

Planning

Growth & Development

Delegated officer report for planning application

Application no. 134349/LO/2022

Date registered valid: 12 July 2022

Proposal: LISTED BUILDING CONSENT for the reinstatement of the entrance rotunda to its original form, with balustraded gallery and top lit dome, installation of additional internal infrastructure and servicing (CCTV network, access controls, control box and, cabling) together with improvements to the external fabric of the building including masonry cleaning and repairs, patch pointing, window repairs, and attending to roof and other defects on a 'like for like' basis.

Address: Chorlton District Library, Manchester Road, Chorlton, Manchester, M21 9PN

Ward(s): Chorlton Ward

Applicant: Jane McKevey, Manchester City Council, Citywide Services Manager - Place, Libraries, Galleries And Culture, PO Box 532, Town Hall, Manchester, M60 2LA

Agent (if any): Mr Frank Duncan Sanderson, Kepczyk Pearce Sanderson Ltd, 75 Wilmslow Road, Handforth, Wilmslow, SK9 3EN

Case officer: Constance Phillips
Tel: 0161 234 5792
Email: constance.phillips@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 5 September 2022



Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 28 July 2022

Standard consultations: Printed: 20 July 2022 Expired: 10 August 2022

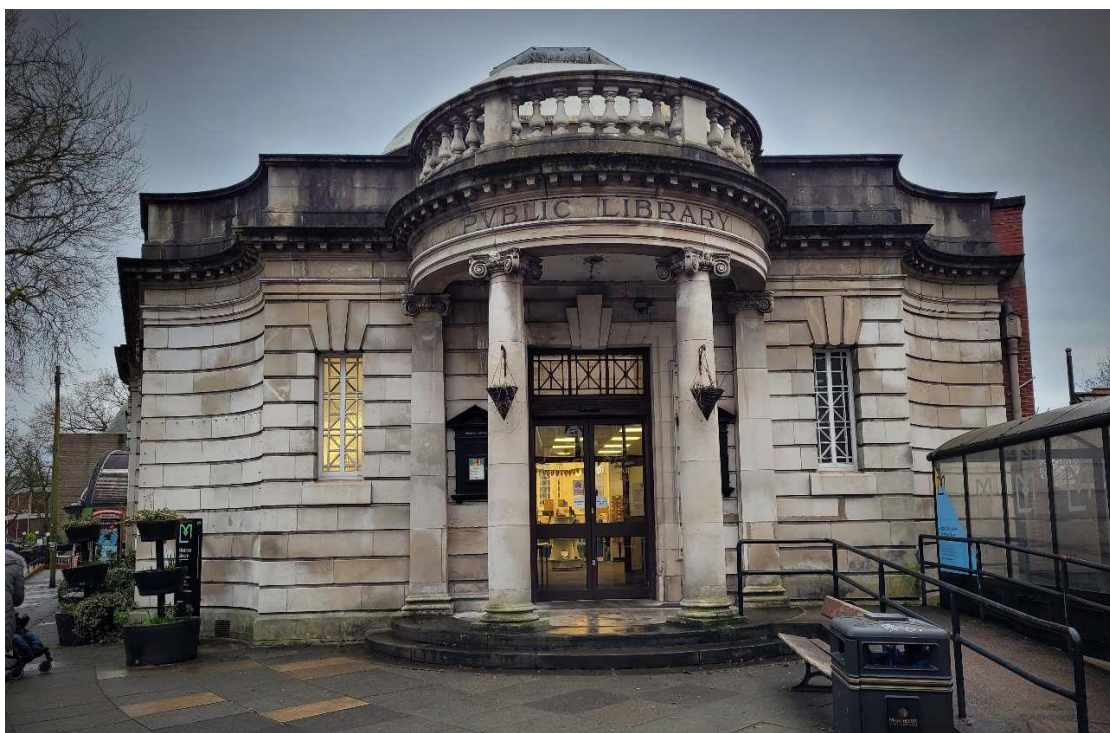
Neighbour notifications: Printed: 20 July 2022 Expired: 10 August 2022

Site notice: Posted: 21 July 2022 Expired: 11 August 2022

Press advert: Published: 26 July 2022 Expired: 16 August 2022

Departure from Development Plan: No

Environmental Statement: Not required



Description of site/building

Listed building: Grade II

Conservation area: N/a

Tree Preservation Order: N/a

The application relates to a grade II listed, detached, part single part two storey library built in 1914 from red brick and Portland stone, with a portico entrance and glazed dome/rotunda with a round first floor balustrade. It was designed by Henry Price and financed by Andrew Carnegie, along with the Didsbury and Withington libraries. In 1964 a modern red brick extension was built to the rear and in the 1980s internal works were undertaken to modernise the library, which

included reconfiguring the layout, the installation partition walls and a false ceiling to conceal the rotunda and create a first floor staff room.

Description of area

The library occupies a plot adjacent to the grade II listed Sedge Lynn pub on Manchester Road, with Longford Road to the north and Oswald Primary School to the west. The library lies within Chorlton District Centre, surrounded by a mixture of uses and buildings of a variety of ages and styles.

Description of development

Listed Building Consent is sought for the following works:

Internal

- Reinstall and repair rotunda and dome by removing false ceiling and partition walls
- Reinstall 1st floor balcony and balustrade using historic photos
- Repair/replace ornate plasterwork
- Upgrade electrical and mechanical services using existing distribution equipment and ducts
- Reconfiguration of extension, to allow for a new meeting room
- New/improved ventilation and heating system for extension and rotunda

External

- Cleaning and repairs to masonry, mortar and stonework
- Roof to be repaired (felt replaced)
- Tank room door to be replaced
- Bin store doors to be replaced
- Security fencing to be moved and replaced
- Windows to be repaired

Consultations & Notification Responses

Local residents, as per appendix 1 – No comments received.

Advertised in the Manchester Evening News and via a site notice – One letter of support was received:

I support this application for Listed Building Consent, which I consider will sympathetically modernise the library's services while reinstating hidden and partly lost detail. The existing interior features proposed to be removed have a negative impact on the historic asset, and the proposed new and reinstated features will considerably improve the experience of the building as well as allow for modern services to be inserted.

Chorlton Voice – *Chorlton Voice welcome the investment in improving our library and the attention given to restoring historic details. However, we question whether any meaningful pre-application consultation has been carried out. Chorlton Voice are regular users of the community room for public meetings and we have been given no opportunity to discuss the proposals. We are concerned that the reduction in size of the meeting room may preclude our use of it. We are also very concerned that subdivision of the existing meeting space splits the residual community room from the opening windows; how is the room to be ventilated?*

Policies

The Core Strategy Development Plan Document 2012 -2027 ("the Core Strategy") was adopted by the City Council on 11th July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan (UDP) as the document that sets out the long term strategic planning policies for Manchester's future development.

Those which are of particular relevance to the proposal are as follows:

Policy DM1 - Development Management

This policy states that all development should have regard to the following specific issues for which more detailed guidance may be given within a supplementary planning document:

- Appropriate siting, layout, scale, form, massing, materials and detail.
- Impact on the surrounding areas in terms of the design, scale and appearance of the proposed development. Development should have regard to the character of the surrounding area.
- Effects on amenity, including privacy, light, noise, vibration, air quality, odours, litter, vermin, birds, road safety and traffic generation. This could also include proposals which would be sensitive to existing environmental conditions, such as noise.
- Accessibility: buildings and neighbourhoods fully accessible to disabled people, access to new development by sustainable transport modes.
- Community safety and crime prevention.
- Design for health.
- 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.
- Green Infrastructure including open space, both public and private.
- The use of alternatives to peat-based products in landscaping/gardens within development schemes.
- Flood risk and drainage.
- Existing or proposed hazardous installations.
- Subject to scheme viability, developers will be required to demonstrate that new development incorporates sustainable construction techniques.

Policy SP1 - Spatial Principles

Development in all parts of the City should make a positive contribution to neighbourhoods of choice including creating well designed places that enhance or create character and protect and enhance the built and natural environment.

Policy EN1 - Design Principles and Strategic Character Areas

This policy states that all development in Manchester will be expected to follow the seven principles of urban design, as identified in national planning guidance and have regard to the strategic character area in which the development is located. Opportunities for good design to enhance the overall image of the City should be fully realised, particularly on major radial and orbital road and rail routes.

Policy EN3 – Heritage

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. Proposals which enable the re-use of heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

Historic sites and areas of particular heritage value should be both safeguarded for the future and, where possible, enhanced both for their own heritage merits and as part of wider heritage regeneration proposals. Conservation areas (see Figure 12.2) and buildings that are statutorily listed are protected under national legislation guidance. The Council maintains information on the City's heritage assets. It is expected that developers will carry out an appropriate appraisal of issues relating to heritage assets. Re-use of empty listed buildings will be encouraged subject to consideration of the building's special interest and significance.

Saved Unitary Development Plan (1995) policies of relevance:

Policy DC19 – Listed Buildings

Policy DC19.1 states that in determining applications for listed building consent or planning applications for development involving or having an impact on buildings of Special Architectural or Historic Interest, 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. In giving effect to this policy, the Council will:

- a. not grant Listed building consent for the demolition of a listed building other than in the most exceptional circumstances, and in any case, not unless it is satisfied that every possible effort has been made to continue the present use or to find a suitable alternative use;
- b. not permit a change of use of a listed building, where it would have a detrimental effect on the character or appearance of the building;
- c. not permit any external or internal alteration or addition to a Listed building where, in its opinion, there would be an adverse effect on its architectural or historic character;
- d. seek to preserve and enhance the settings of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features;
- e. permit demolition only where there are approved detailed plans for redevelopment and where there is evidence of a firm building contract;
- f. not permit alterations to a listed building which would prevent the future use of any part of the building, in particular upper floors or basements, or where poor maintenance is likely to result.

National Planning Policy Framework (2021) - The NPPF sets out the Government's planning policies for England and how these should be applied. It provides a framework within which locally-prepared plans for housing and other development can be produced. Planning law requires that applications for planning permission be determined in accordance with the development plan, i.e. the Core Strategy Development Plan Document and accompanying policies, unless material considerations indicate otherwise. The National Planning Policy Framework is a material consideration in planning decisions.

Chapter 16 – Conserving and enhancing the historic environment – Paragraphs of relevance include:

Paragraph 197 in Section 16 states that in determining planning applications, local planning authorities should take account of:

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

Paragraph 199 states 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.

Paragraph 200 states 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.

Paragraph 202 states that where a development proposal will lead to less than substantial harm to the significance of a designated heritage asset, this harm should be weighed against the public benefits of the proposal including, where appropriate, securing its optimum viable use.

Paragraph 208 states that local planning authorities should assess whether the benefits of a proposal for enabling development, which would otherwise conflict with planning policies but which would secure the future conservation of a heritage asset, outweigh the disbenefits of departing from those policies.

Other Material Considerations

Legislative Requirements - Sections 16(2) and 66(1) of the Planning (Listed Building and Conservation Areas) Act state that decision makers must have "special regard to the desirability of preserving the building or setting or any features of special architectural or historic interest which it possesses."



Issues

Principle – External repair works and cleaning, internal remodelling, new servicing, reinstatement of original features and the original layout and replacement of decayed elements with like-for-like are generally acceptable in principle, particularly when there are clear public

benefits to the proposals. The building is still in use as a public library and the corporate landlord is looking to add services and extend opening hours, keeping the building within its original use. Whilst the general principle of the works is considered acceptable, careful consideration of the proposal's impact on the fabric, character and significance of the listed building is required.

Impact on the character and fabric of the Listed Building – The requirement to preserve or enhance the setting of the Listed Building is a key requirement within policy EN3 of the Core Strategy and saved policy DC19 of the UDP, along with the objectives of the NPPF. As such, any new development must seek to retain the character of the site through careful detailing and the use of replica or compatible materials.

The new servicing, including CCTV, electrics, heating and ventilation will, where possible, re-use existing ducts and voids, mostly hidden from view. These are necessary for the security and comfort of the building for users and staff. Within the rear 1960s extension the applicants propose to alter the floorplan to allow for a separate meeting room and community use room, along with improved kitchen facilities. Chorlton Voice responded to the consultation in support of the proposals but expressed concern at the smaller meeting room (which they use themselves at present) however this is not a material planning consideration for Listed Building Consent.



The main works relate to the reinstatement of the original rotunda, which was hidden from view by the extensive 1980s works. Being one of the main architectural features of the building, its reveal and repair is welcomed. Below the dome, within the lobby, stud walls built in the 1980s would be removed to restore the original octagonal layout at both ground and first floor. The modern flooring is to be pulled up in this section of the building and, if the original parquet flooring exists beneath in acceptable condition, this will be retained and repaired. The original doors, which were moved in the 1980s, are to be put back in their original positions to the staff room/office and toilets on the edge of the octagon. The works to reverse the changes made in the 1980s and restore original features will improve the setting and character of the listed building, particularly when viewed internally.

Externally the timber tank room and bin store doors are to be replaced like for like, some damaged roofing felt is to be replaced and the numerous multi-paned timber sash windows are to be repaired with like for like elements also, with a thorough schedule of repairs and replacements received with the application. The security fencing to the rear, between the library's rear yard and Sedge Lynn pub, is to be replaced with 2.4m high black weld mesh fencing, which is acceptable given its location at the rear, adjacent to the non-listed extension, where it is screened from public view by the community gardens.

Conditions have been attached requiring additional details for several aspects of the works, including the dome repairs and balustrade replacement, remedial concrete works to the coffering, lantern glazing and portico entrance, once further investigation has taken place.

Whilst it is necessary to have special regard to the desirability of preserving the setting of any affected Heritage Assets, it is considered that the small instances of low physical harm resulting from the proposed works to the building are acceptable and that the impact on the special character and fabric of the building would be less than substantial and is balanced by the legislative requirement to secure the continued use of the heritage asset.

When considering the overall harm to the listed building, the proposal will not lead to 'substantial harm' or the total loss of the significance of the heritage asset. The key features of the heritage asset, i.e. the original library building minus the extension, will remain broadly unchanged. Any potential harm to the building is limited to the works within the non-listed extension. In this instance the proposals seek to retain features of significance and would allow an appreciation and revealing of significance that was not previously observable due to past interventions and inappropriate works to the building in the 1980s. The proposed works are considered to give rise to less than substantial harm to the designated heritage asset.

The public benefits of the proposals include the following:

- Works will allow for the library to be used by the public outside of existing opening times, as part of the 'Open Plus' programme.
- The reinstated rotunda will make for a more pleasant entrance to the building, letting natural light in.
- Internal repairs and maintenance as well as various improvements will improve the user experience for visitors, with better security, heating and ventilation.
- Repairs and maintenance to the external walls and roof of the building, including redoing poor quality stone repairs from the 1980s, removal of vegetation and replacement of decayed RWG will improve the appearance of the building to the benefit of Chorlton residents and the Manchester Road streetscene.

Conclusion – As any harm is considered to be 'less than substantial', paragraph 202 of the NPPF requires that the impact of the development should be evaluated against the mitigation that would be provided from the wider public benefits of the scheme including securing its optimum viable use which can include heritage benefits.

In the context of the NPPF and S66 of the Act, it is considered that the scheme strikes a balance between the impact of the changes on the significance of the building, and the public benefits and where there is harm, this would be less than substantial. It is considered for the reasons outlined above that the overall approach to the renovation of the rotunda, repairs and improvement works would, subject to conditions relating to matters of detail, have an acceptable impact on the character and historic fabric of the listed building.

Human Rights Act 1998 considerations

This application needs to be considered against the provisions of the Human Rights Act 1998. Under Article 6, the applicants (and those third parties, including local residents, who have made representations) have a right to a fair hearing and to this end the local planning authority must give full consideration to their comments.

Protocol 1 Article 1, and Article 8 where appropriate, confer(s) a right of respect for a person's home, other land and business assets. In taking account of all material considerations, including Council policy as set out in the Core Strategy and saved policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Approve

Article 35 Declaration

Officers have worked in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Appropriate conditions have been attached to the approval.

Condition(s) to be attached to decision for approval

1) The development must be begun not later than the expiration of three years beginning with the date of this permission.

Reason - Required to be imposed pursuant to Section 18 of the Planning (Listed Buildings and Conservation Areas) Act 1990.

2) The development hereby approved shall be carried out in accordance with the following drawings and documents:

- Heritage Impact Assessment
- Design and Access Statement
- Proposed drawings: 0010, 0011, 0012, 0013, 0020, 0021, 0030, 0031, 0040, 0050, 0051, 0060, 0070, 1000
- Proposed drawings: FR002, FR003, FR004, FR005, FR006, FR007, FR008, FR009, FR010, FR011, FR012, FR013, FR014, FR015, FR016, FR017, FR018, FR019, FR020, FR023, FR024, FR025, FR027, FR21, FR22

Stamped as received by the City Council as local planning authority on the 12th July 2022.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1 and DM1 of the Core Strategy.

3) Notwithstanding the details as set out in condition 2 above, no development shall commence in relation to the following work unless and until final details (including where appropriate specification and method statement) of the following have been submitted to and approved in writing by the City Council as Local Planning Authority:

- a) The first floor balustrade;
- b) Remedial concrete works to the coffering and underside of the rotunda;
- c) The de-stratifying fans and radiators within/under the rotunda and gallery;
- d) Works to reinstated lantern including replacement glazing;
- e) Works/repairs to the portico entrance and underside of balcony;

All of the above shall be implemented in accordance with the approved details before the use commences:

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

4) Before any brickwork and stonework repairs are carried out, samples of the materials to be used for the repairs and the mortar to be used shall be submitted to and approved in writing by the City Council as Local Planning Authority. The works shall be carried out in accordance with the approved materials and mortar composition.

Reason -To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity and character of the area and the

designated heritage asset, as specified in policies SP1, EN3 and DM1 of the Core Strategy and saved Unitary Development Plan policy DC19.

5) Rainwater goods shall be replaced like-for-like, including RAL finish, with the historic hoppers and brackets to be retained and repaired to match.

Reason - To ensure an acceptable development at the listed building, pursuant to policy DM1 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan.

5) Before any external elevation cleaning takes place, full details of the proposed cleaning method(s) shall be submitted to and approved in writing by the City Council as Local Planning Authority. The cleaning shall be carried out in accordance with the approved method. A sample panel showing the result of the approved cleaning method shall be inspected and approved on site by the Local Planning Authority before the wholesale cleaning of the elevations takes place.

Reason - To ensure an acceptable development at the listed building, pursuant to policy DM1 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan.

Appendix 1 – List of consultees & neighbours notified

46A Manchester Road, Chorlton, Manchester, M21 9PH
8 Longford Road, Manchester, M21 9PL
6 Longford Road, Manchester, M21 9PL
4 Longford Road, Manchester, M21 9PL
42 Manchester Road, Chorlton, Manchester, M21 9PH
Ground Floor And First Floor, 52 - 54 Manchester Road, Chorlton, Manchester, M21 9PH
52 - 54 Manchester Road, Chorlton, Manchester, M21 9PH
56 - 58 Manchester Road, Chorlton, Manchester, M21 9PH
Funeral Parlour Junction Nicholas Road, Manchester Road, Chorlton, Manchester, M21 9PN
38A Manchester Road, Chorlton, Manchester, M21 9PH
Village Dry Cleaners, 38 Manchester Road, Chorlton, Manchester, M21 9PH
45A Manchester Road, Chorlton, Manchester, M21 9PW
Oswald Road Primary School, Oswald Road, Manchester, M21 9PL
Flat 3, 40 Manchester Road, Chorlton, Manchester, M21 9PH
Flat 6, 40 Manchester Road, Chorlton, Manchester, M21 9PH
Flat 2, 40 Manchester Road, Chorlton, Manchester, M21 9PH
45 Manchester Road, Chorlton, Manchester, M21 9PW
36 Manchester Road, Chorlton, Manchester, M21 9PH
2 Nicolas Road, Manchester, M21 9LQ
44 Manchester Road, Chorlton, Manchester, M21 9PH
46 Manchester Road, Chorlton, Manchester, M21 9PH
21A Manchester Road, Chorlton, Manchester, M21 9PN
Flat 7, 40 Manchester Road, Chorlton, Manchester, M21 9PH
Flat 4, 40 Manchester Road, Chorlton, Manchester, M21 9PH
Flat 5, 40 Manchester Road, Chorlton, Manchester, M21 9PH
Flat 1, 40 Manchester Road, Chorlton, Manchester, M21 9PH
34 Manchester Road, Chorlton, Manchester, M21 9PH
47 Manchester Road, Chorlton, Manchester, M21 9PW
50 Manchester Road, Chorlton, Manchester, M21 9PH
Chorlton House, 70 Manchester Road, Chorlton, Manchester, M21 9UN
2 Longford Road, Manchester, M21 9PL
43 Manchester Road, Chorlton, Manchester, M21 9PW

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4

Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M

Susceptible to Surf Water Flood (Less)

Area Team Boundary - Name: SOUTH AREA