

Planning

Growth & Development

Delegated officer report for planning application

Application no. 130171/FO/2021

Date registered valid: 26 April 2021

Proposal: External works to the Boiler Room including removal of an external staircase and making good in addition to the installation of a new balustrade and new doors.

Address: Museum Of Science And Industry, Liverpool Road, Manchester, M3 4JP

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, Manchester, M4 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: Full Application Consent

Development type: Minor Other

Date of site visit: 15 May 2021

Standard consultations:

No consultations have been printed and sent.

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 proposals relate to the Boiler House, which lies at the eastern end of the Lower Yard at the interface between the 1830 Viaduct and 1867 Colonnaded Viaduct, the Boiler House itself was created by forming an enclosure under the c.1991 car ramp in c.2000 and was altered again in 2010. The Boiler House contains defunct plant, which will be removed and replaced with a new substation and other plant.

Description of Development

The submitted application seeks Listed Building Consent for external works to the Boiler Room including removal of an external staircase and making good in addition to the installation of a new balustrade and new doors.

Consultations & Notification Responses

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

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 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

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 Conservation Area.

The proposal relates the Boiler House, which lies at the eastern end of the Lower Yard at the interface between the 1830 Viaduct and 1867 Colonnaded Viaduct

This Viaduct adjoins the 1830 Station Buildings and the 1830 Warehouse; it was designed and built in 1830 by George Stephenson. Originally the upper level extended straight into the 1831 Shipping Shed (which was replaced in 1855). In about 1867, a cast iron and brick apron structure, with a curved brick outer wall was added to the northern face of the 1830 Viaduct, supporting rail tracks leading to the north side of the Upper Yard. This blocked off some of the eastern arches of the 1830 Viaduct (this area set beneath the tracks is referred to as the 'Undercroft 1867'). In 1905, the bridge over Water Street was rebuilt. Since 1982 the western arches have been incorporated into the exhibition space and provide a connection between the 1830 Warehouse and the Station Building.

- o It has exceptional historical value as one of the earliest structures on the station site and indeed of the first passenger railway station site in the world and has survived largely in its original form;
- o It has very high historical value for its association with the early railway engineer Stephenson;
- o The viaduct was intended to be purely functional in the section between the 1830 station buildings and the Warehouse, and consequently it is considered to be of low aesthetic value;
- o Its vaults provide access between the Warehouse and Station Building, some have been repurposed and physically adapted to accommodate plant - including the introduction of screed surfaces - which has reduced their significance overall;
- o The tunnel through to the Lower Yard was altered in the 1880s and 1980s, which has reduced its significance overall;
- o It has very strong group value with the 1830s Station Buildings and 1830 Warehouse;
- o The structure vitally supported the first passenger platform and is intrinsically linked to both of the 1830s buildings; consequently it is of high communal value. This value is enhanced by its continued structural role and as part of the storage and exhibition space of Museum of Science and Industry (this storage role has been continual since its construction);
- o The 1867 extension is of some historical value as part of the development of the structure and the wider site, yet it conceals the original vaults;
- o The 1990s car ramp and c.2000 spiral staircase detract, by concealing historic fabric and cluttering the Lower Yard.

The 1867 Colonnaded Viaduct (Grade II)

This viaduct was constructed in 1867, it stretches from the Irwell and enters the site from a bridge over Water Street. Its structure is of cast and wrought iron, supported by massive round cast-iron pillars and square sandstone pillars, infilled with brick jack-arches.

Along its south side, there was series of hydraulic cranes used to raise and lower goods between the Viaduct and the Lower Yard. The northern side of the Viaduct's arches were initially used for storage (of hay etc.), workshops and stabling. The colonnaded area was converted and altered in the 1980s to provide a photographic studio, Collections Reception and three collections stores, as well as the Technical Services workshop. A car ramp was constructed in c.1991 to provide vehicular access between the Upper and Lower Yards, it was constructed against the diagonal north-east face of the altered 1830 Viaduct (Grade II) and adjoined the south eastern end of the 1867 Viaduct. The eastern end of the 1867 Viaduct was altered through the insertion of a plant room and spiral staircase in c.2000.

- o The structure is of high historical value as part of the late-19th century development of the Station;
- o It is of moderate to high aesthetic value, namely for its solid cast iron construction and its series of jacks arches;
- o The modern glass and timber infill to the colonnade and infill structure are of neutral significance;
- o The car ramp and early-2000 alterations detract due to their cluttering effect and the concealment of historic fabric and form of the Lower Yard.

Impact on Heritage asset

These proposals seek to remove the c.2000 spiral staircase which leads between the Upper and Lower Yards, to enable the plant to be replaced and for this room to be more accessible for future maintenance.

The glass balustrade at Upper Yard level will be removed and replaced with a simpler one of metal, with a more industrial character.

At Lower Yard level, the modern stone paving on which the stair rests will be removed, as will a further concrete plinth set close to the modern enclosing wall. The surface here will be restored with setts - either reused from those stored on site or sourced - laid to match the surrounding areas. Also at this level, the c.2000 enclosure to the Boiler House will be adapted to improve ventilation and access to the new equipment. Three new doors are proposed: one single 'jib' door to the north - detailed to match the timber cladding and two integrated louvred double doors to the south, which would be set within a new dark painted aluminium louvred section of wall.

These proposals would provide a modest enhancement of the Museum complex through the removal of the detracting spiral staircase and glass balustrade and the making good of the setted area of the Lower Yard - this would improve the setting of the listed buildings and structures - namely the two Grade II-listed viaducts, the New Warehouse, the Power Hall (both Grade II) and 1830 Warehouse (Grade I) - as well as the curtilage listed Upper and Lower Yards. The alterations to the Boiler House elevation would result in a subtle improvement to this elevation, which would also enable this room to be meaningfully utilised as part of the wider decarbonisation strategy for the Museum - which will result in a series of public benefits including contributing to the environmental sustainability of the continued operation of the Museum. The proposals would provide a modest enhancement to the curtilage listed Lower Yard and the character of the conservation area through decluttering this space and regularising the setted surfaces in this area.

These proposals are minor in nature, are located in an area which has undergone considerable change and is of no significance. This proposal avoids alterations to significant parts of the Museum complex, enables the removal of a number of detracting features and importantly facilitates the forthcoming proposals to decarbonise the Museum complex. They would accord with 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.

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 elevation to platform as referenced on drawing 321_1A_P_20_00 P2, Blockwork wall detail and any plant fixings to historic structures, 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: Approve

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:

- Site Location Plan 321_X_00_00 P1
- Existing Site Plan 321_X_10_00 P1
- Proposed Site Plan 321_P_10_00 P1
- Existing Lower Ground Plan - Boiler House 321_1B_X_20_-01 P1
- Proposed Lower Ground Plan - Boiler House 321_1B_P_20_-01 P2
- Proposed LG Demolition Plan - Boiler House 321_1B_P_21_-01 P2
- Existing Elevation - Boiler House 321_1B_X_30_-01 P1
- Proposed Elevation - Boiler House 321_1B_P_30_01 P2
- Proposed Demolition Elevation - Boiler House 321_1B_P_31_01 P2
- Proposed Details 321_1B_P_100_00 P1
- Proposed materials dated 24 June 2021

all received by the City Council, as Local Planning Authority, on the 29 June 2021.

Design and Access Statement

Power Hall M&E strategy

Heritage Impact Assessment for Boiler House External Modifications Part of the Power Hall + Decarbonisation Project dated April 2021 prepared by Donald Insall Associates

Risk Assessment Method Statement dated 22 April 2021

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

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.

Appendix 1 – List of consultees & neighbours notified

The Crystal Maze, Lower Byrom Street, Manchester, M3 4AP
Greater Manchester Museum Of Science And Industry, Water Street, Manchester, M3 4PU
Bonded Warehouse, 18 Lower Byrom Street, Manchester, M3 4AP
15 Atherton Street, Manchester, M3 3GS
Ground Floor, 91 - 93 Liverpool Road, Manchester, M3 4JN
Flat 1, 91 Liverpool Road, Manchester, M3 4JN
Flat 26, 91 Liverpool Road, Manchester, M3 4JN
91 - 93 Liverpool Road, Manchester, M3 4JN
The Castlefield Hotel, Liverpool Road, Manchester, M3 4JN
Flat 20, 91 Liverpool Road, Manchester, M3 4JN
Flat 17, 91 Liverpool Road, Manchester, M3 4JN
Flat 15, 91 Liverpool Road, Manchester, M3 4JN
Flat 12, 91 Liverpool Road, Manchester, M3 4JN
Flat 9, 91 Liverpool Road, Manchester, M3 4JN
Flat 6, 91 Liverpool Road, Manchester, M3 4JN
Flat 4, 91 Liverpool Road, Manchester, M3 4JN
119E Liverpool Road, Manchester, M3 4JN
119B Liverpool Road, Manchester, M3 4JN
117E Liverpool Road, Manchester, M3 4JN
117B Liverpool Road, Manchester, M3 4JN
119F Liverpool Road, Manchester, M3 4JN
117 Liverpool Road, Manchester, M3 4JN
Castlefield Centre, 101 Liverpool Road, Manchester, M3 4JN
Flat 28, 91 Liverpool Road, Manchester, M3 4JN
Flat 27, 91 Liverpool Road, Manchester, M3 4JN
Flat 25, 91 Liverpool Road, Manchester, M3 4JN
Flat 24, 91 Liverpool Road, Manchester, M3 4JN
Flat 23, 91 Liverpool Road, Manchester, M3 4JN
Flat 22, 91 Liverpool Road, Manchester, M3 4JN
Flat 21, 91 Liverpool Road, Manchester, M3 4JN
Flat 19, 91 Liverpool Road, Manchester, M3 4JN
Flat 18, 91 Liverpool Road, Manchester, M3 4JN
Flat 16, 91 Liverpool Road, Manchester, M3 4JN
Flat 14, 91 Liverpool Road, Manchester, M3 4JN
Flat 13, 91 Liverpool Road, Manchester, M3 4JN
Flat 11, 91 Liverpool Road, Manchester, M3 4JN
Flat 10, 91 Liverpool Road, Manchester, M3 4JN
Flat 8, 91 Liverpool Road, Manchester, M3 4JN
Flat 7, 91 Liverpool Road, Manchester, M3 4JN
Flat 5, 91 Liverpool Road, Manchester, M3 4JN
Flat 3, 91 Liverpool Road, Manchester, M3 4JN
Flat 2, 91 Liverpool Road, Manchester, M3 4JN
119D Liverpool Road, Manchester, M3 4JN
119C Liverpool Road, Manchester, M3 4JN
119A Liverpool Road, Manchester, M3 4JN
117F Liverpool Road, Manchester, M3 4JN
117D Liverpool Road, Manchester, M3 4JN
117C Liverpool Road, Manchester, M3 4JN
117A Liverpool Road, Manchester, M3 4JN

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

Conservation Area - Castlefield Conservation Area 1979

Area Team Boundary - Name: CITY1