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Planning, Development & Heritage Consultants

CST Limited Partnership

Freetrade Exchange, Manchester

Planning Statement

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Members of the Royal Town Planning Institute (RTPI). Recognised by the Institute of Historic Building Conservation (IHBC) as a Historic Environment Service Provider (HESPR).

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Appendix 1: Operating Schedule

1. Introduction

- 1.1 This Planning Statement has been prepared by Paul Butler Associates on behalf of CST Limited Partnership. The statement has been provided in support of an application for Planning Permission and Listed Building Consent for works to an existing building, and change of use of the lower ground floor from Sui Generis bar use to Class E(b) restaurant use. The Freetrade Exchange building is located at 37 Peter Street, Manchester.
- 1.2 The building is Grade II Listed and located within the Deansgate Conservation Area. Planning Permission 133119/FO/2022 and Listed Building Consent 133282/LO/2022 were approved on 26 July 2022 for the internal and external refurbishment of the building. The planning permission included change of use of the lower ground floor from office use to sui generis bar use. The physical works for which planning permission was secured have commenced and are now completed, therefore a further change of use application is submitted to secure approval for the use of the lower ground floor for restaurant use. The planning permission also includes for some minor external works and the Listed Building Consent for external and internal works to enable the use of the space by Blacklock Restaurants.

Blacklock Restaurants

- 1.3 Blacklock is a high quality restaurant group with 5 restaurants in London, including sympathetically refurbished Grade II Listed Buildings in the City of London and Covent Garden. Blacklock is a chophouse focussed on delivering incredible experiences for great value for money. It's restaurants have been voted in the Top 100 restaurants in the UK across industry awards and guest review platforms. Alongside that it is passionate about purpose over profit and in the process of certifying as a B Corp.

Structure of the Statement

- 1.4 In order to provide a clear understanding of the proposed development and its relationship with the surrounding area, this statement includes:
- A description of the application site and surrounding area;

- A review of the application site's planning history;
- An overview of the proposed scheme;
- A review of pre-application discussions;
- A review of the relevant national and local planning policy guidance; and
- An appraisal of the proposed scheme against its planning policy context and relevant planning issues.

1.5 Section 5 of this Statement also includes the following:

- A Green and Blue Infrastructure Statement;
- A Disabled Access Statement; and
- Surface Water Drainage Statement.

Supporting Information

1.6 The planning and listed building consent application is supported by a series of planning drawings prepared by Other Side Architects and AXI Architecture, M&E drawings prepared by Chapman, as well as the following documents:

- Design & Access Statement undertaken by AXI Architecture.
- Heritage Statement undertaken by Stephen Levrant Heritage Architecture.
- Noise Impact Assessment undertaken by Hann Tucker Associates.
- Crime Impact Statement undertaken by Greater Manchester Police.
- Structural Survey prepared by Paragon.
- External Lighting Statement.
- Ventilation Statement prepared by Chapman.
- Construction Management Plan by Blacklock.

2. The Application Site and Surrounding Area

Application Site

- 2.1 The Freetrade Exchange building is located within a prominent position at the junction of Peter Street and Southmill Street within Manchester City Centre. The building has recently been fully refurbished, with offices to the ground and upper storeys due to be reoccupied shortly. The main entrance to the building faces Peter Street at the west end of the building, whilst a glazed reception to the Bootle Street entrance has recently been installed. The lower ground floor has a dedicated access to the eastern end of the Peter Street elevation, which is the building's historic and original main entrance. Level access to the lower ground floor is also possible via the recently installed entrance to Bootle Street.
- 2.2 The building is located on the fringe of Manchester City Centre's Central Business District. The building is attached to Scottish Mutual House (35 Peter Street) to its west which is a 1960s office building, which also accommodates a bar and restaurant at ground floor level.

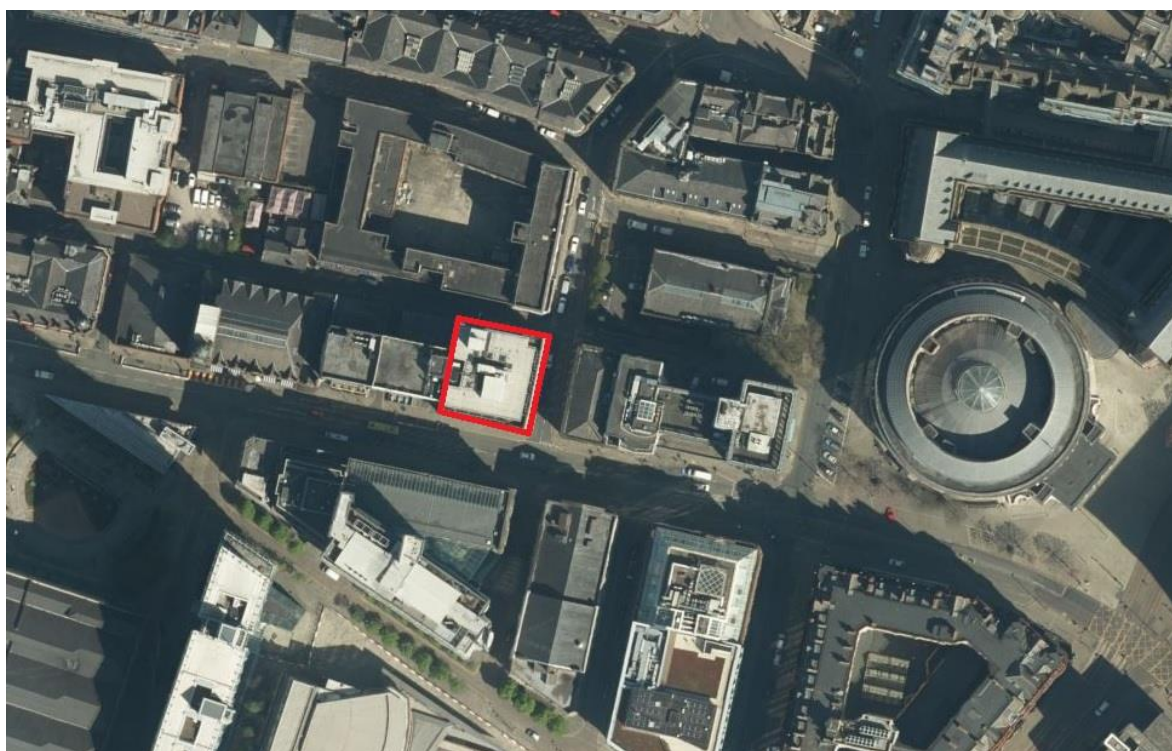


Image 1: Aerial Plan (Approximate site boundary in red edge).

- 2.3 The application site covers an area of 0.07 Hectares. The building was previously known as 'Harvester House', and was constructed as a merchant's warehouse in 1868. It underwent a comprehensive refurbishment in 2007 whereupon it was relaunched as Freetrade Exchange, in reference to the Grade II* Free Trade Hall (now the Radisson Edwardian Hotel), located directly opposite the site. A further internal and external refurbishment of the building has just been completed.



Image 2: Freetrade Exchange from Peter Street



Image 3: View from west

- 2.4 The building is square within the plot, with its primary south and east elevations in sandstone ashlar. The other two visible elevations (north and west) are in red brick and are of a more utilitarian design.

Surrounding Area

- 2.5 The building is located within the Deansgate Conservation Area and within close proximity to a number of Grade II and Grade II* listed buildings. Designated in June 1985, the conservation area includes much of the area surrounding Peter Street and the junctions of Deansgate with both Quay Street and Bridge Street. The boundary of the St Peter's Square Conservation Area runs down Southmill Street thereby aligning the boundary of the Deansgate Conservation Area.
- 2.6 The character of the area is commercial and leisure. Two of the City's main hotels (the Radisson Edwardian and the Midland) are located very close to the site. There are multiple office buildings, and at street level, multiple bars and restaurants. Peter Street is one of the main nightlife destinations within the City Centre. There are limited residential uses within

this location, albeit the St Michaels scheme which is under construction to the north of the site, will see the delivery of c.180 residential units.



Image 4: Freetrade Exchange east elevation



Image 5: North and visible part of west elevation

- 2.7 The site is located within an extremely accessible location within the City Centre. It is located within close proximity to St Peter's Square Metrolink Stop, and within easy access to a number of bus routes including the free Metroshuttle Bus which passes the building. Manchester Piccadilly, Victoria, Oxford Road, and Deansgate Train Stations are all within walking distance.

Planning History

- 2.8 A search of MCC's online planning register has been undertaken, with applications of note set out within the table below:

Address	Application Ref	Description	Decision
Basement at - Harvester House	F01554/LB	Use of part of existing semi-basement of offices as a wine bar.	Approved 8 Jan 1975

Address	Application Ref	Description	Decision
Harvester House	F/AD00465	Illuminated double sided box sign on front elevation of hairdressing salon and offices, projecting over highway.	Approved 2 July 1975
Part basement, Harvester House	019117	Change of use from hairdressing salon to wine bar	Withdrawn 9 March 1983
Harvester House	020233	Removal of existing metal gates and replacement with a smoked glass door	Approved 29 Nov 1983
Harvester House	020234	LISTED BUILDING CONSENT Removal of external entrance gates and timber fascia over and the installation of a smoked glass door, fascia over to be stainless steel	Approved 29 Nov 1983
Basement of Harvester House	021842	Change of use of basement from offices and clinic to a wine bar	Approved 18 June 1984
Harvester House	024444	Change of use of basement from offices and clinic to restaurant	Approved 17 June 1985
Harvester House	026140	LISTED BUILDING CONSENT Refurbishment of office building	Approved 5 March 1986
Harvester House	045244/LO/CITY1/94	LISTED BUILDING CONSENT Alterations and refurbishment of ground floor including new reception area, office and meeting space.	Approved 5 May 1994
Harvester House	071195/FO/2004/C1	Elevational alterations including revisions to building entrance with associated access improvements, new windows at pavement level, glazed infill to existing garage entrance on Peter Street, installation of car platform to Bootle Street, installation of louvres, alterations to facade at fifth floor level and building lighting scheme to facilitate use of the building for office use (Use Class B1) with retail (Use Class A1) and or Financial / Professional Services (Use Class A2) at	Approved 15 Oct 2004

Address	Application Ref	Description	Decision
		ground floor.	
Harvester House	071196/LO/2004/C1	LISTED BUILDING CONSENT Internal and external alterations including works to entrances, windows, part replacement of 5th floor roof top accommodation, re-pointing of render, installation of new windows and louvres, external cleaning and building lighting scheme	Approved 15 Oct 2004
Freetrade Exchange 37 Peter Street Manchester M2 5GB	133119/FO/2022	Application for full planning permission (including a partial change of use to lower ground floor from Office Use (Class E(g)i) to Public House, Wine Bar, or Drinking Establishment Sui Generis (p)) to include removal of glass canopy above main entrance, alterations to entrances to south (front) elevation, the infill of an enclosed area to the fifth floor to create an additional 37 square metres of office space (Class E(g)i), repainting of modern ground floor feature to western return elevation, replacement of external lighting and removal of redundant lighting, removal of roller shutter door and louvre to vehicle entrance to north (rear) elevation and replacement with glazed entrance and reception, removal of redundant plant, lift overrun to roof level, creation of new plant screen, placement of new plant equipment and PV panels to roof.	Approved 26 July 2022
Freetrade Exchange 37 Peter Street Manchester M2 5GB	133282/LO/2022	Refurbishment and alteration works to office building comprising the reconfiguration of main entrance and expansion of reception area, use of lower ground floor as a bar (sui generis), removal of glazed canopy over main entrance, infill of enclosed area at 5th floor level (creating 37 sqm Use Class E(g)i office space), replacement of existing glazed entrance screen; repainting of modern ground floor feature western elevation, guardrails, and window frames; replacement of external lighting and removal of	Approved 26 July 2022

Address	Application Ref	Description	Decision
		redundant lighting; installation of platform lifts; removal of car lift, roller shutter door and louver to vehicle entrance to north elevation of building and creation of additional glazed entrance and reception; installation of upgraded toilet facilities; use of basement for bike store, gym, sauna, changing facilities, toilets and showers ancillary to existing office use of building; other internal works to enable enhancement of internal spaces; removal of redundant plant to roof level and installation of new plant and PV panels	

2.9 The planning history set out above demonstrates the efforts that have been made in recent decades to adapt the building for a variety of uses. It is notable that the building appears to have been primarily in office use since at least the 1970s, and that consent has been secured for comprehensive refurbishment schemes in the mid 1980s, mid 90s, mid 00's and most recently in 2022. It is also notable that planning permission has previously been granted by the City for the change of use of the building basement for restaurant and bar uses, although it is unclear as to whether these consents were ever implemented.

2.10 Recent planning applications within close proximity to the site which are of note are set out in the table below:

Address	Application Ref	Description	Decision
Albert Square, Manchester	124918/VO/2019	CITY COUNCIL DEVELOPMENT Refurbishment and expansion of Albert Square public realm, including its continued use for temporary events and activities throughout the year; works to include: the installation of a new surface water drainage scheme, removal of existing trees and replacement tree planting and soft landscaping; installation of new lighting columns, wayfinding signage and street furniture; creation of	Approved 23 Jan 2020

Address	Application Ref	Description	Decision
		new sloped access to the Town Hall entrances; highways and servicing access works, and associated works.	
47 Peter Street, Manchester, M2 3NG	125534/LO/2019 125533/FO/2019	Change of use of upper floors from office (Use Class B1) to hotel (Use Class C1), installation of mezzanine floor at third floor level, partial removal of staircase, reconfiguration of ground floor entrance area to facilitate hotel use, installation of skylights and new stairs, refurbishment, internal alterations, and other associated development.	Approved 18 Dec 2020
Land Bounded by Jacksons Row, Bootle Street, Southmill Street and 201 Deansgate Manchester M2 5GU	114664/FO/2016 (as varied)	Partial demolition of existing buildings. Development up to 171.6m AOD comprising residential (Use Class C3), offices (Use Class B1), hotels (Use Class C1), place of worship (Use Class D1) and leisure / food and drink uses (Classes A1, A3, A4, A5 and D2). Creation of public spaces and new public realm, provision of basement car parking, highway alterations, landscaping and associated works.	Approved 20 June 2018

- 2.11 Although focused on Albert Square, Application 124918 includes public realm works which extend down Southmill Street to its junction with Peter Street.
- 2.12 The applications above, all of which have been approved, demonstrate the aspirations and investment being made within the immediate area, by public and private bodies. The proposed change of use application to enable Blacklock to operate the lower ground floor will contribute to the ongoing regeneration of this part of the City Centre.

3. The Proposed Scheme

3.1 The project comprises the change of use and works necessary to enable Blacklock to locate and operate from the lower ground floor of the Freetrade Exchange building. The lower ground floor has been fitted out in accordance with the 2022 approvals (See Section 2), which provided a 'CAT A' refurbished space, ready to be completed with a 'CAT B' fit-out in line with the bar operator's requirements. The space currently features plasterboard walls and ceilings. Blacklock are seeking the change of use of the lower ground floor to restaurant use, but also wish to reveal historic internal features within the lower ground floor as far as possible. Listed Building Consent is therefore also required. Planning permission and Listed Building Consent are also required for external works including a new timber entrance door, additional roof plant and other minor works.

3.2 The works which require planning approval are described as:

'Application for full planning permission (including a change of use to lower ground floor to Restaurant Use (Class E(b)) to include removal of glazed entrance door and replacement with timber door, replacement of 2 no. external feature lamps, addition of menu boards, and new plant equipment to roof.'

3.3 The works which require Listed Building Consent are described as:

'Replacement of glazed entrance with timber door, removal and replacement of 2 no. feature lamps to entrance, installation of kitchen and other internal works to lower ground floor, installation of new plant to roof.'

3.4 Combined, the proposed works will enable Blacklock to operate a high quality restaurant from the lower ground floor of the building, will lead to further enhancement of the building both internally and externally, and will improve its energy efficiency. The proposed scheme is reviewed in further detail below:

- The change of use of the lower ground floor of the building (408sqm) to restaurant use to enable Blacklock to operate from the space. Blacklock will add to Manchester's already-vibrant restaurant scene, and will complement the existing leisure and nightlife

provision within the locality. Glimpses of the restaurant in use will be possible from Peter Street, Southmill Street, and Bootle Street, enlivening these elevations.

- Internal works to the lower ground floor including revealing the historic brick walls of parts of the internal walls, the installation of kitchen facilities, and works to the ceiling, floor, and walls to adapt the space for restaurant use.
- Replacement of the building's dated glazed east door with a timber door more in-keeping with the historic character of the building, enhancing the building's relationship with Peter Street.
- Replacement of two recently-installed feature lamps either side of the east entrance with new feature lamps in line with the Blacklock brand.
- The installation of additional plant at roof level.

3.5 The application proposals feed into the overall aim of the project which is to both enable Blacklock to locate within the premises and to take opportunities to improve the historic character of the lower ground floor and the entrance to it. In summary, the proposals will:

- Enhance the original main entrance to the building (both with the replacement of the entrance door and feature lamps), thereby improving the building's appearance at street level.
- Enable the change of use and physical works necessary for restaurant use at lower ground floor level.
- Ensure the use of high-quality materials and repairs, sympathetic to the building's historic significance.
- Create employment, during both the construction / fit-out stage, and once the restaurant is operational.
- Complement the adjacent comprehensive redevelopment plans for the land to the north known as St Michaels, by increasing activity and footfall within the local area.

Community Involvement Statement

- 3.6 Pre-application discussions have played an important role in shaping the design of the proposed development. Paragraphs 39 - 46 of the National Planning Policy Framework set out the benefits of early engagement, including consideration of all fundamental planning 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.
- 3.7 A pre-application meeting was held with the Council's planning officer on 14 June 2023. The purpose of the meeting was to discuss the principle of the scheme, the planning issues requiring consideration including the physical works which would affect the Listed Building fabric, and to agree the information required to accompany the application. The feedback received has been helpful to the design team in finalising the scheme design.
- 3.8 Due to the location of the site within the central business and leisure core of the city, it was not thought necessary to undertake any public consultation. In the event that any issues are raised following the application submission, these can be reviewed and responded to by the team accordingly.

4. Planning Policy Context

- 4.1 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.

National Planning Policy Guidance

National Planning Policy Framework (NPPF)

- 4.2 The Revised National Planning Policy Framework (NPPF) was published in July 2021 and sets out the government's planning policies and how these should be applied. The NPPF should be taken into account during the preparation of the development plan, and is also a material consideration in the determination of applications. The Framework identifies the purpose of the planning system to be 'to contribute to the achievement of sustainable development' and that at a very high level, the objective of sustainable development can be summarised as 'meeting the needs of the present without compromising the ability of future generations to meet their own needs'.

Local Planning Policy Guidance

Development Plan for Manchester

- 4.3 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); and
 - Design for Access 2 (December 2003).
- 4.4 Additional local guidance including the City Centre Strategic Plan and Greater Manchester Strategy are also summarised below.

Manchester Core Strategy Development Plan Document (July 2012)

4.5 The Core Strategy, adopted in July 2012, sets out the long term strategic policies for Manchester's future development. Core Strategy objectives and policies of particular relevance to the proposed scheme include:

- Spatial Objective SO1 'Spatial Principles' states that the sustainable development of the City can contribute to halting climate change.
- Spatial Objectives SO2 'Economy' sets out that the Regional Centre will continue to be the main focus for development, to further its role as a main employment location and primary economic driver of the City region.
- 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.
- Spatial Objective SO15 'Transport' seeks to improve the physical connectivity of the City, through sustainable and accessible transport networks.
- 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 SP 1 'Spatial Principles' states that the Regional Centre will be the focus for economic and commercial development, retail, leisure and cultural activity; and, that development should create well-designed places that enhance or create character; protect and enhance the built and natural environment; minimise emissions and reuse previously developed land wherever possible; and, improve access to jobs and open space.
- EC 3 'The Regional Centre' states that within the Regional Centre development for employment generating uses including offices and other commercial development will be encouraged.

- CC 1 'Primary Economic Development Focus: City Centre and Fringe' states that a range of uses, such as retail and leisure, will be encouraged in the City Centre.
- CC 5 'Transport' states that proposals will be supported that increase the scope for accessible public realm improvements; and, that the Council will seek to ensure that development includes adequate parking provision.
- Policy CC 7 'Mixed Use Development' states that the City Centre presents the most viable opportunities for mixed-use development, and in general these will be promoted as a means of using land as efficiently as possible. A range of uses should be considered for all sites with active ground floor uses promoted in locations which have an established public function.
- CC 9 'Design and Heritage' states that development in the City Centre should preserve or enhance heritage assets including listed buildings and conservation areas.
- CC 10 'A Place for Everyone' states that the City Centre will develop as a location which appeals to a wide range of residents/visitors, including uses that increase diversity of activity and high standards of accessibility to buildings and spaces.
- Policy T 1 'Sustainable Transport' states that the Council will support proposals that deliver a sustainable, high quality, integrated transport system to encourage modal shift away from car travel to public transport, cycling and walking, to support the needs of residents and businesses and to prepare for carbon free modes of transport.
- Policy T 2 'Accessible Areas of Opportunity and Need' seeks to ensure that new development is easily accessible by walking/cycling/public transport; provided with an appropriate level of car parking; and, should have regard to the need for disabled and cycle parking.
- 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. In the City Centre, consideration should be given to the City's heritage; there will be opportunities to create landmark buildings and contribute to the experience at street level.

- Policy EN 3 'Heritage' states that new developments must preserve or enhance the character and setting of areas and buildings of acknowledged importance.
- Policy EN 8 'Adaption to Climate Change' requires that developments are adaptable to climate change in terms of design, layout, siting and function of buildings and external spaces.
- Policy EN 9 'Green Infrastructure' sets out the Council's expectations in terms of the maintenance, enhancement and expansion of green space. Where the benefits of a proposed development are considered to outweigh the loss of an existing element of green infrastructure, the developer will be required to demonstrate how such a loss will be mitigated against.
- Policy EN 15 'Biodiversity and Geological Conservation' states that the Council will seek to maintain or enhance sites of biodiversity value throughout the City.
- Policy EN 19 'Waste' states that developers will be required to submit a waste management plan to demonstrate how the waste management needs of the end user will be met.
- Policy DM 1 '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; effects on amenity; accessibility; community safety and crime prevention; refuse storage and collection; vehicular access and car parking; effects relating to built heritage.
- Policy EN 3 'Heritage': advises that 'Throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre. New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains'.

- 4.6 The detailed assessment of the scheme within Section 5 of this Statement confirms that the proposal accords with the above Core Strategy policies, whilst an assessment of the proposed scheme within the context of national and local heritage policy has been undertaken by Stephen Levrant Heritage Architecture.

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

- 4.7 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:

- 'RC20 Area 5 Sub Area 23 Deansgate/Peter Street/Lower Mosley Street/Whitworth Street West' notes that the area is dominated by the G-Mex and the adjacent Great Northern Railway Warehouse, the Midland Hotel and the Free Trade Hall. The Policy states that 'Taken as a whole this area offers one of the most important opportunities to bring new activity into the Regional Centre and to improve its environment. Steps toward these primary aims for the area will be given every possible encouragement'.
- Policy DC18 'Conservation Areas' advises that 'The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering the following issues:
 - i) the relationship of new structures to neighbouring buildings and spaces;
 - ii) the effect of major changes to the appearance of existing buildings;
 - iv) the effect of signs and advertisements;
 - v) any further guidance on specific areas which has been approved by the Council.
 - e) Development proposals adjacent to Conservation Areas will be granted only where it can be shown that they will not harm the appearance or character of the area. This will include the protection of views into and out of Conservation Areas.'

- Policy DC26 'Development and Noise' aims to minimise the adverse impact of noise on noise-sensitive developments.

4.8 As with the Core Strategy policies, the detailed assessment of the scheme within the planning appraisal sections of this Statement confirms that the proposal accords with the saved UDP policies listed above.

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

4.9 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 quality of development that is to be encouraged 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.
- 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.
- Section 8 'Community Safety and Crime Prevention' promotes a safer environment.

4.10 The proposed scheme has been designed in accordance with the design guidance outlined within this document.

City Centre Strategic Plan 2015-2018 (March 2016)

4.11 On the 2 March 2016, the City Council's Executive approved the City Centre Strategic Plan which seeks to provide an up-to-date vision for the City Centre within the current

economic and strategic context along with outlining the key priorities for the next few years.

- 4.12 Overall the City Centre plan seeks to 'shape the activity that will ensure that the City Centre continues to consolidate its role as a major economic and cultural asset for Greater Manchester and the north of England'.

Greater Manchester Strategy: Our People, Our Place (2017)

- 4.13 The Greater Manchester Strategy, Our People, Our Place (2017) was written by the ten Greater Manchester authorities, the Mayor, the NHS, transport, the police and the fire service, with help from businesses, voluntary, community and social enterprise organisations, and members of the public. The Strategy covers health, wellbeing, work and jobs, housing, transport, skills, training and economic growth.
- 4.14 The Strategy sets out a vision for Greater Manchester; that its economy is modern and productive, drawing in investment, visitors and talent. Improved economic growth will have given rise to more jobs, reduced inequality, increased inward investment and better business performance. The Strategy identifies 10 'priorities' designed to achieve this vision including the creation of good jobs, with opportunities for people to progress and develop (priority 3); a thriving and productive economy in all parts of Greater Manchester (priority 4); high quality leisure offer for all (priority 7); and healthy lives (priority 9). A progress report on the Strategy was published in July 2022.

Design for Access 2 (2003)

- 4.15 This is the Council's best practice guidance on inclusive design standards. This document has been considered in developing the scheme's design, with regards to internal layout arrangements, and access and manoeuvrability.

5. Planning Appraisal

5.1 Having regard to the relevant planning policy guidance within Section 4, the main material considerations against which the proposed scheme should be considered, and which are discussed in this section, include:

- Proposed Use
- Design: Appearance
- Heritage
- Sustainable Development: Economic, Social and Environmental Benefits
- Green and Blue Infrastructure Statement
- Highways, Accessibility and Parking
- Access for Disabled People
- Crime and Security Issues
- Waste Management
- Potential Impact on Amenity
- Surface Water Drainage Statement

5.2 The above points are considered in more detail within the remainder of this section and demonstrate that the scheme wholly accords with national and local planning policy guidance. Further details regarding the design of the scheme are provided in the Design and Access Statement prepared by AXI Architecture. An assessment of the scheme against the relevant heritage policy is contained within the Heritage Statement prepared by Stephen Levrant Heritage Architecture.

Proposed Use

5.3 The principle of restaurant use on the site accords with local planning policy guidance, which confirms that the City Centre offers the most viable opportunity for mixed-use development. In accordance with CS policy CC 7, the restaurant use at lower ground floor level will provide activity and animation to Peter Street, Southmill Street and Bootle

Street. The proposed use is wholly appropriate within the building due to the site's City Centre location, its access to activities/infrastructure, and its accessibility by sustainable modes of transport.

5.4 The scheme will result in the change of use of the lower ground floor of the building to restaurant use. This proposed use is entirely appropriate within this location, will complement existing leisure and nightlife uses within the area, and will increase the building's hours of use, meaning that it will contribute to economic activity, and passive surveillance during the evening and night as well as the day.

5.5 In general terms the scheme will provide a series of benefits including that it:

- Involves a proposed use that will help to secure the building's long-term future, ensure the retention of historic/architectural features and minimise impact on the building's fabric.
- Provides a use that will have a positive impact on the regeneration of this part of the City Centre, and will increase activity and vitality to Peter Street, Southmill Street and Bootle Street.
- Ensures no adverse impact on the amenity of any residential uses and businesses, whilst the scheme will enable Blacklock, a new entrant to the Manchester restaurant sector, to locate at the building.
- Will secure direct investment into the local community through the provision of jobs during the construction / fit-out stage and spending in nearby facilities by future employees.
- Involves a building in a highly sustainable and accessible location, with these benefits contributing significantly to the viable and sustainable regeneration of the broader area.
- Will encourage further investment into the City Centre and the provision of a use that will encourage natural surveillance to help reduce crime and the fear of crime.

- The application site and building are not affected by any development constraints which cannot be mitigated through the planning process.

5.6 The above points are considered in more detail within the remainder of this section and demonstrate that the scheme wholly accords with national and local planning policy guidance, including core strategy policies SP1, EC1, EC2, EC3, and CC1, and saved UDP Policy RC20.

Design: Appearance

- 5.7 The proposed scheme which includes the replacement of the building's existing glazed east entrance, with a more sympathetic timber and glass door, and the installation of feature lamps will improve the visual appeal of the building from Peter Street. The works will complement other redevelopment and refurbishment plans within the immediate locality including the refurbishment of the Grade II Listed 47 Peter Street for use as a boutique hotel, and the comprehensive redevelopment plans for the St Michaels scheme to the rear.
- 5.8 The scheme therefore accords with CS policies S06, EN 1 and DM 1; and, policies contained within the Guide to Development in Manchester SPD.

Heritage

- 5.9 The Freetrade Exchange building is a Grade II Listed Building and the site is located within the Deansgate Conservation Area, and adjacent to the St Peters Square Conservation Area. The application proposals include a variety of works which have the potential to affect the heritage significance of these heritage assets, therefore a Heritage Statement has been prepared by Stephen Levrant Heritage Architecture.
- 5.10 The Statement introduces the heritage context of the site and its surroundings, relevant policy, the significance of the building, and assesses the impact of the application proposals. The proposed works which are identified as having the potential to affect the building include the internal works to the lower ground floor, the proposed replacement of the glazed entrance for a timber with glazed panels door, and other external works.

- 5.11 The Statement concludes that the proposals will sensitivity reverse some inappropriate alterations, the internal works to the unit will allow a better understanding and appreciation of the space and wider building; and the replacement of the glazed entrance with a more sympathetic door is appropriate and complementary to the 1860s date of the building. The positioning of the roof plant ensures that any impact will be imperceptible from ground level.
- 5.12 The scheme therefore accords with CS policies CC9, EN 1, EN3; and UDP Policy DC18.

Sustainable Development: Economic, Social and Environmental Benefits

- 5.13 The proposal will have high sustainability credentials as a result of the economic, social and environmental benefits that it will bring.

Economic Benefits

- 5.14 The proposed development will result in a number of economic benefits, during both the construction and operational stages.
- 5.15 In terms of job creation, the proposals have the potential to create temporary and permanent employment. The change of use of the lower ground floor to restaurant use will result in additional full and part time employment, including temporary employment during the construction and fit-out stage. Future employees will also utilise nearby shops and services, resulting in further economic benefits.
- 5.16 Once operational, there will be ongoing economic benefits from the restaurant use, in terms of the need for food and other goods from the supply chain.

Social Benefits

- 5.17 The proposals will result in the further enhancement of a Listed Building within a highly visible part of the City Centre, thereby improving its visual contribution to the surrounding built environment. The proposals include the creation of a restaurant within the lower ground floor, providing spaces for people to socialise.

- 5.18 The proposed restaurant use will increase activity during evening and night time hours. Due to the site's highly accessible location, there are multiple amenities on offer within close proximity to the site, whilst the site is accessible by sustainable modes of transport. The proposals will also help to increase temporary and permanent employment, resulting in subsequent social benefits.

Environmental Benefits

- 5.19 The proposed scheme will have significant environmental benefits since it involves the reuse and refurbishment of vacant floorspace. In response to policies EN 4 and EN 8 of the Core Strategy and section 4 'Environmental Standards' of the Guide to Development in Manchester SPD, a strategy of improved fabric performance, and increase in the efficiency of the building services means that carbon reductions can be achieved. The existing glazed entrance door is not as energy efficient as the proposed timber and glazed replacement.
- 5.20 Due to the building being within a highly accessible location, the proposed scheme will contribute to carbon reduction targets, and is in accordance with Policy T1.
- 5.21 In accordance with the provisions of the NPPF, the proposed scheme will contribute to the achievement of sustainable development through the delivery of positive economic, social and environmental benefits; and, will accord with the overarching objectives of Core Strategy policies EN 8, EN 15 and DM 1. The application site's excellent public transport links and the provision of secure cycle storage facilities also ensures that the scheme complies with Core Strategy policy T 2.

Green and Blue Infrastructure Statement

- 5.22 Policy EN 9 'Green Infrastructure' states that the Council will encourage developers to enhance the quality/quantity of green infrastructure, which will include green spaces, green roofs and tree planting.
- 5.23 The application site is entirely occupied by built development, forming the eastern end of a street block to back of pavement. This dictates that there are no opportunities for any ground level planting. With regards to roof level, the site is again constrained, partly due to

the listed nature of the building requiring robust justification for any interventions including with regards to structural loadings. It is likely that due to the weight of green roofs and potential capture of water, additional structural steelwork would be required. This is unlikely to be acceptable due to the subsequent heritage impact on the significance of the building.

- 5.24 The proposed scheme does not adversely affect or result in the loss of any green or blue infrastructure, and in terms of the enhancement or creation of green infrastructure, Policy EN 9 is only applicable where such opportunities exist. The proposed scheme does not therefore conflict with the aims of Policy EN 9 of the Core Strategy.

Highways, Accessibility and Parking

- 5.25 Blacklock staff will have access to 2 cycle parking spaces within the building's secure cycle store for staff use. There is no off-street car parking at the building. The absence of car parking provision is also regarded to be in accordance with the City Council's efforts to encourage the use of sustainable transport modes; reduce the number of vehicular movements on surrounding streets; and making the City Centre a more pedestrian-friendly space.
- 5.26 It should also be noted that the site is extremely well located in terms of accessibility by non-car modes of transport. The site is located within walking distance of Oxford Road, Piccadilly, Victoria and Deansgate stations, and approximately 200m from St Peter's Square Metrolink Stop. The free Metroshuttle bus (Route 2) also passes the building's front entrance. The application is therefore in accordance with Core Strategy Policy T1.

Access for Disabled People

- 5.27 The scheme has been designed in response to the requirements of CS policy DM 1, Section 3 'Accessibility' of the Guide to Development in Manchester SPD, and the City Council document 'Design for Access 2', to ensure that the proposed scheme is inclusive and accessible to all and considers the requirements of disabled persons.
- 5.28 The standards set within 'Design for Access 2' (DfA2) are intended to be used on buildings/projects where MCC are the lead or the client, or the building is owned by the

Council. However, the design team were keen to ensure that the scheme was able to meet as many of the standards as practically possible.

5.29 The measures that have been incorporated into the scheme to ensure compliance with the standards set out in the DfA2 document include dedicated level access to the restaurant via the building's Bootle Street entrance. Level access via the Peter Street entrance is not possible due to the stepped access, and structural constraints within the entrance hall. Those who require level access can alert staff upon arrival via an accessibly located call-bell, whereupon they will be guided in person to the Bootle Street entrance to gain access via the lift. Internal surface materials will be smooth, easy to maintain and slip resistant. DDA compliant toilets are available within the restaurant. Further detail in this regard is provided within the Design and Access Statement.

5.30 The proposed scheme is therefore in accordance with Core Strategy Policies CC5, CC10, and T2.

Crime and Security Issues

5.31 A Crime Impact Statement (CIS) was prepared by Greater Manchester Police (GMP) Design for Security and approved as part of the previous applications at the site. There are no significant physical changes to the building that have not already been considered by GMP, and the proposed restaurant use to the lower ground floor is of a reduced risk in terms of anti-social behaviour compared to the approved sui generis bar use. The Crime Impact Statement has therefore been resubmitted in support of this application.

5.32 The feedback and recommendations within the Statement have been considered in the preparation of this application. The Statement was supportive of the development noting that it will generate activity in the building in the evening and at night when it might otherwise be vacant; whilst the proposed use is regarded to be in-keeping with the uses in the city centre area. The Statement also noted that the main entrance to the proposed bar (now restaurant) is positioned on Peter Street where it is well overlooked. It was noted that the entrance would only serve the bar (now restaurant) and no other areas of the building, allowing the unit to be easily secured when not in use.

- 5.33 The Statement recommended measures to improve the overall security of the building and which primarily relate to the management of the lower ground floor use. Recommendations include ensuring that doors to staff-only areas are properly secured, the entrance to the lower ground floor must be properly controlled during busy periods, a smoking area should be defined and clearly demarcated, as well as measures to prevent theft both from customers and the operation itself. The spaces which should be covered by a CCTV system are also set out. Whilst it will not be possible to accommodate all recommendations due to the listed status of the building, other measures will be considered as the detailed design of the scheme is progressed.
- 5.34 From a crime and security perspective, the scheme complies with the provisions of the NPPF, Core Strategy Policy DM 1, and Section 8 'Community Safety and Crime Prevention' of the Guide to Development in Manchester SPD.

Waste Management

- 5.35 The proposed restaurant use will create some waste (mostly food waste, packaging, bottles etc), therefore a dedicated bin store will be created within the existing lower ground floor area. Waste will first be sorted within the back of house under-counter and kitchen bins, and therefore separated at source with food / glass / plastic and paper / card waste stored separately, with those bins being emptied into the larger bins within the bin store. Restaurant staff will deposit bins on the pavement prior to collection and recover the bins following collection. Daily collections are proposed by a private waste carrier due to the nature of the waste. The proposed bin store will be fully ventilated and will include wipe clean surfaces for hygiene reasons.
- 5.36 Further detail is contained within the submitted MCC Waste Proforma. The approach to waste management ensures the scheme complies with the provisions of the NPPF, CS policies EN 19 and DM 1 and the Guide to Development in Manchester SPD.

Potential Impact on Amenity

- 5.37 Three key amenity issues require consideration as part of the proposed scheme:
- Ensuring that the proposed restaurant use does not adversely impact upon the use of the floors above as offices.
 - The impact of additional plant and ventilation equipment on the amenity of nearby residents.
 - The impact of the proposed restaurant use on the amenity of nearby residents / uses.
- 5.38 Hann Tucker Acoustic Consultants were commissioned by the applicant to assess the suitability of proposed plant, to outline measures required to achieve acceptable internal noise levels within the spaces, and to prevent the plant from causing an adverse noise impact on the locality. Hann Tucker set out its findings in an Environmental Noise Survey and Plant Noise Assessment Report which is submitted in support of the application.
- 5.39 With regards to ensuring that the noise levels associated with the restaurant use (including entertainment noise) do not result in loss of amenity to office spaces above, noise levels should be controlled to a specific level. It is also noted that offices will generally not be occupied at times when the restaurant is in full 'high noise' operation. The assessment considers that the existing shell construction is likely to provide adequate noise attenuation between the existing upper floor office use and the proposed lower ground floor restaurant use.
- 5.40 With regards to the impact of the proposed bar use on amenity of nearby residents, the assessment states that lobbied doors can help to reduce noise spill and that anti-social behaviour should not be tolerated. Please refer to the dispersal strategy (Appendix 1) which sets out the measures which will be implemented to ensure the operation of the restaurant does not result in anti-social behaviour, including that which might impact upon surrounding amenity.
- 5.41 In relation to proposed plant, the assessment identifies nearby sensitive receptors including the No.47 Hotel on the opposite side of South Mill Street and the committed office

development to the north which will comprise part of the St Michael's scheme. The assessment concludes that the proposed plant should be capable of achieving the proposed environmental noise criteria, at sensitive receptors, subject to the incorporation of the mitigation proposed by Chapman.

- 5.42 The proposed scheme will not have a detrimental impact on the amenity of existing residents or businesses, and as such it accords with Core Strategy policy DM 1, saved UDP policy DC26 and the Guide to Development in Manchester SPD.

Surface Water Drainage Statement

- 5.43 The Environment Agency's Flood Map confirms that the application site is not located in an area that is susceptible to flooding. The proposed scheme includes the re-use of existing internal spaces. Surface water drainage from the building will be unaffected as the proposed works will not create any increased hard surfacing. The current rainwater goods will remain as existing.
- 5.44 There is no increase in impermeable area as a result of the development. In critical storm conditions, the building's surface water outflow will have no impact on the drainage systems in the area. The proposals will not increase the flood risk to the surrounding areas, nor will the site be at risk of flooding, and is therefore in accordance with Core Strategy Policy EN8.

6. Conclusion

6.1 The proposed scheme will provide a series of benefits that will have a positive impact on the existing building, the surrounding streetscene, and the local economy. The proposal includes:

- The change of use of the lower ground floor to restaurant use, enabling a high-quality restaurant operator, Blacklock, to open its first restaurant outside of London.
- In line with Blacklock's brand, the proposed scheme builds on the heritage benefits achieved by the previous approvals at the site, revealing additional historic features within the lower ground floor, and reinstating a more sympathetic timber and glass door to the building's original main entrance.
- These works to the entrance will significantly improve the relationship between the building and Peter Street, creating a focal point fitting of Blacklock's high quality brand, the building's prominent location and the historic significance of the building. The proposals will enhance the building's visual contribution to this part of the City Centre.
- The reuse of currently vacant floorspace, leading to the creation of new jobs within the restaurant, and creating further temporary employment during the construction stage of the project.
- The scheme will also contribute positively to other ongoing regeneration works in the area, not least the St Michael's scheme which is under construction to the north, on the opposite side of Bootle Street.
- The encouragement of further investment into this key location within Manchester City Centre.

6.2 In addition, a series of reports have been commissioned in support of the application which confirm that the development will not have an impact on the amenity of nearby residents/businesses and will have a positive impact in minimising the potential for crime. A Heritage Statement has been prepared by Steven Levrant Heritage Architecture which confirms that the impact of the proposed works on the significance and setting of the

Listed Building are acceptable, and the scheme will not have a detrimental impact on the setting of nearby heritage assets, or the character of the Deansgate Conservation Area.

- 6.3 As a result, the proposed scheme fully accords with national and local planning policy guidance. Paul Butler Associates are pleased to submit this application for planning permission and listed building consent on behalf of CST Limited Partnership and look forward to working with Manchester City Council in progressing the applications through to a positive determination.

Appendix 1: Operating Schedule

The proposed scheme involves the provision of a restaurant at lower ground floor level. This will be managed in accordance with an operating schedule which is set out below.

The operating schedule demonstrates the scheme's compliance with the Council's licensing objectives, namely: the prevention of crime and disorder; public safety; the prevention of public nuisance; and, the protection of children from harm.

Prevention of Crime and Disorder

A management policy will be instigated to ensure a safe and enjoyable environment is created for patrons and reduce any occurrence of antisocial behaviour or adverse impact on amenity.

The premises will be equipped with an effective and adequate CCTV system with a digital recording facility. The system shall be maintained and operated at the premises. Recorded images will be retained for at least 28 days and will be available to the police upon request.

Any person who appears intoxicated or is behaving in a disorderly manner will not be allowed to enter the premises. Staff will be trained to deal with intoxicated or disorderly customers in an appropriate manner and to recognise any suspicious behaviour.

Public Safety

The management shall implement staff awareness schemes and training to ensure compliance with health and safety and fire prevention legislation.

The management will ensure fire extinguishers are regularly maintained and inspected.

The management will ensure the development and implementation of evacuation procedures.

All staff will be trained to safely handle emergencies.

Prevention of Public Nuisance

Noise from amplified music within the premises shall not be such as to cause noise nuisance to the other occupants of the building or nearby premises.

Protection of Children from Harm

Staff will be vigilant towards underage drinking. Prominent signage will be displayed about the laws relating to children and alcohol.

The venue will operate a "Challenge 25" policy, with staff trained at six monthly intervals in the law regarding sale of alcohol to underage persons. Only photographic driving licenses, passports, HM Forces cards, National Identity Cards or identification with the "PASS" hologram will be accepted.

Staff shall be informed that they have a shared responsibility for being satisfied as to the age of customers before alcohol is sold.

Dispersal Procedure

When the restaurant closes staff shall advise guests to leave the premises quickly and quietly. Notices will also be displayed requesting patrons to be quiet and considerate when leaving the premises.

guests will not be permitted to take drinks out of the venue.

The management will provide guests with a telephone number of a private hire taxi firm if requested, on the proviso that the taxi firm will operate a ring back system and not create any additional noise either by sounding their horn or leaving their engine running while they wait for customers. Taxis will be told to meet customers on Southmill Street. Customers will be directed to Southmill Street once the taxi has called to confirm arrival.

Staff will also be advised to leave the premises in a quiet and considerate manner.