

Planning

Growth & Development

Delegated officer report for planning application

Application no. 136499/FO/2023

Date registered valid: 25 April 2023

Proposal: Elevational alterations including replacement of cladding to bedroom floors 1-8

Address: Macdonald Manchester Hotel , 91 London Road, Manchester, M1 2PG

Ward(s): Piccadilly Ward

Applicant: Hamilton Pyramid Europe

Agent (if any): Mr Darren Friston Street Design Partnership

Case officer: Emily Booth
Tel: 0161 234 4193
Email: emily.booth@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 25 September 2023

Application details

Type of application: Full Application Consent

Development type: Minor Other

Date of site visit: 16 May 2023

Standard consultations:

Printed: 12 May 2023 Expired: 2 June 2023

Neighbour notifications

Printed: 12 May 2023 Expired: 2 June 2023

Site notice

Posted: 16 May 2023 Expired: 6 June 2023

Press advert

Published: 16 May 2023 Expired: 6 June 2023

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Not applicable

Conservation area: Not applicable

Tree Preservation Order: Not applicable

Description of area

This application relates to the MacDonald Manchester Hotel, which is located at 91 London Road within the Eastern Gateway area of Manchester City Centre. The hotel is in close proximity to Piccadilly Train Station and the Inner Relief Route. The building is not within a conservation area but is near to the Whitworth Street Conservation Area and is seen from limited extent in views into and out of the conservation area. It can in certain views be seen in conjunction with - and contributes to the settings of the Grade II listed railway viaduct immediately to the north, the Grade II Listed Piccadilly Railway Station and the sculptural wall/sound buffer directly opposite the hotel on London Road.

The building is a particularly striking example of 1960's architecture with a 'Lazy L' formation and is understood to have been originally designed as a hotel but was initially put into use as office accommodation and was previously known as Telecommunications House.

In 2007 the building has been sensitively refurbished for hotel use as the MacDonald Manchester Hotel in a manner that has successfully retained the original 1960's robust design as the overriding form and character of the building (application reference 081135/FO/2006/C2). Due to its scale, massing and elevation design the proposal building is extremely prominent both on the London Road city centre gateway radial route but also in other views including from the nearby elevated Mancunian Way city centre gateway orbital route which forms a part of the Inner Relief Route.

Surrounding uses include the skate park located underneath the inner relief route, the modern student residential buildings on Berry Street, surface car parking, an electricity substation, part of the University of Manchester estate on the opposite side of London Road and Piccadilly Train Station.

A previous application referenced 108996/FO/2015/C2 allowed the two-storey extension of the ground floor coffee bar to create an executive lounge and an extension to provide two additional passenger lifts. This application was approved on 22nd March 2016.

A further application referenced 117879/FO/2017 allowed the construction of a ground floor extension to extend the existing reception area, construction of a terrace for use as an external seating area and remodelling of the existing main entrance with the addition of a new porte-cochere entrance.

A further application referenced 123095/FO/2019 allowed the construction of a full height extension to house 2no. passenger lifts, a two-storey ground floor extension to create a dedicated executive entrance and lounge with internal remodelling.

An application referenced 134666/FO/2022 allowed the erection of a two-storey extension at ground floor to extend hotel reception area and installation of a new entrance canopy.

An application referenced 136383/FO/2023 allowed the construction of a new entrance canopy that would be installed over the existing main entrance steps.

Description of development

Planning permission is now sought to replace all existing cladding on levels 1 to 8 of the building with non-combustible power coated aluminium insulated spandrel panel system.

Consultations & Notification Responses

Highway Services - Confirmed that they have no objections, requested the submission and agreement of a construction management plan by condition and provided advice on current issues and requirements.

Environmental Health - Confirmed that they have no comments.

University Of Manchester - No comments received.

High Speed Two (HS2) Limited - Confirmed no objection.

Publicity - The application was advertised in the local press as affecting a listed building, a site notice was displayed on site and letters were sent to surrounding residents - No replies have been received.

Issues

Issues and Policy

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

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. This policy also advised on disabled access and measures to reduce crime.

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.

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 197 states that in determining planning applications, local planning authorities 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 and
- The desirability of new development making a positive contribution to local character and distinctiveness.

Paragraph 194 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 200 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 201 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.

Visual Amenity -

The proposed cladding would include a 25mm deep step on each side and would be replacing a flat panel. There would also be more vertical capping strips to conceal fixings than the current cladding. It would however match the materials, colour and finishes of the existing cladding. This change is only considered acceptable due to the following justification provided by the applicant and the fact that the difference is now minimal enough that it is unlikely to be noticeable due to the distance from street level and the prominent concrete fins that separate each floor.

The operator of the building is changing and as part of those works, the applicant is required by their insurance company to remove the existing flammable cladding to the bedroom floors.

The existing cladding is Styrofoam sandwiched in a polyester powder coated aluminium panel colour RAL 7016 Matt. Styrofoam is an excellent insulator but is also highly flammable.

The proposed cladding is rockwool sandwiched in PPC RAL 7016 Aluminium panels. Rockwool is non-combustible, but it has a lower thermal coefficient when compared to Styrofoam, meaning that more is needed to equal the same thermal performance.

The applicant's surveyors have confirmed the new cladding panels will need to achieve an average U-value of 0.3 W/m²K. Which is an improvement on the existing U-Value (estimated to be 0.45 W/m²K).

They have assessed and discounted the following options:

- 1) Like for like replacement panels - swapping insulation but retaining the same panel thickness. Discounted because we would be making the U-value worse than existing, and far lower than the requisite 0.3 W/m²K.
- 2) Specifying the same stepped cladding, but with the stepped face into the cavity. Thus, maintaining the same external appearance. Discounted as the cavity is inconsistent, the glazing curtain wall steel protrude into cavity at every mullion. See attached Curtain wall into cavity.jpeg.
- 3) Fixing method maintained as existing, i.e., fixed top and bottom only, with mastic vertical joints. Discounted, new cladding panels must be fixed on all 4 edges to maintain integrity and to obtain a system warrantee. Those fixings are all hidden under a PPC cover plate (as existing).

- 4) Undertake no works, appoint a fire engineer to identify the risk of fire propagating across the façade (Similar to the Grenfell Disaster) given the cladding arrangement and the concrete fins at each floor level is negligible. Attempted and Discounted, insurers would not provide insurance for the building if it has flammable insulation anywhere, no matter how negligible the risk is.

The above justification along with the reduction in the thickness of the step to only 25mm is considered to be adequate to justify the changes. The changes would also assist in protecting the occupiers of the building from fire and help to protect this prominent and attractive building from fire damage.

The proposals would have a neutral impact on the nearby conservation area and the nearby listed buildings.

In view of the above the proposals would be consistent with Sections 12 and 16 of the National Planning Policy Framework, Core Strategy Policies DM1, SP1, CC9, EN3 and EN1 and saved UDP policies DC18.1 and DC19.1.

Sustainability -

The proposals would improve on the existing insulation values and would help to prevent the destruction of the building.

In view of the above the proposals would be consistent with Section 8 of the NPPF, policies SP1, CC4, EN6, CC10 and DM1 of the Core Strategy for the City of Manchester.

Highway Impacts -

A condition would require the submission and agreement of a construction management plan.

In view of the above the proposals would be consistent with policies SP1, T1, T2, CC4, CC10 and DM1 of the Core Strategy for the City of Manchester.

Trees -

There are a number of trees close to the proposed scaffold line. A condition would require the submission and agreement of protection measures for these trees.

In view of the above the proposals would be consistent with policies EN9 and EN15 of the Core Strategy for the City of Manchester.

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.

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 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:

The location plan referenced 7442 PS.201 Rev # received by the City Council as local planning authority on 18 September 2023

The drawings referenced:

7442 PS.202 Rev C
7442 PS.203 Rev #
7442 PS.204 Rev #
7442 PS.215 Rev C
7442 PS.220 Rev D

all received by the City Council as local planning authority on 18 September 2023

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to policies SP1, CC1, CC4, EN1 and DM1 of the Core Strategy, saved policies DC19.1 of the Unitary Development Plan and Sections 6, 7 and 12 of the National Planning Policy Framework.

3) Prior to the commencement of the construction phase of the development a detailed construction and demolition management plan outlining working practices during development shall be submitted to and approved in writing by the local planning authority, which for the avoidance of doubt should include:

- the phasing and quantification/classification of vehicular activity associated with planned construction with commentary on types and frequency of vehicular demands together with evidence (including appropriate swept-path assessment) of satisfactory routing both within the site and on the adjacent highway.
- Traffic management plans including any effects on London Road and Travis Street.
- measures to deal with mud and dust on the highway.
- consideration of ongoing construction works and contractor parking in the locality.
- details of an emergency telephone contact number for a person responsible for the site; to be displayed in a publicly accessible location on the site from the commencement of development until construction works are complete.
- compound locations where relevant.
- location, removal and recycling of construction waste.

Development shall be carried out in accordance with the approved construction management plan.

Reason - To safeguard the amenities of nearby residents and highway safety, pursuant to policies SP1, EN9, EN14, EN15, EN17, EN19 and DM1 of the Manchester Core Strategy.

4) Fencing and other protection measures shall be erected for the protection of the retained trees in accordance with approved plans and particulars that shall be submitted to and approved in writing by the City Council as local planning authority. These approved measures shall be fully implemented in accordance with the approved details before any equipment, machinery or materials are brought on to the site for the purposes of the development, and shall be maintained until all equipment, machinery and surplus materials have been removed from the site.

Nothing shall be stored or placed in any area fenced in accordance with this condition and the ground levels within those areas shall not be altered, nor shall any excavation be made.

Reason - In order avoid damage to trees/shrubs adjacent to and within the site which are of important amenity value to the area and in order to protect the character of the area, in accordance with policies EN9 and EN15 of the Core Strategy.

5) The cladding and associated fixings and works shall be installed fully and only in accordance with the proposed section referenced 7442 PS.202 Rev C and the colour, materials and finishes (not the depth of the step, which shall be 25mm) of the physical sample reviewed on site on 10 August 2023.

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.

Informatives

1) The applicant is advised that the application site falls near land that may be required to construct and/or operate Phase 2b of a high-speed rail line from Crewe to Manchester (Western

Leg), known as High Speed Two. Powers to construct and operate High Speed Two are to be sought by promoting a hybrid Bill in Parliament. In addition, as the HS2 project is not yet at a detailed design stage the applicant is advised to closely follow ongoing progress of the HS2 programme. More information can be found at:

<https://eur03.safelinks.protection.outlook.com/?url=https%3A%2F%2Fwww.gov.uk%2Fgovernment%2Fororganisation%2Fhigh-speed-two%2Flimited&data=05%7C01%7Cplanning%40manchester.gov.uk%7Cea8a47640c9e46e50e7908db587468ec%7Cb0ce7d5e81cd47fb94f7276c626b7b09%7C0%7C0%7C638201029222284513%7CUnknown%7CTWFPbGZsb3d8eyJWIjoiMC4wLjAwMDAiLCJQIjoiV2luMzliLCJBTil6lk1haWwiLCJXVCi6Mn0%3D%7C3000%7C%7C%7C&sdata=EnvcsZgHcZB8GI9LPr0vv2uuEp1cGw%2Bi86JqZYcjsY%3D&reserved=0>.

2) The applicant should be advised that any requirements for licensing, hoarding /scaffolding, skips and any associated temporary traffic management arrangements will need discussion and agreement with the council's Highway Applications and Network Resilience teams via Email - highwaylicences@manchester.gov.uk highwaynetworkmanagement@manchester.gov.uk

3) If basement/Structure excavations/works are proposed adjacent to the highway, structural drawings and calculations for the temporary and permanent support works must be submitted for checking (for a fee) to MCC Bridges/Structures Section via Email highways.structures@manchester.gov.uk.

Appendix 1 – List of consultees & neighbours notified

Highway Services
Environmental Health
University Of Manchester
High Speed Two (HS2) Limited

Flat 5, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 2, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 9, Piccadilly Point, 23 Berry Street, Manchester, M1 2AD
Flat 11, Piccadilly Point, 23 Berry Street, Manchester, M1 2AD
Flat 41, Piccadilly Point, 23 Berry Street, Manchester, M1 2AD
Flat 51, Piccadilly Point, 23 Berry Street, Manchester, M1 2AD
Flat 118, Piccadilly Point, 23 Berry Street, Manchester, M1 2BG
Flat 141, Piccadilly Point, 23 Berry Street, Manchester, M1 2BG
Flat 117, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 114, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 103, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 102, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 98, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 94, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 84, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 79, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 76, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 74, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 48, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 45, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 41, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 40, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 36, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 35, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 27, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 23, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 19, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 17, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 3, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 203, Piccadilly Point, 23 Berry Street, Manchester, M1 2DH
Flat 201, Piccadilly Point, 23 Berry Street, Manchester, M1 2DH
Flat 17, Piccadilly Point, 23 Berry Street, Manchester, M1 2AD
Flat 109, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 96, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 87, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 80, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 77, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 33, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 4, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 210, Piccadilly Point, 23 Berry Street, Manchester, M1 2DH
Flat 47, Piccadilly Point, 23 Berry Street, Manchester, M1 2AD
Flat 84, Piccadilly Point, 23 Berry Street, Manchester, M1 2AD
Flat 118, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 111, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 64, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 47, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 38, Mill Point, 29 Berry Street, Manchester, M1 2AR

[illegible]

[illegible]

[illegible]

[illegible]

Flat 116, Piccadilly Point, 23 Berry Street, Manchester, M1 2BG
Flat 115, Piccadilly Point, 23 Berry Street, Manchester, M1 2BG
Flat 117, Piccadilly Point, 23 Berry Street, Manchester, M1 2BG
Flat 120, Piccadilly Point, 23 Berry Street, Manchester, M1 2BG
Flat 128, Piccadilly Point, 23 Berry Street, Manchester, M1 2BG
Flat 143, Piccadilly Point, 23 Berry Street, Manchester, M1 2BG
Flat 142, Piccadilly Point, 23 Berry Street, Manchester, M1 2BG
Flat 146, Piccadilly Point, 23 Berry Street, Manchester, M1 2BG
Flat 145, Piccadilly Point, 23 Berry Street, Manchester, M1 2BG
Flat 150, Piccadilly Point, 23 Berry Street, Manchester, M1 2BG
Flat 155, Piccadilly Point, 23 Berry Street, Manchester, M1 2BG
Flat 83, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 82, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 81, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 78, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 72, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 32, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 22, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 21, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 20, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 16, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 11, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 6, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 212, Piccadilly Point, 23 Berry Street, Manchester, M1 2DH
Flat 45, Piccadilly Point, 23 Berry Street, Manchester, M1 2AD
Flat 110, Piccadilly Point, 23 Berry Street, Manchester, M1 2BG
Flat 74, Piccadilly Point, 23 Berry Street, Manchester, M1 2AD
Room C Flat 18, Piccadilly Point, 23 Berry Street, Manchester, M1 2DH
Flat 123, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 110, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 105, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 101, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 93, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 92, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 90, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 85, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 44, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 43, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 39, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 37, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 18, Mill Point, 29 Berry Street, Manchester, M1 2AR
Flat 10, Mill Point, 29 Berry Street, Manchester, M1 2AR

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
HS2 Phase 2b Safeguarding Zones - HS2 Safeguarding Zones (June 2022)
HS2 Phase 2b Safeguarding Zones - HS2 Safeguarding Zones (October 2020)
Susceptible to Surf Water Flood (Less) -

Area Team Boundary - Name: CENTRAL