MANCHESTER CITY COUNCIL

Planning

Growth & Development

Delegated officer report for planning application

Application no.	139397/LO/2024
Date registered valid:	17 April 2024
Proposal:	Listed Building Consent to remove the existing escalator located in the basement which grants access from the underground customer car park to the ground floor, and to replace this with a new goods lift.
Address:	Manchester Central Convention Complex, Windmill Street, Manchester, M2 3GX
Ward(s):	Deansgate Ward
Applicant:	Mr Andy Kelly Manchester Central
Agent (if any):	Luke Bonnell Taylor Design Architects Limited
Case officer:	Emily Booth Tel: 0161 234 4193 Email: emily.booth@manchester.gov.uk
Recommendation:	Approve
Date of recommendation:	10 June 2024

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 10 June 2024

Standard consultations:
Printed: 26 April 2024 Expired: 18 May 2024

Neighbour notifications
Printed: 26 April 2024 Expired: 18 May 2024

Site notice
Posted: 20 May 2024 Expired: 11 June 2024

Press advert
Published: 30 April 2024 Expired: 14 May 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Grade II*

Conservation area: Not applicable

Tree Preservation Order: Not applicable

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 proposal relates to the basement and ground floor of the modern extension.

Description of development

Listed building consent is sought for the removal of the existing non-original escalator that is located within the basement car park of the building and the replacement of this with a good lift.

Consultations & Notification Responses

Publicity -

The application was advertised in the local press as an application for Listed Building Consent, a site notice was displayed on site and letters were sent to surrounding occupiers. No representations have been received.

Historic England - Suggest that the City Council seeks the views of our specialist conservation and archaeological advisers.

Issues

The Adopted Core Strategy for the City of Manchester

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 CC4 (Visitors, Tourism and Leisure) advises that development in the City Centre which improves facilities for visitors, including Manchester residents, will be promoted.

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

CC10 (A Place for Everyone) states that development that promotes high standards of accessibility to buildings and across spaces in the City Centre.

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 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-P 1 (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-P 2 (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.

Policy 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.

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 196 states that in determining planning applications, local planning authorities should take account of:

(a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.

(b) the wider social, cultural, economic and environmental benefits that conservation of the historic environment can bring.

(c) the desirability of new development making a positive contribution to local character and distinctiveness; and

(d) opportunities to draw on the contribution made by the historic environment to the character of a place.

Paragraph 200 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 203 states that in determining applications, local planning authorities should take account of:

(a) the desirability of sustaining and enhancing the significance of heritage assets and putting them to viable uses consistent with their conservation.

(b) the positive contribution that conservation of heritage assets can make to sustainable communities including their economic vitality; and

(c) the desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 207 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 208 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 has been considered.

The Impact on the Character of the Listed Building -

The fabric that would be affected internally is wholly modern. No original fabric would be affected by the works, which are also wholly internal. The alteration would be seen in context with original brickwork but would not cause harm to this as both the escalators and the proposed goods lift are similar modern features. The goods lift would be a smaller feature within the space.

The only historic fabric that can be viewed in context with the escalator is a brick archway. Protection measures are proposed.

The existing adjacent stair and lift would be retained.

It is not considered that the proposals cause harm and are therefore consistent with paragraphs 203 and 208 of the NPPF and address sections 66 and 72 of the Planning Act in relation to preservation and enhancement and all other above local and national policies.

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

In assessing the merits of a planning application officers will seek to work with the applicant in a positive and proactive manner to seek solutions to problems arising in relation to dealing with the planning application. All such issues have been resolved due to the discussions within the applicant and the conditions.

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 location plan referenced 6335 001 Rev P1 received by the City Council as local planning authority on 17 April 2024

The drawings referenced:

6335 203 Rev P1
6335 SK100 Rev P1 (2 drawings)

received by the City Council as local planning authority on 17 April 2024

The Design and Access Statement prepared by Taylor Design Architects Ltd. received by the City Council as local planning authority on 17 April 2024

The Method Statement prepared by Taylor Design Architects Ltd. received by the City Council as local planning authority on 17 April 2024

The Heritage Statement prepared by Taylor Design Architects Ltd. received by the City Council as local planning authority on 17 April 2024

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1, CC1, CC4, CC7, CC9, EN1, EN3, T1 and DM1 of the Core Strategy, saved policies DC10, DC18.1, DC19.1 and DC26.7 of the Unitary Development Plan.

3) The adjacent historic fabric shall be protected fully and only in accordance with the drawings referenced 6335 SK100 Rev P1 (2 drawings) and the Method Statement prepared by Taylor Design Architects Ltd. all received by the City Council as local planning authority on 17 April 2024 for the duration of the demolition and construction works hereby approved.

Reason - In the interests of visual amenity, and because the proposed works affect a building that is included in the Statutory List of Buildings of Special Architectural or Historic Interest so careful attention to building work is required to protect the character and appearance of this building in accordance with policies SP1, CC9, EN1, EN 3 and DM1 of the Adopted Core Strategy for the City of Manchester, the Design and Principle of the Guide to Development in Manchester SPD and saved policies DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester.

Appendix 1 – List of consultees & neighbours notified

Historic England (North West)
Historic England (North West)

Second Floor, 24 Mount Street, Manchester, M2 3NX
Seventh Floor, 24 Mount Street, Manchester, M2 3NX
Sixth Floor, 24 Mount Street, Manchester, M2 3NX
Fifth Floor, 24 Mount Street, Manchester, M2 3NX
Fourth Floor, 24 Mount Street, Manchester, M2 3NX
Third Floor, 24 Mount Street, Manchester, M2 3NX
First Floor, 24 Mount Street, Manchester, M2 3NX
Ground Floor, 24 Mount Street, Manchester, M2 3NX
22 Mount Street, Manchester, M2 3NX
24 Mount Street, Manchester, M2 3NX
Club Coliseum, Peter Street, Manchester, M2 3NQ

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
Area Team Boundary - Name: CENTRAL