



Paul Butler Associates

Planning, Development & Heritage Consultants

**University of Manchester (Directorate of
Estates and Facilities Project Group)**

Humanities Building

Planning & Heritage Statement

27 September 2023

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1. Introduction

Purpose of this Statement

- 1.1 This Planning and Heritage Statement has been prepared by Paul Butler Associates on behalf of the applicant, University of Manchester (Directorate of Estates and Facilities Project Group). The statement is submitted in support of a full planning application in relation the Humanities Building (The University of Manchester) Bridgeford Street, Manchester, M15 6GY (hereafter referred to as 'the site').
- 1.2 The application seeks planning permission for the *'Removal of the existing temporary ramp to the main building entrance and replacement with a new accessible permanent ramp; replacement fenestration and roof coverings, the installation of new roof mounted solar photo voltaic panels with edge protection and the erection of roof mounted air source heat pumps within a louvred plant enclosure and associated works'*.
- 1.3 The works are proposed as part of the University of Manchester building decarbonisation programme with buildings across the University estate programmed to benefit from retrofitting measures to improve energy efficiency. The enhancements proposed to the Humanities Building will assist the University of Manchester decarbonise their estate and support their long-term goal of becoming carbon neutral by 2038 across all areas of their operation. The driver for this project is maximising long term carbon savings for the Humanities building through retrofitting measures including a replacement roof, new solar photo voltaic panels and air source heat pumps. An additional objective of the application is to install replacement windows to reduce heat loss and provide improved ventilation arrangements thereby securing a more energy efficient building into the future. Access arrangements to the main entrance of the building are also proposed to be improved with a new accessible entrance ramp.
- 1.4 This planning and heritage statement will provide an overview of the development proposals, and assess the proposals against adopted national and local planning policy.

Documents submitted with the Planning Application

1.5 The planning application is accompanied by the following information:

Supporting Documents

- Cover letter 23.1866/ldt009jr;
- Completed Planning Application Form;
- 5607-HMA-HB-00-DR-A-00001 P1 - Site Location Plan, prepared by Halliday Meecham Architects;
- Design and Access Statement prepared by Halliday Meecham Architects, September 2023;
- Planning and Heritage Statement prepared by Paul Butler Associates dated September 2023, including Draft Construction Management Plan;
- Energy Statement prepared by Kings, Humanities Building ZCM Report RIBA3 Rev 1, September 2023;
- Acoustics Environmental Noise Survey Report Revision 00, prepared by Hoare Lea, 17 August 2023;
- Bat Survey - Preliminary Roost Assessment Humanities Bridgeford Street Rev 03, prepared by Urban Green, 20 September 2023;
- Glint and Glare Assessment Humanities Building 313353 Rev 2.0 prepared by Mabbett, 22 September 2023;
- 5607-HMA-HB-00-DR-A-00101 P1 - Existing Site Plan;
- 5607-HMA-HB-00-DR-A-00102 P1 - Proposed Site Plan;
- 5607-HMA-HB-00-DR-A-20107 - Existing and proposed entrance;
- 5607-HMA-HB-R1-DR-A-20106 P1 - Level R1 Scope of Works Plan (Planning);
- 5607-HMA-HB-XX-DR-A-10202 P1 - Existing Elevations;

- 5607-HMA-HB-XX-DR-A-10203 P1 - Existing Elevations;
- 5607-HMA-HB-XX-DR-A-20108 P1 - Proposed Elevations;
- 5607-HMA-HB-XX-DR-A-20109 P1 - Proposed Elevations;
- 5607-HMA-HB-XX-DR-A-20202 P1 - Existing and Proposed Front Elevation;
- 5607-HMA-HB-XX-DR-A-20203 P1 - Existing and Proposed Ramp Elevation;
- 5607-HMA-HB-XX-DR-A-21202 P1 - Proposed Window Type; and
- 5607-HMA-HB-XX-DR-A-21203 P1 - Existing and Proposed Site Section.

Structure of this Statement

1.6 The remainder of this statement is structured as follows:

- Section 2 provides a description of the site and surrounding area including a review of the planning history;
- Section 3 presents the proposed development for which planning permission is sought;
- Section 4 briefly outlines the pre-application engagement with the local planning authority;
- Section 5 sets out the planning and heritage policy framework relevant to the site and the proposed development;
- Section 6 provides an assessment of the scheme against the development plan and considers the material planning considerations, including heritage; and
- Section 7 provides a summary of the overall case for granting planning consent.

2. Site and Surrounding Area

Application Site

- 2.1 The application site relates to the Humanities Building at Bridgeford Street (see Figure 2.1), which is part of the University of Manchester estate. The building is located to the north side of Bridgeford Street and lies between the purpose-built Manchester University Multistorey car park to the west and the Arthur Lewis Building to the east which is also part of the University estate. To the north of the Humanities building lies the Alliance Manchester Business School. Landscaped gardens provide separation between the Humanities Building and the Arthur Lewis building which lies to the west. Landscaped gardens also lie to the north of the Humanities building providing separation between the Humanities building and the Alliance Manchester Business School. The application site is bounded to the south by neighbouring Manchester University buildings including the Coupland Building and further to the east the Rutherford building. These buildings also front Bridgeford Street which has been pedestrianised.



Figure 2.1: Aerial view of application site (outlined in red).

2.2 The building was constructed in 1970 designed by N.L. Hanson and R. H. Kantarowich with M. C. Schonegevel and G. Skacel. The building is notable for its modernist appearance designed with simple facades being constructed in concrete under a flat roof. On completion it was occupied by the Departments of Architecture and Planning with studio accommodation occupying the fluted concrete upper level (Figure 2.2). The interior is notable with generous interior circulation spaces and a light and airy staircase (Figure 2.3). The building is a good example of brutalist modernist architecture with the hard concrete exterior softened by a pleasant courtyard garden. The building is not listed and is not located in a conservation area, but can be regarded as being of some local heritage interest being identified as a non-designated heritage asset by Manchester City Council. The building is reported to have been completed in 1970 and appears on the mapping of 1972 (Figure 2.4).



Figure 2.2: The Humanities building was completed in 1970



Figure 2.3: Internal view showing interior circulation



Figure 2.4: Extract from plan published in 1972. The Humanities building appears on the mapping.

- 2.3 The application building is located within the designated City Centre and Regional Centre, as identified on Manchester City Council (MCC)'s interactive proposals map.
- 2.4 There are no trees located within the site boundary, and levels are generally flat. The site is located within flood zone 1 (lowest level of risk). The site area is 4,999 square metres.

Planning History

- 2.5 Further to analysis of Manchester City Council's Planning Application Database, the planning history relating to the site and its immediate surroundings, and which is of note is provided in the table below:

Reference	Proposal	Decision
076658/FO/2005/C2	'Provision of new access ramp and modifications to main entrance doors'	Approved

Figure 2.5: Planning History relating to the Application Site

The Surroundings

- 2.6 The Humanities building is located within the University of Manchester estate, and therefore the character of the surrounding area is predominantly educational in nature. Surrounding campus buildings vary in age, appearance, scale and materials creating a varied environment. The Arther Lewis Building was constructed relatively recently on land which had formerly been a landscaped area associated with the Humanities building. The site is in proximity to a number of listed buildings.

3. Description of Development

The Proposed Scheme

- 3.1 The application seeks full planning permission for the *'Removal of the existing temporary ramp to the main building entrance and replacement with a new accessible permanent ramp; replacement fenestration and roof coverings, the installation of new roof mounted solar photo voltaic panels with edge protection and the erection of roof mounted air source heat pumps within a louvred plant enclosure and associated works'*.
- 3.2 The works are proposed as part of the University of Manchester building decarbonisation programme with buildings across the University estate programmed to benefit from retrofitting measures to improve energy efficiency. The enhancements proposed to the Humanities Building will assist the University of Manchester decarbonise their estate and support their long-term goal of becoming carbon neutral by 2038 across all areas of their operation. The driver for this project is maximising long term carbon savings for the Humanities building through retrofitting measures including a replacement roof, new solar photo voltaic panels and air source heat pumps. An additional objective of the application is to install replacement windows to reduce heat loss and provide improved ventilation arrangements thereby securing a more energy efficient building into the future. Access arrangements to the main entrance of the building are also proposed to be improved with a new accessible entrance ramp.
- 3.3 The existing systems and building fabric at the Humanities Building are currently inefficient, dated and in need of significant overhaul/upgrade in order to achieve the Universities ambition of a Zero Carbon estate by 2038. Over the next two/three years the following works are crucial to this strategy and are crucial to transitioning away from imported gas towards renewable forms of imported electricity:
- Upgraded Roof & insulation – new Bauder roof system with upgrade to 0.14 – 0.17W/m²K;

- External Wall Upgrade - with insulated plasterboard with upgrade to 0.21 - 0.23W/m²K;
- New Windows – with upgrade to 1.3 & 1.7W/m²K;
- LED lighting;
- Ventilation upgrade(s);
- Air Source Heat Pumps (ASHP) sized at 50% peak load to deliver 75% of space heating demand (Steam connection remains for 25% - Winter load) & new secondary heating system; and
- Solar PV panels – 10.1% contribution:

3.4 Whilst not requiring planning permission, the upgrades to the internal fabric of the building and upgraded roof insulation have the potential to reduce the primary energy consumption associated with heating the building by 70%. Overall, the impact of the proposed changes have the potential to secure a 77% reduction in carbon emissions from the building equating to a saving of 481 tons of carbon each and every year. In addition to carbon savings the proposals will provide staff and students improved ventilation and a more comfortable working environment thereby ensuring the accommodation continues to meet the primary requirement of the building thereby helping to ensure the long-term occupation and future of the building.

3.5 A programme of internal and external works are proposed, however given the Humanities Building is not listed, this planning application relates to external alterations only:

Roof level:

- Overlay of existing roof finish with new insulated system
- Installation of new PV array
- Installation of new air source heat pumps
- Installation of new hand rail as edge protection
- Installation of new screen around air source heat pumps to conceal them

Fenestration:

- Replacement of existing with new thermally broken aluminium units, with frames and finish to match existing.

External Access:

- New ramp in brick construction to match adjacent brick to entrance.
- New permanent construction will replace the existing ramp
- Installation of new screen around air source heat pumps

3.6 Please refer to the submitted Design and Access Statement and architectural drawing pack prepared by Halliday Meecham Architects for full details of the proposals.

4. Pre-Application Consultation

Overview

- 4.1 Pre-application discussions have played an important role in shaping the design of the proposed development. Paragraphs 39-42 of the National Planning Policy Framework sets out the benefits of early engagement, including consideration of all fundamental issues associated with a proposal, which enables timely decisions to be made and reduces costs / delays to the applicant; and, enables agreement on the information required to accompany an application.
- 4.2 The applicant and design team have held a series of meetings with MCC planning and heritage officers prior to the submission of this application. During discussions with MCC officers, the various works proposed to the Humanities building were reviewed, and it was agreed which works would require planning permission together with the level of supporting information that would be required. The advice received from MCC officers has guided this submission in terms of design and the scope of the submission.

5. Planning and Heritage Policy Context

5.1 Planning policy guidance of relevance to the proposed development, and which provides the context for its assessment, is set out within national and local planning policy guidance. This includes:

- The National Planning Policy Framework (NPPF); and,
- The Development Plan for Manchester.

National Planning Policy Guidance

Planning and Compulsory Purchase Act 2004

5.2 Section 38(6) of this Act states that the determination of planning applications must be made in accordance with the Development Plan, unless other material considerations indicate otherwise. This establishes the Development Plan as the primary decision-making document when considering planning applications. In this instance the development plan is the Manchester Development Plan (comprising of the Manchester Core Strategy Development Plan, Saved Policies of the Unitary Development Plan for Manchester and Supplementary Planning Documents).

Planning (Listed Buildings and Conservation Areas) Act 1990

5.3 In considering the proposal, Manchester City Council are required to have special regard to the desirability of preserving the setting of any affected listed buildings (Section 66, Planning [Listed Buildings and Conservation Areas] Act 1990).

Historic England's Good Practice Advice Note 2: Managing Significance in Decision-Taking in the Historic Environment

- 5.4 Advice Note 2 was published in March 2015, and seeks to provide information on good practice to assist local authorities, planning and other consultants, owners, applicants and other interested parties in implementing the NPPF's historic environment policy. The document contains useful information in terms of assessing the significance of heritage assets.

Historic England Historic Environment Good Practice in Planning Note 3: The Setting of Heritage Assets (Second Edition, 2017)

- 5.5 Published in 2017, this document provides guidance for managing change within the setting of heritage assets, including historic sites, areas and landscapes.

Historic England Technical Advice Note 2: Making Changes to Heritage Assets

- 5.6 Published in February 2016, this advice note illustrates the application of the policies set out in the NPPF in determining applications for planning permission and listed building consent.

Historic England Advice Note 12: Statements of Heritage Significance: Analysing Significance in Heritage Assets

- 5.7 This Guidance was published in October 2019 and covers the National Planning Policy Framework requirement for applicants for heritage and other consents to describe heritage significance to help local planning authorities to make decisions on the impact of proposals for change to heritage assets.

National Planning Policy Framework (NPPF)

- 5.8 The updated National Planning Policy Framework (NPPF) was most recently updated in September 2023 and sets out the government's objectives for achieving sustainable development. At the heart of the NPPF is a presumption in favour of sustainable development which ensures that sustainable development is pursued in a positive way.
- 5.9 Development proposals that accord with an up-to-date Development Plan should be approved without delay. Where there are no relevant development plan policies, or the policies which are most important for determining the application are out of date, permission should be granted unless:
- The application of policies in the Framework that protect areas or assets of particular importance provides a clear reason for refusing the proposed development; or
 - Any adverse impact of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.
- 5.10 Paragraph 8 confirms that there are three dimensions to sustainable development; economic, social and environmental. To achieve sustainable development, economic, social and environmental gains should be pursued in mutually supportive ways through the planning system.

Delivering Sustainable Development

- 5.11 The NPPF explains that the purpose of the planning system is to contribute to the achievement of sustainable development. Planning policies and decisions should play an active role in guiding development towards sustainable solutions, but in doing so should take local circumstances into account, to reflect the character, needs and opportunities of each area. These sustainable objectives should be delivered through the preparation and

implementation of plans and the application of the policies in the framework. The NPPF is split into 17 chapters, the chapters of relevance to this development are discussed below.

- 5.12 Promoting healthy and safe communities (Chapter 8) - the planning system should aim to achieve healthy, inclusive and safe communities. Planning decisions should aim to achieve places which promote, amongst other things, safe and accessible developments, where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion.
- 5.13 Achieving well-designed places (Chapter 12) - this chapter sets out at paragraph 130 that planning policies and decisions should aim to ensure that developments:
- Will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development.
 - Are visually attractive as a result of good architecture and appropriate landscaping.
 - Are sympathetic to local character and history including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation.
 - Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit.
 - Optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development and support local facilities and transport networks.
 - Create places that are safe, inclusive and accessible and which promote health and well-being.

- 5.14 Meeting the challenge of climate change, flooding and coastal change (Chapter 14) - this chapter emphasises the importance of securing reductions in greenhouse gas emissions, minimising vulnerability and providing resilience to the impacts of climate change; and, in terms of flooding, development should be made safe without increasing flood risk elsewhere.
- 5.15 Conserving and enhancing the natural environment (Chapter 15) - the planning system should contribute to and enhance the natural and local environment by protecting and enhancing valued landscapes, recognising the wider benefits of ecosystem services and minimising impacts on protected species.
- 5.16 Conserving and enhancing the historic environment (Chapter 16) – this section deals with conserving and enhancing the historic environment. Paragraph 194 advises that *‘In determining applications, local planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting’*. This statement demonstrates that the information and significance requirements of national policy have been complied with.
- 5.17 Paragraph 195 of the NPPF advises that *‘Local planning authorities 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 assessment into account when considering the impact of a proposal on a heritage asset, to avoid or minimise conflict between the heritage asset’s conservation and any aspect of the proposal’*.
- 5.18 Paragraph 197 of the NPPF advises 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’*.

- 5.19 Paragraph 199 of the NPPF advises that *'When considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance'*.
- 5.20 Paragraph 200 advises that *'Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification. Substantial harm to or loss of a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional; b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional'*.
- 5.21 Paragraph 201 advises that *'Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:*
- a) the nature of the heritage asset prevents all reasonable uses of the site; and*
 - b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and*
 - c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and*
 - d) the harm or loss is outweighed by the benefit of bringing the site back into use'.*

- 5.22 Paragraph 202 advises 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, where appropriate, securing its optimum viable use'*.
- 5.23 Paragraph 203 advises that *'The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. 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'*.
- 5.24 Decision making – guidance in paragraph 38 advises that local planning authorities should approach decisions in a positive and creative way and work proactively with applicants. Decision-makers at all levels should seek to approve applications for sustainable development where possible.
- 5.25 The proposed development scheme has been designed in accordance with the policies and provisions of the NPPF.

Planning Practice Guidance

- 5.26 The Planning Practice Guidance (PPG) was published in March 2014 and collates guidance previously published in a number of separate documents. The guidance in the PPG has been taken into consideration in formulating development proposals for the redevelopment of the Application Site.

Local Planning Policy Guidance

Development Plan for Manchester

5.27 The Development Plan for Manchester comprises the following documents:

- Manchester Core Strategy Development Plan Document (July 2012);
- Saved policies of the Unitary Development Plan for Manchester (July 1995);
- The Guide to Development in Manchester Supplementary Planning Document and Guidance (April 2007);
- Design for Access 2 (December 2003).

Manchester Core Strategy Development Plan Document (July 2012)

5.28 The Core Strategy, adopted in July 2012, sets out the long-term strategic policies for Manchester's future development. The Core Strategy recognises that climate change and its impact on the environment both urban and natural is one of the most significant challenges facing Manchester. The Core Strategy advises that it is essential that the way in which Manchester develops over the plan period and beyond is set within the context of mitigating the impacts of climate change and adapting to its effects on the local environment. The document recognises that this challenge affects all areas of the city.

5.29 The Core Strategy makes several references to climate change which is a thread throughout the document and additionally sets out specific policies aimed at increasing local decentralised energy and reducing carbon emissions and the impacts of climate change:

- Spatial Objective SO6: 'Environment' seeks to protect and enhance the natural and built environment of the city, ensure the sustainable use of natural resources, and secure a high standard of design in all development proposals.

- Policy EN 4: 'Reducing CO2 Emissions by Enabling Low and Zero Carbon Development' notes that the Council will seek to reduce fuel poverty and decouple growth in the economy, growth in CO2 emissions, and rising fossil fuel prices, through a variety of actions including:
 - Wherever possible new development and retrofit projects, including energy generation plant, must be located and designed in a manner that allows advantage to be taken of opportunities for low and zero carbon energy supplies.
 - Where possible new development and retrofit projects will be used as a mechanism to help improve energy efficiency and provide low and zero carbon energy supplies to existing buildings.
 - Where appropriate new development and retrofit projects will be required to connect to and/or make contributions to low or zero carbon energy schemes and/or to incorporate provision to enable future connection to any existing/potential decentralised energy schemes.
- Policy EN 5: 'Strategic Areas for low and zero carbon decentralised energy infrastructure' advises that within Manchester it is considered that strategic areas will have a major role to play in achieving an increase in the level of decentralised, low and zero carbon energy supplies. The Regional Centre (which the application site is within) is identified as a strategic policy area.

5.30 In addition to policies relating to climate change, policies relating to design and heritage are also relevant to the proposals. The relevant Core Strategy policies are set out below.

- CC 9 'Design and Heritage' states that new buildings should be of the highest standards in terms of their appearance and function; that development in the City Centre should preserve or enhance heritage assets including listed buildings.

- Policy EN 1 'Design Principles and Strategic Character Areas' sets out that opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial road routes. This site is located in 'The Corridor' (Higher Education Precinct (HEP) Character Area, which states new development needs to reflect the significant scale and form expected from major City institutions and opportunities will exist for more innovative and contemporary built forms, which have regard to the historic context.
- Policy DM1: 'Development Management' sets out various issues that development should have regard to, including: appropriate siting, layout, scale, form, massing, materials and detail; impact on the surrounding areas and effects on amenity.
- Policy EN 3 'Heritage' states that new developments must preserve or enhance the character and setting of areas and buildings of acknowledged importance.

5.31 The detailed assessment of the scheme within the following planning appraisal section confirms that the proposal accords with the above Core Strategy policies.

Saved Policies of the Unitary Development Plan (UDP) for the City of Manchester (adopted 1995)

5.32 The UDP was superseded by the Core Strategy. However, a number of UDP policies have been 'saved'. Extant policies contained within the UDP which are relevant to the proposed scheme include:

- Policy DC19 'Listed Buildings' seeks to ensure that development does not have a detrimental impact upon the setting of listed buildings.
- Policy DC26 'Development and Noise' aims to minimise the adverse impact of noise on noise-sensitive developments.

- 5.33 As with the Core Strategy policies, the detailed assessment of the scheme within the following planning appraisal section confirms that the proposal accords with the saved UDP policies listed above.

Guide to Development in Manchester Supplementary Planning Document 2007 (SPD)

- 5.34 This document aims to support and enhance the on-going shaping of the city by providing a set of reasoned principles which will guide developers, designers and residents to the sort of development that everyone wants to see in Manchester. The sections of the guide that have been considered in the development of the proposed scheme include:

- Section 1 'Creating a Sense of Place' aims to encourage the creation of places which are welcoming, inclusive, neighbourly, interesting and attractive.
- Section 2 'Design' provides guidance under 7 key principles recognised as being urban design characteristics which together create successful places. Paragraph 2.6 states that buildings and areas of architectural and historic importance together with their setting will be preserved and enhanced.
- Section 3 'Accessibility' sets out design principles that will help to achieve accessible development and makes reference to the guidance document 'Design for Access 2' which provides detailed information on design standards.
- Section 4 'Environmental Standards' considers energy efficiency, the use of renewable energy and water and waste management.

- 5.35 The proposed redevelopment scheme has been designed in accordance with the objectives outlined within this document.

6. Appraisal

Introduction

- 6.1 It is a requirement of section 38(6) of the Town and Country Planning Act 2004 that where a development plan contains policies relevant to an application, the decision must be made in accordance with the development plan, unless material considerations indicate otherwise.
- 6.2 The statutory development plan therefore relating to the application site consists of the Manchester City Council Core Strategy (adopted 2012) and the saved policies of the UDP. Material considerations relating to the application site include the National Planning Policy Framework, Planning Practice Guidance and Supplementary Planning Documents prepared by Manchester City Council.
- 6.3 The remainder of this section will examine the principle of development proposed for this site, followed by an appraisal of the scheme against all other relevant planning and environmental considerations. Having regard to the above planning policy guidance, the main material considerations against which the proposed scheme should be considered, and which are discussed in this section, include:
- Principle of Development;
 - Design;
 - Heritage Assessment;
 - Potential Impact on Amenity;
 - Noise; and
 - Accessibility

Principle of Development

- 6.4 The principle of installing rooftop plant associated with decarbonising technology is wholly acceptable in principle and is supported by Core Strategy policies SO6, EN4, and EN5 which seek to reduce CO2 emissions by enabling low carbon development. There is an existing plant room on the roof of the building which houses plant, therefore the principle of plant on the roof is already established. The proposals will involve the expansion of the existing plant function including provision of new ASHPs and new PV panels.
- 6.5 The scheme will clearly help meet an identified need for reducing CO2 emissions by enabling low and zero carbon development in Manchester. The application supported by an Energy Statement prepared by Kings. This report confirms that the existing systems and building fabric at the Humanities Building are currently inefficient, dated and in need of significant overhaul/upgrade in order to achieve the Universities ambition of a Zero Carbon estate by 2038.
- 6.6 The report confirms that upgrades to the internal fabric of the building, windows and roof have the potential to reduce the primary energy consumption associated with heating the building by 70%. Overall, the impact of the proposed changes have the potential to secure a 77% reduction in carbon emissions from the building equating to a saving of 481 tons of carbon each and every year. As such, it is clear that the installation will achieve a significant carbon reduction over the present operational position. Similarly, the principle of an upgraded main access ramp is considered acceptable on the basis this will provide an enhanced access for all users.
- 6.7 Whilst the above demonstrates that the principle of development is acceptable when considered against local planning policy, the NPPF is a material consideration carrying significant weight and as such an assessment of the principle of development against the framework is required. The NPPF outlines a presumption in favour of sustainable development, whereby development proposals that accord with the development plan should be approved unless material considerations indicate otherwise.

6.8 Having regard to the adopted policies of the Core Strategy and Saved UDP and paragraph 11 of the NPPF, it is considered that the principle of the development is appropriate. Furthermore, it is also demonstrated that the proposed development constitutes sustainable development when assessed against the policies in the Framework as a whole. There are no other policies in the NPPF that in our view would restrict the development proposed and any adverse impacts of granting planning permission would not significantly or demonstrably outweigh the environmental benefits of the proposal.

6.9 The following confirms that the principle of development is also considered to be consistent with the policies in the NPPF, specifically:

Para 8c) The planning system should encourage measures to mitigate and adapt to climate change, including by moving to a low carbon economy.

Para 152) The planning system should support the transition to a low carbon future by supporting renewable and low carbon energy and associated infrastructure.

Para 158) states that *'When determining planning applications for renewable and low carbon development, local planning authorities should: a) not require applicants to demonstrate the overall need for renewable or low carbon energy, and recognise that even small-scale projects provide a valuable contribution to cutting greenhouse gas emissions; and b) approve the application if its impacts are (or can be made) acceptable.'*

6.10 The remainder of this Appraisal section evidences that proposed decarbonising infrastructure has been shown to be within a suitable and sustainable location, with no known adverse impacts arising from the development that would significantly and demonstrably outweigh its benefit. The application scheme is considered to be in full compliance with the adopted policies of the Core Strategy and Saved UDP. It is our view that no material planning considerations exist that would justify a refusal of planning permission. Consequently, the proposals are considered to constitute sustainable development as defined by the NPPF and the presumption in favour of sustainable development should apply in the determination of this application.

Design

- 6.11 The proposed alterations at roof level have been designed to be visually unobtrusive. The proposed plant screen louvres seek to ensure ASHP and associated plant is concealed from surrounding public vantage points at ground level, whilst the edge protection has been specified to be as discrete as possible with a receding curved design. The edge protection on the main roof is also set back from roof perimeter and will barely be visible from street level as it will be screened by the existing parapet walls. Any long-range views which could enable the guard rail to be seen will likely be recessive and therefore impact on the appearance of the roofline will be minimal.
- 6.12 The proposed external ramp proposes a main access to the building which is more in tune with the architectural rhythm and materiality of the building than the current arrangement which provides a segregated ramp and stair. This will be replaced by a shared arrangement where accessibility is shared with users able to mix rather than being segregated. The new arrangements are considered to be an appropriate addition and not to be at odds with the architecture of the existing building.
- 6.13 Overall, the proposed alterations are considered to be acceptable and consistent with Core Strategy and saved Unitary Development Plan policies relating to design, and chapter 12 of the NPPF.

Heritage Assessment

Statement of Significance: Application Building

- 6.14 The Humanities building is not listed, but is regarded to have some local heritage significance and therefore is treated as being a non-designated heritage asset. The building was constructed in 1970 (Figure 6.1) and is a good example of brutal modernist architecture. It was designed by N.L. Hanson and R. H. Kantarowich with M. C. Schonegevel and G. Skacel.
- 6.15 The building is notable for its modernist appearance designed with simple facades being constructed in concrete under a flat roof. A large plant room sits atop the building but is well concealed from ground level due to it being low and well set back from the main elevations of the building. On completion in 1970 the building was occupied by the Departments of Architecture and Planning. The building is a good example of brutalist modernist architecture with the hard concrete exterior softened by a pleasant courtyard garden (Figure 6.2). The windows are single glazed and sit within thin aluminium frames with a clear anodised finish which shows the natural colour of the aluminium frames beneath the coating. It was originally designed to be integrated into the 'Steets in the Sky Masterplan' although from completion in 1970 appears to have remained a freestanding building although a concrete blanking panel marks the point where the building was to be linked up with others.
- 6.16 Artist William Mitchell was actively engaged with the experiments of the Cement and Concrete Associations during the 1960s and produced a wide variety of works for public and private clients. Works included the majority of the external art and friezes at Liverpool Metropolitan Cathedral whilst the artist is also believed to have been involved with the concrete work at the Humanities Building at Manchester University.
- 6.17 The building is considered to be of local architectural significance.



Figure 6.1: Archive photo of Humanities Building c.1970.



Figure 6.2: Internal courtyard to Humanities Building.

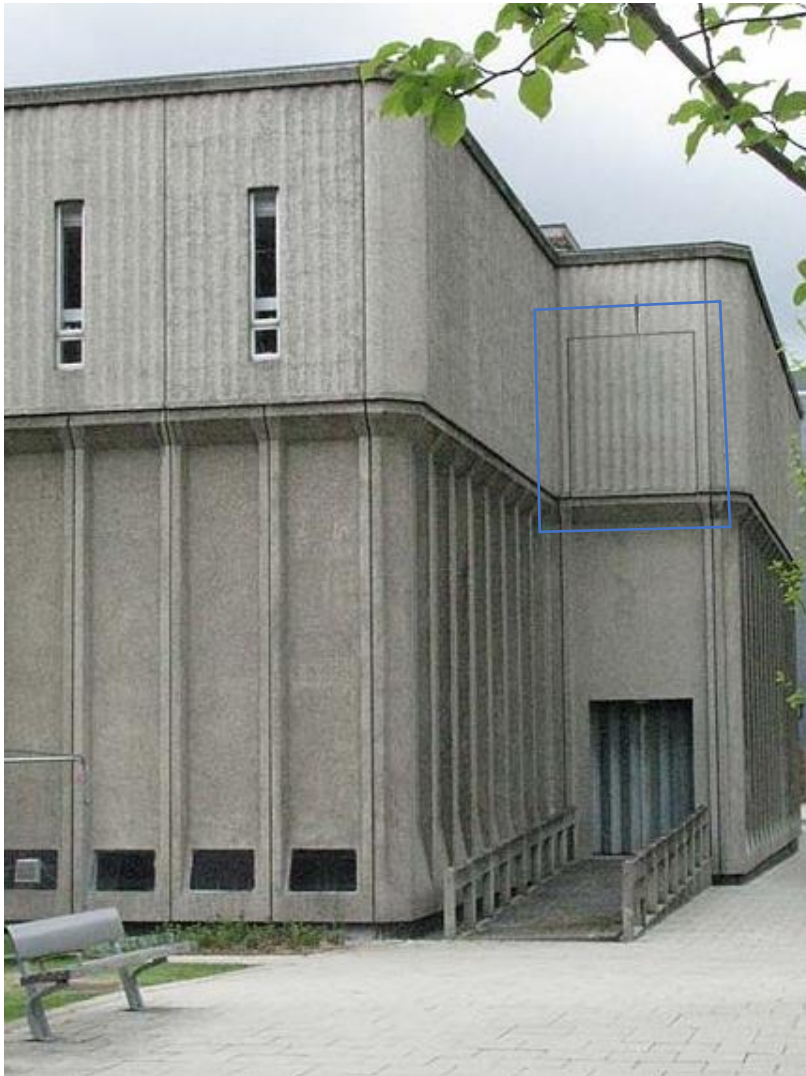


Figure 6.3: Humanities Building showing blanking panel at first floor level where 'Streets in the Sky' connection would have been made.

Statement of Significance: Nearby Heritage Assets

- 6.18 The application building is in proximity to a number of listed buildings. Figure 6.4 below shows the application building in relation to listed buildings.



Figure 6.4: Historic England map showing listed buildings (blue markers) in relation to the site (red edge).

6.19 The listed buildings in proximity to the site which have potential to be impacted by the proposed development are set out in the Figure 6.4 below, along with a summary of their heritage significance.

No.	Listed Building	Heritage Significance	Contribution made by Setting
1.	WATERLOO PLACE, 176-188, OXFORD ROAD (Grade II) 	The buildings were constructed as townhouses in the early 19th century and follow a design which reflects the fashion of this time. Each house has a wide round-headed doorway to the right, with set-in doorcase of slender Tuscan columns with entablature and mutilated cornice, panelled door and fanlight with elegant fan-like tracery (except No.186 which is plain); and 12-	The significance of the building's setting is largely derived from the group value of the terraces. Views of the group are afforded along Oxford Road.

No.	Listed Building	Heritage Significance	Contribution made by Setting
	List Entry Number: 1271457 A terraced row of 7 town houses built in red brick with some sandstone dressings under slate roofs. Each is single fronted with a double-depth plan, with individual rear extensions.	pane sashed windows with raised sills and flat-arched heads. The interiors have been subject to alteration following conversion to office use and subsequent refurbishment and are of least interest. This building grouping can be regarded to have high historic and architectural value.	
2.	FORMER DEPARTMENT OF METALLURGY, UNIVERSITY OF MANCHESTER, AND ATTACHED RAILINGS (Grade II)  List Entry Number: 1271344 The building is a former dental hospital, now part of the University Estate. It was designed in 1908, by Charles Heathcote. It is built in red brick and limestone.	The building has a roughly rectangular plan siting. It sits on a corner site, at the junction of Bridgeford Street and Oxford Road. It has three storeys and attic. It is heavily modelled with stone quoins, prominent modillioned cornice and parapet, and hipped roof. The centre bay breaks forwards slightly has full-height stone pilasters and an open-segmental pediment with a cartouche; a semi-circular porch at ground floor with Ionic columns, entablature with cornice, and half-domed roof. This building can be regarded to have high architectural value.	Wrought-iron railings protect forecourts to the left and right of the main entrance and contribute to the setting. The building forms a group with other Manchester University buildings including Manchester Museum. Views of the building and its group setting group are afforded along Oxford Road.
3.	MANCHESTER MUSEUM EXTENSIONS, OXFORD ROAD (Grade II)  List Entry Number: 1246283	Paul Waterhouse died in 1924, and the contract was completed by his son, Michael. The buildings are constructed in ashlar sandstone with roofs of lead and red tiles. The linear plan has three portions, the earliest to the left and the latest to the right in gothic revival style. This building grouping can be regarded to have high historic and architectural value.	The building forms a group with other Manchester University buildings including Manchester Museum and the former department of metallurgy. Views of the building and its group setting group are afforded along Oxford Road.

No.	Listed Building	Heritage Significance	Contribution made by Setting
	The extensions to the Manchester Museum were designed in 1911 and 1918 by Paul Waterhouse, and built from 1911-1927.		
4.	MANCHESTER UNIVERSITY RUTHERFORD BUILDING AND HOPKINSON MEMORIAL WING (Grade II)  List Entry Number: 1402635 The Rutherford Building was originally constructed as Physics Laboratories but is now office accommodation.	Work commenced in 1898, and the building was formally opened in 1901. It was built to designs by James William Beaumont in collaboration with Professor Arthur Schuster over the interior arrangements. When built they were amongst the largest and best-equipped physical laboratories in the world. The building has rich historical association and is where Nobel Prize-winner Ernest Rutherford discovered the structure of the atom in 1911. The building can be regarded to have high historic value.	The Rutherford Building is located close to several other listed university buildings including the Main Quadrangle (Grade II*), the Museum Extensions (Grade II) and Former Department of Metallurgy (Grade II), and the Pharmacy Department, formerly the Medical School, Coupland Road (Grade II).
5	PHARMACY DEPARTMENT, DEPARTMENT OF ADULT EDUCATION, UNIVERSITY OF MANCHESTER, COUPLAND STREET (Grade II)	The Old Medical School building is one of the earliest parts of the University Estate. It is constructed in pale yellow brick with sandstone dressings under red tiled roofs. The four storey main range is of 9 wide bays with the first (incorporating the entrance) treated as a corner tower. The 2nd and 9th bays are wider than the others and gabled. The corner tower with a slated spirelet, has stone sill-bands and head-bands, cusped stone niches between the bays at top floor, and a moulded cornice and parapet. . This building	The building is located close to other listed university buildings including the former Department of Metallurgy and Manchester Museum.

No.	Listed Building	Heritage Significance	Contribution made by Setting
	 List Entry Number: 1209002 The building was constructed as the Medical school of the University of Manchester. It dates from 1874 and was designed by Alfred Waterhouse.	grouping can be regarded to have high historic and architectural value.	

Figure 6.5: Significance of nearby listed buildings

Heritage Appraisal – Direct Impact on the Application Building

- 6.20 **External Entrance Ramp:** The existing access ramp to the building is not part of the original 1970 construction and with regard to the identified planning history of the building appears to have been added after 2005. It does not have any heritage significance. Furthermore, the existing ramp detracts from the building by blocking off the left hand side of the entrance with guardrails. The blocked off part of the entrance was originally designed to be open and accessible. The proposed replacement reinstates the open aspect of the entrance as intended by the original architect and the revised arrangement respects the symmetry of the entrance. The revised ramp installation will also removed the clutter from the front of the building including several cycle stands and a litter bin which will enhance the approach to the building and provide an improved setting in which the building can be experienced. The change proposed has a positive impact on the application building.



Figure 6.6: Existing entrance ramp proposed to be removed

- 6.21 **Window Replacement:** The existing windows are single glazed and sit within thin aluminium frames with a clear anodised finish which shows the natural colour of the aluminium frames beneath the coating. This clear finish gives the impression of a milled or raw type unfinished aluminium. Had the windows not been anodised, they would have been unlikely to resist the corrosive elements present in the 'concrete' facades into which they are fitted. The existing units date from the 1970s when single glazed windows were common place although unusually are fitted from the inside into a rebate. The existing single glazed windows are thermally compromised and a significant causal contributor to thermal heat loss. Addressing the problems associated with these thermally inefficient units which are nearing the end of their operational life represents a major investment in the fabric of the building with c. 380 units in need of replacement and upgrade. Pre-application discussions with MCC Planning and Conservation Officers have reviewed a series of design options, with the fenestration proposed by this application being the preferred design response although not the most thermally efficient option which would have involved a less elegant design.

- 6.22 The existing thin frames and central pivoting design are facilitated by the light weight of the single glazed glass. Achieving thermal upgrade requires double glazed units and accommodating these whilst retaining thin and elegant frames has been a challenge for the architect. A bespoke solution is proposed which retains the general appearance of the windows including replicating the projecting aluminium drip which sits between the two casements. This detail is incorporated between the fixed and opening lights of the new windows at each level. If the proposed windows are scrutinised close up, small differences will be apparent, but the attention to detail and retention of the natural anodised finish ensures the new windows are appropriate and contribute positively to the architecture and significance of the building.
- 6.23 **Concrete repairs:** As part of the package of works it is proposed to undertake localised repair work to areas where concrete finishes are failing, primarily to the upper elevations of the building where the fluted detailing likely required thicker and thinner concrete profiling to be applied to create the vertical 'ridges' and 'troughs' within the textured finish. Such repair work can be undertaken without requiring consent but will be delivered by a specialist as part of the works package. The repairs are a further positive aspect of the scheme.
- 6.24 **Alterations at Roof Level:** A short 1130mm freestanding guardrail is proposed to be inset from the perimeter of the flat roof. It has a curved design to reduce visibility and ensure the edge protection remains recessive when the building is viewed from ground level. A small part of the upper railing of the edge protection system may be visible above the existing parapet from longer distance views but will have a marginal impact on the appearance of the building.
- 6.25 The ASHPs are proposed to be roof mounted. This avoids any potential issues associated with ground level installations which would likely involve installing plant abutting the building and potentially reduce and detract from the pedestrianised hard and soft landscaped environments surrounding the building and from which it is presently experienced.
- 6.26 The building accommodates an existing plant room which is not visible in most views (Figures 6.1, 6.2, 6.7 and 6.8) with glimpses only visible from a small number of locations (Figure 6.3).

The proposed screened compound for the ASHPs will be wider than the existing plant room although lower in height. The new plant compound will not be visible in near views of the building such as from the landscaped area aside the Arthur Lewis building (Figure 6.8). The Design and Access Statement prepared by Halliday Meecham includes a section at page 23 which confirms this.



Figure 6.7: View looking east along Higher Chatham Street. The existing plant room is not visible.



Figure 6.8: View looking west across gardens. The existing plant room is not visible.

- 6.27 The new plant enclosure may have some very limited visual impact to long range views, however such views are largely restricted as a result of the existing spatial arrangement of the buildings surrounding the site. The infrastructure proposed to the roof of the building will therefore have some visual impact, but it is not considered that this would detract from the architectural significance of the building.
- 6.28 Whilst some aspects of the proposals are associated with impacts to the visual appearance of the building, there are significant public benefits associated with the proposed works in terms of reduction of carbon emissions and tackling climate change, which are considered to mitigate against any perceived harm – the impact of which should not be regarded as being of a scale which should prevent the application from proceeding, based on the limited significance of the building. In accordance with national policy, a balanced judgement of the minor scale of the harm against the limited significance of the application building has concluded that this impact is justified.

Heritage Appraisal – Impact on Nearby Heritage Assets

- 6.29 The application building is located within proximity to various listed buildings and therefore has potential to impact upon their setting. Following a site survey and desk-based review using Google ariel imagery, it is concluded that by virtue of the spatial arrangement of neighbouring buildings and intervening built form, that the external alterations proposed to the Humanities building will not be co-visible within any views of the listed buildings numbered 1 to 4 on figures 6.4 and 6.5. As such it is judged that there would be no heritage impact upon these buildings.
- 6.30 With regard to the Old Medical School Building (listed as Pharmacy Department, Department of Adult Education, University Of Manchester, Coupland Street, List Entry Number: 1209002), glimpses of the new roof installations may be viewed in longer range views when looking towards the listed building along Higher Chatham Street (Figure 6.9). Presently within this view, the tower of the grade II listed building is framed between the

application building and the multi-storey car park. The roof works associated with the listed building are unlikely to interfere with this relationship and therefore will have no discernible impact on the setting of the setting of the Grade II Old Medical School building.



Figure 6.9: View looking east along Higher Chatham Street towards the Old Medical School Building.

- 6.31 Overall, it is concluded that the impact of the roof works on the setting of the Old Medical School would equate to less than substantial harm. The proposed development will deliver significant public benefits in terms of tackling the climate emergency, which would wholly outweigh the level of harm identified. The proposals are therefore acceptable with regard to the policy within tests set out at paragraph 202 of the NPPF.

Potential Impact on Amenity

- 6.32 Core Strategy policy DM1 advises that all development should have regard to impact on amenity, including privacy, light, noise and vibration, amongst other things. The proposed external alterations will not result in any loss of amenity to neighbours by way of overlooking, overbearing impact, loss of light, glint / glare, or vibration. A Glint and Glare Assessment has

been prepared by Mabbet to assess potential for the PV installation to impact on nearby sensitive receptors. The report concludes that the proposed PV array would have an acceptable impact and that no mitigation is required. Nor would the proposals result in any adverse visual amenity as discussed earlier in this statement. Noise is considered below.

Noise

- 6.33 An Environmental Noise Survey Report has been prepared by Hoare Lea. Informed by an environmental noise survey carried out over 5-day period, the report confirms that all noise generating plant and equipment associated with the development will be designed to ensure that the noise egress limits specified above are achieved. Whilst the plant design is not yet sufficiently progressed to comment on specific attenuation measures, such measures would typically include in-duct attenuation, acoustic screening or enclosure, low noise equipment, and acoustically rated louvres.
- 6.34 The report notes that given the high existing background noise levels measured and distance to the nearest sensitive premises, it is expected that the noise limits set out can be achieved without requiring onerous measures. Based on the findings of the Noise Survey Report, it is concluded that the proposed development is consistent with CS policy DM1, UDP policy DC26 and the relevant provisions of the NPPF with regard to acoustic considerations.

Accessibility

- 6.35 The existing access ramp is not original and is without heritage significance. From the perspective of building users the existing ramp detracts from the building by blocking off the left hand side of the entrance with guardrails effectively creating a segregated entrances for able persons and persons with mobility needs. The blocked entrance was originally intended to be open and the proposed arrangement reinstates this aspect of the entrance. The change proposed is regarded to be positive for building users. The proposals are

acceptable from an accessibility perspective and will be in accordance with the provisions of local and national policies which seek to achieve well designed places.

7. Conclusions

- 7.1 This Planning and Heritage Statement has been prepared University of Manchester (Directorate of Estates and Facilities Project Group) in support of an application seeking full planning permission for external alterations and installation of plant to the Humanities Building within the University estate.
- 7.2 The development proposed by this application will achieve a significant carbon reduction over the Humanities building's current operational position. The scheme will clearly help meet an identified need for reducing CO2 emissions by enabling low and zero carbon development in Manchester. In addition, the works will also ensure that the improved building meets fire safety requirements.
- 7.3 This statement has provided an assessment of the various planning impacts associated with the proposals, supported by technical reporting where relevant. This assessment has successfully demonstrated that there are no technical reasons that would warrant refusal of planning permission.

Summary of contribution to Sustainable Development

- 7.4 In summary, set against the three dimensions of sustainable development identified at paragraph 8 of the NPPF, the proposed development would fulfil all of the following:

Economic role: In the short term, job opportunities associated with the construction and procurement will be created. Furthermore, the reduction in annual carbon emissions will be associated with lower energy costs, enabling the applicant to make long term savings on maintaining the estate.

Social Role: The proposals will improve ventilation and cooling/ heating within the building, which will provide an appropriate operational environment for students and staff using the

building. The provision of an external fire escape stair to ensure compliance with fire safety requirements is associated with social benefits.

Environmental: The upgrades to the internal fabric of the building and upgraded roof insulation have the potential to reduce the primary energy consumption associated with heating the building by 70%. Overall, the impact of the proposed changes have the potential to secure a 77% reduction in carbon emissions from the building equating to a saving of 481 tons of carbon each and every year. The proposals will therefore achieve a significant reduction in carbon emissions, and represent meaningful progress in the applicant's transition to a Zero Carbon estate by 2038.

- 7.5 In light of the need to balance the benefits of allowing the proposed development against any adverse impacts that may arise as a result, we conclude that the benefits outlined above would not be significantly and demonstrably outweighed by any perceived adverse impacts if planning permission was granted. The proposals are therefore considered to constitute sustainable development as defined by paragraph 8 of the NPPF and consequently the presumption in favour of sustainable development should apply in the determination of this application.

Appendix 1: Framework Construction Management Plan

This appendix to the Planning Statement provides initial details in respect of how it is envisaged the construction phase will be managed. At the planning submission stage of the process, in advance of a contractor being appointed it is not feasible to submit a detailed construction management plan. A construction management plan is usually produced by the main contractor as they will have their own 'in house' procedures and regulations in place to manage the construction phase. The appointment of a contractor typically takes place once planning permission has been approved, and therefore this matter is usually the subject of a pre commencement planning condition in the Manchester City Council administrative area.

RECOM, heading the Project Team, has opened discussions with the University Estates Dept during the pre-application stage and have gained an insight into the various issues which may face staff and students in nearby buildings. RECOM and their appointed contractor will continue to work closely with the University Estates Dept to ensure that construction activity is managed effectively to minimise potential impacts on occupants of the surrounding buildings.

RECOM are keen to manage this process proactively and this may include the site manager liaising with building managers/staff/students so they have a 'point contact' should they need it. It is also envisaged that the contractor will hold a consultation session with the building managers of surrounding buildings prior to construction commencing. As mentioned above the construction management plan is usually the subject of a planning condition and will likely include information with respect to the items listed below:

- Establishing a point of contact for staff/students prior to construction works commencing on site.
- Identified construction compound.
- Identified vehicular access points into the site for all construction traffic, staff vehicles and heavy goods vehicles.
- Defined access and egress routes for demolition and construction traffic, including staff, delivery and construction vehicles, including HGVs.
- Details of dust suppression measures and measures to control dust and mud on the surrounding public highway network.

- Methodology for the undertaking of demolition, including any asbestos identified to be removed by a licensed contractor.
- Specified working hours for the site including hours for the delivery of materials.
- Identified measures for the management of on-site construction vehicles and plant machinery in order to reduce noise/emissions.
- Measures for securing the site, including on site security and lighting.

RECOM will work proactively with the Council through the post planning approval in order to formalise the effective management of the construction phase.