

Planning

Growth & Development

Delegated officer report for planning application

Application no. 126716/LO/2020

Date registered valid: 27 May 2020

Proposal: LISTED BUILDING CONSENT for works associated with change of use of basement from car park to office (Class B1) including external alterations comprising reinstatement of windows in place of louvres, and installation of fire escape; and internal alterations associated with office fit out.

Address: Churchgate House , 56 Oxford Street, Manchester, M1 6EU

Ward(s): Deansgate Ward

Applicant: Mr Nick Taylor Helical (Churchgate Ltd) C/o Agent

Agent (if any): Mr Andrew Burns Atelier MB Suite 1A, Amazon House , Brazil Street, Manchester, M1 3PJ

Case officer: Joe Hobbs
Tel: 0161 600 8772
Email: j.hobbs@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 13 August 2020

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit:

Standard consultations:

No consultations have been printed and sent.

Neighbour notifications

Printed: 3 June 2020 Expired: 24 June 2020

Site notice

Posted: 12 June 2020 Expired: 3 July 2020

Press advert

Published: 9 June 2020 Expired: 30 June 2020

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Grade II Star

Conservation area:

Tree Preservation Order:

Description of area

This application relates to a Grade II* listed building located at 56 Oxford Street in the City Centre. The building isn't located within a Conservation Area.

The building is a former textile warehouse that dates from 1896-1968 and was built by and originally occupied by Tootal, Broadhurst and Lee Co. Ltd. In the early 1990's the building was stripped out to create offices to rent. It is a large red brick building with orange terracotta stripes that was built in the Edwardian Baroque style. It has been amended over the years, but retains a number of original features and is in good condition. The building has its main frontage on Oxford Street, but also has frontages onto Great Bridgewater Street and the Rochdale Canal.

The Grade II Listed St James Buildings are located opposite the building and the Grade II listed Portland Buildings, Palace Theatre, Ritz Dancehall, Oxford Road Station and Canada House and the Grade II* Listed Palace Hotel are nearby. The building shares a courtyard with the adjacent Grade II listed Lee House, which was constructed in 1931.

Surrounding uses include a theatre, hotels, offices, shops, restaurants, cafes, bars and residential properties.

Description of development

Consent is sought for works associated with change of use of basement from car park to office (Class B1) including external alterations comprising reinstatement of windows in place of louvres, and installation of fire escape; and internal alterations associated with office fit out. Works comprise:

- Limited internal partitioning
- New internal metal staircase
- Installation of toilet facilities
- Columns and column heads exposed
- Removal and levelling of ramp
- Lighting, heating and associated M&E
- Removal of existing covered windows to Oxford St Elevation and replacement with an entrance and two windows
- Removal of section of louvres to Rochdale Canal elevation, replacement with glazing
- Installation of secondary glazing to Rochdale window elevation
- Original wooden door to canal elevation retained open, and glazing added
- Reinstatement of pavement lights to Great Bridgewater Street and replacement of louvres with glazing

Consultations & Notification Responses

Publicity was made regarding the application in the form of a site notice and an advert in the local press. No representation received.

Local neighbours were notified of the proposals. No representation received.

Urban Design and Conservation Team - provided comments and advice throughout course of application, recommended conditions

National Amenity Societies - no representation received

Historic England - no representation received

Issues

The main issue to consider is impact on the character of listed building:

The submitted heritage statement identifies that the basement has evidential significance, illustrating past use and giving an insight in to the architectural hierarchy of the internal spaces. However, the loss of the majority of features from within the space detracts from its potential significance. It's current, and functional use as a car park also detracts from this remaining significance and makes it harder to appreciate the remaining features.

The windows from Oxford Street into the basement have been altered since their original formation. These alterations, whilst not always sympathetic, do reflect the evolution of the building. The current situation involves 'shop windows' looking down into the basement. However many are currently boarded up, or with advertising vinyl on them so do not serve as functioning windows. The replacement windows would be located exactly in the reveals as is currently the case. Final detailed design of the new entrances and frames to Oxford Road including samples and final colours would be required via condition.

Along the Rochdale Canal elevation, it is proposed to remove as many of the non-original louvres as possible, and reinstating the openings with glazing. Original frames would be retained and refurbished where possible. Secondary glazing would be fitted internally behind retained frames. The original timber doors would be retained and refurbished, and fixed open, with new glass box inserted to allow light in and views out. Removal of non-original louvres and restoration to original windows would represent a return to original form. Secondary glazing where installed would respect external frame lines. Retention of the timber doors would retain significance and reinserting glass to upper panels of the doors would represent a return to the historic form. The use of frameless glazing to allow light and views would retain the look of the doors being open, whilst being a recognisably modern intervention and allowing greater function of the space.

Along Great Bridgwater Street, in order to allow more natural light into the basement, louvred vents would be replaced with glazing set in timber frames to 4 of the openings. Railings would be retained. The existing (non-original) pavement lights would be retained and restored where possible and replaced with like for like where this is not possible. The reinstatement of pavement lights, and glazing to the windows would be beneficial. The final detail of the framing would be subject to condition to see if further evidence comes to light of historic framing following soft strip.

Internally, there are few remaining historic features within the basement as the area was stripped in 1989 to make space for the current car parking use. The walls are painted brick, the floor has a concrete finish to most parts. There are brick arches to some areas of the walls. Columns remain and are currently painted with yellow/black hazard stripes to the bottom. A limited number of internal partitions and doors would be required for the change of use, but the space would remain predominately open plan with exposed columns, walls and ceilings. A new access stair would be required to allow descent/ascent from street level. This would be in metal, with steel framed balustrade and mesh infill panels to side. All redundant plant would be removed. New ducting would be fitted where necessary. M and E would be exposed and hung from the ceiling with minimal fixings. A watching brief would be implemented throughout strip out works to ensure any original features uncovered would be treated appropriately. Proposed cleaning and treatment of the painted brickwork would be conditioned. Column heads and downstands, both curved and square, would remain exposed and not boxed in so their original finish can be appreciated.

Given the proposed alterations to the listed building there would be some harm caused by the proposals. However this harm is considered to be less than substantial, would in most cases be reversible, and would be outweighed by the public benefit of bringing an active, viable use across the large floorplate of this part of the building, ensuring the premises does not need to be harmfully subdivided for multiple tenants. It would also reinstate several historic features to the benefit of the appreciation of the heritage asset.

Given the above, the proposal is considered to be acceptable and consistent with policies NPPF Section 16 (Conserving and enhancing the historic environment), DM1 (Development Management) SP1 (Spatial Planning), CC9 (Design and Heritage) and EN3 (Heritage) of the Core Strategy and saved policies DC18 (Conservation Areas) and DC19 (Listed Buildings).

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

In assessing the merits of the planning application, officers have worked with the applicant in a positive and proactive manner to seek solutions to problems arising in relation to dealing with the planning application. In this instance this has included advice about the information required to be submitted to support the application and discussions regarding amendments to the proposals

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:

Location Plan E900

P221 Rev A

P102 Rev J

P103 Rev B

P110 Rev B

P201

P211 Rev A

BL-M-571-2 Rev P4

BL-M-571-3 Rev P1

BL-M-571-4 Rev P1

Design and Access Statement

Crime Impact Statement

Planning Statement

Clement Acoustics Noise Report Ref. 15350-NIA-02 RevA

Vectos Transport Statement

all stamped as received by Manchester City Council 15th April 2020

P102 Rev L

P240
P241
P340 Rev A
P360 Rev F
P370 Rev B
P403 Rev A
P210 Rev D
P220 Rev C
received via email 27th May 2020

T106 Rev A
T380
T401
T404
74(400)
74(401)
Visuals 1
Visuals 2
Email from Atelier MB in response to Heritage Comments
received via email 28th July 2020

P200 Rev C
T405 Rev A
T406 Rev A
T407 Rev A
Email from Atelier in response to Heritage comments including confirmation of Watching Brief
received via email 10th August 2020

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 shown in the approved documents and detailed in condition 2 of this decision, full and final details of the following shall be submitted and approved in writing prior to any works to those elements commencing on site:

a) Windows to Great Bridgewater Street - including investigation as to the original frame formation following soft strip including original profile and mouldings, and final design of the proposed replacement windows, including detailed cross-sections through the frame at the base, head, reveal, glazing bars and details of how it connects with the existing fabric, including colour and fitting detail; followed by provision of a sample of the proposed glazing window on site.

b) Windows and doors to Oxford Road - including investigation as to the original frame formation following soft strip including original profile and mouldings, and final design of the proposed replacement windows and doors, including detailed cross-sections through the frame at the base, head, reveal, glazing bars and details of how it connects with the existing fabric, including colour and fitting detail; followed by provision of a sample of the proposed glazing window and door inserts on site.

c) Final finish to canal door recess - Details and sample of the proposed fine mesh system to the Rochdale Canal elevation, including specification, colour and fitting detail

d) Brick cleaning/repair - the cleaning, repairs and treatment of the brickwork of the internal walls. This shall include detailed method statement for the cleaning and repair of brickwork, and

the provision of samples of cleaned brick and mortar, and samples of repaired/replacement brick and mortar where required.

e) Replacement pavement lights - where pavement lights are to be replaced, plan and cross section drawings of proposed replacement pavement lights and specification of proposed replacement

f) Internal stair - samples and specification of the proposed internal staircase

g) Floor finishes - samples and specification of final floor finishes

Reason - To ensure that the development is carried out in accordance with the approved plans, pursuant to policies DM1, SP1, CC9 and EN3 of the Manchester Core Strategy (2012) and saved policies DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester (1995).

4) Notwithstanding the details set out in condition 2, details of the findings of the watching brief and any subsequently proposed treatment, remedial measures and repairs to any original/historic fabric of significance discovered shall then be submitted and agreed in writing by the City Council as local planning authority, in accordance with email from Atelier MB dated 10 August 2020, stamped as received by the City Council as Local Planning Authority on 10 August 2020.

Any proposed treatment, remedial measures and repairs to any original/historic fabric of significance, if discovered during the watching brief, shall be carried out in accordance with any subsequently approved details within a period of 6 months following the written approval of such details.

Reason - The proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest so careful attention to building work is required to protect the character and appearance of this building pursuant to policies DM1 (Development Management), EN3 (Heritage), EN1 (Design Principles and Strategic Character Areas), CC9 (Design and Heritage) and SP1 (Spatial Principles) of the Adopted Core Strategy for the City of Manchester (2012), and saved policy DC19.1 (Listed Buildings) of the Unitary Development Plan for Manchester (1995), and the provisions of the Town and Country Planning (Listed Buildings and Conservation Areas) Act 1990.

Appendix 1 – List of consultees & neighbours notified

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

Upper Ground Floor, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
Basement, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
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
Third Floor, Lee House, 90 Great Bridgewater Street, Manchester, M1 5RR
Sixth Floor, Broadhurst House, 56 Oxford Street, Manchester, M1 6EU
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
First Floor, Lee House, 90 Great Bridgewater Street, Manchester, M1 5JW
Window Display 5, 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
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

Appendix 2 – Planning constraints

Article 4 Direction - City Centre PD Restriction - Class B1(a) To C3
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
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