



Supporting Planning and Heritage Statement

Mansfield Chambers, St Ann's Square, Manchester

July 2022

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Report title: Supporting Planning Statement

Prepared by: Nicola Simpson and Emily Davies

Status: Final

Date: 29 July 2022

For and on behalf of Avison Young (UK) Limited

1. Introduction

- 1.1 This Planning, Design and Access (including Heritage) Statement has been prepared by Avison Young in support of an application for Listed Building Consent for the following development at Mansfield Chambers, St Ann's Square, Manchester:

"Listed Building Consent for proposed internal refurbishment works to upper floors"

- 1.2 This Statement addresses the relevant planning and heritage considerations, in addition to design and access requirements of the proposals.
- 1.3 The proposed development is presented on the suite of application drawings accompanying this application for Listed Building Consent.

Supporting Information

- 1.4 The following documents are submitted in support of this application:
- Application form, relevant land ownership certificate (duly signed) and relevant planning application fee;
 - Covering letter;
 - Planning, Design and Access (including Heritage) Statement prepared by Avison Young; and,
 - Full set of existing and proposed drawings prepared by Workspace Design and Build & Sixteen Real Estate, including:
 - Site Location Plan (2019_158_001 rev A);
 - Existing Ground Floor Plan (037MC2021 – 001);
 - Existing First Floor Plan (037MC2021 – 007);
 - Existing Second Floor Plan (037MC2021 – 015);
 - Existing Third Floor Plan (037MC2021 – 023);
 - Proposed Ground Floor Plan (037MC2021 – 001);
 - Proposed First Floor Plan (037MC2021 – 007);
 - Proposed Second Floor Plan (037MC2021 – 015); and,
 - Proposed Third Floor Plan (037MC2021 – 023).

2. Site and Surrounding Area

2.1 This chapter discusses the site's location, characteristics, and planning history.

The Site

2.2 Mansfield Chambers is located within the administrative boundary of Manchester City Council ('MCC') in the heart of Manchester City Centre. The site a listed building arranged over ground and three upper floors. This application relates only to the upper three floors, which comprise vacant office space. The site fronts St Ann's Square. A Site Location Plan is enclosed at **Appendix I**.

2.3 The building comprises the Grade II listed Mansfield Chambers (list UID: 1247654). The list entry is enclosed at **Appendix II**.

2.4 The site is located within the St Ann's Square Conservation Area.

Surrounding Area

2.5 The site is bound to the north by 13-15 St Ann's Square, a 6-storey unlisted mixed-use building. The building fronts St Ann's Square to its west. Adjoining the site to the south and east is 25 St Ann's Square, a Grade II* listed building (list UID 1270792).

2.6 The site is in the vicinity of several other listed assets, these include:

- Grade II listed Cobden's Statue (list UID: 1270783)- 20m south west;
- Grade II listed Royal Exchange (list UID: 1200826)- 20m north;
- Grade II listed 16 St Anne's Square (list UID: 1270795)- 30m west;
- Grade II Listed 18-20 St Ann's Square (list UID: 1247614)- 30m west;
- Grade II listed 22 St Ann's Square (list UID: 1247615)- 30m west; and,
- Grade I listed Church of St Ann (list UID: 1247612)- 50m south.

2.7 The site is well-connected to a range of public transport modes, including the Piccadilly Gardens bus and Metrolink interchange (470m east). The closest bus stop to Mansfield Chambers is the Barton Arcade bus stop which is served by free buses around the city centre as well as buses serving further destinations including Salford, Bolton, The Trafford Centre, and Warrington. The closest train station to the site is Manchester Victoria which is approximately 600m north of the site.

Planning History

2.8 A review of MCC's online planning register has been undertaken. The following applications have been made at the site over the last 10 years:

- 133624/FO/2022- External and internal works, including removal of existing external signage, removal of external ATMs and internally for removal of internal counters, ATMs, partitioning and all furniture. Validated 27/04/2022- Awaiting determination.

- 133625/LO/2022- LISTED BUILDING CONSENT External and internal works, including removal of existing external signage, removal of external ATMs and internally for removal of internal counters, ATMs, partitioning and all furniture. Validated 27/04/2022- Awaiting determination.
- 123108/LO/2019- LISTED BUILDING CONSENT for the installation of new ventilation system to existing rafts and ceiling. Approved 01/07/2019.
- 111507/FO/2016- The relocation of 2no. existing ventilation condensers from the Ground Floor Plant Room to the external structure of the light well. Approved 20/09/2016.
- 111502/LO/2016- LISTED BUILDING CONSENT The Relocation of 2no. existing ventilation condensers from the Ground Floor Plant Room to the external structure of the light well. Approved 20/09/2016.
- 099540/LO/2012/C1- LISTED BUILDING CONSENT The relocation of 2no. existing ventilation condensers from the Ground Floor Plant Room to the external structure of the light well. Approved 12/11/2012.
- 099539/FO/2012/C1- The relocation of 2no. existing ventilation condensers from the Ground Floor Plant Room to the external structure of the light well. Approved 12/11/2012.

Summary

- 2.9 The site comprises the upper three floors of a Grade II listed building currently in use as offices. The site has been subject to several planning and listed building consent applications, which have resulted in successive internal and external alterations to the building.
- 2.10 The site is situated in an accessible location in close proximity to amenities, services and infrastructure in Manchester City Centre and is well-connected to the public transport network.

3. Relevant Planning Policy Framework

- 3.1 This section of the Statement outlines the relevant adopted and emerging planning policy framework and guidance at a local and national level.

The Development Plan

- 3.2 Section 38(6) of the Planning and Compulsory Purchase Act 2004 states that decisions should be made in accordance with the Development Plan, unless material considerations indicate otherwise.
- 3.3 The relevant adopted Development Plan Documents for the area include:
- The Manchester Core Strategy (adopted July 2012) and Proposals Map; and,
 - Saved policies from the Unitary Development Plan ('UDP') (2004).

Manchester Core Strategy

- 3.4 The Manchester Core Strategy was adopted by the City Council on 11 July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy sets out the long-term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy.
- 3.5 As defined by the Proposals Map, the site is located within the Primary Shopping Area, City Centre, and Regional Centre and is situated within the St Ann's Square Conservation Area.
- 3.6 The key policies of the Core Strategy which apply to the site are summarised below:
- **Policy SP 1 (Spatial Principles)** encourages the regional centre to be the focus for economic development. The Policy states development should reuse previously developed land wherever possible and improve access to jobs.
 - **Policy EC 2 (Existing Employment Space)** states the Council will seek to retain and enhance existing employment spaces and sites.
 - **Policy 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.
 - **Policy CC 1 (Primary Economic Development Focus: City Centre and Fringe)** emphasises that the City Centre is a strategic economic location and focus of employment growth in the City and City Region.
 - **Policy CC 9 (Design and Heritage)** states that development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including listed buildings, conservation areas and scheduled ancient monuments.
 - **Policy EN 3 (Heritage)** states that, throughout the City, the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre. New developments must be

designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

- **Policy T 2 (Accessible areas of opportunity and need)** states that the Council will actively manage the pattern of development to ensure that new development is easily accessible by walking, cycling and public transport.

Unitary Development Plan ('UDP')

3.7 The Manchester UDP was adopted by the Council in July 1995. The Manchester Core Strategy replaces significant elements of the UDP. The following saved policies are relevant to this application for planning and Listed Building Consent.

3.8 The site is located within Area 6 (Deansgate/St Mary's Gate/Cross Street/John Dalton Street) of saved UDP Policy R 20 (Small Area Proposals).

- **Policy RC 20 Area 6 (Deansgate/St Mary's Gate/Cross Street/John Dalton Street)** suggests the area lends itself well to retailing and offices uses due to its fine buildings and the lack of through traffic.
- **Policy DC 18.1 (Conservation Areas)** states the Council will seek to preserve and enhance the character of its designated conservation areas by giving careful consideration to development proposals.
- **Policy 19.1 (Listed Buildings)** specifies 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. The Council will 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.

Other Material Considerations

3.9 There are a series of other planning policy guidance documents at the national level that are relevant to the determination of this application comprising:

- National Planning Policy Framework ('NPPF') (July 2021); and,
- National Planning Practice Guidance (March 2014).

3.10 A summary of the documents is provided below.

National Planning Policy Framework (NPPF) (2021)

3.11 The most recent iteration of the NPPF was published in July 2021. The NPPF sets out the Government's planning policies and guidance and how this is to be applied. The NPPF is a material consideration in the determination of planning applications.

- 3.12 Chapter 16 sets out the national planning policy relating to 'conserving and enhancing the historic environment'.
- 3.13 **Paragraph 197** states that, in determining applications, local planning authorities should take account of:
- the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation;
 - the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and,
 - the desirability of new development making a positive contribution to local character and distinctiveness.
- 3.14 **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.
- 3.15 **Paragraph 206** states that local planning authorities should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.

Planning Practice Guidance (PPG) (2014)

- 3.16 Planning Practice Guidance ('PPG') was introduced in March 2014. The PPG replaced a considerable amount of former guidance comprising Planning Policy Guidance Notes and Planning Policy Statements.
- 3.17 The PPG provides guidance relating to the 'Historic Environment'. Regarding decision-making, the PPG refers to 'Significance' stating that, in terms of heritage-related planning policy, it is defined in the Glossary of the National Planning Policy Framework as the value of a heritage asset to this and future generations because of its heritage interest. Significance derives not only from a heritage asset's physical presence, but also from its setting (Paragraph: 006 Reference ID: 18a-006-20190723).
- 3.18 With regard to providing an assessment of the impact of proposals on the significance of affected heritage assets, the PPG emphasises that the level of detail should be proportionate to the asset's importance and no more than is sufficient to understand the potential impact of the proposal on its significance (Paragraph: 009 Reference ID: 18a-009-20190723).

Summary

- 3.19 This section has identified a series of Development Plan Documents and other material considerations to be taken into account in the determination of the application.

4. Design and Access

- 4.1 This section demonstrates how the proposed development is a suitable response to the site and its setting and demonstrates that it can be adequately accessed by prospective users.

Description of Development

- 4.2 The application seeks Listed Building Consent for the following development:

"Listed building consent for proposed internal refurbishment works"

Ambition

- 4.3 The Applicant specialises in delivering high quality office space across Manchester. This proposal would bring a currently vacant Grade II listed building back into use. The proposal will allow the heritage asset to continue functioning as an office by upgrading the quality of space to meet with modern standards. Resultantly, the proposal would boost the vitality of St Ann's Square and Conservation Area by allowing a currently disused building to undergo the refurbishments required for it to operate as a usable office space.

The Proposal

- 4.4 The proposal will see the building remain in office use. The proposal is for the following internal works across the upper three floors:
- Replacement of carpet and floor covering and sanding of floor boards;
 - Removal of demountable partitioning;
 - Replacement of WC accommodation;
 - Internal redecoration;
 - Installation of new kitchens;
 - Installation of new access control; and,
 - Replacement of non-original doors.
- 4.5 In addition, there will be internal alterations made to the stairwell on the ground floor.

Appearance

- 4.6 The proposal will not impact the external appearance of Mansfield Chamber, however the internal alteration and redecoration will result in a significant visual improvement to the internal appearance of the office building.

Access

- 4.7 Access to the building will not be altered as a result of the proposal. The office space will remain compliant with all planning/ building regulation accessibility requirements.

Summary

- 4.8 In summary, the application proposes a high quality internal refurbishment to the Grade II Listed Mansfield Chambers, which will allow the currently vacant office space to be brought back into use.

5. Planning Appraisal

- 5.1 Section 38(6) of the Planning and Compulsory Purchase Act 2004 requires all applications to be determined in accordance with the Development Plan unless material considerations indicate otherwise.
- 5.2 This section assesses the proposals against the relevant policies of the adopted Development Plan for MCC and the NPPF (2021).

Principle of Development

- 5.3 While the site is not allocated for a specific use, it is located within the heart of Manchester City Centre, the Regional Centre, and Small Area 6 of the UDP. The UDP specifies that retail and office uses are encouraged within Small Area 6. Additionally, Policy CC 1 emphasises the city centre is a strategic economic location. As such, this proposal will allow the premise to stay in use as an office which is deemed an appropriate use by both the Core Strategy and UDP. Policy EC 2 of the Manchester Core Strategy states the Council will seek to retain and enhance existing employment sites. This refurbishment is a direct example of the enhancement of an existing employment space, which will allow it to be retained for that use.
- 5.4 Furthermore, the proposal will bring a currently vacant building back into use. The reuse of existing buildings demonstrates sustainable development and is encouraged within Policy SP 1 of the Core Strategy. Policy SP1 also encourages development which will reduce the need to travel, the reuse of this office space would create employment opportunities in a highly accessible area, resultantly reducing the need to travel and reliance on cars.
- 5.5 In summary, the principle of development is demonstrated through the refurbishment allowing the site to continue in use as an office; a use which is encouraged in this location. The redevelopment of the site will retain an existing employment site and bring about employment. The proposal represents sustainable development as it is the reuse of an existing, currently vacant, building in a highly accessible area.

Heritage

- 5.6 As the site comprises a listed building and is located within St Ann's Conservation Area, heritage impacts will be a key consideration in the determination of the application. This appraisal will assess heritage impacts both in terms of the listed building itself and its impact on its conservation area setting.

Impact on the listed building

- 5.7 The site comprises the Grade II listed Mansfield Chambers (list UID: 1247654) designated in October 1974. The Listed Building entry for the site is enclosed at **Appendix II** and sets out the value of the building as a heritage asset. As demonstrated by the site's planning history a number of internal and external alterations have been undertaken at the site. Most notably in relation to the site's use as a Barclays bank on the ground floor which involved elevational alterations including the installation of ATMs at ground floor level. Subsequently, an application was made in April 2022 for external and internal works at ground floor level in association with Barclay's no longer operating from the site. It is important to note that none of the internal features are detailed within the listing description and the listed building entry states that the interior of the site was not inspected.

- 5.8 The refurbishments proposed are entirely internal, and as such will not impact the external appearance of Mansfield Chambers. As such, externally the proposal will not impact the character of the listed building, so should be positively considered, especially in the context of several previous applications having resulted in successive external elevational alterations.
- 5.9 In terms of internal refurbishments, the proposal will not impact any aspects of the building which may be considered to be of heritage value. The proposal will replace carpet, flooring, demountable partitioning's, the existing kitchen and toilets, as well as redecorating. Resultantly, it is not considered that the internal alterations will have any negative impact on the listed building and the interior of the site was not considered when listing the building in 1974.
- 5.10 The site is currently vacant. The proposed internal refurbishment will allow the site to function as a usable high quality office building, and as such will be bought back into use. Consequently, the site will continue to accommodate a viable use and will contribute positively to sustaining the existing level and character of activity in this area of the City Centre, in accordance with UDP Policy RC20 (Area 6). The refurbishment will also protect the listed building for future generations as it will allow it to be upgraded and continue being used, to prevent it being at risk of falling into disrepair.
- 5.11 In light of this, the benefits of the proposal significantly outweigh any potential harm to the listed building, in accordance with paragraph 202 of the NPPF and policies CC9 and EN3 of the Core Strategy and Policy DC19.1 of the UDP.

Impact on St Ann's Conservation Area

- 5.12 The site is located within St Ann's Conservation Area. The proposal comprises minor internal alterations on the upper three floors which will not be visible externally. The proposed development has been sensitively designed to accord with the architectural and historical character of the site. As such, the proposal will have no notable impact on the character or setting of the conservation area, in accordance with Policy EN 3 of the Core Strategy. Additionally, in accordance with Policy DC 18.1 of the UDP the proposal will have no impact on the preservation of the conservation area, and if anything will enhance it as a result of increased footfall due to the vacant building being brought back into use.

Assessment of Significance

- 5.13 The main issues are the impact of development on a) the setting of the listed building; b) the setting of the Conservation Area; c) what contribution the site makes to the setting of these and the effect of the development on the above and d) whether there is any harm arising from the development to those heritage assets and if so, if it is outweighed by other considerations, including any public benefits.
- 5.14 In the exercise of planning functions, the statutory test set is that special attention shall be paid to the desirability of preserving or enhancing the character or appearance of Conservation Areas. 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. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting.
- 5.15 The NPPF advises that harm to the significance of a designated heritage asset requires clear and convincing justification. Less than substantial harm should be weighed against the public benefits of the proposal, securing its optimal viable use. Opportunities for new development within the setting of

heritage assets should enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset should be treated favourably.

5.16 The following works are proposed;

- Replacement of carpet and floor covering and sanding of floor boards;
- Removal of demountable partitioning;
- Replacement of WC accommodation;
- Internal redecoration;
- Installation of new kitchens;
- Installation of new access control; and,
- Replacement of non-original doors.

5.17 These proposals preserve those elements of the setting that make a positive contribution to the asset and therefore should be treated favourably.

5.18 The proposals afford the opportunity of bringing a previously developed site back into public beneficial use. It would also allow for high quality and distinctive buildings to be reused, providing a stronger image and sense of place for St Ann's Square. It would respond to and respect the wider local context, and as such the harm would be very limited. The benefits of the proposal significantly outweigh any potential harm to the listed building, in accordance with paragraph 202 of the NPPF and policies CC9 and EN3 of the Core Strategy and Policy DC19.1 of the UDP

Summary

5.19 This appraisal has considered the listed building consent application for internal refurbishments of the upper three floors of Mansfield Chambers in terms of the principle of development and heritage impacts. The appraisal has established the principle of development and demonstrated that the proposal will not negatively impact the character of the listed building itself or the setting of St Ann's Conservation Area.

6. Summary and Conclusion

6.1 This Planning, Design and Access (including Heritage) Statement has been prepared by Avison Young in support of an application for Listed Building Consent for the following development at Mansfield Chambers, St Ann's Square, Manchester:

"Listed Building Consent for proposed internal refurbishment works to upper floors"

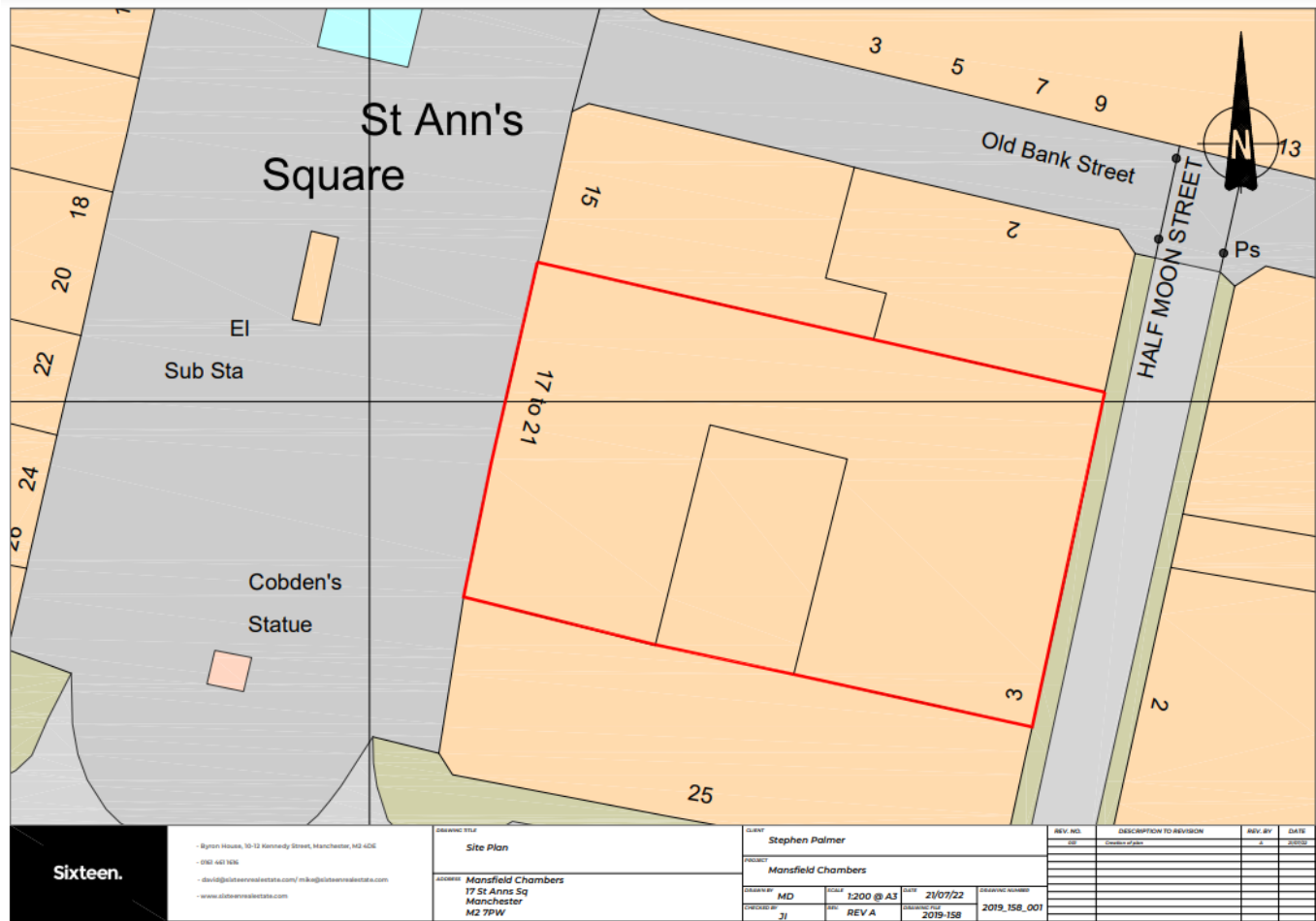
6.2 It has been demonstrated that the proposal will:

- Bring a disused office back into use, representing sustainable development;
- Allow the building to continue functioning as an office, in a location which local planning policy encourages office uses;
- Boost the vitality of St Ann's Conservation Area;
- Have no detrimental impact on the character of the conservation area due to comprising only internal alterations;
- Have no detrimental impact on the significant of the listed building; and,
- Generate employment in an accessible location.

6.3 In conclusion, the proposal will result in less than substantial harm to the significance of the listed building in accordance with paragraphs 197, 202, and 206 of the NPPF and Core Strategy policies CC9 and EN3 and saved UDP Policies DC 18.1 and DC19.1.

Appendix I

Site Location Plan



Appendix II

List Entry

26/07/2022, 11:35

MANSFIELD CHAMBERS, Non Civil Parish - 1247654 | Historic England

Official list entry

Heritage Category: **Listed Building**

Grade: **II**

List Entry Number: **1247654**

Date first listed: **03-Oct-1974**

Statutory Address 1: **MANSFIELD CHAMBERS, 17-23, ST ANNS SQUARE**

This List entry helps identify the building designated at this address for its special architectural or historic interest.

Unless the List entry states otherwise, it includes both the structure itself and any object or structure fixed to it (whether inside or outside) as well as any object or structure within the curtilage of the building.

For these purposes, to be included within the curtilage of the building, the object or structure must have formed part of the land since before 1st July 1948.

[Understanding list entries](https://historicengland.org.uk/listing/the-list/understanding-list-entries/) (<https://historicengland.org.uk/listing/the-list/understanding-list-entries/>)

[Corrections and minor amendments](https://historicengland.org.uk/listing/the-list/minor-amendments/) (<https://historicengland.org.uk/listing/the-list/minor-amendments/>)

Location

Statutory Address: **MANSFIELD CHAMBERS, 17-23, ST ANNS SQUARE**

The building or site itself may lie within the boundary of more than one authority.

District: **Manchester (Metropolitan Authority)**

Parish: **Non Civil Parish**

National Grid Reference: **SJ 83815 98397**

Details

MANCHESTER

SJ8398SE ST ANN'S SQUARE 698-1/27/389 (East side) 03/10/74 Nos.17 TO 23 (Odd) Mansfield Chambers

GV II

Shop with offices over. Probably later C19; altered. Stucco on brick, with dressings of stone and fibre-glass imitating stone (roof concealed). U-plan formed by main range parallel to street with back extension, and rear wing attached to

<https://historicengland.org.uk/listing/the-list/list-entry/1247654?section=official-list-entry>

1/3

26/07/2022, 11:35

MANSFIELD CHAMBERS, Non Civil Parish - 1247654 | Historic England

this parallel to Half Moon Street. Italianate style. Four storeys and 5 bays (the first narrower and slightly set back); 4-bay giant arcade to ground and 1st floors (1st floor treated as mezzanine), with pilasters (now partly or wholly of fibre-glass), frieze, and moulded cornice; low 3rd floor with sill-band and frieze; modillioned cornice and pilastered parapet with urns. The arcade has C20 shop fronts at ground floor and semi-circular windows above, and the narrow bay to the left of this has a doorway with C20 doors, rectangular overhead, frieze lettered "MANSFIELD CHAMBERS", and segmental pediment on long fluted consoles, and above this a round-headed 2-light window with circular tracery; the 2nd floor has round-headed sashes in moulded architraves with swags and cornices; 3rd floor has short sashed windows. Three chimneys visible above parapet. Interior not inspected.

Listing NGR: SJ8381498389

Legacy

The contents of this record have been generated from a legacy data system.

Legacy System number: 457207

Legacy System: LBS

Legal

This building is listed under the Planning (Listed Buildings and Conservation Areas) Act 1990 as amended for its special architectural or historic interest.



26/07/2022, 11:35

MANSFIELD CHAMBERS, Non Civil Parish - 1247654 | Historic England

Map

This map is for quick reference purposes only and may not be to scale.
This copy shows the entry on 26-Jul-2022 at 10:42:35.

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End of official list entry

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