

Planning

Growth & Development

Delegated officer report for planning application

Application no. 138236/LO/2023

Date registered valid: 15 November 2023

Proposal: Listed Building Consent for works to the improvement of heating, cooling, and ventilation of the Council Chamber.

Address: Ormond Building , Lower Ormond Street, Manchester, M15 6BX

Ward(s): Hulme Ward

Applicant: Mr Jonathan Baker Manchester Metropolitan University

Agent (if any): Mr Stephen Levrant Heritage Architecture Ltd

Case officer: Michael Pearson
Tel: 0161 219 2735
Email: michael.pearson@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 23/04/2024

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 17 November 2023

Standard consultations:

Printed: 17 November 2023 Expired: 8 December 2023

Neighbour notifications

Printed: 17 November 2023 Expired: 8 December 2023

Site notice

Posted: 17 November 2023 Expired: 8 December 2023

Press advert

Published: 21 November 2023 Expired: 5 December 2023

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The application relates to the Grade II listed Ormond Building at the junction of Lower Ormond Street and Cavendish Street. The property is two storey and is completed in red brick, with sandstone dressings and slate tiles. An octagonal turret features on the property's south-eastern corner that features ornate carvings and soldier coursing. The application property forms part of Manchester Metropolitan University's Campus and is in active use as an office (Class E (g)(i)). The application site has undergone various modern alterations, with the most comprehensive scheme approved in recent years seeing the removal of a two storey rear corridor extension and the erection of a subsequent replacement extension (Approved most recently under application 126285/JO/2020 and originally under 115517/LO/2017).

Listed building: Grade II

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area

The application site lies within Manchester City Centre and Manchester Metropolitan University (MMU) Campus to the south of the Mancunian Way. The neighbouring area is characterised by a high number of properties in educational or office uses that form MMU's Campus. Built development varies significantly in scale, design and age. A high number of Grade II listed buildings neighbour the site to the north, south and east, with the Former Manchester Ear Hospital, St Augustine's Church, Righton Building, Grosvenor Building and Façade to Mabel Tylecote Building all lying within close proximity to the site. To the north of the site lies All Saints Park, a public area of green space characterised by a high number of mature trees. Beyond All Saints Park lies All Saints Library that is subject to a live planning permission for its demolition

and subsequent erection of an 11 storey replacement library (Approved under planning permission 138424/FO/2023).

Description of development

The application seeks listed building consent for internal works to improve the heating, cooling and ventilation of the first floor Council Chamber.

The proposed works comprise of the following:

- Removal of existing supply and extract air-conditioning ductwork in void of Council Chamber ceiling.
- New supply and extract ductwork on ceiling of Ground Floor Office.
- Insertion of 8 new swirl diffusers in Council Chamber floor.
- Insertion of 8 new extract grilles in Council Chamber floor.
- Replacement of existing units and insertion of 2 new heat pump units in external ginnel passageway.
- Insertion of new in-line supply air temperature sensor in existing ductwork.
- Replacement of existing heating/cooling controller in Council Chamber.
- Insertion of 4 new floor boxes with power supplies in Council Chamber floor.
- Insertion of 2 new fan coil units at high level in Ground Floor Office.
- Temporary removal and reinstallation of existing electrical services to Ground Floor Office ceiling during installation of proposed ductwork.
- Insertion of new, traditionally styled radiator in upstairs corridor and associated works to connect into existing pipework.

Planning History

A high number of applications are on record for the application site, the most relevant of which are shown below:

136817/LO/2023 - Listed Building Consent for the construction of structural blockwork partition wall to the basement to support structural floor slab above – Approved December 2023.

130020/LO/2021 - LISTED BUILDING CONSENT Proposed basement alterations to facilitate fire protection works – Approved June 2021.

126285/JO/2020 - Application to vary condition 2 (approved drawings) attached to Listed Building Consent Reference Number: 115517/LO/2017 to allow new access hatches to roof and structural propping to existing chimney – Approved April 2020.

123456/JO/2019 - Application to vary condition 2 (approved drawings and documents) attached to listed building consent reference number: 115517/LO/2017 – Approved June 2019.

115517/LO/2017 - LISTED BUILDING CONSENT for Internal and external alterations including demolition of existing two storey rear corridor extension and erection of replacement. Partial removal of masonry walls to Basement. Installation of new pavement lights and 6 windows to perimeter of Basement. Repair of historic features throughout the building. Installation of new floor, lift and stair to Basement. Partial removal of walls to upper floors. Installation of new power points, wiring and heating throughout the building – Approved August 2017.

115516/FO/2017 - External alterations including demolition of existing two storey rear corridor extension and erection of replacement. Partial removal of masonry walls to Basement. Installation

of new pavement lights and 6 windows to perimeter of Basement. Repair of historic features throughout the building. Installation of new floor, lift and stair to Basement. Partial removal of walls to upper floors. Installation of new power points, wiring and heating throughout the building – Approved August 2017.

Consultations & Notification Responses

Publicity – None received.

Policy

The Manchester Core Strategy – Development Plan Document 2012-2027 (“the Core Strategy”) was adopted by the City Council on the 11th of July 2012:

- Policy SP1 – Spatial Principles
- Policy CC9 – Design and Heritage
- Policy EN1 – Design Principles and Strategic Character Areas
- Policy EN3 – Heritage
- Policy DM1 – Development Management

Saved Unitary Development Plan for Manchester – The following saved UDP Policies are of relevance to this application:

- Policy DC19 – Listed Buildings

The Places for Everyone Plan – Joint Development Plan Document, for nine of the 10 boroughs which make up Greater Manchester adopted on 21st of March 2024:

- Policy JP-P2 – Heritage

National Planning Policy Framework (NPPF)

- Chapter 16 – Conserving the Historic Environment

Other Legislative Requirements

Planning (Listed Buildings and Conservation Areas) Act 1990

Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (LBCA Act) states that in considering whether to grant Listed Building Consent for any works the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Section 66 of the LBCA Act requires the local planning authority to have special regard to the desirability of preserving the setting of listed buildings. This requires more than a simple balancing exercise and considerable importance and weight should be given to the desirability of preserving the setting.

Issues

Impact upon Heritage Asset

The proposed works would not affect the external appearance of the building and are confined to internal spaces only. The submitted options appraisal and Heritage Impact Assessment conclude that the proposals represent the most effective and least intrusive option for the upgrading of servicing to improve the environmental quality and control of the Council Chamber.

The proposed accommodation of new ventilation and associated equipment is supported. Proposed vents and pipework for ventilation proposed to the ground floor office would require the creation of new penetrations through the building's first floor slab. It is also noted that modern M&E services are already present within this space. On balance penetrations through original fabric are acceptable when taking into account the benefit they would have in bringing the application site up to modern ventilation and heating standards. Similarly, the proposed new external AC unit and thermostat control panel would replace existing modern redundant units and are therefore acceptable.

The proposed swirl diffusers and extract grilles to be inserted into the floor of the Council Chamber have been confirmed to be the minimum number required to effectively ventilate and heat the space. It is considered their location and design have been selected to minimise their impact upon the space.

To offset the identified low level harm, the proposal would see the removal of 8no of the 12no ventilation outlets situated within the ceiling of the Council Chambers. This is supported and would see the removal of modern interventions which detract from the significance of the chamber. It is considered necessary that in the event of an approval a condition be included requiring the submission of a methodology and repair statement for such works.

In light of the above, it has been found that, subject to planning condition, any low level of harm would be outweighed by the public benefits of the proposal, this being that the proposal would secure the future use of the listed building by bringing it in line with modern heating and cooling requirements. Therefore, the proposal would meet the statutory test to preserve as put forward under Section 16(2) of the Planning (Listed Building and Conservation Areas) Act 1990 and as such is in accordance with policies SP1, CC9, EN1, EN3 and DM1 of the Manchester Core Strategy (2012), saved policy DC19.1 of the Unitary Development Plan for the City of Manchester (1995), Places for Everyone Plan Policy JP-P2, the National Planning Policy Framework and Planning (Listed Buildings and Conservation Areas) Act 1990.

Conclusion

In light of the above and subject to appropriate planning condition, the proposal has been found to be acceptable and have a minimal impact on the historical significance of the Grade II listed building in accordance with policies SP1, CC9, EN1, EN3 and DM1 of the Manchester Core Strategy (2012), saved policy DC19.1 of the Unitary Development Plan for the City of Manchester (1995), Places for Everyone Plan Policy JP-P2, the National Planning Policy Framework and Planning (Listed Buildings and Conservation Areas) Act 1990. On this basis permission is recommended for approval.

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 in a positive and proactive manner to seek solutions to problems arising in relation to dealing with the planning application. Concerns were raised during the processing of the application about the need to reduce the impact on the character of the listed building in terms of the level of intervention. Suggestions were made about ways in which the scheme could be revised such that it would be acceptable.

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 be carried out in accordance with the following drawings and documents:

- o Location Plan (Dated April 2023)
- o 230543-CPW-ZZ-00-DR-N-110001 S0 T01: Ground Floor Modifications to Existing Services Layout (Dated August 2023)
- o 230543-CPW-XX-XX-DR-M-121002 S0 T01: First Floor Proposed Heating Works (Dated July 2023)
- o 230543-CPW-XX-00-DR-N-301001 S0 T01: Ground Floor Proposed Mechanical & Electrical Services Layout (Dated August 2023)
- o 230543-CPW-XX-01-DR-N-301003 S0 T02: First Floor Proposed Floor Coordination Layout (Dated August 2023)
- o 230543-CPW-ZZ-00-DR-N-301005 S0 T01: Ground Floor Proposed Reflected Ceiling Plan Includes Existing Services Layout (Dated October 2023)

- o 230543-CPW-ZZ-00-DR-N-301006 S0 T01: Ground Floor Existing and Proposed Services Sections (Dated October 2023; Received 07/11/2023)
- o 230543-CPW-XX-00-DR-M-11001 S0 P01: Existing Grilles to be Removed (Dated February 2024; Received 05/03/2024)
- o FSM-3165-57-L2-M02 Revision AF: Second Floor Roof Void Ventilation Layout (Dated 28/04/2020)
- o 084479-CUR-00-XX-T-S-00001: Listed Building Structural Report (Prepared by Curtins; Dated 29/09/2023)
- o Feasibility & Options Appraisal (Prepared by CPW; Dated 29/09/2023)
- o Heritage and Design & Access Statement (Prepared by Stephen Levrant Heritage Architecture; Dated 27/09/2023)
- o Planning Query Responses (Prepared by CPW; Received 25/01/2024)

All stamped as received by the City Council as Local Planning Authority on 03/10/2023 unless specified otherwise.

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) Prior to the commencement of any works relating to the removal of the redundant ventilation grilles within the Council Chamber's ceiling hereby approved, a scheme detailing the methodology for such works and final material specification for the repair/reinstatement works, shall be submitted to and approved in writing by the City Council as the Local Planning Authority. The scheme shall then proceed in accordance with the approved details.

Reason - In the interests of preserving the appearance and significance of the Grade II listed building in accordance with policies CC9 and EN3 of the Core Strategy, saved policy DC19.1 of the Unitary Development Plan for the City of Manchester and the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design

St Augustines, Lower Chatham Street, Manchester, M15 6BY
St Augustines Presbytery, Lower Ormond Street, Hulme, Manchester, M15 6BW
Room A Flat 10, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room A Flat 2, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Flat 17, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room I Flat 16, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room H Flat 16, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room G Flat 13, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Flat 13, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Flat 12, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room D Flat 13, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room C Flat 13, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room A Flat 1, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Flat 23, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Flat 24, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Ormond Building, Lower Ormond Street, Manchester, M15 6HX
Msv Building, Lower Chatham Street, Manchester, M1 5SU
Flat 15, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Flat 16, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Flat 14, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room M Flat 18, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room L Flat 18, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room N Flat 18, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room K Flat 18, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room F Flat 11, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room J Flat 11, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room I Flat 11, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room E Flat 11, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room G Flat 11, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room H Flat 11, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room A Flat 3, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Cavendish Hall Of Residence, Cavendish Street, Manchester, M15 6BG
Room K Flat 14, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room L Flat 19, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room C Flat 3, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room G Flat 18, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room I Flat 18, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room E Flat 22, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Flat 1, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room K Flat 24, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Flat 20, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room G Flat 19, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room A Flat 22, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room A Flat 19, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room K Flat 12, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room F Flat 16, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room B Flat 22, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room M Flat 13, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room A Flat 13, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room D Flat 10, Cavendish Hall, Cavendish Street, Manchester, M15 6BG

[illegible]

[illegible]

[illegible]

Room D Flat 3, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room A Flat 17, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room A Flat 23, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room B Flat 2, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room B Flat 3, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room D Flat 20, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room H Flat 22, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room B Flat 18, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room H Flat 18, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room L Flat 16, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room K Flat 16, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room C Flat 15, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room L Flat 15, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Flat 6, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room L Flat 11, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room B Flat 16, Cavendish Hall, Cavendish Street, Manchester, M15 6BG
Room B Flat 12, Cavendish Hall, Cavendish Street, Manchester, M15 6BG

Appendix 2 – Planning constraints

Article 4 Direction - City Centre PD Restriction - Class B1(a) To C3
Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Area Team Boundary - Name: CENTRAL