

Planning

Growth & Development

Delegated officer report for planning application

Application no.	134170/LO/2022		
Date registered valid:	13 March 2023		
Proposal:	Listed Building Consent for installation of 12 CCTV cameras in various locations within the station building and adjacent operational land to include agreement of method of fixing, details of associated cabling and details of camera type for the remaining de minimis locations within this area.		
Address:	Piccadilly Railway Station, Piccadilly Station Approach, Manchester, M60 7RA		
Ward(s):	Piccadilly		Ward
Applicant:	Colin R Coleman ISC Best Practice Consultancy Ltd		
Agent (if any):			
Case officer:	Angela Tel: 0161 234 Email: angela.leckie@manchester.gov.uk		Leckie 4651
Recommendation:	Approve		
Date of recommendation:	03-05-23		
Application details			
Type of application:	Listed Building Consent		
Development type:	Listed building alteration		
Date of site visit:	5 April 2023		
Standard consultations:			
Printed: 29 March 2023		Expired: 19 April 2023	
Neighbour notifications			
No neighbour notifications have been printed and sent.			
Site notice			
Posted: 5 April 2023		Expired: 26 April 2023	
Press advert			
Published: 4 April 2023		Expired: 25 April 2023	

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

The application relates to Piccadilly Train Station, which is bounded by London Road, Fairfield Street, Sheffield Street and Store Street. The station is not located within a conservation area but is Grade II Listed. The existing train shed, including the concourses and the offices on London Road and much of the remainder of the undercroft date from 1881 and were refurbished as part of the redevelopment of the station complex in 2002. The remainder of the station was constructed in 2002.

Only the 1881 construction and the adjoining fabric is listed.

The station can be seen in context with listed building including the Grade II* Listed former London Road Fire Station and the Grade II Listed Star and Garter public house.

The station provides national rail services to stations including London Euston and Birmingham New Street.

Description of area

The station is located within the Eastern Gateway, a regeneration areas which has benefited from investment in recent years, particularly in the area surrounding Piccadilly Station.

The area within which the application site is located is characterised by a mix of uses including office uses, bars and cafes, hotels and residential accommodation.

Description of development

Listed Building Consent is sought for the installation of 12 CCTV cameras in various locations within the station building and adjacent operational land. Agreement is also sought in relation to the method of fixing, details of associated cabling. The opportunity is being taken to remove all cameras, cabling, containment and conduit which are to be replaced and to make good legacy damage to the building fabric from the previous installations where existing fixing locations cannot be reused.

The installations form part of a wider upgrade of cameras within the Station. Given the location of the majority of these within the non listed /modern parts of the Station these were considered to be de minimis as they did not affect the character or special interest of a heritage asset. Agreement of camera colours and fixing details was reached by an exchange of letters. The locations within the application are those which were considered to be more sensitive in terms of potential affects the character or special interest of a heritage asset.

Locations are as follows: The Main Concourse, Platforms, Fairfield Street, Overbridge and Undercroft.

Planning permission is not required for the external cameras as the proposals are permitted developments under Part 17A of Schedule 2 to the Town & Country Planning (General Permitted Development) Order 1995 as the work is on operational railway land and in connection with the movement of traffic (passengers) by rail.

Consultations & Notification Responses

Publicity – The application was advertised as affecting a listed building and site notices were displayed at the site. No representations have been received

HS2 - No comments

Cadent Gas – No objection

Issues

Policy

National Planning Policy Framework – The following Policies are of relevance to this application:

Section 12. Achieving Well- Designed Places; States that planning policies and decisions should ensure that developments:

- a) will function well and add to the overall quality of the area, not just for the short term but over the lifetime of the development;
- b) are visually attractive as a result of good architecture, layout and appropriate and effective landscaping;
- c) are sympathetic to local character and history, including the surrounding built environment and landscape setting, while not preventing or discouraging appropriate innovation or change (such as increased densities);
- d) establish or maintain a strong sense of place, using the arrangement of streets, spaces, building types and materials to create attractive, welcoming and distinctive places to live, work and visit;
- e) optimise the potential of the site to accommodate and sustain an appropriate amount and mix of development (including green and other public space) and support local facilities and transport networks; and
- f) create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users and where crime and disorder, and the fear of crime, do not undermine the quality of life or community cohesion and resilience.

Section 16 Conserving and enhancing the historic environment – 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.

And 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. The more important the asset, the greater the weight should be. Significance can be harmed or lost through alteration or destruction of the heritage asset or development within its setting. As heritage assets are irreplaceable, any harm or loss should require clear and convincing justification.

Paragraph 199 states 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 (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 states 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. Substantial harm to or loss of:

- a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional;
- b) assets of the highest significance, notably scheduled monuments, protected wreck sites, registered battlefields, grade I and II* listed buildings, grade I and II* registered parks and gardens, and World Heritage Sites, should be wholly exceptional.

Paragraph 201 states that: Where a proposed development will lead to substantial harm to (or total loss of significance of) a designated heritage asset, local planning authorities should refuse consent, unless it can be demonstrated that the substantial harm or total loss is necessary to achieve substantial public benefits that outweigh that harm or loss, or all of the following apply:

- a) the nature of the heritage asset prevents all reasonable uses of the site; and
- b) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
- c) conservation by grant-funding or some form of not for profit, charitable or public ownership is demonstrably not possible; and
- d) the harm or loss is outweighed by the benefit of bringing the site back into use.

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.

Core Strategy – Manchester Core Strategy - The Core Strategy Development Plan Document 2012-2027 ("the Core Strategy") was adopted by the City Council on 11 July 2012. It is the key document in Manchester's Local Development Framework. The Core Strategy replaces significant elements of the Unitary Development Plan as the document that sets out the long term strategic planning policies for Manchester's future development. A number of UDP policies have been saved until replaced by further development plan documents to accompany the Core Strategy. Planning applications in Manchester must be decided in accordance with the Core Strategy, saved UDP policies and other Local Development Documents.

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 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.

EN3

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.

Sections 16 and 66 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.

The effect of the proposal on the affected heritage assets has been considered within the above policy context.

Design Issues and impact on the Character and Fabric of the Listed Building and character of the Conservation Area – 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.

Locations for the installations have been identified through a balance of considering the needs for coverage within the station whilst minimising visual and physical impact on the character and fabric of the areas of heritage value within the Station.

It is noted that existing fixings, containment and conduit of the CCTV cameras to be replaced will be re-used wherever practical. Where the existing fabric of the building has already been penetrated, adapter plates would be made in order that the existing holes may be re-used without causing further damage to the masonry. Where the existing fabric of the building has already been penetrated and adapter plates are not suitable, the existing CCTV cameras would be removed along with the associated fixings and containment. Damage to masonry would be first made good to a high standard by a qualified mason before the installation of new equipment commences. New holes will then be made to accommodate the new fixings in the face of the blockwork in order to avoid possible damage to the edges of the blocks themselves and disturbing the mortar. A beneficial impact of the approach would be the making good of legacy damage to the building fabric from the previous installations where existing fixing locations cannot be reused.

In all other situations, new fixings will be fully reversible such as clampings that do not damage the fabric of the building. The intention is that all fixings, containment and conduit will be painted to match the existing structure in proximity to the affected areas.

The specifications of the various repairs as detailed in the submitted drawings are considered acceptable in principle but would be subject to agreement of samples prior to the repairs commencing. This agreement and a programme for implementation can be secured by a pre-commencement condition attached to any consent granted.

The intention is to minimise visual harm by ensuring the colour of each installation would ‘blend’ with its particular location and final details of this can again be secured by a pre-commencement condition attached to any consent granted.

On the basis of the above it is considered that the design of the proposed installations is such that they would be as discreet and visually recessive as possible whilst balancing the operational needs of the cameras in terms of Station coverage. Subject to compliance with conditions the impact on the overall character and fabric of the building would be minor and on balance acceptable.

Whilst it is necessary to have special regard to the desirability of preserving the setting any affected Heritage Assets it is considered that the small instances of low physical harm resulting from the proposed works to the building are acceptable and that the impact on the special character and fabric of the building would be less than substantial and is balanced by the legislative requirement to secure a viable future use for the heritage asset.

As any harm is considered to be 'less than substantial', paragraph 202 of the NPPF requires that the impact of the development on the listed building should be evaluated against the mitigation that would be provided from the wider public benefits of the scheme which in this case, provided the conditions are discharged correctly, such that they would have no adverse impact on the character and appearance of the listed building, are heritage benefits including facilitating a the operational needs of the Station in terms of passenger safety.

In the context of the NPPF and S66 and S72 of the Act, it is considered that the scheme strikes the right balance between the impact of the changes on the significance of the building, and the public benefits and where there is harm, this would be less than substantial. 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.

It is considered, therefore, that, notwithstanding the considerable weight that must be given to preserving the setting of the listed buildings by virtue of S66 of the Listed Buildings Act, the harm caused would be less than substantial and would be outweighed by the public benefits of the scheme and meet the requirements set out in paragraphs 195, 197, 199 and 202 of the NPPF and that in view of the above it is considered that the proposed development would on balance be consistent with the development would be consistent with sections 12 and 16 of the National Planning Policy Framework policies SP1, DM1, EN3 and CC9 and of the Core Strategy and saved UDP policies 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 in a positive and proactive manner based on seeking solutions to problems arising in relation to dealing with the planning application. Appropriate conditions have been attached to the approval.

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 and operated in accordance with the following drawings and documents:

(a) MAN/NWR/LBR/PLAN/101000/Y641-CON_P01-Layout 1 of 22 in the Main Concourse, MAN/NWR/LBR/PLAN/102000/Y641-PLT_P01-Layout 1 of 71 on Platform1 and Platform 12, MAN/NWR/LBR/PLAN/103000/Y641-FSM_P01-Layout 1 of 26 in Fairfield Street, MAN/NWR/LBR/PLAN/105000/Y641-OBS_P01-Layout 1 of 17 on the Overbridge and MAN/NWR/LBR/PLAN/108000/Y641-UND_P01-Layout 1 of 9 in the Undercroft stamped as received on 13-03-23.

(b) MAN/NWR/LBR/PLAN/102000/Y641-PLT_P01-Layout 2 of 71 on Platform1 and Platform 12, MAN/NWR/LBR/PLAN/103000/Y641-FSM_P01-Layout 2 of 26 in Fairfield Street and MAN/NWR/LBR/PLAN/108000/Y641-UND_P01-Layout 2 of 9 in the Undercroft stamped as received on 13-03-23.

(c) MAN/NWR/LBR/PLAN/103000/Y641-FSM_P01-Layout 3 of 26 in Fairfield Street and MAN/NWR/LBR/PLAN/105000/Y641-OBS_P01 Layout 3 of 17 on the Overbridge stamped as received on 13-03-23.

(d) MAN/NWR/LBR/PLAN/101000/Y641-CON_P01-Layout 5 of 22 in the Main Concourse, MAN/NWR/LBR/PLAN/103000/Y641-FSM_P01-Layout 5 of 26 in Fairfield Street, MAN/NWR/LBR/PLAN/105000/Y641-OBS_P01-Layout 5 of 17 on the overbridge and MAN/NWR/LBR/PLAN/108000/Y641-UND_P01-Layout 5 of 9 in the Undercroft stamped as received on 13-03-23.

(e) MAN/NWR/LBR/PLAN/102000/Y641-PLT_P01 Layouts 7 & 58 of 71, MAN/NWR/LBR/PLAN/103000/Y641-FSM_P01 Layouts 12, 13 & 17 of 26, MAN/NWR/LBR/PLAN/108000/Y641-UND_P01 Layout 9, MAN/NWR/LBR/PLAN/103000/Y641-FSM_P01 Layout 17 & 18 of 26, MAN/NWR/LBR/PLAN/105000/Y641-OBS_P01 Layout 16 of 17, MAN/NWR/LBR/PLAN/101000/Y641-CON_P02 Layout 21 of 22
MAN/NWR/LBR/PLAN/103000/Y641-FSM_P01 Layout 20 of 26,
MAN/NWR/LBR/PLAN/105000/Y641-OBS_P01 Layout 17 of 17 and
MAN/NWR/LBR/PLAN/108000-Y641-UND_P01 Layout 9 of 9 stamped as received on 13-03-23;
and

Section 3.5 of the Manchester Piccadilly Railway Station Listed Building Consent - Renewal of CCTV Cameras Design and Access Statement
stamped as received on 13-03-23

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy SP1, CC9, EN3 and DM 1 and saved Unitary Development Plan policies DC19.1

3) Prior to any removal of existing CCTV equipment and associated fixtures and fittings a programme for the inspection, sign off (by Local Planning Authority) and carrying out of the making good and repair works to existing redundant fixing points shall be submitted to and approved by the City Council as Local Planning Authority. The approved works shall then be carried out in accordance with the signed of specification and programme for implementation and be completed prior to the new CCTV hereby approved being brought into first use.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

4) Notwithstanding the details as set out in condition 2, no development shall commence unless and until final details of the colours of each of the 12 installations (including cameras, fixings, containment and conduit) has been submitted to and approved in writing by the City Council as Local Planning Authority. The approved details shall be implemented as part of the development.

Reason - In the interests of visual amenity and because the proposed works affect a building which is included in the Statutory List of Buildings of Special Architectural or Historic Interest and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policies CC9 and EN3 of the Core Strategy and saved policy DC19.1 of the Unitary Development Plan for the City of Manchester.

Appendix 1 – List of consultees & neighbours notified

Heritage & Urban Design
High Speed Two (HS2) Limited

Appendix 2 – Planning constraints

[illegible]

Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Middle) -
Susceptible to Surf Water Flood (Middle) -
Susceptible to Surf Water Flood (Middle) -
Area Team Boundary - Name: CENTRAL