MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	141230/FO/2024
Date registered valid:	24 October 2024
Proposal:	Retention of alterations to existing shopfront, including conversion from frameless to framed shopfront, and replacement glazing and alterations to the 2no. ATMs.
Address:	86 - 88 Market Street, Manchester, M1 1PD
Ward(s):	Deansgate Ward
Applicant:	Barclays Bank Plc
Agent (if any):	
Case officer:	Jack Naven Tel: 0161 219 2095 Email: jack.naven@manchester.gov.uk
Recommendation:	Approve
Date of recommendation:	**20 November 2024**

Application Details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 25 October 2024

Standard consultations:
Printed: 25 October 2024 Expired: 15 November 2024

Neighbour notifications
Printed: 25 October 2024 Expired: 15 November 2024

Site notice
Posted: 25 October 2024 Expired: 15 November 2024

Press advert
Published: 29 October 2024 Expired: 19 November 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of Site/Area

Listed building: Not applicable

Conservation area: Upper King Street (Extension) Conservation Area 1985

Tree Preservation Order: Not applicable

The Site comprises a retail unit which fronts onto Market Street in the centre of Manchester. The retail unit is currently occupied by Barclays Bank and the frontage currently provides a frameless solution.

The Arndale Centre is located to the north of the site and further retail premises fronting onto Market Street.

Market Street lies within the Primary Shopping Area and as such, the unit occupies a prominent position along a street with heavy footfall.

The site is located within Upper King Street (Extension) Conservation Area, right on the boundaries of the conservation area.

Description of Development

The proposal seeks Planning Permission for the retention of alterations to existing shopfront, including conversion from frameless to framed shopfront, and replacement glazing and alterations to the 2no. ATMs.

The proposed framing solution will align with the vertical frames of the upper floor of the building to ensure continuity. A framed sliding auto doors with pocket is also proposed as part of the works.

The new framed system will comprise laminated glass panels, which will replace the existing glazing. The laminated glazing prevents glass from shattering and is therefore a much safer material. Meanwhile a framed system restricts damage from spreading to other panels and results in easier repairs as one only has to replace damaged panels, as opposed to entire frontages. As such, this reduces the order and repair timings from several weeks or months to 2-3 days and will enable the store to reopen with limited disturbance.

It will also include removal of the black plinths at floor level.

Related Applications

138705/FO/2023 - Installation of 2no. automated teller machines (ATMs) to replace existing automated teller machines.
Approved January 2024.

135305/NMC/2022 - Non-material amendment to planning permission 118823/FO/2018 to make elevational alterations
Withdrawn December 2022.

125558/AO/2019 - Installation of 1no. internally illuminated fascia sign, fixed to scaffolding for a temporary period of 6 months.
Temporarily approved January 2022.

123790/AO/2019 - Existing Barclays fascia sign to be refurbished and re-lamped, removal of existing projecting sign and installation of
1no. internally illuminated slimline projecting sign, and 2no. illuminated QSP surrounds.
Approved November 2019.

123789/FO/2019 - Main shopfront to be retained and refurbished. Right hand section of glazing and existing 2no. ATM's to be removed and glazing replaced to enable the installation of 2no. QSP machines, with associated CCTV.
Approved November 2019
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Consultations & Notification Responses

Highway Services - Have no comments to provide concerning the proposed works.

Environmental Health - Provided no comments in their response.

Greater Manchester Police - Received no response.

Publicity - Neighbour notification letters were sent to surrounding properties. A site notice and local press advert were also produced. At the time of writing this report, no representations have been received because of this publicity.

Policy

The following policy and guidance are considered relevant to the consideration of this application:

The Adopted Core Strategy for the City of Manchester

Adopted on 11th July 2012 and the Key Development Plan Document in the Local Development Framework. It states that all new developments should follow the 'Development Principles' and accord with the design guidance set out in the Supplementary Planning Documents.

C1 (Centre Hierarchy) states Manchester City Centre is the regional focus for commerce, culture, leisure and tourism development, with retail development being directed towards the Primary Shopping Area.

CC1 (Primary Economic Development Focus: City Centre and Fringe) identifies the City Centre as a strategic economic location and focus of employment growth encouraging a variety of high quality accommodation types, sizes and foot-plates to boost investment by local, national and international businesses and supports the provision of a range of economic development uses, such as retail, leisure, entertainment, cultural and tourism facilities within the City Centre to support the development of a vibrant employment location attractive to businesses, employees and visitors to the City Centre.

CC2 (Retail) states that the Council will promote the growth and improve retail provision in the City Centre.

CC7 (Mixed Use Development) sets out that 'active ground floor uses (shops, food and drink and leisure) will be appropriate in locations which have an established public function, or as part of a development which will create such an environment'.

CC9 (Design and Heritage) advises that design of new buildings will need to be of the highest standard in terms of appearance and function. The standards and guidance explained in other LDF policies should be the basis for the approach to design, with particular attention to be given to the City Centre context and character.

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.

The Council will support high density and mixed-use development in the City Centre, but developers must recognise the specific design challenges that must be overcome to ensure complementarity of function and form. New development must support the range of uses the Council expects in the City Centre and contribute to a coherent and integrated physical environment.

SP1 (Spatial Principles) refers to the key spatial principles which will guide the strategic development of Manchester together with core development principles. It is stated that developments in all parts of the city should create well designed places which enhance or create character, make a positive contribution to the health, safety, and well-being of residents, consider the needs of all members of the community, and protect and enhance the built environment. Further, development should seek to minimise emissions, ensure the efficient use of natural resources, reuse previously developed land wherever possible, improve access to jobs, services and open space, and provide good access to sustainable transport provision.

EN1 (Design Principles and Strategic Character Areas) advises that development provide opportunities for good design to enhance the overall image of the City should be fully realised and both reinforce and enhances the local character. It also advises that developer's will be expected to consider the City's heritage, including its listed buildings, conservation areas, archaeological remains and historic street pattern.

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

DM1 (Development Management) 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 prevention.
- Design for health.
- Refuse storage and collection.
- Vehicular access and car parking.

The Guide to Development in Manchester Supplementary Planning Document and Planning Guidance (Adopted 2007)

This document provides guidance to help develop and enhance Manchester. In particular, the SPD seeks appropriate design, quality of public realm, facilities for disabled people (in accordance with Design for Access 2), pedestrians and cyclists. It also promotes a safer environment through Secured by Design principles, appropriate waste management measures, and environmental sustainability.

In **Chapter 2 'Design'**, paragraph 2.7 outlines the City Council's expectations that all new developments should have a high standard of design making a positive contribution to the City's environment and encourages "the most appropriate form of development to enliven neighbourhoods and sustain local facilities. The layout of the scheme and the design, scale, massing, and orientation of its buildings should achieve a unified form which blends in with and links to adjacent areas.

The Unitary Development Plan (UDP) for the City of Manchester

The Unitary Development Plan was adopted in July 1995. Coinciding with the adoption of the Core Strategy in 2012 significant proportions of the UDP have been replaced; however, a number of polices were saved on 11 July 2012 and remain extant.

DC18.1 (Conservation Areas) states that the Council will give particularly careful consideration to development proposals within Conservation Area. The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering; the relationship of new structures to neighbouring buildings and spaces; and the effect of major changes to the appearance of existing buildings.

Places for Everyone

The Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for nine of the ten boroughs which make up Greater Manchester.

The following policies are considered relevant to this application:

JP-Strat2 (City Centre) states that the role of the City Centre as the most significant economic location in the country outside London will be strengthened considerably. The City Centre will continue to provide the primary focus for business, retail, leisure, culture and tourism activity in Greater Manchester, but the increasingly important residential role of the City Centre will be expanded. It will be a priority for investment in development and infrastructure. This will include addressing current network capacity issues in the City Centre which will enable the future expansion of the rapid transit public transport network across Greater Manchester. Improvements in the public realm, walking and cycling facilities, and green infrastructure will help to enhance the local character and environmental quality of the City Centre so that it can rival city centres across the globe, enabling it to compete effectively at the international level for investment, businesses, skilled workers, residents and tourists. A broad range of commercial accommodation will be delivered, helping the City Centre to capture growth across key economic sectors. The new functions within the City Centre will be delivered in a way that complement, rather than displace the area's non-residential functions and will seek to protect and enhance the city centre's historic environment and assets.

JP-P2 (Heritage) states an aim to proactively manage and work with partners to positively conserve, sustain and enhance its historic environment and heritage assets and their settings. Opportunities will be pursued to aid the promotion, enjoyment, understanding and interpretation of heritage assets, as a means of maximising wider public benefits and reinforcing Greater Manchester's distinct identity and sense of place. The policy requires development proposals affecting a designated heritage asset (or an archaeological site of national importance) and a conservation area to conserve those elements which contribute to its significance including those identified in any conservation area appraisal as making a positive contribution to the area. Harm to such elements will only be permitted where this is clearly justified and outweighed by the public benefits of the proposal.

National Policy

Development decisions should, therefore, accord with the requirements of the NPPF (National Policy Planning Framework).

It is a fundamental requirement of the NPPF that planning proposals contribute to the achievement of "sustainable development". 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.

Section 6 (Building a strong and competitive economy) states a commitment to securing economic growth in order to create jobs and prosperity, building on the country's inherent strengths, and to meeting the twin challenges of global competition and of a low carbon future and places significant weight on the need to support economic growth through the planning system.

Section 7 (Ensuring the Vitality of Town Centres) promotes competitive town centre environments.

Section 8 (Promoting healthy and safe communities) outlines how planning policies and decisions should aim to achieve healthy, inclusive, and safe places and beautiful buildings.

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.

It specifically states that:

"Development that is not well designed should be refused, specifically where it fails to reflect local design policies and government guidance on design. Developments should help to raise the standard of design more generally in an area and fit in with the overall form and layout of their surroundings" **(paragraph 139).**

At the heart of the Framework is a presumption in favour of sustainable development in terms, "For plan-making" and "For decision-taking", **(paragraph 11).**

This is further explored in paragraph 8, which confirms that achieving sustainable development means that the planning system has three overarching objectives, which are interdependent and need to be pursued in mutually supportive ways (so that opportunities can be taken to secure net gains across each of the different objectives):

a) an economic objective
b) a social objective and
c) an environmental objective.

Section 16 (Conserving and Enhancing the Historic Environment) states the following:

Paragraph 212 advises that Local planning authorities should look for opportunities for new development within Conservation Areas, and within the setting of heritage assets, to enhance or better reveal their significance.

Other Legislation

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

The National Design Guide (January 2021)

Illustrates how well-designed places that are beautiful, enduring, and successful can be achieved in practice. It forms part of the Government's collection of planning practice guidance and should be read alongside the separate planning practice guidance on design process and tools.

There are 10 characteristics of well-designed places within the National Design Guide which are listed below:

- Context - enhances the surroundings
- Identity - attractive and distinctive
- Built form - a coherent pattern of development
- Movement - accessible and easy to move around
- Nature - enhanced and optimised
- Public Spaces - safe, social, and inclusive
- Uses - mixed and integrated
- Homes and buildings - functional, healthy, and sustainable
- Resources - efficient and resilient
- Lifespan - made to last

Other Legislation

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

Issues

Principle of the Development

The site has a recent history of frontage alterations, as identified in the planning history review earlier in this letter.

The alterations proposed, are required to provide greater security against vandalism and to ensure an efficient repair process, should such events occur.

This has been proposed in line with a Barclays board-level decision to improve the resilience of its UK stores nationally in terms of vandalism protection and repair.

The resultant solution across the majority of its sites, is to move from frameless glazing systems to framed systems with laminated glazing. This will allow for a more efficient replacement and / or repair of frontages reducing timescales from several weeks to 2-3 days, ensuring the integrity of stores is not impacted, the safety of customers and passer-by's is not at risk and to ensure the function of the high street locations can progress with limited disturbance. Other alterations are also proposed on a case-by-case basis, such as strengthening ATMs, signage and security.

The proposed works not only seek to ensure improvements to any future repair works if required as a result of vandalism, but also to limit any negative impact on the high street.

Any hoarding that is required (as per recent vandalism for the Market Street site) is in situ for several months. This negatively impacts on the appearance and vibrancy of the high street. The proposal would result in a shorter programme of repair works including if there is future vandalism, therefore shorter period of hoarding, if required, thus contributing more positively to the appearance, vibrancy and vitality of the high street.

On the basis of providing a long-term solution to any acts of vandalism to the shopfront, which cause a significant impact upon visual amenity, public safety, and vandalism, the principle of the development is considered to be acceptable.

Visual Amenity

The works are limited in scale, and it is considered that the design of the frontage has been carefully considered, to reflect the prominent position that the unit occupies along Market Street, as well as to mitigate against any further damage. The scale of the works is appropriate and aligns with the existing frontage.

The works comprises the replacement of the existing frameless shopfront entrance to a new framed shopfront entrance with framed sliding auto doors with pocket. The previous glazing has been replaced with laminated glazing which prevents glass from shattering and will look very similar to the previous appearance. The works also comprise the introduction of new smart ATMs, with laminated glass surrounds.

The new framed system comprises laminated glass panels. The detailed framed approach allows for slim frames that will align with the framing of the first floor above, which is seen to be a positive improvement to the appearance of the building.



New installed shopfront

The glazing above and around the ATMs sit within a laminated glass fascia, the reverse of which will be finished in RAL5011 (Barclays Blue), which is considered to blend in better to the surrounding elevation than the current exterior white surround.



Previous installed shopfront

The blue glazing is considered to be a better alternative than an external aluminium finish surround to the ATMs, which was discussed on site in a pre-application meeting.

Whilst having clear glazing across the entire frontage would be preferred across most shopfront, the ATMs present a unique challenge.

This section of the frontage must fully screen the equipment and paraphernalia that sits behind the ATMs. An opaque colour is therefore required to fully block any shadows and remove any risk of visually seeing the equipment and operational areas to the rear of the ATMs.

Due to these specific circumstances regarding the ATM,

Accessibility

The proposals will ensure full pedestrian access to the unit.

Public Safety

The proposed laminated glazing prevents glass from shattering and is therefore a much safer material. Meanwhile a framed system restricts damage from spreading to other panels and results in easier repairs as one only has to replace damaged panels, as opposed to entire frontages.

Sustainability

The proposals seek to ensure that the Market Street Barclays branch can continue to provide a high-quality service on the high street and can be accessible to all those who use this service.

Conclusion

Overall, the proposed alterations are limited to the ground floor, maintain the active frontage by the retention of glazing and do not impact the function and integrity of the conservation area.

Given the above, it is considered that the proposal is in accordance with the above policies and should be approved.

Other Legislative Requirements

Equality Act 2010

Section 149 (Public Sector Equality Duty) of the Equality Act 2010 requires due regard to the need to: Eliminate unlawful discrimination, harassment and victimisation and other conduct prohibited by the Act and; Advance equality of opportunity between persons who share a protected characteristic and persons who do not share it. The Equality Duty does not impose a legal requirement to conduct an Equality Impact Assessment. Compliance with the Equality Duty involves consciously thinking about the aims of the Equality Duty as part of the process of decision-making.

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 based on seeking solutions to problems arising in relation to dealing with the application. In this case, this has involved pre-application discussions and discussions throughout the course of the application. The proposal is deemed to be acceptable and has been determined within the 8-week determination period.

Condition(s) to be attached to decision for approval

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, received by Manchester City Council as the Local Planning Authority on 24 October 2024:

- Location Plan
- Proposed Front Elevation DH109452_031 REV J
- Proposed Ground Floor Layout DH109452_012
- Design and Access Statement V2

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.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
Greater Manchester Police

Basement, 82 - 84 Market Street, Manchester, M1 1PD
82 - 84 Market Street, Manchester, M1 1PD
Flat 1, 1 Sickle Street, Manchester, M2 1DL
Flat 5, 1 Sickle Street, Manchester, M2 1DL
Flat 1, 14 Fountain Street, Manchester, M2 2AA
Flat 12, 1 Sickle Street, Manchester, M2 1DL
Unit 5 Halle Place, Arndale Centre, Market Street, Manchester, M1 1PT
Unit 10 Lower Mall, Arndale Centre, 98 Corporation Street, Manchester, M4 3AJ
51 - 55 Market Street, Manchester, M1 1WR
3 Spring Gardens, Manchester, M2 1FB
48 Arndale Centre, Market Street, Manchester, M4 2HU
Flat 3, 1 Sickle Street, Manchester, M2 1DL
Flat 6, 1 Sickle Street, Manchester, M2 1DL
Upper Mall, Arndale Centre, Market Street, Manchester, M4 2EA
27 Arndale Centre, Market Street, Manchester, M4 2HU
ALDI, 55A Market Street, Manchester, M1 1WR
First Floor And Second Floor, 3 Spring Gardens, Manchester, M2 1FB
Unit 11 Lower Mall, Arndale Centre, 98 Corporation Street, Manchester, M4 3AJ
Flat 2, 1 Sickle Street, Manchester, M2 1DL
102 - 104 Market Street, Manchester, M1 1PB
Flat 4, 14 Fountain Street, Manchester, M2 2AA
Flat 16, 1 Sickle Street, Manchester, M2 1DL
Unit 824 Upper Mall, Arndale Centre, 98 Corporation Street, Manchester, M4 2EA
Ground Floor, 78 Market Street, Manchester, M1 1PD
Unit 3 Halle Place, Arndale Centre, Market Street, Manchester, M1 1PT
Flat 14, 1 Sickle Street, Manchester, M2 1DL
Flat 17, 1 Sickle Street, Manchester, M2 1DL
84 Arndale Centre, Market Street, Manchester, M4 2HU
Units 23 To 25 Lower Mall, Arndale Centre, 98 Corporation Street, Manchester, M4 3AT
Lower Mall, Arndale Centre, Market Street, Manchester, M1 1WR
49 Market Street, Manchester, M1 1WR
Stall Adjacent 82 To 84, Market Street, Manchester, M1 1PD
Unit 32A, Lower Mall Arndale Centre, 98 Corporation Street, Manchester, M4 3AJ
Flat 4, 1 Sickle Street, Manchester, M2 1DL
Flat 3, 14 Fountain Street, Manchester, M2 2AA
47 Market Street, Manchester, M1 1WR
35 Market Street, Manchester, M1 1WR
First And Second Floor, 82 - 84 Market Street, Manchester, M1 1PD
Unit 826 Upper Mall, Arndale Centre, 98 Corporation Street, Manchester, M4 2EA
16 Fountain Street, Manchester, M2 2AA
Basement To First Floor, 86 - 88 Market Street, Manchester, M1 1PD
Third Floor And Fourth Floor, 86 - 88 Market Street, Manchester, M1 1PD
Flat 11, 1 Sickle Street, Manchester, M2 1DL
Flat 9, 1 Sickle Street, Manchester, M2 1DL
Flat 15, 1 Sickle Street, Manchester, M2 1DL
Units 20 And 21 Lower Mall, Arndale Centre, 98 Corporation Street, Manchester, M4 3AJ
57 Market Street, Manchester, M1 1WR
33 Market Street, Manchester, M1 1WR

1A High Street, Manchester, M4 1QB
78 Market Street, Manchester, M1 1PD
Second And Third Floor, 3 Spring Gardens, Manchester, M2 1FB
Unit 825 Upper Mall, Arndale Centre, 98 Corporation Street, Manchester, M4 2EA
48A Arndale Centre, Market Street, Manchester, M4 2HU
Unit 4 Halle Place, Arndale Centre, Market Street, Manchester, M1 1PT
Flat 2, 14 Fountain Street, Manchester, M2 2AA
Flat 8, 1 Sickle Street, Manchester, M2 1DL
Flat 7, 1 Sickle Street, Manchester, M2 1DL
Flat 10, 1 Sickle Street, Manchester, M2 1DL
Unit 11 Halle Place, Arndale Centre, Market Street, Manchester, M1 1PT
Units 31 And 32 Lower Mall, Arndale Centre, 98 Corporation Street, Manchester, M4 3AJ
Marsden Way South, Arndale Centre, Market Street, Manchester, M1 1WR
HOLLAND & BARRETT, 105 Market Street, Manchester, M1 1NN
First Seccond Floor And Third Floors, 90 - 100 Market Street, Manchester, M1 1PB
Flat 18, 1 Sickle Street, Manchester, M2 1DL
Flat 13, 1 Sickle Street, Manchester, M2 1DL
54 Arndale Centre, Market Street, Manchester, M4 2HU
93 Arndale Centre, Market Street, Manchester, M4 2HU
Tim Hortons, 107 Market Street, Manchester, M1 1NN

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
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Conservation Area - Upper King Street (Extension) Conservation Area 1985
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: CENTRAL