

Planning

Growth & Development

Delegated officer report for planning application

Application no. 132101/FO/2021

Date registered valid: 1 November 2021

Proposal: Recladding of existing ground floor brickwork with new aluminium cladding; replacement of existing ground floor windows and doors; works to second floor terrace level including demolition of existing conservatory, construction of a single storey extension, installation of new access door and works to terrace surface; removal of glazed canopy over main entrance; removal of redundant plant; and replacement of a section of paving at street level.

Address: 1 Balloon Street, Manchester, M4 4BE

Ward(s): Piccadilly Ward

Applicant: Wittington Investments (Properties) Limited Weston Centre, 10 Grosvenor Street, London, W1K 4QY

Agent (if any): Don Murphy Paul Butler Associates 31 Blackfriars Road, Salford, M3 7AQ

Case officer: Angela Leckie
Tel: 0161 234 4651
Email: angela.leckie@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 16 December 2021

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 23-11-21

Standard consultations:

Printed: 11 November 2021 Expired: 2 December 2021

Neighbour notifications

Printed: 11 November 2021 Expired: 2 December 2021

Site notice

Posted: 11 December 2021 Expired: 1 January 2022

Press advert

Published: 16 November 2021 Expired: 7 December 2021

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Not applicable

Conservation area: Shudehill Conservation Area 1987

Tree Preservation Order: Not applicable

The application relates to the ground and second floor level at No.1 Balloon Street a 6 storey office building, with a Cooperative foodstore within part of the ground floor. The building is bounded to the west by Corporation Street, to the north by Balloon Street, and to the south and east by The Printworks. The façades are formed from a combination of buff red brick and brick slip panels, with the three upper floors in an aluminium cladding.

The building lies within the Shudehill Conservation Area and adjacent to a number of Grade II listed buildings including Hanover Buildings and City Buildings (Part of the Indigo Hotel).

Description of area

The application site lies within the NOMA estate and within an area rich in cultural institutions and historic buildings including Chetham's School of Music, Manchester Arena, Manchester Cathedral and the National Football Museum. The Site is surrounded by a mix of city centre uses, including the offices, residential apartments, hotels, shops and restaurants.

Description of development

The works include external alterations at ground floor level facing Corporation Street and Balloon Street including enhancement to the building's main entrance, adapting an existing fire escape to a secondary entrance, as well as the removal of a conservatory building located at second floor level at the rear of the building, and its replacement with a single storey pavilion extension.

The application proposals are part of a broader package of works to upgrade internal spaces within the building, enabling them to meet the expectations of 21st century office occupiers. The removal of the conservatory and replacement of this with a modern pavilion will result in an overall slight increase in floorspace of 24 sqm.

More specifically the works would comprise:

- Recladding of the existing ground floor brickwork with a new green aluminium façade and creation of new stone plinth and columns.
- Replacement of existing ground floor windows and doors, including the reinstatement of a secondary office entrance at the north west corner of the building (currently a fire escape).

- Demolition of the existing conservatory on the second-floor terrace.
- Construction of a new pavilion extension at 2nd floor resulting in a slight 24 sqm increase in floorspace.
- Adapting an existing window into a door to provide an additional access to the second floor terrace, and works to terrace paving.
- Replacement of existing red brick pavers within public realm.

Consultations & Notification Responses

Publicity – The application was advertised as affecting the setting of a listed building and affecting a conservation area. A site notice was displayed close to the site and occupiers of adjacent properties were notified about the application. No representations were received.

Head of Highways – Has no objections.

Issues

National Planning Policy Framework – The following Policies are of relevance to this application:

Section 12. Achieving Well- Designed Places- States that planning policies and decisions should 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, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Section 16 Conserving and enhancing the historic environment – states that in determining planning 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.

And 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. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

It is a fundamental requirement of the NPPF that planning proposals contribute to the achievement of "sustainable development" (NPPF Paragraph 8). In order to meet this key planning objective, in this instance the development should sustain and contribute to the stimulation of a thriving historic environment.

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. 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.

Paragraph 201 states 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.

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 203 states 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.

Sections 16, 66 and 72 of the Listed Buildings and Conservation Areas Act 1990 requires that special consideration is given to the preservation of the significant fabric and setting of listed buildings and conservation areas.

The alignment with the above policies is discussed below.

Core Strategy – Manchester Core Strategy - The Core Strategy Development Plan Document 2012-2027 ("the 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 replaces significant elements of the Unitary Development Plan as the document that 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. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.

The following policies are considered to be most relevant to the proposed development:

Policy SP1 (Spatial Principles), - which guides the strategic development of Manchester identifying the Regional Centre as the focus for economic and commercial development, leisure and cultural activity, alongside high quality city living. It states that all development within the City Centre regeneration area should have regard to the character and issues as identified in the Manchester City Centre Strategic Plan and outlines the following core development principles:

Development should:-

Make a positive contribution to neighbourhoods of choice including: -

- creating well designed places that enhance or create character;
- making a positive contribution to the health, safety and wellbeing of residents;
- considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income;
- protect and enhance the built and natural environment;
- minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible;
- Improve access to jobs, services, education and open space by being located to reduce the need to travel; and
- Provide good access to sustainable transport provision.

Policy DM1 (Development Management) – Which states that all development should have regard to a number of specific issues the following of which are relevant to this application and for which more detailed guidance may be given within a supplementary planning document:-

- 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 and 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.
- Refuse storage and collection.
- Vehicular access and car parking.

The Unitary Development Plan for Manchester – Whilst the Core Strategy has now been adopted some of the UDP policies remain saved as there are no replacement policies contained in the Core Strategy. The relevant policies are detailed below:

DC18.1 (Conservation Areas) - which seeks to preserve and enhance the character of its designated conservation areas.

DC19.1 (Listed Buildings) - DC19.1 (Listed Buildings) - which seeks to preserve and enhance the settings of listed buildings by appropriate control over new developments within their vicinity

ISSUES

Design Issues, relationship to context and impact on the Character of the adjacent Conservation Area and setting of Listed Buildings - It is a fundamental requirement of the NPPF that planning proposals contribute to the achievement of “sustainable development” (NPPF Paragraph 8). In order to meet this key planning objective, in this instance the development should sustain and contribute to the stimulation of a thriving historic environment.

The ground floor of the building facing Corporation Street and Balloon Street has glazing flush with the building line / column features that extend towards it, but which inset in at the top of the reveals. It is an unusual feature, and one which is of its time, and broadly detracts from the architectural language of the ground floor, due to the absence of a reveal / set back. It is also at odds with the upper floors of the building which feature aluminium punched windows with deep brick reveals.

The proposed ground floor cladding would overclad around the columns and across the cornice line in a dark, rich green. A grid of aluminium projecting fins is proposed to break down the perceived plane of the cladding and add depth and dynamism to the facade. The use of green references the Grade II listed Holyoake House on nearby Hanover Street, and has been selected to act as a contrast to the orange/red appearance of the existing brickwork.

The spacing of the vertical grid would reduce from the base upwards, culminating in the quickest rhythm at the cornice line. The horizontal bands break the cladding and hint at the proportions of a classical column, reflective of the surrounding historic context.

Where the overclad columns meet the pavement, the existing brick slip toes are to be replaced with a pre-cast stone base to both ground the façade to protect the aluminium cladding from street level damage. The proposed stone base would reference the granite finish of the Hanover

House scheme on the opposite side of Balloon Street. Beneath the windows pre-cast stone will also replace the existing brick cill.

With the removal of the existing canopy, the entrance will become less defined. To counter this the precast stone base will wrap up the side of the entrance and bookend the aluminium cladding with two columns. Within this entrance recess the two brickwork columns either side of the main door will be removed and replaced with stone columns. Across the recess a header of stone will sit, thus defining the entrance with a robust high-quality material.

Along with the general replacement of the ground floor windows, a spandrel panel of darker aluminium would be introduced above the windows to add visual height to openings. The existing sliding entrance door would be replaced with a similar style door in keeping with the new proposal.

The proposed external changes would be beneficial in nature and any harm would be less than substantial. The works would enhance the character of the surrounding conservation area and the setting of nearby listed buildings. Benefits would be derived from the facades having an improved quality ground floor appearance and more visually dynamic appearance within the street scene with improved street level engagement.

Whilst it is necessary to have special regard to the desirability of preserving the setting any affected Heritage Assets it is considered that the proposals would be beneficial in the context of the character of the conservation area and the setting of adjacent listed buildings.

It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the setting of the listed buildings and conservation areas as required by virtue of S66 and S72 of the Listed Buildings Act, the harm caused would be less than substantial and would be outweighed by the public benefits of the scheme and meet the requirements set out in paragraphs 199, 202 and 203 of the NPPF and that in view of the above it is considered that the proposed development would on balance be consistent with the development would be consistent with sections 12 and 16 of the National Planning Policy Framework policies SP1, DM1, EN3 and CC9 and of the Core Strategy and saved UDP policies 18.1 and 19.1.

On the above basis the proposals are considered to be acceptable.

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 with the applicant in a positive and pro-active manner to seek solutions to problems arising in relation to dealing with the planning application. This has included on going discussions about the form and design of the developments and pre application advice about the information required to be submitted to support the application.

Condition(s) to be attached to decision for approval OR Reasons for recommendation to refuse

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 91 of the Town and Country Planning Act 1990.

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

(a) Site Location Plan L0001;

(b) Dwgs L1000, L1001, L1608, L1609, L1610, L1611, L1612, L1613, L1614, L1615 and L1616; and

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy SP1, CC3, H1, H8, CC5, CC7, CC9, CC10, T1, T2, EN3, EN6, EN8, EN16, EN19 and DM1 saved Unitary Development Plan policies DC18.1 and DC26.1.

3) No development that is hereby approved shall commence unless and until samples and specifications of all materials to be used on all external elevations including details of jointing and fixing details between all component materials and any component panels have been submitted to and approved in writing by the City Council as local planning authority.

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 of the area within which the site is located, as specified in policies SP1 and DM1 of the Core Strategy.

Informatives

1) The consent hereby granted does not grant or imply the granting of any necessary consents required from MCC Highways and Metrolink

Appendix 1 – List of consultees & neighbours notified

Highway Services
Greater Manchester Police

Hanover Building, 130 Corporation Street, Manchester, M4 4GW
Hotel Indigo Manchester Victoria Station, 6 Todd Street, Manchester, M3 1WU
Federation House, 2 Federation Street, Manchester, M4 4BF

Appendix 2 – Planning constraints

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4
Article 4 Direction - City Centre PD Restriction - Class B1(a) To C3
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Conservation Area - Shudehill Conservation Area 1987
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: CITY1