

Planning

Growth & Development

Delegated officer report for planning application

Application no. 130173/LO/2021

Date registered valid: 26 April 2021

Proposal: Listed Building Consent for installation of a services trench within the curtilage of the Grade II Listed New Warehouse.

Address: New Warehouse , Science & Industry Museum, Liverpool Road, M3 4FP

Ward(s): Deansgate Ward

Applicant: Science and Industry Museum Liverpool Road , Manchester, M3 4FP

Agent (if any): Katie Wray Deloitte Real Estate The Hanover Building, Corporation Street, Manchester, M3 4AH

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

Recommendation: Approve

Date of recommendation: 30 June 2021

Application details

Type of application: Listed Building Consent

Development type: Listed building alteration

Date of site visit: 15 May 2021

Standard consultations:

Printed: 19 May 2021 Expired: 9 June 2021

Neighbour notifications

Printed: 13 May 2021 Expired: 3 June 2021

Site notice

Posted: 15 May 2021 Expired: 5 June 2021

Press advert

Published: 18 May 2021 Expired: 8 June 2021

Departure from Development Plan: No

Environmental Statement: Not required

Listed building: Grade II

Conservation area: Castlefield Conservation Area 1979

Tree Preservation Order:

Description of Site/Area

The Science and Industry Museum (formerly known as the Museum of Science and Industry) in Manchester, England, is a large museum devoted to the development of science, technology and industry with emphasis on the city's achievements in these fields. The museum is part of the Science Museum Group, a non-departmental public body of the Department for Culture, Media and Sport, having merged with the National Science Museum in 2012.

The site is located within the Castlefield Conservation Area the large and complex former "Liverpool Road Railway Station" site contains a significant collection of Grade I and Grade II listed buildings.

The application site relates to The New Warehouse is a Grade II Listed building within the Science & Industry Museum complex.

The warehouse was constructed as a fireproof bonded (secure) warehouse in 1878-80 for the Great Western Railway Company. The building forms a three-storey (plus basement), seven-bay rectangular red and blue engineering brick warehouse, with entrances for railway lines through the wester elevation from the 1869 viaduct which ran into the warehouse using an apron extended at basement level westwards from the 1867 viaduct.

The building was converted and extended in 2001. Stair cores and entrances were introduced and its interior was substantially remodelled.

The Lower and Upper Yards are open are open cobbled spaces which connect the historic buildings of the Science and Industry Museum.

The Upper Yard is bounded by the New Warehouse to the north and the Power Hall to the south. The historic electric gantry covers the southern half of the yard space, running along the length of the Power Hall.

Description of Development

The submitted application seeks listed Building Consent for installation of a services trench within the curtilage of the Grade II Listed New Warehouse.

Consultations & Notification Responses

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

Greater Manchester Archaeological Advisory Service

The application has been submitted with a Heritage Impact Assessment prepared by Donald Insall Associates (April 2021), which fulfils the requirements of assessing the significance of the heritage assets affected by the proposed development, as set out in NPPF paragraph 189. Whilst the Heritage Impact Assessment does not specifically address the potential for archaeological remains to exist beneath the surface of the Upper Yard, a detailed methodology for the excavation works has been supplied by the groundwork contractor. This allows for all relevant areas to be photographed before commencing any intrusive works on site, and a further photographic record to be generated during the course of all excavations. It is understood that all relevant photographs and logs of the trial pits and trenches will be collated into a report, and a copy of this report will be deposited with the Greater Manchester Historic Environment Record upon completion of the works.

GMAAS considers that the excavation of the trial holes and the proposed services trench across the Upper Yard is unlikely to impact on any below-ground remains of archaeological interest, based on a review of the historic map sequence and information obtained from previous archaeological work carried out at the Museum site. As such, and in the light of the agreed methodology that is to be employed by the groundwork contractor, GMAAS is not seeking the implementation of any archaeological strategy to accompany the works.

Historic England - no comments

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) (2019), 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 (2019) 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 (2019) 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 Principals) 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

Assessment of significance

The supporting heritage assessment, undertaken by Donal Insall Associates, sets out the significance of the buildings within the site and other designated heritage assets as detailed below.

The proposal site falls within the designated Castlefield Conservation Area and the SIM site is clearly a key group of assets that contributes greatly to the character and appearance of the Castlefield Consecration Area.

The proposal relate to the Upper Yard Area within the curtilage of the New Warehouse and the significance of this area is assessed as follows:

The Upper Yard was formed following the construction of the 1867 Viaduct and the New Warehouse, this area became a goods yard, characterised by the open space between tall railway buildings, the crane gantry and the rail tracks. This area was integral to the functioning of the station complex. Some of the original stone setts remain, though many have been reset and in some areas they have been replaced with tarmac, which detracts. All of the turntables have been removed. Despite its alteration, the Upper Yard retains its identity as a former goods yard.

- o The Upper Yard is considered to be of moderate historical, evidential and aesthetic value and forms a key element of the setting of the Grade II-listed New Warehouse, Power Hall and 1830 Viaduct in particular;

- o The Upper Yard is curtilage listed in association with the aforementioned listed buildings;

- o The tarmac surfaces are inappropriate to the otherwise setted and railed Yard, and the plant and 1980s platform visually clutter the space.

The Upper Yard retains its essential character and contributes positively to the setting of the listed buildings on the site - namely the Power Hall and New Warehouse - through its historic association, form and its setted and railed finishes. These make a modest contribution to the significance of the former station site, a considerable contribution to the setting of its listed buildings and in turn the character and appearance of the Castlefield Conservation Area.

Impact on Heritage Asset

A series of new trenches are proposed in the Upper Yard to serve new equipment within the Power Hall and to connect to a wider network of pipes within the Lower Yard (part of a separate listed building consent application). The service trenches proposed within the Upper Yard lie within the curtilage of the New Warehouse and the Power Hall. Those proposed within areas containing modern surfaces / areas would not impact on the special interest of the listed buildings/ structures and are being discussed as part of an exchange of correspondence, whilst those proposed beneath setted and railed areas are proposed within

the setts would be reinstated using the same mortar mix which is to be determined and in the same locations - according to the photographic survey. In the area containing rail tracks, in

addition to the methodology for recording and removing setts, the proposed trenches are to be formed by hand excavating under the tracks (leaving them in situ) with temporary timber supports. In the paved area leading to the north elevation of the Power Hall, the concrete pavers would be lifted for excavation of the trench by hand and laying of pipework to take place. The pavers would be reinstated following the work.

The proposed works seek to enhance the environmental performance of the New Warehouse. They will enable their sustainable operation, ensuring the beneficial long-term and optimum viable use of the listed buildings. They would accord with MCC's relevant Policies EN 3 and DC19.1, whilst contributing towards the Museum's sustainability positioning statement, MCC's zero carbon target and the objectives of the Climate Change Action Plan

Any perceived 'less than substantial' harm resulting from these proposals would be considerably outweighed by the enhanced environmental performance of the Museum complex and its contribution towards MCC's zero carbon target and the objectives of its Climate Change Action Plan.

Conclusion

The works are necessary, appropriate, proportionate and well considered. There will be no impact on the integrity nor harm to the significance of the asset attendant on the proposals. Overall, the works will represent an enhancement.

Appropriate conditions regarding final details of the mortar to be used between the cobbles, which are subject to detailed final designs and investigations will be attached to ensure that the works are in accordance with the legislation, guidance and policies previously highlighted within this report.

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:

Article 35 Declaration

Officers have worked with the applicant / agent in a positive and proactive manner to guide the application through all stages of the planning process and resolve any issues that arose in dealing with the planning application. Further information was sought from officers during the

application and amendments were made to the proposal. Appropriate conditions were attached to the decision to ensure an acceptable development with the agreement of the applicant.

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:

-Drawings referenced: 321_X_00_00 A1, 321_1A_X_10_00 A1, 321_1A_P_10_00 A1, 321_1A_P_21_00 A1, 321_1A_P_101_00 A1 and 321_1A_P_100_00

Design and Access Statement

Power Hall M&E strategy

Heritage Impact Assessment for Trenching in the Curtilage of the New Warehouse Part of the Power Hall + Decarbonisation Project dated April 2021 prepared by Donald Insall Associates

all received by the City Council, as Local Planning Authority, on the 23 April 2021.

'Cobble Survey 23.06.21' and 'Methodology - Lower Yard Trial Holes Trenches' received by the City Council, as Local Planning Authority, on the 23 June 2021.

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

3) Notwithstanding the details as set out in condition 2 above, prior to the reinstatement of cobbles, final details of the mortar to be used shall be submitted and approved by the City Council as Local Planning Authority. The development shall be implemented in accordance with the approved 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 and careful attention to building work is required to protect the character and appearance of this building and to ensure consistency in accordance with policy 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

Historic England (North West)

Greater Manchester Archaeological Advisory Service

Unit 4, 73 - 83 Liverpool Road, Manchester, M3 4AQ

10 Rozel Square, Manchester, M3 4FQ

The Ox, 71 Liverpool Road, Manchester, M3 4NQ

Greater Manchester Museum Of Science And Industry, Water Street, Manchester, M3 4PU

St Mathews, Liverpool Road, Manchester, M3 4NQ

83 Rozel Square, Manchester, M3 4FQ

6 Rozel Square, Manchester, M3 4FQ

26 Rozel Square, Manchester, M3 4FQ

Bonded Warehouse, 18 Lower Byrom Street, Manchester, M3 4AP

The Crystal Maze, Lower Byrom Street, Manchester, M3 4AP

Castlefield Centre, 101 Liverpool Road, Manchester, M3 4JN

Flat 2, 91 Liverpool Road, Manchester, M3 4JN

Unit 1, 73 - 83 Liverpool Road, Manchester, M3 4JN

The Castlefield Hotel, Liverpool Road, Manchester, M3 4JN

Flat, The Ox, 71 Liverpool Road, Manchester, M3 4NQ

15 Atherton Street, Manchester, M3 3GS

Flat 1, 91 Liverpool Road, Manchester, M3 4JN

Ground Floor, 91 - 93 Liverpool Road, Manchester, M3 4JN

Flat 26, 91 Liverpool Road, Manchester, M3 4JN

Unit 3, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Unit 2, Karns Restaurant, 73 - 83 Liverpool Road, Manchester, M3 4AQ

91 - 93 Liverpool Road, Manchester, M3 4JN

Flat 115, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 107, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 105, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 102, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 214, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 113, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 110, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 316, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 319, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 305, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 302, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 313, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 310, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 307, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 217, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 20, 91 Liverpool Road, Manchester, M3 4JN

Flat 6, 91 Liverpool Road, Manchester, M3 4JN

Flat 15, 91 Liverpool Road, Manchester, M3 4JN

Flat 17, 91 Liverpool Road, Manchester, M3 4JN

Flat 9, 91 Liverpool Road, Manchester, M3 4JN

Flat 12, 91 Liverpool Road, Manchester, M3 4JN

Flat 4, 91 Liverpool Road, Manchester, M3 4JN

Flat 306, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 304, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 216, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 210, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 202, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 109, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 108, 73 - 83 Liverpool Road, Manchester, M3 4AQ
4 Rozel Square, Manchester, M3 4FQ
Flat 308, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 205, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 112, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 106, 73 - 83 Liverpool Road, Manchester, M3 4AQ
34 Rozel Square, Manchester, M3 4FQ
14 Rozel Square, Manchester, M3 4FQ
Flat 303, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 27, 91 Liverpool Road, Manchester, M3 4JN
16 Rozel Square, Manchester, M3 4FQ
8 Rozel Square, Manchester, M3 4FQ
Flat 312, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 311, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 317, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 315, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 314, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 318, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 204, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 116, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 111, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 7, 91 Liverpool Road, Manchester, M3 4JN
30 Rozel Square, Manchester, M3 4FQ
18 Rozel Square, Manchester, M3 4FQ
Flat 215, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 213, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 212, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 211, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 208, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 201, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 28, 91 Liverpool Road, Manchester, M3 4JN
Flat 25, 91 Liverpool Road, Manchester, M3 4JN
Flat 24, 91 Liverpool Road, Manchester, M3 4JN
Flat 18, 91 Liverpool Road, Manchester, M3 4JN
Flat 16, 91 Liverpool Road, Manchester, M3 4JN
Flat 11, 91 Liverpool Road, Manchester, M3 4JN
2 Rozel Square, Manchester, M3 4FQ
Flat 309, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 301, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 104, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 14, 91 Liverpool Road, Manchester, M3 4JN
Flat 3, 91 Liverpool Road, Manchester, M3 4JN
Flat 21, 91 Liverpool Road, Manchester, M3 4JN
Flat 13, 91 Liverpool Road, Manchester, M3 4JN
Flat 8, 91 Liverpool Road, Manchester, M3 4JN
22 Rozel Square, Manchester, M3 4FQ
Flat 114, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 103, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 101, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 207, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 206, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 203, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 117, 73 - 83 Liverpool Road, Manchester, M3 4AQ

Flat 209, 73 - 83 Liverpool Road, Manchester, M3 4AQ
Flat 23, 91 Liverpool Road, Manchester, M3 4JN
Flat 22, 91 Liverpool Road, Manchester, M3 4JN
Flat 19, 91 Liverpool Road, Manchester, M3 4JN
Flat 10, 91 Liverpool Road, Manchester, M3 4JN
Flat 5, 91 Liverpool Road, Manchester, M3 4JN
36 Rozel Square, Manchester, M3 4FQ
32 Rozel Square, Manchester, M3 4FQ
28 Rozel Square, Manchester, M3 4FQ
24 Rozel Square, Manchester, M3 4FQ
20 Rozel Square, Manchester, M3 4FQ
12 Rozel Square, Manchester, M3 4FQ

Appendix 2 – Planning constraints

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(a) To C3
Aircraft Safeguarding Zone - Aircraft Safeguarding Zone - All Exceeding 90M
Coal Authority - Development Low Risk - Name: DEVELOPMENT_LOW_RISK_AREA
Conservation Area - Castlefield Conservation Area 1979
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Susceptible to Surf Water Flood (Less) -
Area Team Boundary - Name: CITY1