

Planning

Growth & Development

Delegated officer report for planning application

Application no. 138757/LO/2023

Date registered valid: 5 December 2023

Proposal: Listed Building Consent for reconfiguration of internal layout to facilitate additional rooms including installation of partitions, doors, bathroom and kitchenette facilities.

Address: Ducie Street Warehouse , Ducie Street, Manchester, M1 2TP

Ward(s): Piccadilly Ward

Applicant: Native

Agent (if any): Steven Healey Healey Turley

Case officer: Michael Pearson
Tel: 0161 219 2735
Email: michael.pearson@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 18/01/2024

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit:

Standard consultations:

Printed: 12 December 2023

Expired: 2 January 2024

Neighbour notifications

Printed: 12 December 2023

Expired: 2 January 2024

Site notice

Posted: Expired:

Press advert

Published: 19 December 2023

Expired: 2 January 2024

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

The application relates to the seven storey Grade II listed former railway warehouse located on the southern side of Ducie Street at the junction where Dale Street meets Ducie Street. The application property is completed in red brick and stone quoining detail. The western facing side elevation features a contemporary glass extension, and the property is currently in use as an aparthotel (Class C1) with ancillary ground floor bar and cinema. Internally, the warehouse has seen modern partitions and lifts installed to facilitate the site's use as a hotel.

Listed building: Grade II

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area

The neighbouring area lies within the heart of Manchester City Centre, with Ducie Street giving way to Piccadilly to the south-west, an arterial A road that then provides access to Piccadilly Train Station and St Peters square. Piccadilly is home to a high number of commercial properties in varying uses. Ducie Street in comparison is a relatively low trafficked road and is home to multiple hotels, of which the application site is one of, commercial units and residential apartment blocks. Surface car parks neighbour the application site to the east, south and west.

Description of development

The application seeks listed building consent for the installation of new partitions and doorways to allow for the subdivision of 28no bedrooms to increase the number of rooms within the hotel from 166no to 194no.

Internal alterations consist of the removal of existing modern partition works. New partitions creating enclosed hotel rooms are then proposed. New doorways to match those present on site would be inserted into modern partitions in order to create separate entrances for each hotel room.

Planning History

A high number of applications are on record for the application site, the most relevant of which are shown below:

138762/NMC/2023 - Non-material amendment to planning permission ref. 115366/FO/2017 to alter description of development – Approved December 2023.

138775/JO/2023 - Variation of condition 2 (Specified Plans) pursuant to application 115366/FO/2017 to allow for internal reconfiguration to increase room number – Application under consideration.

115367/LO/2017 - LISTED BUILDING CONSENT in connection with reconfiguration of existing serviced apartments within apart-hotel to form additional 59 no. serviced apartments (to make 166 no. in total), introduction of new co-working office space (Use Class A2 or Use Class B1), barber shop (Use Class A1) and gym (Use Class D2) at ground level, together with associated external alterations and works and minor alterations to car parking area – Approved April 2017.

115366/FO/2017 - Reconfiguration of existing serviced apartments within apart-hotel to form additional 59 no. serviced apartments (to make 166 no. in total), introduction of new co-working office space (Use Class A2 or Use Class B1), barber shop (Use Class A1) and gym (Use Class D2) at ground level, together with associated external alterations and works and minor alterations to car parking area – Approved April 2017.

Consultations & Notification Responses

Publicity – None received.

Policy

The Manchester Core Strategy – Development Plan Document 2012-2027 (“the Core Strategy”) was adopted by the City Council on the 11th of July 2012:

- Policy SP1 – Spatial Principles
- Policy EC1 – Employment and Economic Growth in Manchester
- Policy CC1 – Primary Economic Development Focus: City Centre and Fringe
- Policy CC4 – Visitors – Tourism, Culture and Leisure
- Policy CC9 – Design and Heritage
- Policy EN1 – Design Principles and Strategic Character Areas
- Policy EN3 – Heritage
- Policy DM1 – Development Management

Saved Unitary Development Plan for Manchester – The following saved UDP Policies are of relevance to this application:

- Policy DC19 – Listed Buildings
- Policy DC26 – Development and Noise

National Planning Policy Framework (NPPF)

- Chapter 9 – Promoting Sustainable Transport
- Chapter 12 – Achieving Well-Designed Places

Other Legislative Requirements

Planning (Listed Buildings and Conservation Areas) Act 1990

Section 16(2) of the Planning (Listed Buildings and Conservation Areas) Act 1990 (LBCA Act) states that in considering whether to grant Listed Building Consent for any works the Local Planning Authority shall have special regard to the desirability of preserving the building or its setting or any features of special architectural or historic interest which it possesses.

Section 66 of the LBCA Act requires the local planning authority to have special regard to the desirability of preserving the setting of listed buildings. This requires more than a simple balancing exercise and considerable importance and weight should be given to the desirability of preserving the setting.

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. Once the Places for Everyone Plan is adopted it will form part of Manchester's development plan.

To date, five consultations have taken place in relation on the Plan. The Examination of Plan, following its submission in February 2022, began in November 2022. Following the completion of the Examination of the Plan, main modifications have now been proposed which will now become the subject of further public consultation.

The City Council's Executive agreed the Main Modification on 4 October 2023 and endorsed an 8 week period of public consultation on the Main Modifications commencing no earlier than 9 October 2023.

Any representations will be forwarded to the Examination team managing the Plan. The Inspectors will consider all representations on the proposed Modifications before finalising the examination report.

Given the stage the Plan has reached, and level of public consultation and scrutiny it has received, the Plan and its policies is now a material planning consideration in the determination of planning applications. The Plan and its policies must therefore be given significant weight in the planning balance. The Plan and its policies must therefore be given significant weight in the planning balance. Relevant policies to the proposal are show below:

- Policy JP-P2 – Heritage

Issues

Impact upon Heritage Asset

The proposal would see the internal alteration of the listed building, with new partitions proposed to subdivide existing hotel rooms. Proposed demolition works would be limited to modern interventions within the listed building, this being existing partitions and kitchen and toilet fixings, and as such, their removal is considered to have no harmful impact on the significance of the

listed building, with the building's original arched ceilings and steel support beams and columns being unaffected by the proposed works.

The proposed partition works would be located so that they follow existing partition lines and as such would not enclose support beams and columns from view. On this basis, it is considered the proposed layout would have a near identical affect on how one interprets the listed building when compared to that of the existing.

The entrances to each of the newly created hotel rooms would be set within existing previously approved modern partitions along the listed buildings open walkways. The submitted plans make clear that these doors would be a visual match to those already set within the listed building. On this basis this element of the proposal is adjudged to have a neutral impact upon its significance.

On this basis the proposal would have a neutral impact on the significance of the listed building and therefore, the proposal would meet the statutory test to preserve as put forward under Section 16(2) of the Planning (Listed Building and Conservation Areas) Act 1990 and as such is in accordance with policies SP1, CC9, EN3 and DM1 of the Manchester Core Strategy (2012), saved policy DC19.1 of the Unitary Development Plan for the City of Manchester (1995), Places for Everyone Plan Policy JP-P2, the National Planning Policy Framework and Planning (Listed Buildings and Conservation Areas) Act 1990.

Conclusion

In light of the above and subject to appropriate planning condition, the proposal has been found to have a neutral impact on the historical significance of the Grade II listed building in accordance with policies SP1, EC1, CC1, CC4, CC9, EN1, EN3 and DM1 of the Manchester Core Strategy (2012), saved policies DC19.1 and DC26 of the Unitary Development Plan for the City of Manchester (1995), Places for Everyone Plan Policy JP-P2, the National Planning Policy Framework and Planning (Listed Buildings and Conservation Areas) Act 1990. On this basis the application is recommended for approval.

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 policies of the Unitary Development Plan, the Director of Planning, Building Control & Licensing has concluded that some rights conferred by these articles on the applicant(s)/objector(s)/resident(s) and other occupiers and owners of nearby land that might be affected may be interfered with but that that interference is in

accordance with the law and justified by being in the public interest and on the basis of the planning merits of the development proposal. She believes that any restriction on these rights posed by the recommendation given is proportionate to the wider benefits of and that such a decision falls within the margin of discretion afforded to the Council under the Town and Country Planning Acts.

Recommendation: Approve

Article 35 Declaration

In assessing the merits of an application officers will seek to work with the applicant in a positive and proactive manner to seeking solutions to problems arising in relation to dealing with the application. In this instance, this has included ongoing advice that has resolved the issues associated with the proposal.

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:

- o AHA/PLC/ST/001: Location Plan (Received 05/12/2023)
- o AHA/PLC/DM/105 Revision F: Proposed 1st, 2nd, 3rd & 4th Floor Demolition Plan (Received 05/12/2023)
- o AHA/PLC/GA/105 Revision G: Proposed 1st, 2nd, 3rd & 4th Floor Plan (Received 05/12/2023)
- o HA/PLC/DM/4203-1.1 Revision B: Suite 03 (Type A) Proposed Demolition Plan (Received 21/12/2023)
- o AHA/PLC/GA/4203-1.2 Revision B: Suite 03 (Type A) Proposed Plan (Received 21/12/2023)
- o AHA/PLC/GA/4203-6.2 Revision B: Suite 03 (Type A) Proposed Elevations - Sheet 1 (Received 21/12/2023)
- o AHA/PLC/GA/4203-7.2 Revision B: Suite 03 (Type A) Proposed Elevations - Sheet 2 (Received 21/12/2023)
- o AHA/PLC/GA/4203-8.2 Revision B: Suite 03 (Type A) Proposed Elevations - Sheet 3 (Received 21/12/2023)
- o AHA/PLC/GA/4203-10.2 Revision B: Suite 03 (Type A) Proposed Elevations - Sheet 5 (Received 21/12/2023)
- o AHA/PLC/GA/4217-1.1 Revision A: Typical Suite 17 (Type B) Proposed Demolition Plan (Received 21/12/2023)
- o AHA/PLC/GA/4217-1.2 Revision A: Typical Suite 17 (Type B) Proposed Plan (Received 21/12/2023)
- o AHA/PLC/GA/4217-6.2 Revision A: Suite 17 (Type B) Proposed Elevations (Received 21/12/2023)
- o AHA/PLC/GA/4217-7.2 Revision A: Suite 17 (Type B) Proposed Elevations (Received 21/12/2023)

- o AHA/PLC/GA/4217-8.2 Revision A: Suite 17 (Type B) Proposed Elevations (Received 21/12/2023)
- o AHA/PLC/GA/4217-10.2 Revision A: Suite 17 (Type B) Proposed Elevations (Received 21/12/2023)
- o AHA/PLC/GA/4217-11.2 Revision A: Suite 17 (Type B) Proposed Elevations (Received 21/12/2023)
- o AHA/PLC/GA/4217-12.2 Revision A: Suite 17 (Type B) Proposed Elevations (Received 21/12/2023)
- o AHA/PLC/DM/4204-1.1 Revision A: Suite 04 (Type C) Proposed Demolition Plan (Received 21/12/2023)
- o AHA/PLC/DM/4204-1.2 Revision A: Suite 04 (Type C) Proposed Demolition Plan (Received 21/12/2023)
- o AHA/PLC/GA/4204-6.2 Revision A: Suite 04 (Type C) Proposed Elevations (Received 21/12/2023)
- o AHA/PLC/GA/4204-9.2 Revision A: Suite 04 (Type C) Proposed Elevations (Received 21/12/2023)
- o AHA/PLC/GA/4204-10.2 Revision A: Suite 04 (Type C) Proposed Elevations (Received 21/12/2023)
- o AHA/PLC/GA/4204-13 Revision A: Apartment 204 (Type D) (Received 21/12/2023)
- o AHA/PLC/GA/4218-1.1 Revision B: Suite 18 (Type D) Demolition Plan (Received 21/12/2023)
- o AHA/PLC/GA/4218-1.2 Revision B: Suite 18 (Type D) Proposed Plan (Received 21/12/2023)
- o AHA/PLC/GA/4218-6.2 Revision A: Apartment 18 (Type D) Proposed Elevations (Received 21/12/2023)
- o AHA/PLC/GA/4218-7.2 Revision B: Suite 18 (Type D) Proposed Elevations (Received 21/12/2023)
- o AHA/PLC/GA/4218-8.2 Revision B: Suite 18 (Type D) Proposed Elevations (Received 21/12/2023)
- o AHA/PLC/GA/4218-9.2 Revision B: Suite 18 (Type D) Proposed Elevations (Received 21/12/2023)
- o AHA/PLC/GA/4218-10.2 Revision B: Suite 18 (Type D) Proposed Elevations (Received 21/12/2023)
- o AHA/PLC/EX/4206-1.1 Revision A: Suite 06 (Type E) Demolition Plan (Received 21.12/2023)
- o AHA/PLC/EX/4206-1.2 Revision A: Suite 06 (Type E) Proposed Plan (Received 21.12/2023)
- o AHA/PLC/GA/4206-6.2 Revision A: Suite 06 (Type E) Proposed Elevations (Received 21.12/2023)
- o AHA/PLC/GA/4206-9.2 Revision A: Suite 06 (Type E) Proposed Elevations (Received 21.12/2023)
- o AHA/PLC/GA/4206-10.2 Revision A: Suite 06 (Type E) Proposed Elevations (Received 21.12/2023)
- o AHA/PLC/GA/4206-12.1 Revision A: Suite 06 (Type E) Proposed Elevations (Received 21/12/2023)
- o AHA/PLC/GA/505.2 Revision A: Proposed Section E / 1:50 (Received 21/12/2023)
- o AHA/PLC/EX/507.2 Revision A: Proposed Section F / 1:50 (Received 21/12/2023)

Reason - Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity of the area within which the site is located, as specified in policies SP1 and DM1 of the Core Strategy.

3) No materials shall be used on listed building other than those referred to on the approved plans / supporting documentation.

Reason - To ensure that the appearance of the development is acceptable to the City Council as local planning authority in the interests of the visual amenity and preserving the historical significance of the listed building in accordance with policies SP1, CC9, EN3 and DM1 of the Core Strategy, saved policy DC19.1 of the Unitary Development Plan for the City of Manchester and the National Planning Policy Framework.

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design

6 - 7 Gateway House, Piccadilly Station Approach, Manchester, M1 2GH
Cex, 1 Gateway House, Piccadilly Station Approach, Manchester, M1 2GH
Apartment 18, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
Apartment 22, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
McColls, 22 Ducie Street, Manchester, M1 2DP
Flat 7, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 18, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 22, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 13, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Apartment 14, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
17 Gateway House, Piccadilly Station Approach, Manchester, M1 2GH
Apartment 16, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
Flat 20, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 11, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Apartment 20, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
Apartment 15, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
Apartment 21, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
The Co-operative Food, 11 - 15 Gateway House, Piccadilly Station Approach, Manchester, M1 2GH
CAFFÈ NERO, Tower Unit A, Gateway House, Piccadilly Station Approach, Manchester, M1 2GH
Barnardo's, 4 Gateway House, Piccadilly Station Approach, Manchester, M1 2GH
9 Ducie Street, Manchester, M1 2JB
Flat 2, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 21, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 4, Navigation House, 20 Ducie Street, Manchester, M1 2DP
8A Gateway House, Piccadilly Station Approach, Manchester, M1 2GH
Flat 24, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 14, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 15, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Apartment 12, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
Apartment 11, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
Ladbroke's, 2 Gateway House, Piccadilly Station Approach, Manchester, M1 2GH
Flat 8, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 10, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 19, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 12, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 16, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Service Apartment 25, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
8 Gateway House, Piccadilly Station Approach, Manchester, M1 2GH
11 Ducie Street, Manchester, M1 2JB
Flat 6, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 17, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Apartment 13, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
Apartment 19, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
Apartment 10, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
Apartment 17, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
Apartment 24, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
Staycity Manchester, 8B Gateway House, Piccadilly Station Approach, Manchester, M1 2GH
10 Gateway House, Piccadilly Station Approach, Manchester, M1 2GH

3 Gateway House, Piccadilly Station Approach, Manchester, M1 2GH
Flat 25, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 3, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 1, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Apartment 23, Bridge House, 26 Ducie Street, Manchester, M1 2DQ
5 Gateway House, Piccadilly Station Approach, Manchester, M1 2GH
9 Gateway House, Piccadilly Station Approach, Manchester, M1 2GH
16 Gateway House, Piccadilly Station Approach, Manchester, M1 2GH
La Reserve Aparthotel, 7 Ducie Street, Manchester, M1 2JB
Native Aparthotel, Ducie Street, Manchester, M1 2TP
Flat 9, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 23, Navigation House, 20 Ducie Street, Manchester, M1 2DP
Flat 5, Navigation House, 20 Ducie Street, Manchester, M1 2DP

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
Site of Biological Interest - Name: Ashton Canal (West)
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
HS2 Phase 2b Safeguarding Zones - HS2 Safeguarding Zones (October 2020)
HS2 Phase 2b Safeguarding Zones - HS2 Safeguarding Zones (June 2022)
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: CENTRAL