



Paul Butler Associates

Planning, Development & Heritage Consultants

Nikar Properties (No 2) Limited

28 St John Street, Manchester

Planning Statement

27 March 2023

Paul Butler Associates, 31 Blackfriars Road, Salford, Manchester M3 7AQ
t. 0161 835 3530 | e. pba@paulbutlerassociates.co.uk | w. www.paulbutlerassociates.co.uk

Professional Planning, Development & Heritage Advisors since 1992.

Our professional staff are Members of the Royal Town Planning Institute (RTPI) or the Chartered Institute for Archaeologists (CIfA)

© Paul Butler Associates Ltd 2016. All Rights Reserved.

Job Number: 22.1791

Project: 28 St John Street, Manchester

Client: Nikar Properties (No 2) Limited

File Name: Planning Statement

Document Preparation/Checking Record:

	Name and Qualifications	Position	Date
Prepared by:	Lynsay Ewart BSc (Hons) MSc MRTPI	Senior Planner	09.12.2022
Checked by:	Tom Flanagan MTCP MRTPI	Director	12.12.2022
Issued by:	Lynsay Ewart BSc (Hons) MSc MRTPI	Senior Planner	12.12.2022

Document Revision Record:

Issue No.	Date	Details of Revisions
II	27.03.2023	Minor amends following pre-app comments

Contents

1. Introduction
2. The Application Site and Surrounding Area
3. Planning History and Pre-application Discussions
4. The Proposed Scheme
5. Planning Policy Context
6. Planning Appraisal
7. Conclusion

Appendix 1: Waste Management Strategy

1. Introduction

1.1 This Planning Statement has been prepared by Paul Butler Associates on behalf of Nikar Properties (No 2) Limited. The statement forms part of an application for Planning Permission and Listed Building Consent relating to 28 St John Street, Manchester, M3 4DJ. The proposals are for the change of use of the building from office space (Class E) to 3no. residential dwellings (C3 use).

1.2 28 St John Street was found to have been built as two separate town houses, one accessed from St John Street, the other from Byrom Street. The building is Grade II listed and located within the St John Street Conservation Area.

Structure of Statement

1.3 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 and a summary of pre-application discussions between the design team and Manchester City Council officers;
- An overview of the proposed scheme;
- 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.

Supporting Information

1.4 The planning application is also supported by a series of planning drawings prepared by Ollier Smurthwaite Architects and the following documents:

- Heritage Statement prepared by Paul Butler Associates.
- Design and Access Statement prepared by Ollier Smurthwaite Architects.

- Noise Assessment prepared by AEC.
- Air Quality Assessment prepared by Redmore Environmental Consulting.

2. The Application Site and Surrounding Area

Application Site

- 2.1 The application site is located at 28 St John Street, Manchester, M3 4DJ. The site comprises a pair of Grade II listed Georgian terrace properties; 28 St John Street and 15a Byrom Street, which have previously been 'knocked through' internally to form a single building. The site occupies a corner plot, located on the north eastern side of the junction of St John Street and Byrom Street. The site location is identified in figure 2.1 below.

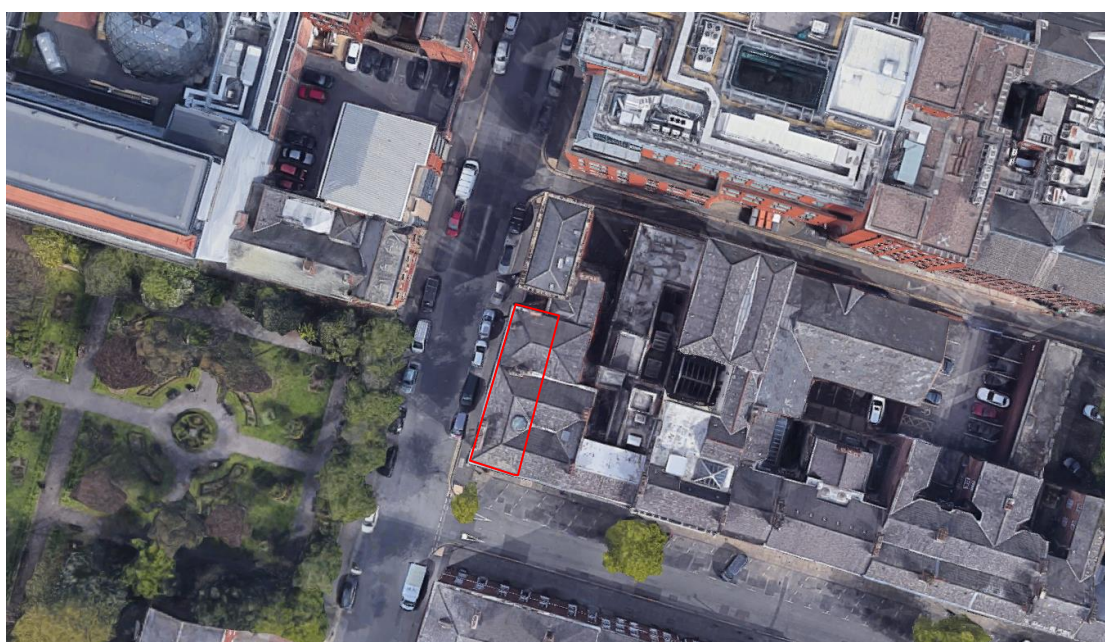


Figure 2.1: Aerial view of application site.

- 2.2 28 St John Street has also previously been merged with the neighbouring buildings 26 and 24 St John Street and used as offices known as St Johns Chambers
- 2.3 The application building has most recently been in use as offices used as a Barristers Chambers, however the premises are soon to become vacant. At some point in the past, 28 St John Street has been merged with the adjoining properties 26 and 24 St John Street, to enable ease of movement within the office accommodation. An application to re-instate the former subdivision to 28 St John Street was approved in June 2021 (application reference

129613/FO/2021 and 129614/LO/2021). The Barristers Chambers are vacating from the application building and will continue to operate from 24 and 26 St John Street.

- 2.4 Internally, the building provides accommodation over four levels including basement accommodation. Externally, the building has a typically Georgian appearance. It is three storeys in height and constructed of red brick. The St John Street elevation has sash windows with glazing bars and flared brick headers above. The entrance on this elevation has a large square-headed doorway to the right with a late nineteenth or early twentieth century pedimented sandstone doorcase. The St John Street entrance is the primary access to the building, the door on the St Byrom Street entrance provides access to the basement, whilst the door to the former 15A Byrom Street has been bricked up. A detailed description of the building externally and internally is provided within the Heritage Statement prepared by Paul Butler Associates which accompanies this planning and listed building consent application.
- 2.5 The application site is covered by built form in its entirety, with no external areas.
- 2.6 The site is located within the City Centre boundary and within the St John Street Conservation Area, as identified on the Council's proposals map.

Surrounding Area

- 2.7 St John Street was originally laid out in the mid-eighteenth century as fine Georgian townhouses, located in the south and west of the town where the cleanest air and living conditions were found as industrial activity in Manchester increased. As housing in this location became less desirable in the latter half of the nineteenth century the properties were converted for business and other uses including medical. St John Street and Byrom Street have remained predominantly occupied by business uses and medical consultancies. However, in recent years there have been a number of applications to convert properties in the vicinity of the site back into residential use, which is possibly a reflection of changing office demands and working habits, together with the increased popularity of City Centre living.
- 2.8 The site has a highly accessible location within the City Centre. Within a few minutes' walk is a wide range of local shops, amenities and services, leisure facilities and employment

opportunities. In terms of access by public transport, the site is located within close proximity to a high number of bus stops; Metrolink stops located at Deansgate, St Peter's Square, and Market Street; and, is within walking distance of Deansgate, Oxford Road and Manchester Piccadilly Railway Stations. The site is also a short distance from bus stops on Deansgate which are serviced by the free Metroshuttle (routes 1 and 3) and provide regular services across the City Centre including to the main railway stations.

3. Planning History and Pre-application Discussions

Planning History

The Application Site

- 3.1 A search of Manchester City Council's online planning register has identified a planning history associated with the application building, which is set out in the table below.

Location	Application Reference	Description of Development	Decision and date
28 St John Street/15a Byrom Street	F00947/LB	Listed Building Consent. Internal alterations and 3 storey extension to existing consulting rooms.	Approved 19 Mar 1975
28 St. John Street	F10104/LB	Change of use from Doctors Surgeries and Caretakers flat to offices.	Approved Mar 1979
28 St. John Street	F13097/LB	LISTED BUILDING CONSENT Alterations and renovation of offices.	Approved 23 Apr 1980
St Johns Buildings 24A-28 St John Street Manchester M3 4DJ	094678/LO/2010/C1	LISTED BUILDING CONSENT for internal and external works associated with providing improved office accommodation, including removal of internal walls, creation of glazed partitions, suspended ceiling and installation of air conditioning units within rear internal courtyard.	Approved 03 Feb 2011
28 St John Street Manchester M3 4DJ	129613/FO/2021	Proposed re-instatement of subdivision to office accommodation.	Approved 08 Jun 2021
28 St John Street Manchester M3 4DJ	129614/LO/2021	Internal alterations, in association with re-instatement of subdivision to office accommodation.	08 Jun 2021

- 3.2 Planning history dating back to 1975 to 1980 is provided for completeness but is useful in showing the use of the building and its evolution from a medical surgery to offices. Applications 129613/FO/2021 and 129614/LO/2021 relate to reinstating the subdivision between 28 St John Street and 26 St John Street. The proposed conversion of the application building to residential dwellings will involve implementing these subdivision works.

The Surrounding Area

- 3.3 As noted in section two, in recent years the Council have granted planning permission and listed building consent for the conversion of properties on St John Street back to residential use. The table below sets out examples of these decisions, which indicate that the conversion of a building in this location to residential use is likely to be acceptable to the council.

Location	Application Reference	Description of Development	Decision and date
17 St John Street Manchester M3 4DR	134115/LO/2022	Listed Building Consent for internal and external alterations as part of conversion of building to a residential dwellinghouse	Approved 26 Jul 2022
17 St John Street Manchester M3 4DR	131787/FO/2021	Change of Use of from medical consulting rooms to a single residential dwelling, creation of a single storey extension, first floor external terrace and refurbished/new external windows and doors.	Approved 28 Mar 2022
21 St John Street Manchester M3 4DT	118614/FO/2017	Planning Permission for the change the use of 21 St John Street from solicitors offices (use class A2) to a single residential dwelling (use class C3), including internal works, creation of a double height extension, external terraces (ground and first floor), refurbished/new external	Approved 29 Mar 2018

		windows and doors, parking and gates, with extended boundary walls to the rear of the property.	
13 St John Street Manchester M3 4DQ	124227/LO/2019	LISTED BUILDING CONSENT for internal and external works associated with change of use to a single residential dwelling (use class C3) and creation of a single storey conservatory to rear.	Approved 13 Nov 2019
13 St John Street Manchester M3 4DQ	124226/FO/2019	Change of use from offices (Class B1) to a single residential dwelling (use class C3) and creation of a single storey conservatory to rear.	Approved 13 Nov 2019

Pre-application Discussions

- 3.4 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 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.
- 3.5 Prior to the submission of the application, a pre-application site meeting was held with the Council's planning and conservation officers on 6th October 2022. The purpose of the meeting was to walk the officers round the inside of the building, explain the proposals, and to discuss the principle of the scheme and the planning issues requiring consideration. Following the meeting a Heritage Statement and updated drawings were issued to the officers, which showed amendments based on comments received at the site meeting. These changes included omission of the roof terrace and retention of an existing staircase.

3.6 Formal pre-application comments were received from the Planning Officer on 16th December 2022. The comments confirmed that the principle of the development was acceptable, and that the proposed layout was also largely acceptable. Additional comments sought clarification on certain aspects of the proposals and highlighted certain interventions which were not deemed to be supported in heritage terms. These comments have been considered by the design team, and are addressed within the assessment chapter of the submitted Heritage Statement prepared by Paul Butler Associates.

4. The Proposed Scheme

- 4.1 The application seeks planning permission and listed building consent for the change of use of the application building from office use (Class E) to 3no. residential dwellings (C3 use).
- 4.2 The application building was most recently in use as an office by the St John's Buildings Barristers. The office space is currently merged with neighbouring buildings 26 and 24 St John Street, however listed building consent (ref 129614/LO/2021) was recently granted in June 2021 to allow the re-instatement of the former subdivision between the application property and adjoining 26 St John Street.
- 4.3 The proposed conversion will utilise the subdivision consented by application 129614/LO/2021. The conversion scheme will provide the following residential accommodation:
- 3 bedroom, four storey townhouse accessed from Byrom Street.
 - 2 bedroom apartment located at basement level, accessed from Byrom Street.
 - 3 bedroom, three storey townhouse accessed from St John Street.
- 4.4 The proposals will require limited external alterations, including re-instating the door to the bricked-up opening on the Byrom Street elevation.
- 4.5 Internally, interventions to the historic fabric and layout have been kept to a minimum to enable the proposed conversion scheme. A limited amount of demolition is required to create internal openings, whilst the staircase at basement level will be removed and re-aligned to facilitate the four storey townhouse.
- 4.6 Bike storage and bin storage is provided internally within each dwelling. All dwellings are in accordance with the nationally described space standards.

- 4.7 A full description of the proposals is provided within the Design and Access Statement and planning drawings prepared by Ollier Smurthwaite Architects. The works are also set out and assessed within Section 6 of this statement

5. Planning 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).

National Planning Policy Framework (NPPF)

- 5.4 The updated National Planning Policy Framework (NPPF) was most recently updated on 20th July 2021 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.

- 5.5 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:
- a. 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
 - b. 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.
- 5.6 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

- 5.7 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.
- 5.8 Delivering a sufficient supply of homes (Chapter 5) – paragraph 60 explains that in order to support the government’s commitment to significantly boosting the supply of homes, it is important that a sufficient amount and variety of land comes forward for development where it is needed, that the needs of groups with specific housing requirements are addressed and that land with permission is developed without unnecessary delay.
- 5.9 Local Planning Authorities should identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirement set out in adopted strategic policies or against their local housing need where

strategic policies are more than five years old. The five year supply should include an appropriate buffer. Where the local authority chooses to demonstrate a five year supply of deliverable sites through an annual position statement or recently adopted plan the buffer should be 10% to account for any fluctuations in the market during that year. In the event that there has been significant under delivery when measured against the Housing Delivery Test (November 2018 onwards) then a 20% buffer should be applied.

- 5.10 The NPPF is clear at paragraph 11 that housing applications should be considered in the context of the presumption in favour of sustainable development and that relevant policies for the supply of housing should not be considered up to date if the local planning authority cannot demonstrate a five year supply of deliverable housing sites or the Housing Delivery Test indicates that the delivery of housing was substantially below the housing requirement over the previous three years.
- 5.11 Paragraph 69 highlights that small to medium sized sites can make an important contribution to meeting the housing requirement of an area, and are often built-out relatively quickly in comparison to larger sites. Paragraph c) emphasises the importance of windfall sites and states local authorities should support their development through giving great weight to the benefits of using suitable sites within existing settlements for homes.
- 5.12 Building a strong and competitive economy (Chapter 6) - emphasises that the government is committed to ensuring that the planning system should help to support economic growth. It recognises that a poor environment and a lack of housing can act as a potential barrier to investment.
- 5.13 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.
- 5.14 Promoting sustainable transport (Chapter 9) - to protect and exploit opportunities for the use of sustainable transport modes, development should be located and designed to give

priority to pedestrian and cycle movements and have access to high quality public transport facilities.

- 5.15 Paragraph 111 advises that development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highways safety, or the residual cumulative impacts on the road network would be severe.
- 5.16 Making effective use of land (Chapter 11) – the NPPF recognises the need for the planning system to promote an effective use of land in meeting the need for homes and other uses. Strategic policies should set out a clear strategy for accommodating objectively assessed needs, in a way that makes as much use as possible of previously-developed or ‘brownfield’ land. Paragraph 120 (c) explains that the planning system should specifically give substantial weight to the value of using suitable brownfield land within settlements for new homes and other identified needs. Further, sub-section (d) of this paragraph explains that planning should also promote and support the development of under-utilised land and buildings especially if this would help to meet identified needs for housing where land supply is constrained and available sites could be used more effectively.
- 5.17 Paragraph 123 states that local planning authorities should take a positive approach to applications for alternative uses of land which is currently developed but not allocated for a specific purpose in plans, where this would help to meet identified development needs.
- 5.18 The chapter goes on to discuss how appropriate densities can be achieved. Paragraph 124 sets out that the planning system should support development that makes efficient use of land, taking into account the following:
- a. the identified need for different types of housing and other forms of development, and the availability of land suitable for accommodating it;
 - b. local market conditions and viability;
 - c. the availability and capacity of infrastructure and services – both existing and proposed – as well as their potential for further improvement and the scope to promote sustainable travel modes that limit future car use;

- d. the desirability of maintaining an area's prevailing character and setting or of promoting regeneration and change; and
- e. the importance of securing well-designed, attractive and healthy places.

5.19 Achieving well-designed places (Chapter 12) - this chapter sets out at paragraph 130 that planning policies and decisions should aim to ensure that developments:

- a. 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.
- b. Are visually attractive as a result of good architecture and appropriate landscaping.
- c. Are sympathetic to local character and history including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation.
- d. Establish a strong sense of place, using streetscapes and buildings to create attractive and comfortable places to live, work and visit.
- e. Optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development and support local facilities and transport networks.
- f. Create places that are safe, inclusive and accessible and which promote health and well-being.

5.20 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.

5.21 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.

- 5.22 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’.
- 5.23 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’.
- 5.24 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’.
- 5.25 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’.
- 5.26 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’.

5.27 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’.

5.28 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’.

5.29 Decision making – guidance in paragraph 38 states that local planning authorities should approach decisions in a positive and creative way, making use of the full range of planning tools available, including brownfield registers and permission in principle, and work proactively with applicants. Decision-makers at all levels should seek to approve applications for sustainable development where possible.

5.30 The proposed development scheme has been designed in accordance with the policies and provisions of the NPPF.

Planning Practice Guidance

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

5.31 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);
- Manchester Residential Quality Guidance (2016);
- Providing for Housing Choice Supplementary Planning Document and Planning Guidance (September 2008); and,
- Design for Access 2 (December 2003).

Manchester Core Strategy Development Plan Document (July 2012)

5.32 The Core Strategy, adopted in July 2012, sets out the long term strategic policies for Manchester's future development. The Core Strategy recognises some of the key challenges facing the City Centre including: increasing the provision of sites for economic development, improving the area as a residential location, and improving quality and access to open space.

5.33 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 SO3 'Housing' seeks the provision of a significant increase in high quality housing provision at sustainable locations to address demographic needs and support economic growth.
- 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, alongside high quality city living; and, that development should aid the creation of neighbourhoods of choice by creating 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; and, that housing including high density residential development will also be an appropriate use in the Regional Centre.
- CC 3 'Housing' states that the City Centre is expected to provide a minimum of 16,500 new units from 2010-2027.

- 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.
- CC 8 'Change and Renewal' states that new development should fully exploit opportunities to contribute to the improvement of the City Centre in terms of character and function, taking account of other policies in the Core Strategy.
- 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 and conservation areas; and, that the Council will support high density and mixed use development in the City Centre.
- 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 H.1 'Overall Housing Provision' states that high density developments (over 75 units per hectare) are appropriate in the City Centre given its accessible location; and, there will be a presumption towards high density housing development, within mixed use schemes which contribute to regeneration initiatives and provide sustainable/well-designed accommodation that meets the needs of workers moving to Manchester. New residential development should take account of the need to: contribute to creating mixed communities by providing house types to meet the needs of a diverse and growing Manchester population; support growth of previously developed sites in sustainable locations; provide a design and density that contributes to the character of the local area; make provision for useable amenity space (i.e. balconies and shared open spaces), provide for parking cars and bicycles, and the need for appropriate levels of insulation; address any existing deficiencies in green infrastructure; prioritise sites that are in close proximity to centres and public transport routes; and, be designed to give privacy to both its residents and neighbours.

- Policy T 1 'Sustainable Transport' states that the Council will support proposals that deliver a sustainable, high quality, integrated transport system to encourage a 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, particularly on major radial road routes. 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; and, the opportunity should be realised to create new areas of open space and improve permeability.
- 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 4 'Reducing CO2 Emissions by Enabling Low and Zero Carbon Development' states that all developments must follow the principle of the Energy Hierarchy; to reduce the need for energy through energy efficient design and features; and, meet residual energy requirements through the use of low or zero carbon energy generating technologies.
- Policy EN 6 'Target Framework for CO2 Reductions from Low or Zero Carbon Energy Supplies' requires applications for residential development of 10 or more units and all other development over 1,000 sqm to meet a minimum target.
- 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' 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.
- Policy EN 14 'Flood Risk' states that development should be directed away from sites at the greatest risk of flooding and towards sites with little or no risk of flooding; and, that new development should minimise surface water run-off.
- Policy EN 16 'Air Quality' states that developers should take measures to minimise and mitigate the local impact of emissions from traffic generated by the development, as well as emissions created by the use of the development itself.
- 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; adequacy of internal accommodation and external amenity space; refuse storage and collection; vehicular access and car parking; effects relating to biodiversity, landscape, archaeological or built heritage; and green infrastructure including open space.

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

5.35 5.7 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 26 'Quay Street/Deansgate/Liverpool Road/River Irwell' advises that the area is characterised by small office suites often used as medical consulting rooms or by solicitors and barristers. Lying for the most part within the St John Street and Castlefield

Conservation Areas, this is an area with an extremely rich mix of activities and opportunities.

- DC5.1 'Flat Conversions' sets out various criteria against which schemes to convert property to flats should be considered.
- DC5.2 'Flat Conversions' states that there will be a presumption in favour of flat conversions within large, old, difficult to re-use properties; and, where schemes provide improvement of housing stock.
- DC7.1 'New Housing Development' seeks to ensure new housing is accessible at ground floor level for disabled people where this is practical.
- DC18.1 'Conservation Areas' states that the Council will seek to preserve and enhance the character of designated conservation areas.
- DC19 'Listed Buildings' states that in determining planning applications for development involving or having an impact on listed buildings, the Council will have regard to the desirability of securing the retention, restoration, maintenance and continued use of such buildings and to protecting their general setting.
- DC26.1 'Development and Noise' states that the Council will consider the implications of new development being exposed to existing noise sources which are effectively outside planning control.

5.36 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)

5.37 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.
- 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 6 'Parking Guidelines' promotes the sensitive location of car parking and secure cycle parking.
- Section 7 'Housing Density and Mix' states that new housing development should not be viewed in isolation and proposals must be designed having regard to not only the immediately adjoining buildings but also the townscape of the wider area.
- Section 8 'Community Safety and Crime Prevention' promotes a safer environment.
- Section 10 'Internal Design Principles and the Provision of Space within Housing' promotes a high standard of internal design for new housing, encourages innovation and improved standards.

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

Design for Access 2 (2003)

- 5.11 This is the Council's best practice guidance on inclusive design standards. It sets out the City's aspirations for inclusive development and is intended for use by architects, planners, engineers, landscape architects and other designers. The document acknowledges that it may not always be possible to meet the access standards set out within the document.

6. Planning Appraisal

6.1 Having regard to the above relevant 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
- Heritage Considerations
- Design
- Potential Impact on Amenity
- Sustainable Development: Economic, Social and Environmental Benefits
- Air Quality
- Accessibility and Parking Provision
- Access for Disabled People
- Crime and Security Issues

6.2 Further details regarding the design of the scheme are provided in the Design and Access Statement prepared by Ollier Smurthwaite Architects.

Principle of Development

Residential Use

6.3 Planning policy guidance supports development that makes the best use of previously developed land and vacant buildings within an urban setting, which are well located in terms of existing activities and infrastructure. The population of Manchester continues to grow which is placing increasing pressure on the existing housing stock. The need for additional housing in Manchester is recognised by CS policies S03, CC 3 and H 1. CC 3 identifies a need for a minimum of 16,500 dwellings in the City Centre during the period March 2009–March 2027, with a presumption towards high density housing development. The provision of three dwellings will make a small but valuable contribution to meeting this need and at the same time assist in the regeneration of this part of the City Centre.

- 6.4 As noted at section 3, a number of applications for the conversion of office accommodation or medical practices on St John Street to residential use have recently been approved by Manchester City Council. Paragraph 6(f) of the NPPF advises that planning policies should recognise that residential development often plays an important role in the vitality of centres and encourage residential development on appropriate sites. In accordance with Core Strategy (CS) policies SP 1, EC 3 and CC 3 the proposed development will offer high quality residential accommodation within a sustainable City Centre location. The proposals are wholly appropriate due to the site's City Centre location, adjacency to neighbouring residential uses, good positioning in terms of activities/infrastructure and accessibility by various modes of public transport.
- 6.5 The proposals will involve the sensitive conversion of a former townhouse back to its original use as residential accommodation. The proposals will provide high quality residential accommodation including two town houses and an apartment. The proposals therefore provide a mix of dwellings and will be suitable to a range of occupiers including families, couples and single people. Future residents are likely to be economically active people who will contribute to the long term economic growth of the City Centre.
- 6.6 The proposed development would be in a highly accessible location close to existing services, employment opportunities and high quality public transport facilities, significantly reducing the need to travel by private car and thereby contributing to Core Strategy spatial objective SO1 (Spatial Principles) which seeks sustainable development that can assist in halting climate change.

Loss of Employment Use

- 6.7 CS policy EC 2 states that alternative uses can be supported in existing employment space where the existing use is unviable. The policy advises that:

'The Council will seek to retain and enhance existing employment space and sites. Alternative uses will only be supported on sites allocated accordingly, or if it can be demonstrated that:

- *The existing use is un-viable in terms of business operations, building age and format;*

- *The existing use is incompatible with adjacent uses;*
- *The existing use is unsuitable for employment having regard to the Manchester-Salford - Trafford SFRA; or*
- *On balance, proposals are able to offer greater benefits in terms of the Core Strategy's vision and spatial objectives than the existing use.'*

6.8 St John's Buildings Barristers Chambers have recently operated from the application building which is merged with 26 and 24 St John Street to create one larger office building. The Barristers primarily use the application building as meeting rooms, rather than as the primary working space. Applications 129613/FO/2021 and 129614/LO/2021 granted planning and listed building consent for the reinstatement of the subdivision between 28 St John Street and the other buildings, to create a smaller self-contained office building. The reinstatement has not yet been implemented, however due to changing office requirements and competition from purpose-built office accommodation in the city centre, there has not been the demand for the use of 28 St John Street as a self-contained office unit. Similarly, the existing premises is surplus to need; St John's Chambers Barristers who currently operate from the building will be vacating 28 St John Street but will continue to operate from 26 and 24 St John Street. This is likely a reflection of changing office requirements and habits, which have shifted following the response to the Covid-19 pandemic and increased use of technology in working practices. Whilst floorspace at 28 St John Street would no longer be in employment use, it will not result in a business relocating from the City Centre or indeed St John Street. There will also be no reduction in employees as a result of the proposals.

6.9 Manchester has recently seen considerable development of new office accommodation within the city centre helping to outweigh the loss of the application floorspace as office accommodation. This allied with the benefits of providing high quality housing in the city centre which is in line with strategic policy aims, is considered to outweigh any harm associated with the loss of employment use at the site.

6.10 It is important to highlight that the proposed scheme is also deliverable on the site due to the following reasons:

- It is Available – The applicant owns the building and is in a position to redevelop it once planning permission is obtained.
- It is Suitable – The suitability of the site for residential development is confirmed throughout this report.
- It is Achievable – There are no policy restrictions or development constraints that would impact on the scheme's deliverability. Should planning permission be granted, the applicant is keen to commence works on site.
- It is Viable – The scheme is financially viable and deliverable.

6.11 In general terms the benefits of the scheme are that it:

- Involves the sympathetic restoration and conversion of a heritage asset building back to its original intended use, which will secure its long-term future.
- The proposed dwellings will meet an identified need for accommodation in Manchester City Centre and contribute to the creation of a sustainable community.
- Ensures no adverse impact on the amenity of existing neighbouring uses, whilst the design of the dwellings will enable a good standard of living for future occupants.
- Will secure direct investment into the local community through the provision of jobs during the construction stage and spending in nearby facilities by future residents.
- Involves the development of a site 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 proposed use will encourage natural surveillance to help reduce crime and the fear of crime.
- The building is not affected by any development constraints which can't be mitigated through the planning process.

- 6.12 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.

Heritage Considerations

- 6.13 The application site comprises two Georgian townhouses, 28 St John Street and 15A Byrom Street, which have been merged at some point in the past and possibly when the premises was in use as a hospital. The application building is Grade II listed and therefore is a designated heritage asset. The site is located within St John Street Conservation Area and several properties on both the north and south side of St John Street are also listed. The proposals therefore also have the potential to impact upon the heritage significance of the Conservation Area and the setting of nearby listed buildings. Accordingly a Heritage Statement prepared by Paul Butler Associates has been submitted as part of the planning application. The statement provides a detailed physical description of the application building externally; identifies the heritage significance of the application building and the St John Street Conservation Area; and, appraises the proposed scheme against this significance.
- 6.14 The heritage statement concludes that the proposed scheme will have a positive heritage impact on the heritage significance of the application building, the St John Street Conservation Area, and nearby listed buildings, thereby according with section 16 of the NPPF; CS policies CC 9, EN 1 and EN 3; UDP policies DC18.1 and DC19; and the Guide to Development in Manchester SPD.

Design

- 6.15 The application proposes only limited external alternations, namely the reinstatement of a blocked up doorway on the Byrom Street elevation. The removal of the bricked up opening and reinstatement of this original feature will positively impact the appearance of the building and this localised part of the Conservation Area.

- 6.16 Internally, all works will be undertaken sensitively to the highest standard, with materials used that are appropriate to the character of the building. The proposals are consistent with Chapter 12 of the NPPF, Saved policy DC18.1, and Core Strategy Policies CC 9, DM 1 and EN 3.

Potential Impact on Amenity

- 6.17 The application site adjoins office accommodation on St John Street, and residential use located at 15 Byrom Street. The proposed residential use is considered to be compatible with both adjoining uses and there are no concerns with regard to impact on amenity to neighbouring uses or vice versa.
- 6.18 In relation to the proposed residential use, it is important to consider whether the proposed dwellings will provide future occupants with a satisfactory level of amenity. The proposed dwellings will offer a good level of outlook and be free from overlooking. The basement apartment whilst being served by lightwells, will also benefit from a good level of outlook by virtue of the number and relatively large lightwells which extend considerably above the external ground level. All habitable rooms in this apartment are served by lightwells. The proposed internal layout will also provide a good level of amenity, and all dwellings will meet the Nationally Described Space Standards.
- 6.19 A key issue associated with the amenity of future residents of the scheme is the potential impact from external sources. Accordingly, a Noise Assessment prepared by AEC considers this potential impact. The report establishes that the main contributors to the acoustic climate is local road traffic on surrounding roads. The report recommends secondary glazing and ventilation specifications. It is envisaged the details of these measures can be secured via condition.
- 6.20 The proposed dwellings will not include any private external amenity space. There is no existing external area within the application site, and the listed status of the building means that opportunities to create external areas would be inappropriate. St John's Gardens, a public green space, is situated directly opposite the site only some 12 metres away. Future

residents will benefit from access to this space, as well other parks within the city centre. Given the constraints associated with the listed status of the existing building, and the proximity of the site to St John's Gardens, then on balance the proposals are considered acceptable.

- 6.21 In summary, the proposed development will not have an adverse impact on the amenity of existing neighbouring uses, nor will the amenity of future residents be adversely affected by surrounding uses and noise sources. As such, the development complies with relevant policies contained within the NPPF, CS policy DM 1, UDP policies 5.1 and DC26.1 and the 'Guide to Development in Manchester' SPD.

Sustainable Development: Economic, Social and Environmental Benefits

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

Economic Benefits

- 6.23 The proposed development will bring a number of economic benefits during and post construction, particularly in terms of job creation in the conversion of the building and increased expenditure in the City Centre. A shortage of housing can act as a barrier to people accessing job opportunities, thus preventing the City from achieving its economic potential. Although the number of dwellings proposed is low, the scheme will help to meet the needs of local people and those moving to the City.

Social Benefits

- 6.24 The proposed scheme will enable the application building to be returned to its original intended use as residential accommodation. Residential use is also considered to be the optimum viable use for the building and will ensure the ongoing maintenance and preservation of the heritage asset. The proposed housing mix will help meet the local demand for residential accommodation in the City Centre whilst the residential use will

increase activity and provide passive surveillance along St John Street and Byrom Street during the evening hours helping to minimise the potential for crime. Due to the site's location within the City Centre, there are an array of amenities and employment opportunities on offer, whilst the site is accessible by all major non-car modes of transport.

Environmental Benefits

- 6.25 The proposed scheme will have significant environmental benefits since it involves the conversion of underutilised floorspace. The reuse of the building will potentially reduce development pressure on greenfield sites and help the Council meet their 90% target for new development to be on previously developed land. The City Centre location ensures that the site is highly accessible, thereby reducing the need to travel by unsustainable modes of transport. The scheme will also provide secure cycle storage facilities for future residents.
- 6.26 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 CS policies, EN 4, EN 6, EN 8 and DM 1.

Air Quality

- 6.27 The application site is located within an Air Quality Management Area. The proposals have the potential to cause exposure of future residents to any existing air quality issues, as well as air quality impacts during operation. As such, an Air Quality Assessment was undertaken in order to determine baseline conditions, consider location suitability for the proposed end-use and assess potential effects as a result of the scheme. The report concludes that the site is considered suitable for the proposed end-use from an air quality perspective without the inclusion of mitigation, and that air quality is not considered to be a constraint to the development.

Accessibility and Parking Provision

- 6.28 The proposed development does not accommodate any dedicated car parking provision. The site is highly accessible by public transport and future residents of the proposed scheme will have a very good range of public transport travel choices. There are numerous bus stops within 400m walking distance of the site with extensive bus services served from these stops. The site is located within walking distance of St Peters Square, Market Street and Deansgate Metrolink Stations and four railway stations, three of which are rail hubs for the city and the wider region. The lack of car parking will help to encourage sustainable transport choices.
- 6.29 Should residents ultimately require access to a car, there are numerous large car parks nearby including NCP car parks at Spinningfields, the Great Northern and Manchester Central which offer season tickets. In addition, car club facilities are within walking distance of the site at Lower Byrom Street, Duke Street, Queen Street, and Bridgewater Street and provide a realistic alternative to car ownership.
- 6.30 Overall, there are no highway, traffic or transport reasons to withhold planning permission for the scheme. It has been demonstrated that the scheme accords with the transport requirements of the NPPF, policy T 2 of the Core Strategy and section 3 'Accessibility' of the Guide to development in Manchester SPD.

Access for Disabled People

- 6.31 Currently the building does not have wheelchair access. Consideration has been given to providing wheelchair access to the dwellings, however due to constraints associated with converting an existing building which is also Grade II listed this has not been possible.
- 6.32 Each property involves floorspace on levels that is accessed via stairs, as such the accommodation is not likely to appeal attractive to people with impaired mobility. Providing wheelchair access to the ground floor level of both of the townhouses has been considered, however given the listed status of the building and the existing stepped access which encroaches on a public footpath, it has not been considered appropriate or practical to

provide a ramped access. Instead, it is proposed that a temporary, moveable ramp be used should this be required to allow visitors access into the property.

- 6.33 The City Council document 'Design for Access 2' provides a best practice guide for providing disabled access to and within the buildings. The document however acknowledges that it may not always be possible to meet the access standards set out within the document. For the reasons given above it is considered that provision of full disabled access should not be insisted upon by the City Council.

Crime and Security Issues

- 6.34 The proposed dwellings will provide passive surveillance along St John Street and Byrom Street in the evening hours outside the opening times of nearby businesses, which will help to reduce and improve safety by deterring criminal activity and reducing the fear of crime.
- 6.35 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.

Servicing: Waste Management

- 6.36 With regards to waste storage and collection, a waste management strategy has been prepared (see Appendix 1). Each dwelling will have provision for internal storage of refuse and recycled waste. There is no external space associated with the application building, whilst the constraints of working with a listed building mean that there is no opportunity to create a communal refuse store. Instead, residents will place bagged waste on the street the night before collection day. This arrangement is consistent with other similar sites in the city centre and is considered acceptable given the constrained nature of the site. The approach to waste management ensures that the scheme complies with the provisions of the NPPF, CS policies EN 19, DM 1 and section 4 'Environmental Standards' of the Guide to Development SPD.

7. Conclusion

7.1 The proposed residential development will provide a series of economic, social and environmental benefits. These include:

- Involves the sympathetic restoration and conversion of a heritage asset building back to its original intended use, which will secure its long-term future.
- The proposed dwellings will meet an identified need for accommodation in Manchester City Centre and contribute to the creation of a sustainable community.
- Ensures no adverse impact on the amenity of existing neighbouring uses, whilst the design of the dwellings will enable a good standard of living for future occupants.
- Will secure direct investment into the local community through the provision of jobs during the construction stage and spending in nearby facilities by future residents.
- Involves the development of a site 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 proposed use will encourage natural surveillance to help reduce crime and the fear of crime.
- The building is not affected by any development constraints which can't be mitigated through the planning process.

7.2 In addition, and following pre-application consultation with Council officers, a series of reports have been commissioned in support of the application which confirm that the development will have a positive impact on the heritage significance of the application building, nearby listed buildings and the St John Street Conservation Area; and, will ensure acceptable levels of amenity for future residents with regard to noise and air quality.

- 7.3 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 Nikar Properties (No 2) Limited, and look forward to working with Manchester City Council in progressing the application through to a positive determination.

Appendix 1: Waste Management Strategy

Appendix E Proforma for Planning Applications



MANCHESTER
CITY COUNCIL

Planning Application – Waste Management Strategy

Planning Application Number:

Date Submitted:

Estimated volumes/ m² required by the development

Low Rise Domestic

Waste Types	Capacity Required (litres)	Number of bins required per household	Confirm what is to be provided
General refuse	140 / 240	1 x wheeled bin	✓
Pulpable Recycling	140 / 240	1 x wheeled bin	✓
Mixed Recycling	140 / 240	1 x wheeled bin	✓
Garden Waste	140 / 240	1 x wheeled bin	
Food Waste	23	1 x 23 litre caddy	

High Rise Apartment Developments

	Yes/No - how much space has been provided?
0.43m ² has been provided per apartment for the container space. Space to manoeuvre and access containers individually has also been provided so that each container can be accessed and removed for collection individually.	

Commercial Developments

Please state number of bins you propose, showing calculations where appropriate.

General Waste -
Pulpable Recycling -
Mixed Recycling -
Food Waste -
Industrial Waste -

Has / will a contract be obtained with a licenced waste carrier?

☐

Mixed Use Developments

Are the stores for residential and commercial separate from each other?

☐

Internal Stores (Residential and Commercial)

Please provide details of internal stores / segregation of waste and recycling.

Storage Areas for Waste Containers (Residential and Commercial)

Please provide details of container stores, attaching plans if appropriate.

Ensure all bins in the store are accessible

☐

Ensure recycling facilities are as easy to access as general refuse

☐

Please confirm details of waste store ventilation and hygiene / cleaning proposals

Ventilation -

Hygiene -

Please provide details of who will be responsible for placing the bins at the collection point and returning them to the store / property promptly e.g. resident / management company

--

Please ensure that you have attached:

Detailed plans of waste stores	☐
Location plans showing stores	☐
Location plans showing the proposed collection point and the route the collection vehicle will take	☐

Please ensure that you have completed this form in accordance with our GD04 Waste Storage and Collection Guidance for New Developments