

Planning

Growth & Development

Delegated officer report for planning application

Application no. 137170/LO/2023
Date registered valid: 5 June 2023
Proposal: Listed Building Consent for creation of an internal corridor, access ramp, and associated works within the loading bay of Dantzic Building.
Address: Dantzic Building , Hanover Street, Manchester, M4 2AH
Ward(s): Piccadilly Ward

Applicant: NOMA (GP) Ltd
Agent (if any): Mr John Cooper Deloitte LLP
Case officer: Angela Leckie
Tel: 0161 234 4651
Email: angela.leckie@manchester.gov.uk
Recommendation: Approve
Date of recommendation: 27-07-23

Application details

Type of application: Listed Building Consent
Development type: Listed building alteration
Date of site visit: 14 June 2023

Standard consultations:

Printed: 9 June 2023 Expired: 30 June 2023

Neighbour notifications

Printed: 9 June 2023 Expired: 30 June 2023

Site notice

Posted: 14 June 2023 Expired: 5 July 2023

Press advert

Published: 13 June 2023 Expired: 27 June 2023

Departure from Development Plan: No

Environmental Statement: Not required

Description of site/building

Listed building: Not applicable

Conservation area: Shudehill Conservation Area 1987

Tree Preservation Order: Not applicable

This application relates to a Grade II Listed building located at 29 Dantzic Street, which is within the Shudehill Conservation Area. The building is in close proximity to a number of other listed buildings including the Grade II Listed Hanover Building, Redfearn Building, Old Bank Building, New Century House and Holyoake Building. The adjoining Federation Building built in 1913/1914 is not listed, but is also within the Shudehill Conservation Area.

The building was designed and built by the Co-operative Wholesale Society (CWS) around 1937 as a warehouse building for the adjoining Federation Building and both buildings were later used as office use. The building was designed and constructed in a Dutch modernist style.

The most distinguishing features of the building are the steel framed strip windows with curved sections at the corners. The building is constructed in buff brick with reconstituted stone mullions, delicate brick decorations and a blue engineering brick base.

The Building is located within the NOMA Strategic Regeneration Area, the ambition of the NOMA projects is to utilise the whole estate to facilitate regeneration of the area by redeveloping the Co-operative Listed Estate.

Applications referenced 117384/FO/2017 and 117385/FO/2017 granted planning permission and listed building consent on 19 January 2018 for internal and external alterations to the Grade II Listed Dantzic Building including replacement of all windows; reconfiguration of external fire escape door; installation of rooftop plant; reconfiguration of the main entrance and reception area; installation of new WCs on all floors; repair of existing stair and lobby areas; and associated works.

The development was completed in 2019.

Description of area

The Site is surrounded by a mix of city centre uses, including the office-led, mixed-use development within the wider NOMA estate, residential apartments, public realm and landscaping at Sadler's Yard, 1 Angel Square and Angel Meadow. It is also in close proximity to two major public transport modes, Manchester Victoria Station to the south west and Shudehill Interchange to the south east. There are a number of temporary surface car parks in the area, which are future development plots within the NOMA Masterplan

Description of development

Listed Building Consent is sought for the creation of an internal corridor and associated access ramp within the loading bay of the building. The corridor would be located along the existing raised loading bay through the shared Dantzic Building – Federation Building loading bay, but the corridor would be located in its entirety within the Dantzic Building threshold.

The Proposed Development will create a more useable back-of-house / servicing route through the Ground Floor of the Dantzic Building, without requiring staff to pass through tenant space. This has become of more importance as the Ground Floor office space is due to be occupied in

full by a tenant. The creation of the proposed corridor requires construction of an internal partition wall measuring circa. 20-metre long by 4-metre tall; decoration of the new corridor walls; and some small alterations to the existing lighting and fire servicing, including new detector and light fittings.

The floor level in the loading bay area is currently not level with the connecting areas in the lobby of the Dantzie Building – further reducing useability as a servicing circulation route. Therefore, the Proposed Development includes the installation of an access ramp in order to create step-free access from the lobby areas to the proposed internal corridor.

The works would include the following:

- Construction of block work partition wall (90mm stud with 2no. 12.5mm wall board to each side);
- Installation of skirting to match existing connecting corridor;
- Painting of walls and skirting of the proposed internal corridor (white top coat, RAL colour to match connecting corridor);
- Installation of 3mm latex levelling screed and vinyl flooring;
- Removal of existing steps leading from the existing connecting corridor to the loading bay ground;
- Alterations to fire alarm to include new detector, and to connection running through the corridor;
- Installation of 4no. LED light fittings to the proposed internal corridor; and
- Installation of timber ramp and handrail.

An existing parquet floor would be left as existing, with just the ramped area covering this.

Consultations & Notification Responses

Publicity – The application was advertised as affecting a listed building and a site notice was displayed adjacent to the site and occupiers of adjacent buildings have been notified. No representations have been received.

Policy

Core Strategy - The following policies are considered to be most relevant to the proposed development:

Policy SP1 (Spatial Principles), - which guides the strategic development of Manchester identifying the Regional Centre as the focus for economic and commercial development, leisure and cultural activity, alongside high quality city living. It states that all development within the City Centre regeneration area should have regard to the character and issues as identified in the Manchester City Centre Strategic Plan and outlines the following core development principles:

Development should:-

Make a positive contribution to neighbourhoods of choice including:-

- creating well designed places that enhance or create character;
- making a positive contribution to the health, safety and wellbeing of residents;
- considering the needs of all members of the community regardless of age, gender, disability, sexuality, religion, culture, ethnicity or income;
- protect and enhance the built and natural environment;
- minimise emissions, ensure efficient use of natural resources and reuse previously developed land wherever possible;

- Improve access to jobs, services, education and open space by being located to reduce the need to travel; and
- Provide good access to sustainable transport provision.

Policy DM1 (Development Management) – Which 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.

Policy EN 3 (Heritage) – Which encourages development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods, including those of the City Centre.

New developments must be designed so as to support the Council in preserving or, where possible, enhancing the historic environment, the character, setting and accessibility of areas and buildings of acknowledged importance, including scheduled ancient monuments, listed buildings, registered parks and gardens, conservation areas and archaeological remains.

Policy CC9 (Design and Heritage) States that development in Manchester City Centre should preserve or enhance the heritage assets that have been identified, including conservation areas and listed buildings.

The Unitary Development Plan for Manchester – Whilst the Core Strategy has now been adopted some of the UDP policies remain saved as there are no replacement policies contained in the Core Strategy. The relevant policies are detailed below:

DC19.1 (Listed Buildings) - which seeks to preserve and enhance the settings of listed buildings by appropriate control over new developments within their vicinity.

National Planning Policy Framework 2021

It is a fundamental requirement of the NPPF that planning proposals contribute to the achievement of “sustainable development” (NPPF Paragraph 8). 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.

Section 16 '*Conserving and enhancing the historic environment*' states that in determining applications, Local Planning authorities should require an applicant to describe the significance of any heritage assets affected, including any contribution made by their setting. The level of detail should be proportionate to the assets' importance and no more than is sufficient to understand the potential impact of the proposal on their significance. As a minimum the relevant historic environment record should have been consulted and the heritage assets assessed using appropriate expertise where necessary. Where a site on which development is proposed includes, or has the potential to include, heritage assets with archaeological interest, local planning authorities should require developers to submit an appropriate desk-based assessment and, where necessary, a field evaluation (paragraph 194).

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 197)

In considering the impacts of proposals, paragraph 199 states that the impact of a proposed development on the significance of a designated heritage asset, great weight should be given to the asset's conservation (and the more important the asset, the greater the weight should be). This is irrespective of whether any potential harm amounts to substantial harm, total loss or less than substantial harm to its significance.

Paragraph 200 goes on to state that any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting), should require clear and convincing justification.

Paragraph 202 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, where appropriate, securing its optimum viable use.

Paragraph 203 states that: The effect of an application on the significance of a non-designated heritage asset should be taken into account in determining the application. In weighing

applications that directly or indirectly affect non-designated heritage assets, a balanced judgement will be required having regard to the scale of any harm or loss and the significance of the heritage asset.

Issues

Design Issues and impact on the Character and Fabric of the Listed Building and character of the Conservation Area – The main issue to consider is whether the impact of the proposed works on the character and fabric of the listed building are acceptable.

It is noted that this back of house location is of low significance. Impacts to the original fabric would be kept to a minimum. The finished and materials would be in consistent with approved materials and treatment in the Dantzie Building Ground Floor lobby and corridor areas from which

the proposed internal corridor will lead off. The design of the access ramp allows it to be free standing in order to require minimal intervention to the interior structure of the Dantzig Building. The fixing method for the partition wall required to form the proposed internal corridor has been carefully chosen so as to require minimal level of intervention to the existing fabric. The works would not affect the public's ability to understand and appreciate the listed building. In view of this the proposals would cause negligible if any harm to the heritage asset.

Since there is no harm, the application should be considered against paragraph 197 and 199 of the NPPF only. The proposals would sustain the significance of the heritage asset and deliver benefit from greater disabled access to this area and improvements to general connectivity for back and front of house used within the building. Thus, would support the long term use and viability of the asset as a multi-tenanted office with the associated economic benefits.

It is considered for the reasons outlined above that the overall approach to the proposed works would, have an acceptable impact on the character and historic fabric of the listed building.

In view of the above it is considered that the proposed development would on balance be consistent with the development would be consistent with section 16 of the National Planning Policy Framework policies SP1, DM1, EN3 and CC9 and of the Core Strategy and saved UDP policy 19.1.

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

Officers have worked with the applicant in a positive and proactive manner to seek solutions to problems arising in relation to dealing with the planning application. No such problems have arisen on this application.

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:

(a) Site location plan 5814-00-800 Rev A ;

(b) Dwgs M222458-A02-01, M222458-A02-02 and M222458-A02-03 all (as amended by M222458-E02-01 -stamped as received on 28-06-23) all stamped as received on 05-06-23 ; and

(c) Deloittes e-mail dated 28-06-23 and covering letter 05 June 2023 in relation to Appearance

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy SP 1, CC9, EN3 and DM 1 and saved Unitary Development Plan policy DC1

Appendix 1 – List of consultees & neighbours notified

Ground Floor, Holyoake House, Hanover Street, Manchester, M60 0AS
Second And Third Floor, 1 Balloon Street, Manchester, M4 4BE
Ground Floor, 1 Balloon Street, Manchester, M4 4BE
Fourth And Fifth Floor, 1 Balloon Street, Manchester, M4 4BE
Basement, 1 Balloon Street, Manchester, M4 4BE
Redfern Building, 30 Hanover Street, Manchester, M4 4AH
Sadlers Cat, 40 Hanover Street, Manchester, M4 4AH
Hanover Building, 130 Corporation Street, Manchester, M4 4GW
Hotel Indigo Manchester Victoria Station, 6 Todd Street, Manchester, M3 1WU
Federation House, 2 Federation Street, Manchester, M4 4BF
Second Floor, Holyoake House, Hanover Street, Manchester, M60 0AS
Basement, Holyoake House, Hanover Street, Manchester, M60 0AS
Old Bank Building, Hanover Street, Manchester, M4 4AH
Dantzic Building, 29 Dantzic Street, Manchester, M4 2AH
Holyoake House, Hanover Street, Manchester, M4 4AH

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

Article 4 Direction - City Centre PD Restriction - Class B1(c) To C3

Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M

Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA

Conservation Area - Shudehill Conservation Area 1987

Area Team Boundary - Name: CENTRAL