MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	140187/FO/2024
Date registered valid:	14 June 2024
Proposal:	Recladding of the entrance.
Address:	John Dalton Building, All Saints Campus, Oxford Road, Manchester, M15 6BH
Ward(s):	Hulme Ward
Applicant:	Mr Nick Bailey Manchester Metropolitan University
Agent (if any):	Miss Claire Parker Cassidy + Ashton Group Ltd.
Case officer:	Jack Naven Tel: 0161 219 2095 Email: jack.naven@manchester.gov.uk
Recommendation:	Approve
Date of recommendation:	**09 August 2024**

Application Details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 24 June 2024

Standard consultations:
Printed: 20 June 2024 Expired: 11 July 2024

Neighbour notifications
Printed: 20 June 2024 Expired: 11 July 2024

Site notice
Posted: 24 June 2024 Expired: 15 July 2024

Press advert
Published: 25 June 2024 Expired: 9 July 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of Site/Area

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

The John Dalton East building houses the Manchester Metropolitan University (MMU) Faculty of Science and Engineering. It is a prominent structure along Oxford Road, forming part of the university's All Saints Campus.

The current entrance was designed in 2004, and since then, the glazing manifestation has been updated several times.

The current glazing manifestation is a one-way window film that features a multi-coloured MMU branding design (with the university logo positioned to the top left side).

Description of Development

The application seeks the recladding of the entrance.

There is a planning permission and advertisement consent application submitted in tandem for these works.

The proposals comprise refurbishment works to the existing entrance canopy at the John Dalton East building, including new signage integration. These works are necessary to facilitate the functioning of the university, as the building will act as an interim library during the construction of the recently approved New Library development.

The existing canopy structure will be overclad with a new rainscreen cladding system. The cladding would be 1300mm high, sufficient to accommodate the proposed signage. Given the increased height of the cladding, it will sit higher than the existing canopy, at a total of 7m (a nominal increase of c. 0.25m).

Signage and branding elements will be integrated onto the canopy facades as well as new manifestation onto the entrance glazing.

No landscaping works are proposed, as the application solely comprises renovation to the existing building entrance canopy.

Related Applications

140188/AOH/2024 - Installation of 4no. internally illuminated individual letter signs, and 1no. logo vinyl sticker.
Approved in tandem with this application.

Consultations & Notification Responses

Highway Services - Requested further information on traffic management requirements associated with the re-cladding process.

Environmental Health - Have no comments to make.

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 is 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.

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.

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.

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 crime 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.

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-P3 (Cultural Facilities) states that cultural businesses and attractions in our cities and towns will be proactively developed and supported through a range of measures including protecting existing heritage, cultural and community facilities, supporting the development of new cultural venues in town centres and places with good public transport connectivity, promoting new, or enhanced existing, locally-distinct clusters of cultural facilities, identifying protecting and enhancing strategic clusters of cultural attractions, considering the use of vacant properties and land for pop-ups or meanwhile uses for cultural and creative activities; maximising opportunities for redundant heritage assets; considering the designation of 'Creative Improvement Districts' and supporting a mix of uses which derive mutual benefits. If development would potentially result in conflict between a cultural activity and another use, especially in terms of noise, then the development responsible for the change must secure the implementation of appropriate mitigation before it is completed.

JP-P5 (Education, Skills and Knowledge) States that significant enhancements in education, skills and knowledge to benefit existing and new residents will be promoted, including by enabling the delivery of new and improved accessible facilities for all ages, such as early years, schools, further and higher education, and adult training to ensure our workforce is ready to benefit from new employment opportunities. This would include support for the continued growth and success of the university sector, such as through strengthening the world-leading research capabilities and promoting opportunities for business spin-offs; and continuing to help develop Greater Manchester as the UK's best destination for student.

JP-S1 (Sustainable Development) states that in order to help tackle climate change, development should aim to maximise its economic, social and environmental benefits simultaneously, minimise its adverse impacts, utilise sustainable construction techniques and actively seek opportunities to secure net gains across each of the different objectives. Preference will be given to using previously-developed (brownfield) land and vacant buildings to meet development needs. In bringing forward previously developed sites for development, particular attention will be paid to tackling land contamination and stability issues, ensuring that appropriate mitigation and remediation is implemented to enable sites to be brought back into use effectively.

The National Planning Policy Framework (NPPF) (2023)

Decisions should accord with the requirements of the National Planning Policy Framework (2023), which sets out the Government's Planning Policies for England and how these are expected to be applied.

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.

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

Issues

Principle of the Development

The principle of the development is considered to be acceptable. The works will be of a temporary nature and are entirely reversible, consisting of cladding over the existing canopy.

It is considered necessary to have sufficient re-branding for this entrance as the building will be used as the library for the MMU Campus, during the period in which the existing library is to be demolished and a brand-new library building will be constructed.

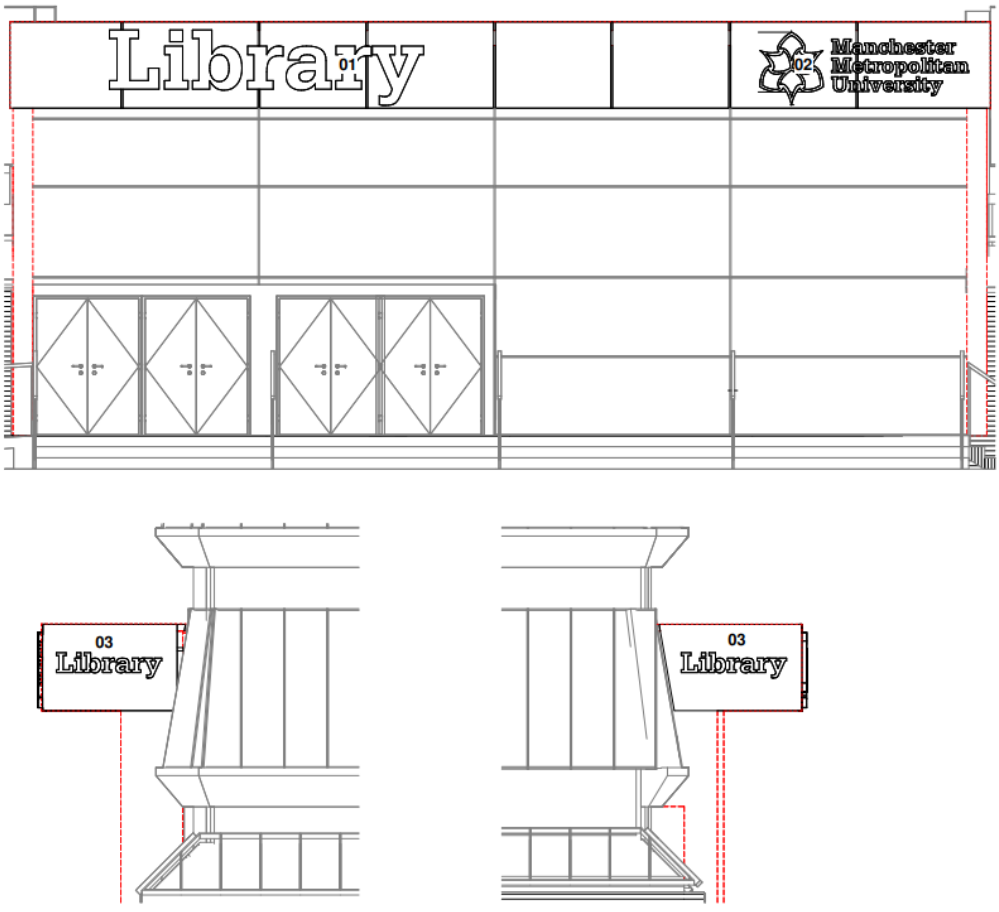
Visual Amenity

The John Dalton building was opened in 1964 with the current entrance canopy was constructed in 2003/04.

Whilst the existing canopy is not original, it is considered by the City Council that it was designed to be sympathetic and in keeping with the architecture of the original building and so a retention of the canopy as it current exists would have been the initial preference.

The proposed canopy will create a bulkier appearance to both sides of the entrance and will increase both increase the height and marginally increase the projection of the canopy.

However, on balance, the Local Planning Authority (LPA) do recognise that due to the thin, narrow nature of the existing canopy, it presents difficulties in being able to support the sufficient number of advertisements that would be required in order to provide wayfinding to the main entrance of the temporary library. The LPA recognises the importance in having a temporary library set up whilst the university transitions from the current library building to the new structured that is to be constructed in its place and recognises that sufficient wayfinding is required for this temporary library set up that the current canopy and entrance would not be sufficiently equipment in its current form to provide.



Proposed Elevations

In addition to this, it is not considered that there is enough architectural merit to the canopy in and of itself to necessitate its retention in its current form.

Policy EC8 of the Core Strategy states that the Council will promote development which creates a positive sense of place at the interface of educational institutions along Oxford Road, using design and public realm. In this respect, the proposed scheme is considered to represent a sleek design, informative in its use of signage without creating visual clutter.

As the works are of a temporary nature, to be in place for the temporary MMU Library site, and considering that the works are entirely reversible, as they will simply be cladding over the existing canopy, it is considered on a whole that the proposed works will not cause enough harm to the visual amenity of the host building or of the surrounding street scene in order to warrant a refusal.

Public Safety

There are no public safety concerns with the proposal.

Access

The current proposal will have no impact upon the access arrangements to the building.

There is an existing accessible ramp in place for those who require it.

Conclusion

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

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.

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

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 04 June 2024:

- Location Plan JDE-CAA-XX-ZZ-DR-A-1000
- Proposed Site Section 1 JDE-CAA-XX-ZZ-DR-A-1003
- Proposed Site Section 2 JDE-CAA-XX-ZZ-DR-A-1004
- Proposed GA Illustrative Elevations JDE-CAA-XX-XX-DR-A-2005
- Proposed Signage and Manifestation JDE-CAA-XX-XX-DR-A-7001

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 and saved policies DC14 and DC18.1.

3) Prior to any external works, samples, and specifications of all materials to be used on all external elevations shall be submitted and approved by the City Council as Local Planning Authority. The development shall be implemented in accordance with the approved details.

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 and to ensure consistency in accordance with policy and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

Informatives

1) Any requirements for licensing, hoarding / scaffolding, skips and any associated temporary pedestrian/traffic management arrangements, including Section 50, will need discussion and agreement with the council's Highway Network Management teams via Email - highwaylicences@manchester.gov.uk and highwaynetworkmanagement@manchester.gov.uk

Highways have requested that further details are provided to outline the traffic management requirements associated with the re-cladding process.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health

Advertising Right Opposite Oxford House, Oxford Road, Manchester, M1 7ED
Oxford House Suite 1B, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Oxford House Suite GB, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Armstrong House Suite 1G, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Armstrong House Second Floor, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Bruntwood, Armstrong House Suite Gd, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Armstrong House Suite Gc, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Armstrong House Suite Gb, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Armstrong House Suite 1C, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Armstrong House Suite 1D, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Armstrong House Suite 1B, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Armstrong House Suite 1A, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Armstrong House Suite Ga, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Armstrong House Suite 1E, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Armstrong House Fourth Floor, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Armstrong House Third Floor, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Fifteenth And Sixteenth Floor, 1 Symphony Park, Manchester, M1 7FS
Second Floor, 1 Symphony Park, Manchester, M1 7FS
25 Oxford Road, Manchester, M1 7BS
27 Oxford Road, Manchester, M1 7BS
1 Newman Street, Manchester, M1 7FQ
Fifth To Seventh Floor, 1 Symphony Park, Manchester, M1 7FS
Eighth Floor, 1 Symphony Park, Manchester, M1 7FS
1 Symphony Park, Manchester, M1 7FS
Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Oxford House Second Floor, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Unit 2, Hatch Court, 103 Oxford Road, Manchester, M1 7ED
Unit 1, Hatch Court, 103 Oxford Road, Manchester, M1 7ED
Precinct Centre, 26 Oxford Road, Manchester, M13 9RN
Oxford House Retail Unit A, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Oxford House Third Floor, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Oxford House Suite Gb And Suite 1B, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Oxford House Suite 1A, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED

Retail Unit B Oxford House, Manchester Technology Centre, Oxford Road, Manchester, M1 7ED
Unit 5, Hatch Court, 103 Oxford Road, Manchester, M1 7ED
Unit 34, Hatch Court, 103 Oxford Road, Manchester, M1 7ED
Unit 31 To 32, Hatch Court, 103 Oxford Road, Manchester, M1 7ED
Unit 30, Hatch Court, 103 Oxford Road, Manchester, M1 7ED
Unit 35, Hatch Court, 103 Oxford Road, Manchester, M1 7ED
Unit 4, Hatch Court, 103 Oxford Road, Manchester, M1 7ED
Unit 3, Hatch Court, 103 Oxford Road, Manchester, M1 7ED
Unit 6, Hatch Court, 103 Oxford Road, Manchester, M1 7ED
14A Oxford Road, Manchester, M1 5QA
Oxford House, Manchester Technology Centre, Princess Street, Manchester, M1 7ED

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
Area Team Boundary - Name: CENTRAL