MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	125979/LO/2020
Date registered valid:	6 February 2020
Proposal:	LISTED BUILDING CONSENT for the installation of infill panels to 3 no. arches at Manchester Central in connection with Manchester Civic Quarter Heat Network
Address:	Manchester Central Convention Complex, Windmill Street, Manchester, M2 3GX
Ward(s):	Deansgate Ward
Applicant:	Manchester City Council Manchester Town Hall, Albert Square, Manchester, M60 2LA
Agent (if any):	Mr Jack Haw Turley 1 New York Street, Manchester, M1 4HD
Case officer:	Emily Booth Tel: 0161 234 4193 Email: e.booth@manchester.gov.uk
Recommendation:	Approve
Date of recommendation:	27 March 2020

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 15 February 2020

Standard consultations:
Printed: 11 February 2020 Expired: 3 March 2020

Neighbour notifications
Printed: 11 February 2020 Expired: 3 March 2020

Site notice
Posted: 15 February 2020 Expired: 7 March 2020

Press advert
Published: 18 February 2020 Expired: 10 March 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

Introduction

The Manchester Civic Quarter Heat Network (MCQHN) is part of the Greater Manchester Heat Network Programme, and has been designed to facilitate the efficient, cost-effective development of heat networks across the ten authorities of Greater Manchester, to support carbon and energy policy commitments both locally and nationally.

The Civic Quarter contains a number of key MCC-owned buildings, and the Council is committed to supplying them with low-carbon energy as well as demonstrating leadership to others in the city to do the same. In February 2011 MCC's Executive Committee agreed to support the concept of a city centre heat network and the delivery of the MCQHN as the first cluster in its development, subject to a viable business case and planning approval.

It is intended that the heat network would serve the Grade I Listed Manchester Art Gallery, Grade II* Listed Town Hall Extension, Grade II* Listed Central Library, Grade II* Listed Midland Hotel, Grade II* Listed Manchester Central, the Bridgewater Hall, Heron House and Number One St Peter's Square. Manchester Central, Manchester Town Hall Extension, the Midland Hotel and the Bridgewater Hall would also have an electrical connection. The building would require minor alteration to the basement to connect them to the energy supply. Listed building consent has been submitted for these minor works to the above listed buildings.

Applications referenced 118869/VO/2018, 118870/LO/2018, 118871/LO/2018, 118872/LO/2018, 118873/LO/2018 and 118874/LO/2018 were approved at Planning and Highways Committee on 8 March 2018.

Planning permission was granted for the construction and operation of a combined heat and power (CHP) Energy Centre (with a total thermal capacity of approximately 27MW, fuelled by natural gas) together with externally located ancillary infrastructure including HV switch-room; gas-meter room; thermal stores; mezzanine gantry; access ladders and staircases, dry air coolers, supply / extraction fans and ductwork and security fencing ("The Energy Centre") and (ii) install a network of underground insulated heating pipes, electrical cabling, communications ducting beneath sections of the following adopted highways ("The Civic Quarter Heat Network").

Listed building consent was granted for the connection of the heat network to the Midland Hotel, Peter Street, Manchester, M60 2DS, Central Library, St Peters Square, Manchester, M2 5PD, Manchester Art Gallery, Mosley Street, Manchester, M2 3JL, Manchester Town Hall Extension, Albert Square, Manchester, M2 5DB and Manchester Central Convention Complex, Windmill Street, Manchester, M2 3GX

Description of area

The current Manchester Central Complex consists of three main buildings: Manchester Central, the former Central Station (Grade II* Listed); the Manchester International Convention Centre (MICC); and, the Seminar Centre. There is also a surface car park and service yard to the rear of the building. The Manchester Central site is bounded by Watson Street/ the Great Northern Tower residential building, Windmill Street, Great Bridgewater Street and Lower Mosley Street. Surrounding the site are the Bridgewater Hall and the Grade II* Listed Great Northern Warehouse, Radisson Edwardian Hotel and Midland Hotel. The complex is raised approximately 10m above street level at some points and is separated from Lower Mosley Street by the Metrolink viaduct.

It is an impressive example of Victorian transport architecture, designed in 1875-80 by Sir John Fowler for the Midland Railway Company. The former railway terminal station is rectangular on plan and has a substantial footprint. The elevations are faced with red brick and contain regular rows of windows with bays of divided by brick buttresses. The elevations are partially obscured by modern extensions, however much of the Lower Mosley Street elevation and the network of cast iron lattice grids of the front and rear elevations remain exposed. The convex roof structure spans 64 metres and is segmentally vaulted, giving the building a horizontal appearance. Arches are linked by lattice purlins carrying intermediate ribs. Internally, the building retains its large open vaulted space which, despite its conversion to an exhibition space, has maintained its character and grand form.

The building was historically and physically linked to the Grade II* Listed Midland Hotel, which provided accommodation for passengers arriving at the station. The site is not within a conservation area, but is adjacent to the St Peters Square and Deansgate Conservation Areas. Manchester City Council is a majority shareholder in the complex.

The building is located within the Civic Quarter, which is characterised by high quality public realm, high quality new development and exceptional highly graded listed buildings. This area includes offices and hotels along with restaurants, bars and cafes.

Description of development

Listed building consent is sought to infill three arches of the train shed of the Grade II* Listed Manchester Central with IAE ‘Vmex V3’ or equal approved mesh infill panels with 195 x 50

apertures fixed to the car park side of the existing posts with clamping clips. To be finished in PPC RAL 7016 (Anthracite).

The works are primarily confined to the interior and basement level of the building.

These arches of Manchester Central form a perimeter to the proposed energy centre site. The infill panels would be installed in order to provide protection against un-authorised access from the existing Manchester Central car park to the proposed New Manchester Civic Quarter Heat Network Energy Centre.

Consultations & Notification Responses

Publicity - The application was advertised in the local press as affecting a listed building, a site notice was displayed on site and letters were sent to surrounding occupiers. No representations have been received.

Historic England (North West) - Advised that on the basis of the information available to date, they do not wish to offer any comments and suggest that we seek the views of our specialist conservation adviser.

Issues

The main issues for consideration relate to the impact of the proposals on the on the character and appearance of the listed building. The main policies that relate to this proposal are:

The Adopted Core Strategy for the City of Manchester

Policy EN1 (Design Principles and Strategic Character Areas) advises that developers will be expected to consider the City's heritage and continue the rich pattern of activity in the core area.

Policy EN3 (Heritage) advises that new developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment.

Policy CC4 (Tourism, Culture and Leisure) advises that proposals to improve the appearance, use and accessibility of all cultural and visitor attractions will be supported.

Policy CC9 (Design and Heritage) advises that development in Manchester should preserve or enhance the heritage assets affected.

Policy SP1 (Spatial Principles) advises that development in all parts of the City should protect and enhance the built environment.

Policy DM1 (Development Management) advises that all development should be appropriately sited, scaled, formed, massed and detailed with appropriate layout and materials.

The Unitary Development Plan for the City of Manchester

Saved policy DC18.1 (Conservation Areas) states that the Council will seek to preserve and enhance the character of its designated conservation areas.

Saved policy DC19.1 (Listed Buildings) advises that in determining applications for listed building consent 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 City 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;
- not permit alterations to a listed building that would prevent the future use of any part of the building.

National Policy

Sections 16, 66 and 74 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. Development decisions should, therefore, accord with the requirements of the NPPF and to section 16 (Conserving and Enhancing the Historic Environment).

It is a fundamental requirement of the NPPF that planning proposals contribute to the achievement of "sustainable development" (NPPF Paragraph 7). 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 185 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.

Paragraph 189 advises that local planning authorities should require an applicant to submit sufficient information to describe the significance of any heritage assets affected, including any contribution made by their setting.

Paragraph 194 advises that any harm to or loss of a designated heritage asset should require clear and convincing justification. Substantial harm or loss should be exceptional and substantial harm to or loss of designated heritage assets of the highest significance, including grade I and II* listed buildings should be wholly exceptional.

Paragraph 196 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 securing its optimum viable use.

Section 12 (Achieving Well-Designed Places) advises that the government attaches great importance to the design of the built environment. Good design is a key aspect of sustainable development, is indivisible from good planning, and should contribute positively to making places better for people.

Under these criteria the effect of the proposal on the listed building and the setting of surrounding listed buildings has been considered.

The infilling of the archways is considered to cause less than significant harm to the character of the listed building. However the alterations would be minor in nature and would affect internal,

external basement areas of the building. The proposed infill panels would consist of three recessed, open mesh infill panels supported by galvanised steel posts. The posts would be secured at the base and head with drilled resin anchor fixings into the non-original concrete vehicle barrier and masonry.

The finishes would be polyester powder coating (PPC) RAL 7016 Anthracite to match the adjacent proposed energy centre. This would create a contrast against the brickwork allowing better appreciation of the original form and materials of this part of the building.

The works would be within an area of the building that is of low significance and would not affect any original features. Additionally, this part of the building will be largely screened in views from the road by the approved Energy Centre.

It is considered that the benefits of the proposal would outweigh the level of harm caused to the affected heritage asset, and are consistent with paragraph 196 and 197 of the NPPF and address sections 66 and 72 of the Planning Act in relation to preservation and enhancement. This is due to the benefits in the protection against un-authorised access between the existing Manchester Central car park and the proposed New Manchester Civic Quarter Heat Network Energy Centre and in supporting the provision of sustainable energy.

Given this, the application is considered to be fully in accordance with all above local and national policies.

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

In assessing the merits of an application officers will seek to work with the applicant in a positive and proactive manner to seeking solutions to problems arising in relation to dealing with the application. In the instance of the following applications this has included ongoing advice about the information required to be submitted to support.

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:

The site location plan referenced SI-M-XX01 Rev P2

The drawings referenced:

50467-BGH-EC-ZZ-DR-A-308 Rev P2
50467-BGH-EC-ZZ-DR-A-310 Rev P1 (proposed drawings only)

all received by the City Council as local planning authority on 6 February 2020

2192.02.309 Rev P1

received by the City Council as local planning authority on 20th January 2020

The Design and Access Statement prepared by Vital Energi Utilities Ltd. referenced 50467-VE-EC-XX-RP-M-5608 Issue P0.1 and received by the City Council as local planning authority on 20th January 2020

The Heritage Statement prepared by Turley Heritage received by the City Council as local planning authority on 20th January 2020

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies CC9, EN3, SP1 and DM1 of the Core Strategy, saved policy DC19.1 and Sections 7 and 12 of the National Planning Policy Framework.

3) In the event that the alterations hereby approved are no longer required they shall be removed from the building only in accordance with a method statement submitted to and approved in writing by the City Council as local planning authority prior to the removal of the works hereby approved. The removal shall be carried out only in accordance with the approved method statement and shall be completed within three months of the date of removal of the works hereby approved.

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 in accordance with policies DM1, SP1, CC9 and EN3 of the Core Strategy for the City of Manchester and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

Appendix 1 – List of consultees & neighbours notified

Historic England (North West)

Showroom 2, Lawrence House, 8 Albion Street, Manchester, M1 5NZ
Showroom 1, Lawrence House, 8 Albion Street, Manchester, M1 5NZ
Vodaphone 13179 On Roof Of, Jurys Inn, 56 Great Bridgewater Street, Manchester, M1 5LE
Three M0053 On Roof Of, Jurys Inn, 56 Great Bridgewater Street, Manchester, M1 5LE
O2 10667 On Roof Of, Jurys Inn, 56 Great Bridgewater Street, Manchester, M1 5LE
Former Warehouse And Railway Land, Watson Street, Manchester, M2 5QA
Flat At, Britons Protection, 50 Great Bridgewater Street, Manchester, M1 5LE
Bridgewater Hall, Lower Mosley Street, Manchester, M2 3WS
Jurys Inn, 56 Great Bridgewater Street, Manchester, M1 5LE
Lawrence House, 8 Albion Street, Manchester, M1 5NZ
Arch 14, Watson Street, Manchester, M3 4LP
Arch 13, Watson Street, Manchester, M3 4LP
Arch 12, Watson Street, Manchester, M3 4LP
Arch 11, Watson Street, Manchester, M3 4LP
Arch 10, Watson Street, Manchester, M3 4LP
Arch 15, Watson Street, Manchester, M3 4LP
Britons Protection, 50 Great Bridgewater Street, Manchester, M1 5LE

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 (Less) -
Area Team Boundary - Name: CITY1