, which could result in a very low level of less than substantial harm. Following discussions, it has been agreed to use a slim-line framing or frameless glazing to top portion of the doorway, with no mechanical fixings to glazing and associated frame. This would avoid any harm to the original fabric of the corridor. A suitably worded condition is proposed to agree the final details of this element.

Fourth Floor:

The walls to be removed are all non-original partition walls and do not reflect the buildings original floor plan. One of these walls contains Asbestos and it is necessary to be removed for health and safety.

Of the doors to be infilled to the former staircase, it has been agreed to infill the modern door and keep and reuse the existing panelled timber door with frame .

Where the staircase is removed, the floorplate in this area would be reinstated to match, including the timber floorboards to top making a positive contribution to the Grade II listed asset.

Conclusion

The NPPF provides national policy on heritage assets and development and sets out a proportionate approach taking account of significance. The public benefits of a proposal likely to affect the character of a designated asset should be balanced against the harm to heritage assets. In this instance it is considered that the proposal is sympathetic to the character of the listed building and to this part of the Conservation Area and considered to be beneficial overall to the significance of the listed building. The proposal is therefore considered to comply with national and local planning policy.

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

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

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 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2. The development hereby approved shall have been carried out in accordance with the following drawings and documents:

The location plan - received by the City Council as local planning authority on 03 May 2024

The drawings referenced 'Proposed Layout Plans' – Received by the City Council as local planning authority on 25 June 2024

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies EN1, EN3, SP1 CC9 and DM1 of the Core Strategy, saved policies DC19.1 of the Unitary Development Plan.

3. Full and final details of any repair and reinstatement works, including full material specifications and a method statement, to original/historic fabric, following the removal of the partitions, staircase and suspended ceilings shall be submitted to and approved in writing by the City Council as local planning authority prior to the erection of these partitions. The works shall be carried out in accordance with the agreed details.

Reason - Because the proposed works affect a building that is within the curtilage of a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest so careful attention to building work is required to protect the character and appearance of this building in accordance with policies SP1, CC9, EN1, EN 3 and DM1 of the Adopted Core Strategy for the City of Manchester, the Design and Principle of the Guide to Development in Manchester SPD and saved policies DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester.

4. Full and final details of the proposed new partitions to the corridor, including junction and affixing details, materials, finish and design shall be submitted to and approved in writing by the City Council prior to the erection of these partitions. The works shall be carried out in accordance with the agreed details.

Reason - Because the proposed works affect a building that is within the curtilage of a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest so careful attention to building work is required to protect the character and appearance of this building in accordance with policies SP1, CC9, EN1, EN 3 and DM1 of the Adopted Core Strategy for the City of Manchester, the Design and Principle of the Guide to Development in Manchester SPD and saved policies DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester.

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design

18 Alexandra Road South, Manchester, M16 8EZ
4 Rose Lawn Close, Manchester, M16 8PE
6 Rose Lawn Close, Manchester, M16 8PE
10 Rose Lawn Close, Manchester, M16 8PE
Flat 23, Govind Ruia Court, 18 Alness Road, Manchester, M16 8FX
Flat 11, Govind Ruia Court, 16 - 18 Wellington Road, Whalley Range, Manchester, M16 8EX
Flat 2, Govind Ruia Court, 16 - 18 Wellington Road, Whalley Range, Manchester, M16 8EX
Flat 6, 18 Mayfield Road, Manchester, M16 8FT
17 Mayfield Road, Manchester, M16 8FU
Flat 1, 4 Mayfield Road, Manchester, M16 8FT
Flat 10, 4 Mayfield Road, Manchester, M16 8FT
Flat 1, 8 Mayfield Road, Manchester, M16 8FT
Flat 2, 10 Mayfield Road, Manchester, M16 8FT
Flat 2A, 12 Mayfield Road, Manchester, M16 8FT
Flat 3, 12 Mayfield Road, Manchester, M16 8FT
Flat 5, 12 Mayfield Road, Manchester, M16 8FT
Flat 2, 12 Mayfield Road, Manchester, M16 8FT
Flat 13, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ
Flat 4, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ
Flat 5, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ
Flat 4, 2 Mayfield Road, Manchester, M16 8FT
Flat 7, 4 Mayfield Road, Manchester, M16 8FT
Flat At, St Bedes College, Alexandra Road South, Manchester, M16 8HX
7 Wellington Road, Whalley Range, Manchester, M16 8EX
11 Wellington Road, Whalley Range, Manchester, M16 8EX
2 Rose Lawn Close, Manchester, M16 8PE
Flat 25, Govind Ruia Court, 18 Alness Road, Manchester, M16 8FX
Flat 12, Govind Ruia Court, 16 - 18 Wellington Road, Whalley Range, Manchester, M16 8EX
Flat 7, 18 Mayfield Road, Manchester, M16 8FT
Flat 4, 16 Mayfield Road, Manchester, M16 8FT
Flat 4, 18 Mayfield Road, Manchester, M16 8FT
Flat 5, 4 Mayfield Road, Manchester, M16 8FT
Flat 8, 4 Mayfield Road, Manchester, M16 8FT
Flat 4, 8 Mayfield Road, Manchester, M16 8FT
Flat 4, 10 Mayfield Road, Manchester, M16 8FT
Flat 1, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ
Flat 4, 4 Mayfield Road, Manchester, M16 8FT
Flat 20, Govind Ruia Court, 18 Alness Road, Manchester, M16 8FX
Flat 21, Govind Ruia Court, 18 Alness Road, Manchester, M16 8FX
Flat 1, 14 Mayfield Road, Manchester, M16 8FT
Flat 1, 16 Mayfield Road, Manchester, M16 8FT
19 Mayfield Road, Manchester, M16 8FU
Flat 5, 10 Mayfield Road, Manchester, M16 8FT
Flat 14, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ
Flat 11, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ
Flat 8, 2 Mayfield Road, Manchester, M16 8FT
Flat 7, 2 Mayfield Road, Manchester, M16 8FT
The Coach House, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ
18A Wellington Road, Whalley Range, Manchester, M16 8EX
15 Wellington Road, Whalley Range, Manchester, M16 8EX

16B Alness Road, Manchester, M16 8FX
Flat 15, Govind Ruia Court, 18 Alness Road, Manchester, M16 8FX
Flat 18, Govind Ruia Court, 18 Alness Road, Manchester, M16 8FX
Flat 8, Govind Ruia Court, 16 - 18 Wellington Road, Whalley Range, Manchester, M16 8EX
Flat 14, Govind Ruia Court, 16 - 18 Wellington Road, Whalley Range, Manchester, M16 8EX
Flat 6, 14 Mayfield Road, Manchester, M16 8FT
Flat 4, 14 Mayfield Road, Manchester, M16 8FT
Flat 2, 18 Mayfield Road, Manchester, M16 8FT
Flat 11, 4 Mayfield Road, Manchester, M16 8FT
Flat 1, 10 Mayfield Road, Manchester, M16 8FT
Flat 7, 10 Mayfield Road, Manchester, M16 8FT
Flat 7, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ
Flat 9, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ
Flat 3, 2 Mayfield Road, Manchester, M16 8FT
7 Alness Road, Manchester, M16 8ET
3 Wellington Road, Whalley Range, Manchester, M16 8EX
Flat 24, Govind Ruia Court, 18 Alness Road, Manchester, M16 8FX
Flat 9, Govind Ruia Court, 16 - 18 Wellington Road, Whalley Range, Manchester, M16 8EX
Flat 3, Govind Ruia Court, 16 - 18 Wellington Road, Whalley Range, Manchester, M16 8EX
Flat 10, Govind Ruia Court, 16 - 18 Wellington Road, Whalley Range, Manchester, M16 8EX
Flat 3, 14 Mayfield Road, Manchester, M16 8FT
Flat 1, 18 Mayfield Road, Manchester, M16 8FT
Flat 3, 16 Mayfield Road, Manchester, M16 8FT
Flat 2, 16 Mayfield Road, Manchester, M16 8FT
10 Mayfield Road, Manchester, M16 8FT
Flat 6, 12 Mayfield Road, Manchester, M16 8FT
Flat 12, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ
Flat 6, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ
Flat 3, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ
Flat 1, 2 Mayfield Road, Manchester, M16 8FT
Flat 6, 4 Mayfield Road, Manchester, M16 8FT
21 Mayfield Road, Manchester, M16 8FU
23 Mayfield Road, Manchester, M16 8FU
Flat 17, Govind Ruia Court, 18 Alness Road, Manchester, M16 8FX
Flat 4, Govind Ruia Court, 16 - 18 Wellington Road, Whalley Range, Manchester, M16 8EX
Flat 2, 14 Mayfield Road, Manchester, M16 8FT
Flat 5, 14 Mayfield Road, Manchester, M16 8FT
Flat 2, 4 Mayfield Road, Manchester, M16 8FT
Flat 3, 4 Mayfield Road, Manchester, M16 8FT
Flat 2, 8 Mayfield Road, Manchester, M16 8FT
Flat 6, 10 Mayfield Road, Manchester, M16 8FT
Flat 1, 12 Mayfield Road, Manchester, M16 8FT
Flat 2, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ
Flat 8, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ
5 Wellington Road, Whalley Range, Manchester, M16 8EX
Flat 16, Govind Ruia Court, 18 Alness Road, Manchester, M16 8FX
Flat 22, Govind Ruia Court, 18 Alness Road, Manchester, M16 8FX
Flat 5, Govind Ruia Court, 16 - 18 Wellington Road, Whalley Range, Manchester, M16 8EX
Flat 6, Govind Ruia Court, 16 - 18 Wellington Road, Whalley Range, Manchester, M16 8EX
Flat 5, 16 Mayfield Road, Manchester, M16 8FT
Flat 5, 18 Mayfield Road, Manchester, M16 8FT
Flat 3, 8 Mayfield Road, Manchester, M16 8FT
Flat 3, 10 Mayfield Road, Manchester, M16 8FT
Flat 10, Mayfield Mansions, 20 Alexandra Road South, Manchester, M16 8EZ

Flat 2, 2 Mayfield Road, Manchester, M16 8FT
9 Wellington Road, Whalley Range, Manchester, M16 8EX
13 Wellington Road, Whalley Range, Manchester, M16 8EX
8 Rose Lawn Close, Manchester, M16 8PE
16A Alness Road, Manchester, M16 8FX
Flat 19, Govind Ruia Court, 18 Alness Road, Manchester, M16 8FX
Flat 1, Govind Ruia Court, 16 - 18 Wellington Road, Whalley Range, Manchester, M16 8EX
Flat 3, 18 Mayfield Road, Manchester, M16 8FT
20 Mayfield Road, Manchester, M16 8FT
22 Mayfield Road, Manchester, M16 8FT
Flat 9, 4 Mayfield Road, Manchester, M16 8FT
Flat 12, 4 Mayfield Road, Manchester, M16 8FT
Flat 4, 12 Mayfield Road, Manchester, M16 8FT
Flat 5, 2 Mayfield Road, Manchester, M16 8FT
Flat 6, 2 Mayfield Road, Manchester, M16 8FT
9 Alness Road, Manchester, M16 8ET

Appendix 2 – Planning constraints

Conservation Area - Whalley Range Conservation Area 1992