MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no. 139935/LO/2024

Date registered valid: 139935/LO/2024

Proposal: Listed building consent for internal alterations to improve accessibility between ground and first floor - proposed installation of lift and ramp..

Address: 24A - 26 St John Street, Manchester, M3 4DJ

Ward(s): Deansgate Ward

Applicant: St Johns Buildings Ltd

Agent (if any): Mrs Clare Gascoigne Emery Planning

Case officer: Danielle Cooper
Tel: 0161 234 1658
Email: danielle.cooper@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 07/08/2024

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 19 July 2024

Standard consultations:
Printed: 10 July 2024 Expired: 31 July 2024

Neighbour notifications
Printed: 10 July 2024 Expired: 31 July 2024

Site notice
Posted: 10 July 2024 Expired: 31 July 2024

Press advert
Published: 16 July 2024 Expired: 6 August 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Grade II

Conservation area: St John Street Conservation Area 1970

Tree Preservation Order: Not applicable

Description of site/area

This application relates to a Grade II listed building, a pair of mid-terraces located at 24A – 26 St John Street. The building is located within St John Street Conservation Area. It is part of the settings of a number of other listed buildings and makes a positive contribution. Despite its identification as a 18th century asset, the building was constructed in the1930s, albeit in design, materials and construction techniques to match the neighbouring Georgian properties, and a very good example of a 20th century reconstruction of a Georgian dwellinghouse. The building is three storeys tall, constructed from brown brick with timber sash windows. The building is currently used as offices.

Both the exterior and the interior are high quality and relatively well-preserved as an example of the 1930s construction. The main staircase is a key element of the listed building, complete with period detailing, panelling and carved balustrade, albeit rebuilt/altered at a later stage.

Description of development

Listed building consent is sought for internal alterations to improve accessibility between ground and first floor. The following works are proposed:

- Installation of a free-standing lift within the open stairwell with associated motor. Lift colour: RAL9016 (traffic white)

- Affixing the lift to the ground floor concrete slab and two L-shaped brackets on the underside of the bulkhead landing.
- Removal of modern balusters of the staircase at first floor landing to allow for access to lift
- 10mm hole to be made in wall of cupboard under stairs for power cable to lift
- Install a mini circuit breaker in cupboard under staircase

- Installation of a timber ramp over the existing steps at first floor
- Relocation of existing fire door and stud wall.
- New balustrade to ramp

History

094678/LO/2010/C1 - LISTED BUILDING CONSENT for internal and external works associated with providing improved office accommodation, including removal of internal walls, creation of glazed partitions, suspended ceiling and installation of air conditioning units within rear internal courtyard – Approved 2011

130077/LO/2021 - Proposed internal alterations to listed building to improve existing office accommodation – Approved 10.08.2021

Consultations & Notification Responses

Publicity – The proposal has been advertised by way of Press notice and Site notice. Letters have also been sent to local residents and businesses. No comments have been received.

Policy

The effect of the proposal on the affected heritage assets has been considered under the following criteria.

The Adopted Core Strategy for the City of Manchester

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

Policy EN1 (Design Principles and Strategic Character Areas) 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.

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

Policy DM1 (Development Management) advises that all development should be appropriately sited, scaled, formed, massed, and detailed with appropriate layout and materials and should have regard to the character of the surrounding area and effects on built heritage.

The Unitary Development Plan for the City of Manchester

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.

Places for Everyone

The Places for Everyone Plan is a Joint Development Plan Document, providing a strategic plan and policies, for nine of the 10 boroughs which make up Greater Manchester.

The following policies are considered relevant to this application.

Policy JP-P1 (Sustainable Places) aims to become one of the most liveable city regions in the world, consisting of a series of beautiful, healthy and varied places, each having the following key attributes that all development, wherever appropriate, should be distinctive, with a clear identity, visually stimulating, socially inclusive, resilient, adaptable, durable, resource efficient, safe, supported by critical infrastructure, functional and convenient, incorporating accessibility, legible easy to move around, well connected, comfortable and inviting, incorporating high quality and well managed green infrastructure and public realm, well served by local shops, services and amenities.

Policy JP-S1 (Sustainable Development) aims 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.

Policy JP-P2 (Heritage) aims 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

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". 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 195 advises that heritage assets should be conserved in a manner appropriate to their significance.

Paragraph 200 advises that Local planning authorities should require an applicant to describe the significance of any heritage assets affected. The level of detail should be sufficient to understand the potential impact of the proposal on their significance.

Paragraph 201 advises that LPAs should ensure that any conflict between the heritage asset's conservation and any aspect of the proposal is avoided or minimised.

Paragraph 203 advises that in determining applications, LPA's 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.

- The desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 205 advises that when considering the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation.

Paragraph 206 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 207 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.

Paragraph 208 advises that proposals of less than substantial harm to the significance of a designated heritage asset should be assessed against the wider public benefits of the proposal.

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.

Issues

In determining whether the proposed works are acceptable, the main issue to consider is the impact these proposed works will have on the heritage asset itself.

Principle of development

The principle of the development to the Grade II listed building is considered to be acceptable. The proposal will create accessible routes across the building and as such the installation of a lift, ramp and associated interventions are therefore supported in this respect.

Impact on the Heritage Asset

The existing building under consideration is designated at Grade II and located within the St John's Conservation Area. Despite its identification as a 18th century asset within the list entry, the asset has been constructed in the 1930s, albeit in design, materials and construction techniques to match neighbouring Georgian properties, and a very good example of a 20th century reconstruction of a Georgian dwellinghouse. Both the exterior and the interior are high quality and relatively well-preserved as an example of the 1930s construction. The main staircase is a key element of the listed building, complete with period detailing, panelling and carved balustrade, albeit rebuilt/altered at a later stage.

The proposal seeks to provide level access between the ground and first floor. This will include the installation of a free-standing lift within the open stairwell. The lift colour will be RAL9016 (traffic white). In order to access the lift at first floor level, modern balusters of the staircase will be removed. A 10mm hole will also be made in the adjacent cupboard wall to the lift for the power cable to lift and to install a mini circuit breaker. Although balusters will be removed to accommodate the proposed lift with minimal fixings/works to the existing timber panelling, as they are not original, being altered at a later stage and can be easily reversed, the LPA considers the proposed works to have a minor impact on the heritage significance of the existing building and is therefore supported with the required public benefits being dervived from the improved accessbility within the buiding.

The applicant also seeks to install a timber ramp over the existing steps at first floor level, and to relocate the existing fire door and stud wall. A balustrade is proposed to the new ramp for safety. The LPA consider the proposed ramp and relocated stud wall to be acceptable having a minimal impact on the character and appearance to the internal fabric of the listed building. This is due to the partition wall ensuring the existing cornice is protected and it being a reversible feature.

The proposed works are therefore considered to cause a low amount of less than substantial harm to the listed building.

Conclusion

In view of the above, this application is considered acceptable, as the works are considered to cause a neutral impact on the heritage significance and will therefore conserve the listed building in accordance with policies SP1, CC9, EN1, EN3 and DM1 of the Manchester Core Strategy, saved UDP policies DC18 and DC19, Places for Everyone Plan policy JP-P2, and the guidance within the National Planning Policy Framework and the Planning (Listed Buildings and Conservation Areas) Act 1990.

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 in determining this application by assessing the proposal against relevant planning policies and all material considerations, identifying matters of concern with the proposal and discussing those with the applicant/agent. In this instance negotiation has been able to successfully resolve the identified concerns and issues.

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 (Received 03/05/2024)
BUILDING REQUIREMENTS DRAWING (Received 03/05/2024)
LIFT DRAWING (Received 03/05/2024)
GF LIFT DETAILS, Ref: AL-100 (Received 03/05/2024)
1F LIFT DETAILS, Ref: AL-101 B (Received 03/05/2024)
1F RAMP ELEVATION, Ref: AL-102(Received 03/05/2024)
LIFT FRONT ELEVATION, Ref: AL-105 A (Received 03/05/2024)
RAMP FRONT ELEVATIONS (Received 18/06/2024)
MF DETAILS (Received 18/06/2024)
LEFT SIDE ELEVATIONS (C) (Received 18/06/2024)
LIFT SIDE ELEVATIONS (B) (Received 18/06/2024)
LIFT FRONT ELEVATIONS (Received 18/06/2024)
GROUND FLOOR LIFT PROPOSAL (Received 18/06/2024)
GROUND & FIRST FLOOR (Received 18/06/2024)
FIRST FLOOR RAMP ELEVATIONS (Received 18/06/2024)
FIRST FLOOR LIFT PROPOSAL (Received 18/06/2024)

FIRST FLOOR CORRIDOR ELEVATIONS (Received 18/06/2024)
DEMOLITION (Received 09/07/2024)
MF ELEVATIONS, Ref: AI-108 (Received 22/07/2024)
FIRST FLOOR ELEVATIONS, Ref: AI-109 (Received 22/07/2024)
BRACKET DETAILS, Ref: AI-111 (Received 24/07/2024)
L BRACKET, Ref: 10 029 C (Received 24/07/2024)

PLANNING STATEMENT INCLUDING HERITAGE ASSESSMENT AND DESIGN AND ACCESS STATEMENT (Received 03/05/2024)
HERITAGE STATEMENT (Received 18/06/2024)

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 the National Planning Policy Framework

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design

28 St John Street, Manchester, M3 4DJ
Flat 303, Artillery House, 15 Byrom Street, Manchester, M3 4PF
Flat 302, Artillery House, 15 Byrom Street, Manchester, M3 4PF
Flat 301, Artillery House, 15 Byrom Street, Manchester, M3 4PF
Flat 203, Artillery House, 15 Byrom Street, Manchester, M3 4PF
Flat 202, Artillery House, 15 Byrom Street, Manchester, M3 4PF
Flat 201, Artillery House, 15 Byrom Street, Manchester, M3 4PF
Flat 103, Artillery House, 15 Byrom Street, Manchester, M3 4PF
Flat 102, Artillery House, 15 Byrom Street, Manchester, M3 4PF
Flat 101, Artillery House, 15 Byrom Street, Manchester, M3 4PF
Flat G03, Artillery House, 15 Byrom Street, Manchester, M3 4PF
Flat G02, Artillery House, 15 Byrom Street, Manchester, M3 4PF
Flat G01, Artillery House, 15 Byrom Street, Manchester, M3 4PF
Third Floor, 15 Quay Street, Manchester, M3 3HN
First Floor, 15 Quay Street, Manchester, M3 3HN
Second Floor, 15 Quay Street, Manchester, M3 3HN
Fifth Floor, 15 Quay Street, Manchester, M3 3HN
Fourth Floor, 15 Quay Street, Manchester, M3 3HN
The Private Clinic, 25 St John Street, Manchester, M3 4DT
MANSON INSURANCE LTD, Ground Floor, 15 Quay Street, Manchester, M3 3HN
17 Quay Street, Manchester, M3 3HN
21 St John Street, Manchester, M3 4DT
23 St John Street, Manchester, M3 4DT
24 St John Street, Manchester, M3 4DF
15 Quay Street, Manchester, M3 3HN
19 St John Street, Manchester, M3 4DS
22 St John Street, Manchester, M3 4EB

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
Conservation Area - St John Street Conservation Area 1970
Area Team Boundary - Name: CENTRAL