

Planning

Growth & Development

Delegated officer report for planning application

Application no. 131753/LO/2021

Date registered valid: 27 November 2021

Proposal: LISTED BUILDING CONSENT for the installation of new vertical timber louvres to 8no. northlights (2 rows of 4no. northlights) on the roof of Manchester Museum extension.

Address: Manchester Museum, Oxford Road, Manchester, M13 9PL

Ward(s): Hulme Ward

Applicant: Mr David Sims University of Manchester Oxford Road, Manchester, M13 9PL

Agent (if any): Samantha Johnson University of Manchester St James, 79 Oxford Street, Manchester, M1 6FQ

Case officer: Eve Woolstencroft
Tel: 0161 234 4533
Email: eve.woolstencroft@manchester.gov.uk

Recommendation: Approve

Date of recommendation: 12 January 2022

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit:

Standard consultations:

Printed: 1 December 2021 Expired: 22 December 2021

Neighbour notifications

No neighbour notifications have been printed and sent.

Site notice

Posted: Expired:

Press advert

Published: 7 December 2021 Expired: 28 December 2021

Departure from Development Plan: No

Environmental Statement: Not required

Listed building: Grade II Star

Conservation area:

Tree Preservation Order:

Description of Site/Area

The application site relates to Manchester Museum which is part of the University of Manchester. The application specifically relates to the newly completed two storey extension which has infilled the existing courtyard facing Coupland Street.

The Grade II Listed 1888 original museum building was constructed as an extension to the Grade II* Listed Owen's College and was designed by Alfred Waterhouse. It is six storeys high, with a basement. The external façades are constructed with sandstone ashlar with a red tiled roof with fish scale bands. The elevations incorporate buttresses with arcaded windows filling each bay.

Description of Development

The submitted application seeks Listed Building Consent for the installation of new vertical timber louvres to 8no. northlights (2 rows of 4no. northlights) on the roof of Manchester Museum extension.

Consultations & Notification Responses

Local residents were notified and a site notice was posted for 21 days however no responses were received as a result of this.

Policy

The Adopted Core Strategy for the City of Manchester

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.

The Unitary Development Plan for the City of Manchester

Saved Policy DC18.1 (Conservation Areas) states that the Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering issues including the effect of signs and advertisements.

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

The main issue for consideration relates to the impact of the proposals on the identified heritage assets in regard to preserving and, where possible, enhancing identified assets. The main policies that relate to the proposal are Section 16 (Conserving and enhancing the Historic Environment) of the revised National Planning Policy Framework (NPPF) (2021), and Policies DM1 (Development Management), EN3 (Heritage), EN1 (Design Principles and Strategic Character Areas), CC9 (Design and Heritage) and SP1 (Spatial Principles) of the Adopted Core Strategy for the City of Manchester (2012), and saved policies DC18.1 (Conservation Areas) and DC19.1 (Listed Buildings) of the Unitary Development Plan for Manchester (1995).

The revised NPPF (2021) Section 16 (Conserving and enhancing the Historic Environment) paragraph 193 highlights 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 196 of the revised NPPF (2021) highlights 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.

Core Strategy policy CC9 (Design and Heritage) states that development in Manchester City Centre should preserve or enhance the heritage assets that have been identified. Developers must recognise the specific design challenges that must be overcome to ensure complementary of function and form.

Core Strategy policy EN 3 (Heritage) states that the Council will encourage development that complements and takes advantage of the distinct historic and heritage features of its districts and neighbourhoods. 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.

Core Strategy policy SP1 (Spatial Principles) states that development in all parts of the city should protect and enhance the built and natural environment.

Core Strategy policy DM 1 (Development Management) states that development should have regard to appropriate siting, layout, scale, form, massing, materials and detail; impact on 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; and effects on amenity.

Policy EN4 (Reducing CO2 Emissions by Enabling Low and Zero Carbon Development) Policy EN4 states that the Council will seek to reduce fuel poverty and decouple growth in the economy, growth in CO2 emissions, and rising fossil fuel prices through a number of actions.

Saved UDP policy DC18.1 (Conservation Areas) states that the Council will give particularly careful consideration to development proposals within Conservation Area. The Council will seek to preserve and enhance the character of its designated conservation areas by carefully considering; the relationship of new structures to neighbouring buildings and spaces; and the effect of major changes to the appearance of existing buildings.

Saved UDP policy 19.1 (Listed Buildings) states that 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 settings by; not permitting any external or internal alterations or addition to a listed building where, in its opinion, there would be an adverse effect on its architectural or historic character; and seek to preserve and enhance the setting of listed buildings by appropriate control over the design of new development in their vicinity, control over the use of adjacent land, and where appropriate, by the preservation of trees and landscape features.

Legislation

Section 16 (2) of the Planning (Listed Building and Conservation Areas) Act 1990 (the "Listed Building Act") provides that "in considering whether to grant listed building consent for any works to a listed building, the local planning authority or the Secretary of State 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 Listed Building 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. Members should consider whether there is justification for overriding the presumption in favour of preservation.

Section 72 of the Listed Building Act provides that in the exercise of the power to determine planning applications for land or buildings within a conservation area, special attention shall be paid to the desirability of preserving or enhancing the character or appearance of that area.

Issues

Under these criteria the effect of the proposal on the affected heritage assets has been considered.

The proposal relates to the modern extension to the Museum and the proposal is minor and would not greatly impact on the on the design. A condition will we attached to require detailed sections and drawings including dimensions (existing and proposed) showing the framing and louvres and how it will be fixed in place to ensure this is sensitive to the significance of the heritage asset.

Given the above, the proposed works are considered to be in accordance with the above local and national policies. The proposals would cause less than significant harm, which is justified by the benefits of the proposal which are to protect the museum exhibitions from direct sunlight, as evidenced by the submitted daylight study prepared by Arup which in turn allows the continuation of the building's historical value in museum use, in making the buildings and in securing a future for the listed building.

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 pro-active manner to seek solutions to problems arising in relation to dealing with the planning 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:

- Location Plan ref. 101 REV D received by the City Council as Local Planning Authority on 27 September 2021.
- Existing & Proposed Site Plan ref. 102 REV D received by the City Council as Local Planning Authority on 27 September 2021.
- Proposed Roof GA Plan ref. 218 REV J received by the City Council as Local Planning Authority on 27 September 2021.
- Proposed South East Elevation ref. DR-A-2221 27 Sep 2021 received by the City Council as Local Planning Authority on 27 September 2021.
- Proposed Section BB ref. DR-A-2226 received by the City Council as Local Planning Authority on 27 September 2021.
- Proposed Section GG ref. DR-A-2231 received by the City Council as Local Planning Authority on 27 September 2021.
- Existing Section GG ref. DR-A-0231 received by the City Council as Local Planning Authority on 27 September 2021.
- Existing South East Elevation ref. DR-A-221 received by the City Council as Local Planning Authority on 27 September 2021.
- Existing Section BB ref. DR-A-226 received by the City Council as Local Planning Authority on 27 September 2021.

Reason - To ensure that the development is carried out in accordance with the approved plans. Pursuant to Core Strategy SP1, EN3 and DM1 saved Unitary Development Plan policy DC19.

3) Notwithstanding the approved plans and documents as specified in condition 2, full and final details including detailed sections and drawings, including dimensions (existing and proposed) showing the framing and louvres and how it will be fixed in place, shall be submitted to and approved in writing prior to the installation of the louvres

The works shall then be carried out in full in accordance with the approved full and final details.

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 so careful attention to building work is required to protect the character and appearance of this building and appearance of the conservation area and the surrounding listed buildings in accordance with policies SP1, CC9, EN1, EN3 and DM1 of the Adopted Core Strategy for the City of Manchester, the Design and Principle of the Guide to Development in Manchester SPD and saved policies DC18.1 and DC19.1 of the Unitary Development Plan for the City of Manchester

Appendix 1 – List of consultees & neighbours notified

Urban Design & Conservation

Appendix 2 – Planning constraints

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

Article 4 Direction - Removal Of PD Rights Change Of Use From Class C3 To Class C4

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

Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA

Area Team Boundary - Name: CITY1