MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	126544/LO/2020
Date registered valid:	12 May 2020
Proposal:	Listed Building Consent for new glazed doors to be inserted in existing courtyard access opening including removal of redundant existing mechanical opening fixtures, fob stands, wall mounted fob readers and bollard (associated planning application ref. 126543/FO/2020)
Address:	Ground Floor Suite 1, Churchgate House, 56 Oxford Street, Manchester, M1 6EU
Ward(s):	Deansgate Ward
Applicant:	William Parry Helical (Churchgate) Limited 5 Hanover Square, London, W1S 1HQ
Agent (if any):	Andrew Burns Atelier MB Suite 1A Amazon House , Brazil Street, Manchester, M1 3PJ
Case officer:	Christopher Smith Tel: 0161 234 4529 Email: christopher.smith@manchester.gov.uk
Recommendation:	Approve
Date of recommendation:	18 September 2020

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 15 May 2020

Standard consultations:
Printed: 13 May 2020 Expired: 3 June 2020

Neighbour notifications
Printed: 14 May 2020 Expired: 4 June 2020

Site notice
Posted: 15 May 2020 Expired: 5 June 2020

Press advert
Published: 19 May 2020 Expired: 3 June 2020

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Grade II Star

Conservation area: Not applicable

Tree Preservation Order: Not applicable
Churchgate House is located on Oxford Street, in Manchester city centre. It is a Grade II* listed building. The building is not within a designated Conservation Area.

In 1895 Salford architect Joseph Gibbons Sankey commenced the design of a building to contain warehousing and o!ces for the company. His original design was described by Pevsner as ‘large, in red brick striped with orange terracotta, but comparatively classical’. It is generally classed as being in ‘Edwardian Baroque’ style. The building was completed in 1898/1899 and was one of Joseph Gibbons Sankey’s last works: he died before its completion, aged 37. His practice continued as Sankey, Cubbon and Cubbon. The date stone over the entrance reads 1896 and refers to the year that work began. Continued success of TB&L resulted in a brick store house being built on site: alongside the canal on land to the west, but separate from the main building. Designs by Sankey, Cubbon and Cubbon, dated 1900, were executed and appear on the O.S map of 1922. In February 1910, an extension was proposed to extend the north wing, alongside Great Bridgewater Street. This was also designed by Sankey and Cubbon in a style which closely echoed the original building. At ground level the two buildings are separated by two openings allowing access to the courtyard whilst above, doorways were formed to link the buildings. Windows had to be infilled at all levels. This extension was designed as an open plan space and the aim was to accommodate a further 200 workers.

In recent history, the building has undergone a series of upgrading works in recent history to ensure the once suites remain lettable and to comply with current standards. A recent application was made to modify the courtyard suite to suit a new tenant, and the courtyard itself

was refurbished in the last few years to provide a more welcoming and attractive communal space.

Description of Proposal

The buildings internal uses have evolved over time and the most recent significant changes relate to the conversion of the existing basement to Office use. Given the layout and design of the building, easy and accessible access to all areas, given the various subdivisions and different occupiers, has proven an issue in recent history.

The proposed archway gates have been the primary access for some users within the site for some time. However, there is no security to control who can access the courtyard to the site. The proposal seeks to remedy this issue by way of controlled access located behind the existing ironwork gates to 1 of the court entrance arches.

Originally it was proposed to site a new glazed doorway in front of the existing iron Gate, however following discussions and guidance, including Historic England, the design was revised to locate the new controlled entrance behind the iron gate. This solution also requires new fencing behind the gates, which would be of a similar design to the original gate design.

The glazed entrance would be a modern intervention with a lightweight design.

The proposals would include the removal of redundant existing mechanical opening fixtures, fob stands, wall mounted fob readers and bollard.

Consultations & Notification Responses

Publicity - a total of 33 neighbour letters were sent to adjoining properties and a local press advert and site notice were produced. At the time of writing this report no representations have been received due to this publicity.

Urban Design & Conservation Team – Requested the need for the proposals be fully considered and also that any solution, if required, be sited behind the existing iron gate.

Victorian Amenity Society – Indicated that the proposal should be revised, to lessen the visual impact on the courtyard entrance.

Historic England – Accepted the argument for improving access and security arrangements but questioned if the design or siting could not lessen the impact on the significance of the courtyard entrance i.e. by being sited behind the existing gates possible.

Issues

The main polices that relate to the proposal are Section 16 (Conserving and Enhancing the Historic Environment) of the National Planning Policy Framework, Polices SP1 (Spatial Principles), EN3 (Heritage), DM1 (Development Management) and CC9 (Design and Heritage) of the Adopted Core Strategy for the City of Manchester and saved policy, DC19.1 (Listed Buildings) of the Unitary Development Plan for the City of Manchester.

Section 16 (2) of the Planning (Listed Building and Conservation Areas) Act 1990 (the "Listed Building Act") provides that "in considering whether to grant listed building consent for any works to a listed building, the local planning authority or the Secretary of State shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses"

Section 66 Listed Building Act requires the local planning authority to have special regard to the desirability of preserving the setting of listed buildings. This requires more than a simple balancing exercise and considerable importance and weight should be given to the desirability of preserving the setting. Members should consider whether there is justification for overriding the presumption in favour of preservation.

Impact on the Heritage Asset

Policies EN3 and DM1 of the Core Strategy states that the Council will encourage development that takes advantage of the City's heritage. New development should preserve or enhance the historic environment and proposal which re-use heritage assets will be encouraged where they are considered consistent with the significance of the heritage asset.

The NPPF defines 'significance' as the value of a heritage asset to this and future generations because of its heritage interest. The interest may be archaeological, architectural, artistic or historic. Significance derives not only from a heritage asset's physical presence but also from its setting.

The NPPG goes on to state that what matters in assessing if proposal causes substantial harm is the impact on the significance of the heritage asset.

The applicants submitted heritage assessment demonstrates that the courtyard entrances are highly significant given that they are largely original in terms of the design and fabric which remains to this present day.

As highlighted previously, the developer has demonstrated how other potentially less invasive solutions to this access issue would not satisfy the issue fully, and therefore concluded that the proposal put forward would be the optimum solution, which causes the least amount of harm possible.

The applicant has demonstrated how the courtyard entrance is the most practical access for various users of the site, and the need for controlled access in the interest of site security. The need for a more controlled access to this area of the site is not disputed by Officers.

As discussed the original proposal submitted by the applicant sought to introduce a glazed entrance in front of the iron gate. However it was subsequently agreed that this design solution should be located behind the iron gate to lessen the visual impact of the modern intervention.

The proposed glazed doorway would be of a lightweight design and Officers would ensure that the final materials and design, which would be subject to conditions recommended in this report, would be of the highest quality to ensure no unacceptable visual impacts or interventions on the asset. Further conditions would control the final details of the removal of existing non-original structures and fixings associated with the existing failed gate opening mechanism.

It is considered that the development is necessary in order to ensure the continued use of the asset and that the limited harm proposed by the intervention, which would be less than substantial harm, is fully justified by the public benefits associated with the proposals.

The proposals would only be visible from the street scene during the day time operating hours of the site businesses, and would be less apparent during night-time when the gates would be in the closed position. Given the limited visibility of the proposals as previously stated, the development is not considered to cause any significant harm to the setting of the identified heritage asset, thus according with local and national policy.

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 polices 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 / agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application. In this case amendments were proposed during the course of the application and appropriate conditions have been attached to the decision in order to ensure a satisfactory development, with the agreement of the applicant / agent.

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 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:

Site Location Plan, Drawing No. E(900), stamped as received by the City Council as local planning authority on 16 September 2020.

Drawings No. E(102) Revision A, E(222) Revision A, stamped as received by the City Council as local planning authority on 29 April 2020.

Drawings No. P(101) Revision A, P(222), P(232), P(300), P(310), stamped as received by the City Council as local planning authority on 16 September 2020.

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant policies DM1, SP1, CC9 and EN3 of the Manchester Core Strategy and saved policies DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester.

3) Notwithstanding the approved plans and documents as specified in condition 2, prior to the commencement of the development the following details shall be submitted to and approved in writing by the City Council as local planning authority:

a) Full and final details, material samples, specifications and method of the new glazed entrance and associated framing structure.

b) Full and final details, including detailed cross sections, specification and method for the proposed iron railing (indicated to follow the kerb line on the approved plans).

c) Full and final details, specifications and method of the removal of existing redundant fittings including; hydraulic gate arm; fob stand; fob reader and bollard.

The development shall be carried out only in accordance with the subsequently approved details, as applicable.

Reason - In the interests of visual amenity and because the proposed works affect the setting of designated heritage assets and careful attention to building work is required to protect the significance of the listed building in accordance with policies SP1, CC9, EN3 and DM1 of the Adopted Core Strategy for the City of Manchester and saved policies DC18 and DC19 of the Unitary Development Plan for the City of Manchester.

Appendix 1 – List of consultees & neighbours notified

Urban Design & Conservation
Historic England (North West)
National Amenity Societies

Fourth Floor, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
Ground Floor, Lee House, 90 Great Bridgewater Street, Manchester, M1 5JW
Fifth Floor, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
Basement, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
Upper Ground Floor, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
Third Floor, Canada House, 3 Chepstow Street, Manchester, M1 5FW
Third Floor, Lee House, 90 Great Bridgewater Street, Manchester, M1 5RR
Temple Of Convenience, Great Bridgewater Street, Manchester, M1 5JW
Henry Kaye Family Settlement, Fourth Floor, Canada House, 3 Chepstow Street, Manchester, M1 5FW
Puma United Kingdom Ltd, Sixth Floor, Canada House, 3 Chepstow Street, Manchester, M1 5FW
Cafe Ground Floor, Canada House, 3 Chepstow Street, Manchester, M1 5FW
Ground Floor, Canada House, 3 Chepstow Street, Manchester, M1 5FW
Second Floor, Canada House, 3 Chepstow Street, Manchester, M1 5FW
First Floor, Canada House, 3 Chepstow Street, Manchester, M1 5FW
First Floor, Lee House, 90 Great Bridgewater Street, Manchester, M1 5JW
44 Oxford Street, Manchester, M1 5EJ
50 Oxford Street, Manchester, M1 5EJ
Window Display 5, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
BANNATYNES HEALTH CLUB, Basement Health Club G.3, Canada House, 3 Chepstow Street, Manchester, M1 5FW
Sixth Floor, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
Window Display 4, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
Window Display 1, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
Canada House, 3 Chepstow Street, Manchester, M1 5FW
Third Floor, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
Ground Floor, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
First Floor, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
Window Display 2, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
Lee House, 90 Great Bridgewater Street, Manchester, M1 5JW
Sixth Floor, Lee House, 90 Great Bridgewater Street, Manchester, M1 5JW
Window Display 3, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
Second Floor, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
Ground Floor And First Floor, 1 Chepstow Street, Manchester, M1 5FW
Fifth Floor, Canada House, 3 Chepstow Street, Manchester, M1 5FW

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
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: CITY1